

DELEGATED OFFICER REPORT

Application Ref: F/24/98426

Site Address: 14 KINSBOURNE WAY, THORNHILL, SOUTHAMPTON, SO19 6HB

Case Officer: Dorothy Hei-Tung-Hoh

Description: Proposed erection of 1no. 3-bedroom detached house

Particular Site Constraints?	Yes ☒	No ☐
• Within the Urban Edge • Within Established Residential Area • Within Built-up Area Boundary		

Planning History?	Yes ☐	No ☒
There does not appear to be any planning history relating to the application site.		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	Two objections were received to the proposal, raising concerns about overdevelopment, loss of privacy, and potential disruption during construction. Objectors expressed the view that the area has already become overcrowded due to recent developments and that the addition of another dwelling would exacerbate this issue. Concerns were also raised regarding access arrangements, potential impacts on existing trees, and a lack of prior communication about past developments.		
Parish Council:	None received.		
Ecologist:	<u>13/01/2025</u> I have reviewed the amended site plan and precautionary working method by Nature's Cousins (January 2025). The scattered trees and existing Leylandii boundary hedge are proposed to be replaced with native hedgerow planting. Species rich grassland mix has been proposed for the rear garden. These are positive changes. The precautionary working method is appropriate and can be implemented. Although it would be ideal for vegetation clearance works to be timed to avoid bird nesting season, since site clearance must be done under ecological supervision for reptiles and amphibians, with a pre-works search for nesting birds I don't think this needs to be an additional condition, but it could be added as an advisory: If any active nests are found, work must stop, and a 5 m buffer must be erected around the nest to protect it from disturbance until after the birds have fledged and left the nest. <u>19/11/2024 (Summarised)</u> Precautionary pre-works checks for hedgehogs and nesting birds are required immediately before removal of any vegetation or of the shed. The biodiversity enhancement measures recommended in section 8.2.1 are appropriate. A Biodiversity/Landscape Environmental		

	Management Plan showing the locations and specifications of these features can be conditioned. This should also include a planting plan which includes flowering plants for pollinators. This should include night scented flowering plants to attract pollinators such as moths as food for bats. Surface water drainage information will be required in accord with local plan policy DM6. If soakaways are proposed they must be supported by infiltration test results and be located at least 5 m from any built structure. Permeable paving should also be considered.
Natural England:	Natural England objects to this proposal. As submitted we consider it will have an adverse effect on the integrity of New Forest Special Area of Conservation (SAC), Special Protection Area (SPA) and Ramsar site. There is a significant level of uncertainty as to the effectiveness of the proposed in-borough measures to address recreational impacts on the New Forest. We advise it would not be currently possible to conclude no adverse effects on the integrity of the New Forest designated sites. Natural England's further advice on designated sites/landscapes and advice on other natural environment issues is set out below. (Summarised)
Tree Consultant:	The site has a few, small, self-set trees, and an overgrown conifer hedge (in various parts). None of the trees provide significant individual amenity. However, the vegetation as a whole provides a green backdrop to the street scene. The provided arboricultural report sets out reasonable proposals to remove some of the vegetation, while retaining some. Proposed planting should adequately mitigate the proposed tree loss. Therefore, we raise no arboricultural objection to the proposal, subject to condition. (Summarised)
HCC Highways:	No objection to the proposals from a highway perspective.
Environmental Health (noise):	The site is surrounded by residential dwellings and is screened by them from the A27. Therefore, I have no objections to the application.
Environmental Health (air quality and contaminated):	<u>Contaminated land (Summarised)</u> Whilst we do not object with the principle of the development in terms on contaminated land, we suggest two conditions to be imposed if application is granted. <u>Air quality (Summarised)</u> We have no objection on this regard. However, we recommend the submission of a Construction Environment Management Plan (CEMP) to mitigate any potential environmental impacts during the construction phase of the proposed development.

Site Visit:

Yes ☒

No ☐

Details: 22nd November 2024.

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, S2 and S3; and Development Management policies DM1, DM2, DM3, DM6, DM8, DM10, DM11, DM13, DM14, DM23, DM30, DM36 and DM38.

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Character Area Appraisals.

Assessment:**Site context and surroundings**

The application site comprises a long plot that currently accommodates a two-storey, three-bedroom semi-detached dwelling, a detached outbuilding along the southwest boundary, and a sizeable rear garden. The site slopes upward from the northwest towards the southeast, running parallel to Kinsbourne Rise. It is primarily enclosed by timber fencing, with mature trees and shrubs along the southeast and northeast boundaries. During the site visit, it was also observed that the rear garden is heavily overgrown with dense vegetation.

The surrounding area is predominantly residential. To the northeast, the neighbouring properties consist of bungalows, while maisonettes are located to the southeast. The northwest and southwest are characterised by two-storey semi-detached dwellings.

Proposal

The application seeks planning permission for the erection of a detached two-storey three-bedroom dwelling within the rear garden of 14 Kinsbourne Way. The proposed dwelling would be positioned towards the southern end of the plot, with access provided via a new driveway extending from Kinsbourne Rise. The front elevation would face Kinsbourne Rise. The design features a two-storey structure with a single storey side addition, a pitched roof, finished in brick and roof tiles, and incorporating white-framed uPVC windows and doors. The internal layout includes a ground floor comprising a living area, kitchen, dining space, study, utility room, and WC, while the first floor accommodates three bedrooms, a bathroom, and an en-suite.

The development would provide private amenity space to the rear of the new dwelling while retaining garden space for the existing property at 14 Kinsbourne Way. Additional elements include the replacement of the existing boundary hedge with a native hedgerow and the introduction of a species-rich grassland mix to enhance landscaping. The scheme also incorporates a bike and bin store.

Principle

- The application site lies within the urban edge and an established residential area where the principle of residential development is considered acceptable. The introduction of a new dwelling in this location aligns with the council's strategy for delivering housing within sustainable urban areas, making efficient use of available land. However, any formal approval is subject to a detailed assessment of the proposal's scale, design, and relationship with the surrounding built environment to ensure it integrates harmoniously with the existing street scene.

- In addition, the impact on residential amenity, parking provision, highway safety, and environmental sustainability must be carefully considered. The development must comply with relevant policies within the adopted Eastleigh Borough Local Plan 2016-2036 and associated supplementary planning documents to ensure that it contributes positively to the character of the area without resulting in overdevelopment or harm to neighbouring properties.

Layout, design, and impact upon the character of the area

- 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 neighbourhood, and be compatible in terms of mass, scale, layout density, design, and siting.
- The proposed dwelling is considered to respect the character of the surrounding residential area. Its two-storey form, pitched roof, and use of brick and tiled materials are consistent with the style of the existing dwelling and nearby properties, ensuring the development integrates well within the established street scene. The design also incorporates a well-balanced composition of windows and doors, contributing to a harmonious and visually appealing frontage.
- The scale and massing of the new dwelling are proportionate to the plot size, ensuring it does not appear overly dominant or intrusive. Furthermore, the retention of garden space for both the existing and proposed dwellings maintains a sense of openness, preventing the development from appearing cramped or out of character within the plot.
- Additionally, the proposed replacement of the existing boundary hedge with a native hedgerow and the introduction of a species-rich grassland mix will help to soften the visual impact of the development and enhance the overall landscape quality of the site

Internal and external amenity for future occupiers

- To ensure adequate internal living standards are met the Local Planning Authority assess the measurements of space against the 'Nationally Described Space Standards' (NDSS) (March 2015). Policy DM30 of the Eastleigh Borough Local Plan (2016-2036) requires that all new dwellings meet the NDSS as a minimum.
- Regarding bedroom sizes, the NDSS stipulates that a single bedroom should measure at least 7.5 m², while a double bedroom should be a minimum of 11.5 m². The first-floor bedrooms are of sufficient size, exceeding the NDSS minimum space standards for both single and double bedrooms. Each habitable room is also well-served by windows, allowing for natural light and ventilation. The incorporation of rooflights in the ground-floor living areas allows for increased natural daylight.
- In addition to internal space standards, the Council's Quality Places Supplementary Planning Document (SPD) requires that new developments provide useable external amenity space equivalent to at least 60% of the host dwelling's floor area. The primary private amenity space for the proposed dwelling is located to the rear of the property and meet the minimum standard required by the SPD, ensuring an adequate and usable outdoor space suitable for a family dwelling.

Impact on residential amenity

- Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) amongst other matters, stipulate that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents.
- The comments and objections raised by neighbouring residents regarding potential impacts on privacy, outlook, and general amenity have been carefully considered as part of this assessment. While it is acknowledged that the introduction of a new dwelling will alter the visual context for some neighbouring properties, it is important to note that changes in private view are not a material planning consideration.
- Concerns were raised that the proposed two-storey dwelling, due to its greater height and scale compared to the single-storey bungalows, could create an overbearing presence, reduce privacy, and result in a potential loss of natural light. Additionally, the relatively short separation distance between the proposed dwelling and the bungalows to the northeast was considered a factor that could exacerbate these concerns. However, a site visit confirmed that the shared boundary with the bungalows is currently lined with tall trees, which already create a sense of enclosure. As part of the development, these trees will be removed, which will increase openness and allow for improved light penetration into the bungalows' gardens and living areas. While this will result in the proposed dwelling being more visible, it is noted that only two first-floor obscure-glazed windows face the bungalows, ensuring that overlooking concerns are mitigated.
- For the maisonettes to the northeast and southeast, concerns were raised regarding overlooking and loss of privacy. However, the proposed native hedgerow boundary treatment will provide screening, further minimising the potential for overlooking. Additionally, the window of Bedroom 1 is not positioned to directly overlook these maisonettes and given the separation distance and the additional screening along the southeast boundary, the development is not considered to result in a harmful loss of privacy.
- Furthermore, the orientation of the proposed dwelling ensures that the main habitable rooms predominantly face Kinsbourne Rise, rather than directly overlooking neighbouring properties, thereby reducing any perceived overlooking impact.
- Residents have also expressed concerns regarding construction-related disruption. While it is acknowledged that all developments result in some level of temporary disruption, this is not a material planning consideration. However, measures can be implemented to minimise inconvenience to residents. To mitigate these impacts, a Construction Environmental Management Plan (CEMP) will be required as a condition of this permission.

Pollution

- Policy DM8 of the Eastleigh Borough Local Plan (2016-2036) stipulates that development will not be permitted if it is likely to cause loss of amenity of impact upon public health or other unacceptable environmental impacts, including land contamination.
- The Council's Pollution Team has been consulted to assess the potential impacts of the proposed development on noise, air quality, and land contamination.
- In terms of contaminated land, while the site is not identified as being within a formally contaminated area and is not within a radon risk zone, there is a

possibility that made ground may be present due to previous uses and structures in the vicinity. As a precautionary measure, the Pollution Team recommends the imposition of a watching brief condition during construction. This will require monitoring for any unexpected contamination, with immediate reporting and remediation should any be discovered. Additionally, any imported soils used in the development must be demonstrated to be suitable for their intended use and approved by the Local Planning Authority (LPA) to ensure the safety of future occupiers.

- Regarding air quality, the construction of a single dwelling with two parking spaces is not considered to have a significant impact. However, the Pollution Team advises that best practices should be followed during the construction phase to safeguard local air quality. To achieve this, they recommend the submission of a Construction Environmental Management Plan (CEMP), which would outline dust suppression methods, noise and vibration mitigation measures, arrangements for deliveries, and measures to prevent dirt transfer onto the highway.
- In relation to environmental noise, the site is surrounded by existing residential dwellings, which provide screening from the A27. The Pollution Team has confirmed that they have no objections to the proposal on noise impact grounds.

Ecology

- Policy DM11 of the Eastleigh Borough Local Plan (2016-2036) stipulates that the Borough Council will work with statutory and voluntary agencies and developers to; protect, conserve and enhance areas subject to international, national and local nature conservation designations, and 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.
- The site is located within a green impact risk zone for great crested newts and is near recorded populations of bats, hedgehogs, stag beetles, nesting swifts, adders, slow worms, and common lizards. Additionally, the site contains suitable habitat for nesting birds, and the removal of existing vegetation could reduce foraging habitat for bats. Therefore, the Council's Ecologist has been consulted on the proposal.
- A Preliminary Ecological Appraisal (PEA) was submitted in support of the application, outlining precautionary working methods to protect reptiles and nesting birds during vegetation clearance. The Ecologist has confirmed that these measures are appropriate and can be conditioned. Pre-works checks for hedgehogs and nesting birds will be required before any vegetation clearance or demolition of the existing shed. Additionally, a check for non-native invasive species will be undertaken as scrub vegetation is cleared.
- The proposal includes biodiversity enhancements, such as replacing the existing Leylandii hedge with native hedgerow planting and introducing a species-rich grassland mix in the rear garden. These measures are considered positive improvements, supporting local wildlife and habitat connectivity. Further enhancements, including night-scented flowering plants to attract pollinators and the planting of additional trees such as English oak and hazel, have been recommended and can be secured via a Biodiversity/Landscape Environmental Management Plan (LEMP).

SPA Mitigations

- The Council, as the responsible body for Habitats Regulations Assessment (HRA), must ensure as part of a planning application that development will not have an

adverse impact upon any European protected sites. Specifically, in this case, it is recognised that the addition of residential development would have an impact on the Solent Special Protection Areas (SPA), River Itchen Special Area of Conservation (SAC), and the New Forest SAC, SPA, and Ramsar site.

- Due to the nature of the proposal, a HRA was undertaken and submitted to Natural England for review. Natural England has raised an objection, particularly regarding the potential recreational impact on the New Forest SAC and SPA. However, the LPA, as the competent body under the Habitats and Species Regulations (2019), is satisfied that the proposed mitigation is sufficient to address these impacts. In accordance with the provisions of Section 28(1) (6) of the Wildlife and Countryside Act (1981), as the application is being granted contrary to Natural England's advice, a condition preventing development from commencing for 21 days is recommended.
- In terms of water quality, Natural England advises that new housing development should achieve nutrient neutrality to mitigate the effects of additional nitrogen arising from wastewater generated by future residents. This wastewater enters the Solent Complex via Waste Water Treatment Works, which discharges into the river network, contributing to eutrophication and degrading protected sites.
- To ensure nutrient neutrality, the Nutrient Budget Calculator has determined that the development will result in a net increase of 1.53kg/TN/year of nitrogen. This will be offset through the purchase of nitrate credits from the Council's Nitrates Mitigation Scheme, where designated land is removed from nitrate-intensive agricultural use to balance the nitrogen output from new development.
- Additionally, Natural England has identified that residential development within the River Itchen SAC catchment may contribute to phosphate loading due to wastewater discharge. The Council's Phosphate Credit Scheme will be used to offset this impact where applicable.
- In terms of recreational disturbance, additional residential development within 13.8km of the New Forest SAC and SPA is considered likely to increase visitor pressure, potentially leading to habitat degradation. As mitigation, a financial contribution of £3,346.70 per residential unit has been secured to offset the impact upon the New Forest National Park, as outlined in the HRA.
- As noted above, Natural England has objected to the proposal. However, the LPA is satisfied that the mitigation measures provided, including nutrient neutrality offsets and financial contributions to recreation mitigation strategies, will sufficiently offset the development's impact. These measures will be secured via planning conditions to ensure full compliance with the Habitats Regulations and protection of designated sites.

Trees and landscaping

- The Council's Tree Consultant has reviewed the proposal and raised no arboricultural objection, subject to compliance with the submitted Arboricultural Report (JFA0352). The site contains a few small, self-set trees and an overgrown conifer hedge, none of which are considered to provide significant individual amenity value. However, the existing vegetation contributes to the green backdrop of the street scene.
- The arboricultural report sets out reasonable proposals for the removal of some vegetation while retaining certain elements. The proposed new planting scheme is considered sufficient to mitigate the loss of existing trees.

- To ensure tree protection during construction, a condition is recommended requiring tree protection measures to be installed before any excavation, demolition, or development begins. These measures must be retained for the duration of the works and can only be modified with written approval from the Local Planning Authority (LPA).

Highways and parking

- Policy DM14 of the Eastleigh Borough Local Plan (2016-2036) requires residential development to provide off-highway parking which is adequate in terms of highway safety/traffic management.
- Hampshire County Council Highways has reviewed the proposal and raised no objections from a highway perspective. The proposed development is for a single dwelling and does not require any changes to the existing vehicle access onto the highway. Additionally, as the site does not directly access a classified road, the Highway Authority's Standing Advice applies in this instance.
- The proposed dwelling will be accessed via an existing single width dropped kerb vehicle crossover from Kinsbourne Way. While a double-width drive would typically require a wider crossover, in this case, the length of the driveway allows for sufficient manoeuvring space, ensuring that vehicles can access and exit safely at an appropriate angle. Given the site specifics and existing access arrangements, there are no concerns regarding highway safety.
- In terms of parking provision, the proposal complies with the Council's parking standards, providing two off-street parking spaces for the new dwelling, which is considered appropriate for a three-bedroom property.
- Regarding bin and cycle storage, the site plan includes designated storage areas within the curtilage of the property. The bin store is positioned to allow easy presentation for collection without obstructing the highway.

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, 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.

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:

Permit subject to conditions.

Recommendation:

PERMIT ☒

REFUSE ☐