

DELEGATED OFFICER REPORT:**Application Ref:** F/23/96260**Site Address:** Construction of 2no. semi detached two and a half storey dwellings with associated garage and bin store following demolition of existing dwelling.**Case Officer:** Clare Martin**Description:** 253 WINCHESTER ROAD, CHANDLER'S FORD, EASTLEIGH, SO53 2DX

Particular Site Constraints?	Yes ☒	No ☐
• Within urban edge • TPO trees close to development site • Within HRA screening area		

Planning History?	Yes ☒	No ☐
• H/19/86675 - Demolition of existing single storey rear extension, construction of two-storey rear and single storey sides extensions and loft conversion (amended description) – Permitted (Feb 2020) • Z/02215/001 – Single storey rear extension – Permitted (Nov 1994)		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	<u>9 letters of objection</u> <i>Amount of development</i> • Proposal would amount to an overdevelopment of one of the smallest plots in Winchester Road. <i>Character and Appearance</i> • The semi detached properties are not in keeping with the detached family homes in large plots which characterises the locality. • Second floor extension is overbearing. Proposal much larger than existing property and would push two storey building to the limit of its boundaries. • The three storey development is higher than the current roof and make the property visually imposing. • Associated garage would come in front of the building line. • Proposal will result in the removal of the existing mature foliage and no details of replanting scheme provided. • Development would be contrary to guidance within Hiltingbury & Holcombe Park character appraisals <i>Parking and Highways</i> • Cramped site with limited parking and turning for four cars. Safety concerns if vehicles can not turn within the site. • Proposal would result in increased traffic, adjacent to bus stop and hospital entrance. Winchester is a busy main road, which is used by children walking to and from school. • Impacts on Winchester Road when the development is being constructed.		

	<u>Residential Amenity</u> • The increased size of the building would have an overbearing, and overshadowing impact upon 225a Winchester Road. • Increased overlooking into 255 & 225a Winchester Road • Increase noise disturbance from additional residents. <u>Other</u> • Additional hard standing would worsen existing surface water run-off and ground erosion affecting 251 Winchester Road. • Impact on local services and infrastructure • Set a precedent for subdivision of other plots. • Extra bins left on footpath would be a hazard <u>Local Planning Authority Response</u> Comments are noted and are considered within the assessment section, along with the following responses. • The Hiltingbury & Holcombe Park Special Policy Area was part of the previous local plan, but this designation has not been carried through into the Adopted Eastleigh Borough Local Plan (2016-2036). • The additional dwelling will have a negligible impact upon existing local services and infrastructure. • Every application is determined on its own merits and so the proposal would not set a precedent for other properties. • Bin storage is provided within the proposal.
Transport Officer (HCC)	<u>No objection</u> subject to securing appropriate parking provision, setting any gates 6m back from highway and a construction management plan being provided. <u>Access</u> Access in and out of the site is to remain as existing, which is acceptable for a 2 dwelling development such as this, given the access widths and visibility splays afforded onto Winchester Road given the large footway and grass verge area. Whilst there is a bus stop adjacent, which may cause visual obstruction at time, this is not a layover stop, and as such will have minimal impact in terms of time of stay, and is of course an existing situation for the existing dwelling. Internally, whilst obviously not for adoption, a review has been undertaken and the site layout is acceptable with the required 2 parking spaces per 3-bed dwelling provided. Onwards, a 6.0m aisle width is available for easy turning to enable forward gear access and egress. <u>Parking</u> Whilst the proposed garages fall well below standard for a usable vehicle parking space (minimum 3.0 x 6.0m per garage is required in accordance to the EBC Parking Standards), they will enable storage for cycles and other items. However, given the location of the site where overspill or visitor parking would be obstructive if on the highway generally, but more so because of the bus stop location, it would be recommended that the garages are either removed, update to car ports, or extended appropriately so that they can provide for a useful vehicle parking space.

Tree Officer:	<u>Objection</u> To the rear (and beyond into the neighbouring property) there are a number of significant trees, some of which are subject to Tree Preservation orders. There is also a significant, protected oak to the front of no. 247. An Arboricultural Method Statement and a Tree Protection Plan is required in order to preserve the retained trees on site and off.
Ecology Officer:	<u>Additional Information Required</u> There are records of bats, stag beetles, hedgehogs and breeding swifts near this site. It is within an amber impact risk zone for great crested newts. A preliminary ecological appraisal is required for the property. This will include an internal inspection of the loft and recommendations for biodiversity enhancements. These could include a bat brick and a swift brick. Consultation goes onto provide detailed advice about biodiversity enhancements and further sources of information.
Hampshire Swifts:	This area of Chandler's Ford contains small colonies of Swifts, but their populations are declining due to loss of traditional breeding places as older houses are demolished or renovated. No ecological enhancements have yet been proposed for this development. Swift bricks are universal nest bricks, readily used by Swifts, House Sparrows, Tits, House Martins and other crevice-nesting birds. According to best practice guidance as laid down in BS 42021:2022 Integral nest boxes, at least 1 Swift brick should be incorporated per dwelling.
Parish Council:	No response

Site Visit:	Yes ☒	No ☐
Details: Site visit carried out on the 10 th November 2023		

Pre-commencement Conditions:	Yes ☐	No ☒
Details:		

Legislation:
Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:- <i>"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."</i>

Policy:
National Planning Policy Framework Planning Practice Guidance Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies S1 (sustainable development) and S2 (approach to new development), S3

(location of new housing); Development Management policies DM1(general development), DM2(environmentally sustainable development), DM3 (adaption to climate change) DM6 (surface water management), DM10 (water and waste water), DM11 (nature conservation), DM13 (access), DM14 (parking), DM23 (residential development within urban areas), DM29 (Dwellings with higher access standards) & DM30 (internal space standards).

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Trees and Development

Assessment:

Principle

The site is within the urban edge where the principle of development is acceptable, subject to the detailed matters according with the relevant planning policies.

Character and Appearance

As part of Policy DM1 development is required to take full and proper account of the context of the site (including the character and appearance of the locality) and be well integrated with these (in terms of mass, scale, materials, layout, density, design and siting), both in itself and in relation to adjoining buildings, spaces and views.

The current property is a pleasant, two storey, detached house that has a conservatory and single storey extension on either side and a larger single storey extension to the rear. There was permission to replace the existing northern side extension with a two storey extension, but this unimplemented permission has now expired. The house sits well back within the plot, leaving a large frontage that is mostly enclosed by hedging and trees.

The immediate locality is characterised by a mixture of large, detached houses, which are set in from their boundaries in spacious, verdant, plots. Most of the plots have a single dwelling, although both dwellings and plots sizes vary significantly. The application site has one of the smaller plots within the immediate locality.

The proposal would replace the existing two storey detached house with a new building split into two semi-detached properties. The design of the building is uninspiring with its rectangular shape and matching two front gables and dormer windows. The building would stretch most of the width of the plot, but unlike the existing dwelling, this would be at a two and a half storey level making it appear much bulkier than the current dwelling. Most notably the proposed replacement dwelling would result in a loss of the first floor spacing around the building at both sides, which is part of the character of the locality.

The replacement building would also be 0.6m taller than the existing house and has a barn hipped roof and dormer windows. As such the proposal increases the size and prominence of the building roofline and will appear overly dominant when compared to the fully hipped, simpler, roofline of the existing dwelling and those present on many of the neighbouring houses.

At present the current single dwelling is hidden from Winchester Road by a row of high vegetation around the frontage. However, the proposal includes widen the property's vehicular access and there is the potential for the vegetation (which is not protected) to be cut back. This will make the replacement building and its frontage much more visible than the existing house and due to its design and massing would detract from the character and appearance of the locality.

A further concern is the treatment of the property's frontage, which contains a large area of hard standing as well as a detached double garage and bin store. These structures are unnecessary as there is ample space for parking cars on the driveway and the bins could easily be stored at the side of the property instead. While there are a few examples of

detached front garages within the locality, the presence of these structures leave less space for landscaping and adds to the overall dominating impression of the two and a half storey replacement building.

Overall, it is considered that the design, scale and massing of the replacement building, along with the loss of space around the building and its developed frontage, would detract from the appearance of the site and would be out of character with the more spacious pattern of development within the locality.

Residential Amenity

Policy DM1 amongst other matters, stipulates that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents. Additional residential amenity guidance is provided within the Council's Quality Places SPD.

The replacement building is positioned directly next to the house at 255a Winchester Road and is positioned where it would not overshadow or affect the outlook of the surrounding dwellings to an unacceptable degree. The buildings main windows are on the front and rear elevations and although the scheme includes new second floor dormer windows these serve bedrooms rather than main living areas. The development accords with guidance set out in the 'Quality Places' SPD and there is not considered to be an unacceptable impact on the amenity of the neighbouring properties in terms of loss of privacy, light or outlook.

Furthermore, the proposed increase of one dwelling within an existing residential area is not considered to have a material adverse impact upon the amenity of the neighbouring residents.

Living Conditions

Policy DM30 requires all new dwellings to meet the Nationally Described Space Standards, which includes providing a minimum gross internal floor space of at least 90m² to 108m² for a three bed roomed three storey property. The proposal easily meets this standard with an internal floor area of 195m² for each dwelling. The property has been designed with its main windows on the front and rear elevations where they will have a reasonable outlook and daylighting.

In terms of garden sizes, Quality Places SPD requires all new residential developments to provide an outdoor amenity space of at least 60% of the dwellings floor space. The garden of house A is just below the 60% standard at 111m² (57% of the dwelling's floor space) and house B is 135m² (69%). While slightly under standard, on balance, the proposal is considered to provide a reasonable amount of outdoor amenity space for the residents of each property.

Car Parking and Access

Policy DM13 requires that all new development has a safe and convenient access to the highway network, with Policy DM14 requiring an appropriate level of car parking be provided in accordance with the Council's adopted standards.

There is room on the site's frontage to accommodate two car parking spaces for each of the semi-detached dwellings, which accords with the council's parking standards. However, the size of the double garage is under standard and so should be removed or converted to a car port in order to provide additional visitor parking. It is considered that any additional overflow car parking on Winchester Road could cause an obstruction, which is a point raised by the Transport Officer. Amended parking plans would have been sought had the application been recommend for permission.

The parking area also provides some space for turning cars to allow vehicles to enter and existing onto Winchester Road in a forward gear. The visibility splay for the access onto Winchester Road is acceptable and the slight increase in vehicular movements associated with the addition dwelling is unlikely to cause a highway safety concern, providing some on site visitor parking is available. No objection has been raised by the Transport Officer subject to conditions.

Ecology and Biodiversity Net Gain

Policy DM11 states that development will not be permitted if it is likely to have a direct or indirect adverse effect on priority habitats, protected or priority species, or on the local ecological network unless it can be demonstrated that a) there are no alternative solutions, b) the adverse impact are unavoidable, c) measures are taken to mitigate or compensate for the adverse effects. d) there is an overall biodiversity net gain. Policy DM11 goes onto state that the Council promote the net gain of biodiversity on all sites through the protection, enhancement and connection of existing provisions and new habitats and features compatible with the native biodiversity characteristics of the Borough.

There are records of bats, stag beetles, hedgehogs, breeding swifts and great crested newts in the locality. A preliminary ecological assessment (including an internal inspection of the loft for bats) has not been submitted with the application, without which there is the potential for the development to impact upon protected species. Therefore, the lack of ecological information forms an additional reason for refusal.

Likewise, no information has been provided to demonstrate how the development will achieve biodiversity net gain. However, as there are likely to be methods of securing a biodiversity net gain on the site (such as the provision of bat and bird boxes) then the biodiversity enhancements could have been secured via condition had the application had been permitted.

Trees

Policy DM1 requires development not to result in the loss or damage of important trees. Further guidance on this issue is provided within the Council's Trees and Development SPD.

There are a number of protected and significant trees close to the proposed dwellings, which have the potential to be impacted by the development. An Arboricultural Method Statement and a Tree Protection Plan has not been submitted with the application, without which there is a potential of the development adversely impacting protected trees. An objection raised by the Tree Officer on this basis. Therefore, the lack of arboricultural information forms an additional reason for refusal.

Sustainable Drainage

Policies DM3 and DM6 of the Eastleigh Borough Local Plan (2016-2036) stipulate that new development must provide sustainable drainage systems (SuDs) wherever feasible. For small sites of less than 0.5 hectares one form of filtration is required, such as permeable paving. It would be possible to secure drainage details via condition had the application been recommended for permission.

Impact of SPA:

Recreational Disturbance

The proposal will result in a net increase of one residential unit, which is located within the 13.8km catchment area for the New Forest Special Protection Area. It is recognised that new housing developments within this area are likely to result in additional visitors and increase the disturbance to the New Forest. In order to mitigate for these impacts, new

housing developments needs to contribute towards the Council's New Forest Mitigation Strategy, which provides Suitable Alternative Natural Green Spaces within the borough and funding towards an additional range post for the New Forest. No contribution has been received to date and the mitigation has not been secured via a legal agreement.

Nutrients

The site is within the impact zone for phosphates and nitrates, which has been shown to have a determinantal impact on the water quality of the River Itchen Special Protection Area. A nutrient budget has not been submitted for the development (with the net increase in dwelling likely to have a positive output for nutrients) and no mitigation has been put forward.

Due to the lack of information, the Local Planning Authority has not been able to produce an appropriate assessment for the development. Without mitigation the proposal is likely to have a detrimental impact on the Special Protection Area, both in terms of recreational disturbance and an increase in nutrients.

Equalities Act:

Section 149 of the Equalities Act 2010 created the public sector equality duty.

Section 149 (1) states:

A public authority must, in the exercise of its functions, have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups.

It is considered that this application does not raise any equality implications.

Climate Change:

In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality by 2025; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environment Emergency Action Plan – Update June 2020.

The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and emerging plan policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and emerging plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the Emerging Local Plan, as is an assessment of climate impacts.

The NPPF aims for the need for housing to be met, and Policy S2 of the Adopted Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Saved, Policies S1, DM2 and DM3 of the Adopted Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use. When considering the impact of climate change, the proposed development is expected to be resilient to the

potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.

Conclusion:

Recommendation:

PERMIT ☐

REFUSE ☒

Comments ...