

DELEGATED OFFICER REPORT

Application Ref: F/23/96419

Site Address: WEST END COTTAGE, SWAYTHLING ROAD, WEST END,
SOUTHAMPTON, SO18 3HT

Case Officer: Rachael Morris

Description: Erection of 1.no 3-bedroom dwelling with associated parking, bin/bike storage & boundary treatments.

Particular Site Constraints?	Yes ☒	No ☐
- CAA Airport Safeguarding Zone - Within the urban edge		

Planning History?	Yes ☒	No ☐
H/17/81145 - Erection of conservatory at side and two storey rear extension following demolition of existing single storey extension and construction of detached triple garage with storage/ studio above – Permit – Sept 2017		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	6 Upmill Close. Objection. This Building will be directly in front of my house, which is south facing and will block the light into our living room and put our grass into constant shadow, also the people living there will have a direct line of sight into our bedroom, which at this time looks out over trees and has sunlight directly coming into the room in winter. The loss of the trees in our area is also of concern as the ground is very wet around this area. 7 Upmill Close. Objection. The proposed house will block the natural light into our home, as well as being visually intrusive. There are currently trees on the land which is pleasant for those on the cul-de-sac. Should these be taken down, there will be nothing visually pleasant remaining. Should the house be erected, this will result in a lack of privacy directly overlooking the property. The proposed site is on an already busy, main road, which is a thoroughfare between West End and Southampton, therefore any heavy vehicles required will only add to this excessively busy main road, particularly during the rush hours. This roundabout is a central point for four main roads meeting, and the entrance is directly on this focal point, therefore I am concerned that views and exits will be blocked impeding the safety of other road users. The development will be over a number of months, which will result in excessive noise, dust immediately outside the front door and resulting odours.		
Parish Council:	No objection to the proposal subject to the ecology and highway conditions are met.		
Ecology:	I have reviewed the amended site plan as proposed (Rev A) and can see the proposed location of a new soakaway below the new permeable driveway, hedgehog holes in the close board fencing, a bat block in the southeast gable and a swift block in the northwest gable. The bin store appears to have a planted green roof (although this has not been labelled). Subject to the precautionary working methods, which can be conditioned, I have no further ecology or surface water drainage concerns.		
Tree Officer:	The site appears to be mainly hardstanding. There are trees outside of the fence line, in particular and oak adjacent to Swaythling Road. The trees all contribute to the amenity of the area.		

	We note that the agent has suggest that a small holly tree will need to be removed, along with some hedging, so we will require some basic information on this, but this can be conditioned as there will not be a significant impact upon amenity. The conditioned arboricultural documents can also be used to detail tree protection for the duration of the development (where required). Therefore, we raise no arboricultural objection subject to a condition.
Asset Management:	No response.
Hampshire Highways:	<u>06/12/23</u> Following on from the previous HCC Highway consultation response dated 05 December 2023, it is noted that updated site plans have been received. This plan has been reviewed, and as requested vehicle access gates for both the existing and proposed dwellings are now set back into site by the required 6.0m (minimum) from the highway edge. As such, there is now no objection to the proposals from a highway perspective. <u>05/12/23</u> Access into the site from the highway is to remain unchanged, with the utilisation of the existing drop kerb vehicle crossover which is of sufficient width to accommodate two-way vehicle movements should they ever occur for the two dwellings which will be utilising it. Once into site, the existing driveway will be utilised for the proposed dwelling, with a new secondary driveway to the west of this providing a link to the parking area for the existing dwelling. Both dwellings are proposed to have gates, and this is acceptable in principle. The eastern gate for the new dwelling is set back into site by the required 6.0m from the highway edge, however the western gate for the existing dwelling looks to be closer to 4.0m from the highway edge and this needs amending on plans to at least 6.0m. Whilst the drop kerb vehicle crossover access is existing, it would be suggested that the applicants investigate the potential for 'Keep Clear' markings to be placed on the northern side of Swaything Road. At present, if there is a queue of vehicles heading eastbound towards the roundabout, a vehicle wishing to turn right into site could be held up and cause a following queue. Whilst infrequent, appropriate signage could help prevent this. It would be suggested that the applicant contacts the HCC Traffic Management Team to investigate the potential for this. Whilst the site will not be offered for adoption by HCC, a review has been undertaken of the internal layout, and this is acceptable. There is adequate space for the parking of vehicles, and onwards there remains a sufficient area within which to turn a vehicle to enable forward gear access and egress.
Southampton Airport:	No Objection
Southern Water:	Further to our response dated 20 December 2023 regarding the above planning consultation and additional information provided by the developer regarding onsite water trunk main. Southern Water would have the following comments to make: Southern Water requires a formal application for a connection to the public foul sewer to be made by the applicant or developer.

Site Visit:	Yes ☒	No ☐
Details: 20/12/2023		

Policy:
National Planning Policy Framework

Planning Practice Guidance

Development Plan:

The Eastleigh Borough Local Plan 2016-2036 The most relevant policies are Strategic policies S1 and S2; and Development Management policies DM1, DM2, DM6, DM11, DM13, DM14, DM23, DM29 and DM30.

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Character Area Appraisals.

Assessment:

The development is considered acceptable and complies with policies DM1, DM2, DM6, DM11, DM13, DM14, DM23, DM29 and DM30 from the 2016-2036 local plan, in that:

Principle

- Within the urban edge, the principle of new residential development is acceptable. Development is expected to meet the policies within the local plan, most notably policy DM1 which sets out the general criteria for new development.

Design and layout

- Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) stipulates that all new development should respect the character and appearance of urban areas, take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbouring, and be compatible in terms of mass, scale, layout density, design and siting.
- The proposed dwelling would be designed in a similar manner to the proposed neighbouring dwelling. This includes a pitched roof slope being seen from the front and then mirrored to the rear but with the addition of a gable-end feature; as seen to the neighbouring dwelling. The surrounding properties also follow the same general design including a pitched roof and gable-ends. Therefore, this proposed dwelling would not create an out-of-place addition to the locality.
- The proposed materials to include an off-white render with brickwork banding to the base along with clay roof tiles and grey framed windows and doors would suit the locality where render, brickwork and clay tiles are all seen.
- The proposed dwelling is set back from the road on both the Swaythling Road side and Allington Lane side, which is expected not to create a dominant addition to the street scene. At present, vegetation makes up this border and as a result mostly screens the site. Nonetheless, some vegetation will remain and due to the setback nature of the dwelling, the perceived impact from the adjacent Swaythling Road and Allington Lane would be minimal.
- It is noted that the neighbouring properties on Upmill Close are concerned about the impact from this viewpoint. This Close experiences low traffic and is also separated by a footpath. The potential for the proposed dwelling to create any perceived dominance is low. Further assessment on the neighbouring amenity is assessed below.
- The proposed dwelling has a condition requiring accordance with Building Regulations M4(2) and policy DM29 from the Local Plan, which ensures accessible and adaptable dwellings can be bought forward into housing stock.

Residential amenity

- Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) amongst other matters, stipulates that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents.
- To ensure adequate internal living standards are met the Local Planning Authority assess the measurements of space against the 'Nationally Described Space

Standards' (NDSS). Policy DM30 of the Local Plan requires that all new dwellings meet the NDSS as a minimum.

- The application proposes a two-storey 3no. double bedroom dwelling. Therefore, the NDSS requirement for 6-people is 102 sqm. From the plans submitted, the proposed dwelling accords with national and local policy with the internal floor space measuring approx. 102 sqm.
- In addition, and as set out within the Council's Quality Places Supplementary Planning Document (SPD), the garden size for new residential development must be at least 60% of the floor space of the host dwellinghouse. From the submitted plans, when assessing the rear garden only (75sqm), the proposed outdoor private amenity space is equivalent to 73% of the internal floor space. Therefore, the garden space is sufficient and accords with council guidance.

Neighbouring amenity

- The neighbouring properties in Upmill Close are separated by adequate rear distances approximating 20m to the closest gable and 23m to most first floor windows. This is an appropriate distance for rear facing front facing windows as the potential for unacceptable overlooking is low, but some level of overlooking is to be expected within a residential area.
- Regarding the neighbour's concern for a loss of daylight and sunlight, this would not be to an unacceptable degree and has been demonstrated through the submission of summer and winter solstice plans. This shows that the only real impact to the neighbours at Upmill Close is in late winter and only for a short timeframe in the day and so is considered minimal and not unacceptable.

Parking and access

- The proposal provides appropriate on-site parking for the proposed dwelling. As per the Residential Parking Standards SPD, a 3.no bedroom dwelling requires 2.no off-highway parking spaces. This is provided, along with space available on the drive to accommodate short-stay visitors/deliveries. In addition, there is adequate space for the parking of vehicles, and onwards there remains a sufficient area within which to turn a vehicle to enable forward gear access and egress.
- The vehicle access gates for both the existing and proposed dwellings are set back into site by the required 6.0m (minimum) from the highway edge which provides a safe allowance for waiting vehicles to open gates while not obstructing the highway.
- Moreover, although there is a loss of parking on the site overall due the site being primarily used for parking as existing, the existing and proposed dwellings both will have suitable parking to accommodate the need and so is appropriate.

Ecology and drainage

- Policy DM11 requires planning applications, to protect, conserve and enhance all international, national and local nature conservation designations; and networks of natural habitats and features, including the Local Ecological Network, Priority Biodiversity Areas and Priority Biodiversity Links, watercourses, wetland complexes, woodland trees, and trees and hedgerows important to biodiversity and local character; and facilitate their adaptation to climate change wherever possible; and seek a net gain of biodiversity on all development sites.
- A surface water drainage plan has been provided which shows that a soakaway is proposed to serve the main dwelling, positioned 5m away along with permeable paving along the driveway. A condition will be required to detail the final detail of proposed means of foul sewerage and surface water disposal.
- The submitted plans include the suggested biodiversity enhancements, including a swift brick, bat brick and close board fencing to include holes in base boards to allow for free passage of small animals; this will be conditioned.

SPA Mitigations

- The Council, as the responsible body for Habitats Regulations Assessment (HRA), must ensure as part of a planning application that a development will not have an adverse impact upon any European protected sites, and specifically in this case, the European protected Solent Complex (SPA, SAC and Ramsar sites), River Itchen (SAC) and New Forest National Park (SPA, SAC and Ramsar sites). It is recognised that the addition of residential development would have an adverse impact upon the surrounding designated European protected sites.
- Due to the nature of the proposals, a HRA was undertaken and submitted to Natural England for their review. They raised an objection, but only to the Council's New Forest Mitigation. However, the LPA, as the competent body under the Habitats and Species Regulations (2019) are satisfied that the mitigation proposed is sufficient to address the impacts arising from the development upon European Protected Sites.
- In terms of water quality, Natural England have advised that new housing development should achieve nutrient neutrality in order to mitigate the impacts of additional nitrogen arising from the sewage generated by the future residents. This wastewater then feeds into the Solent Complex via Waste Water Treatment Works, which discharges into the river network and so causes eutrophication affecting the features for which it is designated. The Council has adopted its own strategy for achieving nutrient neutrality whereby it identifies areas of agricultural land and remove these from a nitrate intensive use, thus reducing the nitrogen input into the protected sites, with the level of reduction then being used as a means of offsetting the impacts of development proposals within the Borough. This ensures no overall net increase in nitrates within the Solent and thereby allow a development to achieve nutrient neutrality. In order to do this, the Council calculates the level of nitrate mitigation this land provides (measured in kg) and makes 'nitrate credits' available to developers to buy, with funding being secured during the planning application.
- In addition to the above, Natural England have also highlighted that residential development within a certain catchment of the River Itchen (SAC) can result in phosphate loading resulting from additional sewage generated from future residents. The Council also has 'phosphate credits' available to offset this impact.
- Necessary mitigation for nitrates and phosphates will be secured via condition.
- Furthermore, Natural England has also raised concern with regard to additional residential development within 13.8km radius of the New Forest. This is considered to have an adverse impact upon the New Forest by way of additional trips resulting in further recreational disturbance. There is a monetary mitigation of £2,220 per residential unit to offset the impact upon the New Forest National Park, which was covered within the HRA. As noted above, Natural England have raised an objection, however the Council is satisfied with the mitigation, which will be secured via an upfront payment under Section 106 of the Town and Country Planning Act 1990.
- The Solent & Southampton Water Special Protection Area is an internationally designated conservation site and is protected for its overwintering birds. It is recognised that new house building (within a 5.6km buffer of the designated area) is placing increased pressure on these overwintering birds from more people visiting the coastline. As such the Council requires all housing developments within the buffer to make a financial contribution towards the Solent Recreation Mitigation Strategy, which aims to limit recreational disturbance to our coastline through careful management. The application site falls within the 5.6m buffer and therefore a 3-bedroom dwelling would require the mitigation monies of £834 (as of 1 April 2023), which will be secured via an upfront payment under Section 106 of the Town and Country Planning Act 1990.

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 Environmental 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 adopted local 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 local plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the adopted 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 Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the 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.

Equalities Implications:

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

Conclusion:

Recommendation:

PERMIT ☒

REFUSE ☐

Comments ...