

DELEGATED OFFICER REPORT:**Application Ref:** F/23/96493**Site Address:** 18 LOWER ST. HELENS ROAD, HEDGE END, SOUTHAMPTON, SO30 0LW**Case Officer:** Clare Martin**Description:** Erection of 2 bed bungalow with associated parking and storage following demolition of annexe at rear of property

Particular Site Constraints?	Yes ☒	No ☐
• Within urban edge • HRA screening area • Within Solent mitigation and disturbance zone • Within New Forest buffer		

Planning History?	Yes ☒	No ☐
• F/19/84715 - Erection of 1no. 2 bedroom detached dwelling following demolition of existing outbuilding – Refused (March 2019) • F/16/79033 – Conversion of garage into habitable accommodation – Permitted (November 2016) • Z/27582/002 – Construction of a two bed bungalow following demolition of existing garage – Refused (May 1994) • Z/27582/001 - Construction of detached two bed bungalow – Refused (July 1993) • Z/27582 – Erection of a chalet bungalow – Refused (May 1984)		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations: (summarised)	<u>10 letters of objection</u> <i>Amount of development & character</i> • Overdevelopment, lack of parking and amenity space. • Dwelling is unnecessary. • Dwelling would be visually intrusive and not in keeping with street scene, where bungalows are well spaced. <i>Car Parking & access</i> • Difficulty accessing parking spaces. • On road parking would cause an obstruction, as Pardoe Close is a single lane and any roadside parking leads to difficulty for passing vehicles and refuse collection. <i>Residential amenity</i> • Overlooking and loss of privacy to Wedgewood. • If approved they could add a rear dormer to become a two-storey dwelling, which would overlook garden of 20 Lower St Helen's Road. <i>Other</i>		

	• Additional property will exacerbate existing overflow issues with sewage system • Existing structure is a garage/ games room and not an annexe. The proposal would set a precedent for garage conversions. <u>Local Planning Authority Response</u> • Comments are noted and the amount of development, character and appearance, car parking & access, and residential amenity is covered in the assessment section. • The application cannot question the need for the dwelling nor any suggested future additions to the property. • The addition of a single dwelling will have a negligible impact upon the sewage network. • Each application is assessed on its own merits and therefore the proposal will not set a precedent for future garage conversions/ replacements.
Transport Officer:	<u>No objection</u>, subject to conditions Access into the proposed site will utilise an existing vehicle crossover off of Pardoe Close, which will be widened slightly to allow easy access to a double width driveway. This is acceptable from a highway perspective. Parking is provided for the proposed dwelling via a dual width driveway, which is suitable in size to accommodate the required two vehicles. Onwards, bin and cycle storage is provided in an acceptable location for ease of access. There is no change in access or parking for the host dwelling
Ecology Officer:	<u>No Objection – 27/6/24</u> <i>Protected Species</i> I have reviewed the Bat Roost Survey report by Enims (June 2024). No bats were seen emerging or re-entering the garage (B1) and limited bat activity was observed in the area. A stag beetle was observed flying during the survey. Please could you add the following informative to the decision notice: In the unlikely event of any bats being found during demolition or construction, all work must stop immediately, and Natural England must be called. Additional information is available on the Bat Conservation Trust website at https://www.bats.org.uk/advice/imworking-on-a-building-with-bats/ive-found-a-bat-during-works <i>Biodiversity Enhancements</i> The report has not recommended any specific biodiversity enhancements, which are required in accord with Local Plan policy DM 11 and NPPF paragraph 180. Specific biodiversity enhancements can be shown on a plan before determination or can be conditioned. <u>Holding Objection – 29/11/23</u> <i>Protected Species</i> Within a green GCN impact risk zone for great crested newts, there are records of bats, stag beetles and hedgehogs very close to this site. The photo of the annex on Google maps (August 2023) shows a

	missing tile at the corner of the annex roof, leaving a gap where bats could roost. A preliminary bat roost assessment will be required to determine whether further survey is necessary. I don't see any potential habitat for great crested newts, stag beetles or hedgehogs on this site. <i>Biodiversity Enhancements</i> A bat brick may be appropriate for the building and planting flowering plants for pollinators would also enhance this site. The consultation response gives advice on biodiversity enhancements and further sources of information. <i>SuDS</i> I have reviewed the SuDS plan by Studio Homer Architectural Services (November 2023). This is satisfactory.
Town Council:	<u>Objection</u> – Inappropriate development of a residential garden & overdevelopment.
Natural England:	<u>Objection</u> - to the HRA. Natural England consider that the proposal will have an adverse effect on the integrity of the New Forest Designated Site as they do not consider Eastleigh Borough Council's mitigation scheme precautionary enough.

Site Visit:	Yes ☒	No ☐
Site visit carried out on 10 th January 2024.		

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 are S1 (sustainable development), S2 (approach to development), S3 (location of new housing); Development Management Policies DM1 (general development), DM2 (environmentally sustainable development), DM3 (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; Character Area Appraisals.

Development and Planning History:
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The proposal follows previously refused applications for a bungalow at the site. The last application was refused in 2019, primarily as the development was considered to be out of character and lacked a suitable outdoor amenity space.

The current bungalow has been redesigned so it is a rectangular shape and sits closer to 18 Lower St Helens Road. This allows for two car parking spaces to be provided at the front and a larger garden wrapping around the rear and side of the dwelling.

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

Policy DM1 requires development to take full and proper account of the context of the site including the character & 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 proposed bungalow will replace an existing smaller double garage in the rear garden of 18 Lower St Helen's Road. The bungalow will be positioned further forward than the existing garage, but nevertheless follows the established building line where it sits between the side wall of no.18 and front wall of Vermarden. It is also centrally positioned between these two dwelling and so will retain a sense of space around the building.

The bungalow is of a simple pitched roof design with a smaller secondary element (the kitchen) projecting out at the side and will be in white render and brick with a tiled roof. Its scale, design and materials reflects the bungalows along Pardoe Close, particularly those opposite (at no's 1 & 1A), that are also a rectangular shape with car parking to the side.

As such the development is considered to fit in with the character and appearance of the locality.

Highways and Car Parking

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. Residential Parking Standards SPD requires two usable on-site car parking spaces to be provided for a two bedroomed dwelling.

The proposal accommodates two on site car parking spaces at the front of the property, which meets the required standards. The car parking spaces will be accessed off Pardoe Avenue and the existing dropped kerb will be widened to accommodate this. It is noted that the access to Pardoe Close is narrow and there are existing access difficulties for passing cars and large vehicles. However, there is no evidence that the proposed dwelling will further exacerbate this situation as the required on-site car parking is provided and any ad hock visitor parking could be accommodated on Lower St Helen's Road.

In terms of the existing dwelling, the proposal will retain the car parking area at the front of the dwelling with access off Lower St Helen's Road.

No objection has been raised by the Transport Officer and the proposal meets the requirements of Policies DM13 & DM14.

Living Conditions

Policies DM1 & DM30 requires all new dwellings to provide a good living environment for their future residents and to meet the Nationally Described Space Standards. In terms of external amenity space, Quality Places SPD requires all new residential developments to provide an outdoor amenity space of at least 60% of the dwellings floor space.

The proposed bungalow has an internal floor space of 68m², which is marginally below the 70m² minimum floor space required for a two bed four-person dwelling. However, the internal space is considered acceptable as the property could reasonably be used as a two bed three-person dwelling, which would require just 61m² floor space.

The scheme includes a garden wrapping around the side and rear of the dwelling, which is of a size that meets the Council's amenity space standard. While the garden is overlooked by the first-floor side facing windows in 20 Lower St Helen's Road, these serve secondary rooms (bathroom/ landing) and so will not result in an unacceptable loss of privacy for the new residents.

It is considered that the proposed dwelling will provide a reasonable living accommodation and external amenity space and so meet the requirements of Policies DM1 & DM30.

Residential Amenity

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

The proposed bungalow will be sited in the garden of 18 Lower St Helens Road, with the plot divided between the two properties. While the existing property will be left with a small garden, its size is around 60% of the dwellings floor space so meets the required size standard.

While the garden of no.18 is already enclosed by the adjoining two storey house (no.20), the bungalow should not have a further significant enclosing effect on their garden. As the proposed dwelling is single storey with its smaller side elevation next to the garden of no.18. The bungalow is also positioned to the north west of no.18 and so should not have a material impact on the existing sunlight received into their garden.

In terms of the other adjoining properties, the proposed dwelling has been designed so its windows are staggered onto the neighbouring dwellings (1 & 1a Purdow Close and Vermarden) and the windows in the side of 20 Lower St Helens Road appear to be to secondary rooms (landing and an ensuite)

It is considered that the proposed dwelling will not have an unacceptable impact on the amenities of the neighbouring dwellings (by way of a loss of light, outlook or privacy) and so meet the requirements of Policies DM1.

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 and there is an overall biodiversity net gain. The development was submitted before the 10% biodiversity net gain requirement came into force.

The existing garage has a missing tile and there is the potential for a site roost at the site. However, a preliminary bat roost assessment & bat roost survey were provided and no bats were seen emerging or re-entering the garage and limited bat activity was observed in the area. The proposal is not considered to adversely affect protected or priority species or their habitats and no objection has been raised by the Ecology Officer.

The proposal is also required to provide biodiversity enhancements, which could be achieved through a bat brick or flowering plants for pollinators. A condition will be imposed to ensure that biodiversity enhancements are incorporated into the development.

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. A drainage plan has been provided by the agent with an aco drainage system, which has been accepted by the Ecology Officer.

Impact of SPA:

Recreational Disturbance

The site is within both the 5.6km catchment area for the Solent Special Protection Area and Ramsar Site and the 13.8km catchment area for the New Forest Special Protection Area. It is recognised that new housing developments within these catchment areas are likely to result in additional visitors to these protected sites. In order to mitigate for this impact, the developer has paid a contribution towards the Solent Recreation Mitigation Strategy (which manages visitors to the coastline) and the Council's New Forest Mitigation Strategy (which provides Suitable Alternative Natural Green Spaces within the borough and funds a ranger post within the New Forest).

While Natural England has objected to the use of the Eastleigh Borough Council New Forest Mitigation Scheme, the Local Planning Authority (as competent authority) is content that the New Forest Migration Strategy delivers the appropriate levels of mitigation and is acceptable. The formal twenty-one-day notification of permission has been given to Natural England and this has now expired.

Nutrients

The site is within the impact zone for nitrogen, which has been shown to have a determinantal impact on the water quality of the River Itchen/ Southampton and Solent Water Special Protection Area. A nutrient budget has been submitted for the development and this has a positive output for nitrogen.

The applicant intends to use the Eastleigh Borough Council scheme to mitigate for these increases and this will be secured by a pre- occupation condition. An appropriate assessment under the habitat regulations has been completed for the development and Natural England have confirmed that the Council's nitrogen mitigation is acceptable. Natural England are comfortable with the Solent Recreation Mitigation Strategy but have objected to the Council's New Forest Mitigation Strategy.

Conclusion

The proposal is unlikely 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 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 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 ☐
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Comments ...
