

DELEGATED OFFICER REPORT

Application Ref: F/24/97412

Site Address: 5 & 7 Allington Lane, Fair Oak

Case Officer: Rachael Morris

Description: Erection of 2.no 2-bedroom bungalows with associated parking following the demolition of existing garages and severing of land.

Particular Site Constraints?	Yes ☒	No ☐
Within the urban edge		

Planning History?	Yes ☒	No ☐
F/23/95753 – Erection of 1.no 3-bedroom bungalow with associated parking following the demolition of existing garages and severing of land – Permit – Dec 2023		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	None		
Parish Council:	No objection. Concerns raised over tight access.		
Ecology:	No objection in principle. Subject to contradictions within the plans regarding permeable surfacing being amended. While the tree loss (6 or 9) is unconfirmed, the BNG metric is satisfactory overall.		
Tree Officer:	As with the previous application (F/23/95753), whilst there are trees on neighbouring property that can be seen from the public realm, there are no trees providing significant amenity within influencing distance of the proposed development. Therefore, subject to the compliance with the report, we raise no arboricultural objection.		
Environmental Health – Noise:	The application site is located about 30 meters South of the B3037 and 45 meters from Allington Lane from which traffic noise will be generated. However, I note that there are intervening buildings or close boarded fencing that would be expected to reduce noise levels somewhat at the new building facades and within the new garden areas. Overall, I expect that the Local Plan acoustic criteria for habitable rooms should be achievable with conventional double-glazed windows with passive vents. Similarly, I expect that the Local Plan acoustic criteria for gardens would probably be met in the new garden areas. I note in any case these spaces currently have use as garden spaces. Consequently, I do not consider that an acoustic assessment is required to support the application. Further, I do not consider that conditional consent is need in respect of this matter. Given the residential character of the location, I would recommend that to protect amenity during the development phase that construction hours are limited by condition to those times considered appropriate by EBC.		
Environmental Health – Land contamination and air quality:	Air quality – The proposed development does not represent a significant impact on air quality. Therefore, we have no objection on this regard Land contamination – It is noted that previous comments have been made for the previous application F/23/95753 in relation contaminated land (attached). The current planning application is proposing a similar development (2 residential dwellings with private gardens instead of 1) from the previous application. Therefore, our previous comments are still relevant for this new application. We recommend the same conditions: watching brief for unexpected contamination, imported soils, CEMP and the radon advisory note.		

Urban Design:	The additional dwelling (compared with the previously granted planning permission F/23/95753), doesn't increase visual impact to the development. Both proposals are similar in heights and massing and in fact the current proposal frees up space to see through the site.
Landscape:	After some alterations to the landscape and planting plan, all required amendments have been actioned.
Hampshire Highways:	ACCESS: The vehicle access into the site has been widened to 4.8m for a minimum of 6.0m into the site, which will facilitate vehicle access and egress to easily occur at the same time. PARKING: Whilst the quantum of parking is for EBC to assess, ensuring that their Parking Standards SPD is fully adhered to, in terms of layout this is acceptable. Each dwelling has adequately sized parking bays, and aisle widths suitable for turning and enabling forward gear access and egress. BIN COLLECTION: Plans show 2 bin collection points, providing space for up to 4 bins to be positioned on collection days to prevent bins being left of the footway where they would be obstructive. Given the above, there is no objection to the proposals from a highway perspective, subject to a CEMP condition.
Natural England:	No objection.

Site Visit:	Yes ☒	No ☐
Details: 08/09/2023		

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 and S2; and Development Management policies DM1 (General Development Criteria); DM2 (Environmentally Sustainable Development); DM6 (Sustainable Surface Water Management and Watercourse Management); DM11 (Nature Conservation); DM13 (Transport); DM14 (Car Parking); DM23 (Residential Development in Urban Areas); DM29 (Dwellings with higher access standards); DM30 (Internal space standards for new residential development). Supplementary Planning Documents: Quality Places; Residential Parking Standards; Character Area Appraisals; Trees and Development.

Assessment:
<u>Site and characteristics</u> - The site would be accessed off Allington Lane which is a 30mph residential road. Allington Lane does progress into a 40mph road as you drive approx. 435m further down from the Fair Oak Road junction. - As existing, the plot is made up of 2 no back gardens, serving no.5 and no.7 Allington Lane. The existing back gardens are laid to lawn with associated paving. The back gardens are populated by existing outbuildings which would be removed, and the proposed dwelling would replace them. - The existing bungalows of no.5 and no.7 Allington Lane are both designed differently. No.5 is designed with a hipped roof with a projecting front wing and no.7 is designed with a front gable-end. No.7 projects forward slightly more than

no.5 and as such due to the gable-end design and more prominent position, is the more notable dwelling out of the two. Nonetheless, along this stretch of Allington Lane, the dwellings are laid out in a stepped formation as you progress down the road.

Description of application

- A planning application has been previously permitted on this site for the 'Erection of 1.no 3-bedroom bungalow with associated parking following the demolition of existing garages and severing of land'. This currently proposed application would use the land to erect 2.no 2-bedroom dwellings.
- The current application proposes the erection of 2.no 2-bedroom bungalows with associated parking following the demolition of existing garages and severing of land. The proposed dwellings are a single-storey bungalow design and provides associated parking for 3.no vehicles to the front along with cycle storage and rear amenity space. The proposed dwellings are designed with red brick for the exterior walls, clay roof tiles and UPVC for the windows and doors. This is similar to the existing locality which are all characterised in a traditional manner.

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, Layout and Appearance

- 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 dwellings are both single storey bungalows and as such would accord with the immediate character of development along this stretch of Allington Lane where a cluster of properties adjacent the site are all bungalows aligned in a north to south orientation. The properties to the south of 7 Allington Lane relate to two storey dwellings serving Roker Way and are aligned in an east to west orientation.
- While there is no existing precedent for back-land dwellings within the locality, outbuildings are commonly seen in rear gardens. This is evident in the existing plots which has 3.no outbuildings, which would be replaced by the proposed dwelling. In addition, an existing planning permission exists on this site for 1.no 3-bed dwelling.
- It is also noted that the existing street scene along the frontage of Allington Lane is varied with the existing bungalows to the north facing the road and the two storey properties at Roker Way with side elevation facing the road. Also the existing Southern Water pump house located to the south east of no. 7 illustrates development set back into its plot. There is not a strong linear pattern of development along this section of Allington Lane and therefore the proposed scheme, to the rear of existing properties, will add to the variety of development in the area.
- The proposed dwellings are designed with a hipped roof. This respects both the existing dwellings at no.5 and no.7 Allington Lane which have hipped designed roof forms. Moreover, the proposed dwellings would respect the existing character by using similar traditional materials of red brick for the exterior walls, clay roof tiles and UPVC for the windows and doors. Therefore, it is considered the proposed dwellings have taken full and proper account of the character and appearance of locality.

- Overall, the proposed development is considered an acceptable addition to the locality. The proposed dwellings would integrate into the varied character of the street scene and do not create dominant, out of place, additions within the context of their surroundings. As such, this is in accordance with policy DM1 of the local plan.

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 2.no single-storey 2-bedroom dwellings (all double-beds). Therefore, the NDSS requirement for 4 people is 70 sqm. From the plans submitted, the proposed dwellings accords with national and local policy with the internal floor space measuring approx. 73 sqm. In addition, all double bedrooms meet the required 11.5sqm
- 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, the proposed outdoor private amenity space for unit 2 is equivalent to 121% of the internal floor space and 109% for unit 1. Therefore, the garden space is sufficient and accords with council guidance.

Neighbouring Amenity

- The neighbouring properties would also still maintain appropriate garden sizes when compared to the internal floor space; with no.5 retaining a 109% rear amenity space and no.7 retaining 110% rear amenity space.
- The proposed distance between the rear of the existing dwellings and the front of the proposed dwellings is approx. 16m. As this does not propose a rear-to-rear design, a 16m distance is appropriate. Moreover, the dwellings in question are all single-storey bungalows which reduces the potential for unacceptable overlooking.
- The surrounding neighbours to the rear would not be directly adjacent to the proposed dwellings, only their rear gardens. This reduces any potential unacceptable overlooking. As existing the neighbouring garden at 408 Fair Oak Road is adjacent to rear gardens of no.5 and no.7 Allington Lane where any associated use within the residential garden would be expected. This proposal does not significantly change this relationship and the proposed bungalow would not overlook the garden and does not overlook the property. No.408 Fair Oak Road also has substantial outbuildings within its garden which assist in reducing direct views of the application site.
- It is recognised that some neighbours were concerned by the potential for a roof conversion in the previous scheme, through permitted development, which would result in a bulkier built form and potential to overlook. It is proposed that a condition will be imposed to restrict permitted development rights and any development within the roof-scape would require planning permission. The condition would restrict Classes AA (enlargement of a dwellinghouse by construction of additional storeys), B (additions etc to the roof of a dwellinghouse) and C (other alterations to the roof of a dwellinghouse) within Part 1 of Schedule 2 of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended).
- In terms of residential amenity, the proposed development is not considered to adversely harm existing or future residents through adverse overlooking, loss of sunlight/daylight or loss of outlook and is therefore in accordance with policy DM1 and the Council's Quality Places SPD.

Parking and Access

- The proposed dwellings would be accessed by an existing access point from Allington Lane which serves the existing 2.no properties as (no.5 and no.7 Allington Lane). The existing access has been increased in width to facilitate the intensified use and appropriate forward gear access and egress. It is not anticipated that two additional dwellings would create high volumes of additional traffic. Therefore, it is not considered that 2x additional dwellings would cause a highway safety concern. Hampshire Highways have no objection to the proposed development.
- The proposal provides appropriate on-site parking for the proposed dwellings. As per the Residential Parking Standards SPD, a 2.no bedroom dwelling requires 2.no off-highway parking spaces. This is provided for both dwellings.

Drainage

- 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 block paving along the driveway.

Ecology and Trees

- 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.
- The submitted Preliminary Ecological Appraisal Report has been conditioned to be adhered to in full including the recommendations and as such a biodiversity enhancement will be achieved, in accordance with policy DM11.
- An arboricultural report has been conditioned which also required that no work will commence until the tree protection is in place. A no objection has been provided by the Council's tree officer.
- The submitted biodiversity metric is satisfactory and the required 10% Biodiversity Net Gain (BNG) is achieved.
- The landscape and planting plans along with a 30-year management plan will also be conditioned to be adhered to for 30 years, in line with BNG legislation.

Noise

- Regarding the Southern Water Pump House adjacent, there are other dwellings in the vicinity of the pump house, and there is no evidence of any noise complaints from them. Therefore, Environmental Health have no concerns with the relationship between the pump house and the proposed dwellings in relation to noise impact.

SPA Mitigation

- 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 could 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. This concluded that the site was outside of the 5.6km buffer for the Solent Complex and although within the New Forest National Park screening zone it was outside of the 13.8km buffer, and this would not create adverse recreational impact due to the minor nature of 2.no dwellings. Natural England offered no objection.
- 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.

Climate Change and Equalities 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 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.

The proposed dwellings are well located within a 2-minute walk to the closest bus-stop on Fair Oak Road which has routes to Eastleigh and Southampton City Centre with further travel available from each at Eastleigh/Southampton bus stops or train stations; and is an 8-minute walk from Fair Oak square or 12-minute walk to Latham Road/Sandy Lane local parade which both have an array of shops.

Furthermore, a condition ensuring the dwelling does not use more than 110 litres per person/day has been applied to reduced residential mains water consumption.

Also as a new build development, there would be a requirement to meet the latest Building Regulations standards in this respect, which would include suitable insulation, energy requirements and standards. There is also scope to include additional measures such as photovoltaic panels to the roof and an electric vehicle charging point.

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

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.

Conclusion:

Recommendation:

PERMIT ☒

REFUSE ☐

Comments ...