

DELEGATED OFFICER REPORT

Application Ref: F/24/98656

Site Address: 169 Underwood Road, Bishopstoke, Eastleigh, SO50 6GR

Case Officer: David Huckfield

Description: Construction of 2no. 2-bedroom dwellings with associated parking and access from Underwood Road, and provision of frontage parking for existing dwelling (No. 169 Underwood Road).

Particular Site Constraints?	Yes ☒	No ☐
Within the Urban Edge Within Established Residential Area Within Zone of Impact of European Protected Solent Complex (SPA, SAC and Ramsar sites), River Itchen (SAC and SSSI), and New Forest (SPA, SAC and Ramsar sites)		

Relevant Planning History?	Yes ☒	No ☐
F/24/98076 - Erection of 1no. three bedroom dwelling with associated parking – PERMIT (19/11/2024)		

Site Visit:		Yes ☒	No ☐
Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations Received:			
None received			
Consultation Responses (Summarised):			
Bishopstoke Parish Council	Bishopstoke Parish Council raises no objection to this application. However, they would like to comment that the dwellings are not in keeping with the area and the parking spaces are very tight.		
Ecology	No comments received		
Hampshire County Council Highways	In regard to application F/24/98656, having reviewed the information contained within the application pack, there would be no objection to the proposals, subject to conditions being applied as outlined below. In regard to the proposed two new dwellings, the proposals appear acceptable, utilising the existing drop kerb vehicle crossover to access a driveway capable of accommodating two vehicles per dwelling in a dual tandem layout. It is also noted that landscaping will push the driveway exit approximately 1.5m away from the school access gates, and that frontal landscaping shall be kept to a maximum of 0.6m. This is welcomed as it will add extra visibility of pedestrian movements which will be high at times in this area due to the proximity of the school access. It would however be requested that a condition is put in place to ensure the landscaping is indeed retained at this height or less. Additionally, it is noted that the parking area utilised for the new dwellings is the current parking area for the host dwelling (No. 169). As such, replacement parking is provided for No. 169 to the front of the actual dwelling. Two parking spaces are proposed, in a tandem		

	layout, and again adequate visibility is achieved through ensuring frontal landscaping is kept to a maximum height of 0.6m. A new drop kerb will be required, which is acceptable in the location shown, however the applicants should be made aware that for this to be implemented, an application will need to be made to HCC as Local Highway Authority to undertake the works. Details of this process can be found via the following web address – https://www.hants.gov.uk/transport/parking/droppedkerbs Finally, given the location of the site being adjacent to the Stoke Park Junior School, a Construction Site Management Plan would be required (via condition). This should outline how the site will be managed, with details of elements such as contractor parking and delivery storage areas, as well as details of delivery times which should not conflict with school drop-off and pick-up times. Conditions are recommended to require that the access to the site is constructed prior to any other development being undertaken, to ensure that the parking provision is in place prior to occupation, and to require the submission of a construction management plan prior to the commencement of development.
Tree Officer	The proposed dwellings are not significantly closer to the trees when compared to the previous, approved scheme. However, as with that scheme, there is a risk of impact from construction access and activities, landscaping, installation of light structures, etc. Therefore, it will be necessary to submit arboricultural information pre-commencement demonstrating that the trees can be protected and retained. We raise no arboricultural objection, subject to the following condition: No excavation, demolition or development related works shall take place on site until an arboricultural method statement and a tree protection plan, as per British Standard 5837:2012 (Trees in Relation to Design, Demolition and Construction – Recommendations), are submitted and approved by the LPA. The approved documents must be adhered to in full, and may only be modified subject to written agreement from the LPA. Reason: to retain and protect the existing trees which form an important part of the amenity of the locality.
Southern Water	Connection to public sewer: Southern Water requires a formal application for a connection to the public sewer to be made by the applicant or developer. To make an application visit Southern Water's Get Connected service and read our New Connections Charging Arrangements documents which are available on our website via the following link: https://www.southernwater.co.uk/developing-building/connection-charging-arrangements We request that should this planning application receive planning approval, the following informative is attached to the consent: Construction of the development shall not commence until details of the proposed means of foul sewerage and surface water disposal have been submitted to and approved in writing by the Local Planning Authority in consultation with Southern Water. Proposed soakaways:

	The Council's Building Control officers or technical staff should be asked to comment on the adequacy of soakaways to dispose of surface water from the proposed development. No new soakaways should be located within 5 metres of a public or adoptable gravity sewer, rising main or water main.
Natural England	No comments received

Policy:

Legislative Background:

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

The Development Plan:

The Development Plan comprises of the policies of the adopted Eastleigh Borough Local Plan 2016-2036. The following policies are of relevance to the application: DM1 (General criteria for new development), DM2 (Environmentally sustainable development), DM3 (Adaption to climate change), DM6 (Sustainable surface water management and watercourse management), DM8 (Pollution), DM11 (Nature conservation), DM13 (General development criteria – transport), DM14 (Parking), DM23 (Residential development in urban areas), DM29 (Dwellings with higher access standards), DM30 (Internal space standards for new residential development).

Other material considerations:

Supplementary Planning Documents (SPDs):

The following SPDs and Background Papers are of relevance to the proposals:

- Quality Places (adopted 2011)
- Residential Parking Standards (adopted 2009)
- Character Area Appraisal for Bishopstoke, Fair Oak and Horton Heath (adopted January 2008). The site lies within the BIFOH 9 Character Area with the appraisal document setting out the following principles for new development:
 - *Maintain the formal building compositions around route intersections and open spaces.*
 - *Maintain the predominant orientation of ridgelines in existing development relative to the slope.*
 - *Retain the wide grass verges and associated semi-mature broadleaved planting along Underwood Road and West Drive.*
 - *Maintain the importance of the open green spaces at the centre of loops in any new development.*
 - *Maintain a uniformity in building heights within each street.*

National Planning Policy and Guidance:

The latest iteration of the National Planning Policy Framework (the NPPF or Framework) was published in December 2024 and, as set out within paragraph 231, the policies contained within it are material considerations which should be taken into account in dealing with applications from the day of its publication. The Planning Practice Guidance provides additional guidance in support of the policies within the Framework and is also a material consideration in the determination of the application.

Assessment:

Principle of development:

The site lies within the urban edge where the basic principle of development is considered to be acceptable. Any planning approval is, however, subject to the particular development proposal put forward being deemed to be appropriate and according with the criteria of the relevant local and national planning policies and associated supplementary planning guidance. The matters of material relevance to the application in these respects are considered below.

Layout, design and impact on the character of the area:

Policy DM1 of the Local Plan states that all new development should not have an unacceptable impact on, and where possible should enhance, the character and appearance of the area. In this respect it requires that development takes full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and that it is compatible with adjoining uses and 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 Council's Quality Places SPD provides further guidance in support of Policy DM1, with the adopted Character Area Appraisal for Bishopstoke, Fair Oak and Horton Heath setting out development principles for this part of the Borough.

This section of Underwood Road is formed of a mixture of semi-detached pairs and short terraces of two-storey dwellinghouses of a relatively consistent form and scale. The dwellings on the eastern side of the road where the development would be sited are set on shorter plots than those to the west, with there also being some variation in building line with Nos. 169 and 171, the semi-detached dwellings to which the new properties would be adjacent to, being set further back than those to the south. Parking is generally off road with driveways and dropped kerbs having been introduced at varying points to allow for the creation of frontage parking.

The application site is formed of what was part of the curtilage of No. 169 Underwood Road, with it having provided for garden space as well as off road parking for the dwelling, in addition to accommodating a pitched roof outbuilding and a lean to projection adjoining the property's northern elevation. The site benefits from an extant planning permission for the construction of a detached, three-bedroom, two-storey dwelling which is of virtually the same overall width as the building now proposed, as well as being sited within a similar position within the plot. The application would thereby see the approved building (acknowledging that it has not yet been built), subdivided to provide for two, two-bedroom properties, with some changes to the alignment of the front building line to facilitate this.

Whilst acknowledging that these dwellings are narrower than those elsewhere within this section of Underwood Road and the comments of Bishopstoke Parish Council are noted in this regard, it is not considered that this would be to the detriment to the character of the area in this particular instance. As noted above, the building will overall retain a similar scale and proportion to the approved scheme and will replicate the set-back nature of the front building line which is prevalent within this part of the street, with the proposed dwellings also picking up on some of the architectural features and simplicity in design of neighbouring properties. In addition and notably, the siting of the plot next to the school (Stoke Park Junior School) is considered to allow for a degree of variance in design with this providing for a notable break within the street scene and the pattern of development within this section of Underwood Road.

Taking account of this, as well as that the dwellings would meet the required amenity and highways standards (see sections below) along with the emphasis that is placed by the NPPF on making efficient use of land, overall the proposals are considered to comply with the requirements of Policy DM1 of the adopted Local Plan and the provisions of the

Council's adopted Quality Places and Character Appraisal for Bishopstoke, Fair Oak and Horton Heath SPDs, as well as those of Paragraph 135 of the NPPF.

Residential amenity:

Policy DM1 of the Local Plan requires that new development should not have an unacceptable impact on, and where possible should enhance, residential amenities of both new and existing residents, whilst Paragraph 135 of the NPPF states that planning decisions should ensure that development provides a high standard of amenity for existing and future users. The Council's adopted Quality Places SPD provides additional guidance in relation to amenity in support of Policy DM1.

With regards to the development itself, the proposed dwellings will provide for an adequate residential environment for their future occupiers to live comfortably. The level of floorspace proposed meets the requirements for a two-storey, two-bedroom property as stipulated in the Nationally Described Space Standards and all rooms will be well served by light and outlook. Whilst the garden areas do fall below the Quality Places SPD requirement for an area that is equivalent to at least 60% of the floor area of the dwelling to which it relates, and they would also be subject to a degree of overshadowing from the trees to the rear, the area deficiency is only very marginal (at 58.5%) and the overshadowing is not considered to be such as to justify the refusal of planning permission on these grounds in this particular case, with the amenity areas still likely to receive good levels of light for a reasonable portion of the day given their relative orientation.

Turning to the impacts on existing neighbouring occupiers, the primary consideration concerns the effects of the development on the existing property on the site, No. 169 Underwood Road, with the entrance to the adjacent school (Stoke Park Junior School) being situated immediately to the north of the proposed development and the dwellings that are sited to the opposing side of Underwood Road being set a sufficient distance away as to not be unduly materially impacted.

With regards to No. 169, whilst the proposed dwelling on Plot 2 would project beyond its rear elevation at a two-storey height, this is only by approximately 1m with the new property also being situated due-north of the existing. Accordingly, it is not considered that the development would be unacceptably overbearing, nor would it cause an undue loss of light or outlook for the occupiers of No. 169. In addition, an adequately sized area of private amenity space would be maintained to serve this dwelling and whilst there may be a degree of overlooking of this space from the rear bedroom window of the property on Plot 2, such an arrangement is not unacceptable nor is it unusual in residential area.

Finally, and with regards to the construction phase of the development, it is acknowledged that building works can cause a degree of disruption during the course of their undertaking and whilst planning permission could not be refused on these grounds, these impacts can be sought to be managed as far as reasonably practicable through the adoption of best practice and the imposition of controls on such matters as working hours and on-site burning. These can be covered through planning conditions, which will also include a requirement for the submission of a construction method statement / management plan for approval by the LPA prior to the commencement of development.

With these conditions and taking account of the above considerations, the proposals are deemed to comply with Policy DM1 of the Local Plan, Paragraph 135 of the NPPF, and the provisions of the Council's Quality Places SPD in respect of the matter of residential amenity.

Highway matters:

Policy DM13 of the Local Plan requires that all new development has safe and convenient access to the highway network and makes provision for access to, and by, other transport modes including public transport and cycle and pedestrian routes as appropriate. Access arrangements to the highway network must meet national and local guidance and

standards, not cause or increase danger to road users or impact detrimentally on highway safety, and be provided without unacceptable environmental impact. Saved Policy DM14 requires that an appropriate level of car parking be provided in accordance with the Council's adopted Residential Parking Standards SPD.

The site falls within the urban edge and within an established residential area. As such there are no concerns raised in respect of the location of the development or its connectivity by sustainable modes of travel. In respect of the access arrangements for the dwellings, this would be directly from Underwood Road with the existing dropped kerb being extended to provide for sufficient width for vehicular access to the driveways for both properties. These driveways would accommodate 2 car parking spaces per property as per the requirements of the Council's Residential Parking Standards SPD for 2-bedroom dwellings. An additional 2 spaces would also be provided for the existing dwelling, No. 169 Underwood Road, to mitigate the loss that would occur in this regard as a result of the development, with a new dropped kerb being provided to facilitate this.

Whilst the layout of each of these driveway areas would necessitate vehicles having to reverse out onto the highway, this is not considered to be unacceptable in this particular case nor is it unusual in this location, with adequate visibility being provided for as shown on the submitted site layout plan. In addition to vehicular parking, secure cycle storage will also be provided in order to encourage the use of sustainable modes of travel, along with a bin storage point in an appropriate location to the front of each plot. The provision of these facilities prior to first occupation of the development will be covered by condition.

Taking account of these factors, the development is considered to comply with the requirements of Policies DM13 and DM14 of the Local Plan and the Council's Residential Parking Standards SPD, with no objection having been raised by the Highway Authority subject to conditions to ensure the provision of the access and parking, as well as to control the highway related impacts of the demolition and construction phase of the development. These conditions will be imposed accordingly.

Trees:

Policy DM1 (1.d.) of the Local Plan requires inter alia that development should not involve the loss of or damage to trees, woodlands, hedgerows or other landscape features of value to the character of the area unless they can be replaced with features of equivalent or enhanced value. These policy provisions are supported by the Council's adopted Trees and Development SPD which aims to ensure that trees are fully considered as part of the planning process so their multiple benefits can be experienced by the Borough of Eastleigh and by existing and future residents.

There are large trees situated along the rear boundary of the site, on the border with Stoke Park Junior School to the east. Whilst the development is no closer to these third party trees than the previously approved extant scheme and the Council's Tree Officer has, therefore, raised no in principle objection to the application, there remains a risk that they may be impacted by construction activities associated with the development. Accordingly, arboricultural information is required to be provided to demonstrate that the trees can be protected and retained prior to the commencement of development. It is considered in this case that this can be suitably covered by condition and with this, there is deemed to be no conflict with the requirements of Policy DM1 of the Local Plan or the provisions of the Council's Trees and Development SPD.

Ecology:

Policy requirements

Policy DM11 of the Local Plan states that the Council will determine planning applications to protect, conserve and enhance all international, national and local nature conservation designations and networks of natural habitats and features, and facilitate their adaptation to climate change wherever possible. It also seeks a net gain for biodiversity on

development sites and sets out that development will not be permitted where it is likely to have a direct or indirect adverse effect on protected or priority species unless there are no alternative solutions, the adverse effects are unavoidable, measures are taken to mitigate or, as a last resort, compensate for the adverse effects, there is overall biodiversity net gain, and the benefits of the development clearly outweigh the adverse effects.

Protected species and Biodiversity Net Gain (BNG)

Whilst no comments have been provided by the Council's Ecologist in this particular case, the scheme approved in November 2024 and the information that supported it was previously considered to be acceptable. Given the recent nature of this decision, that site conditions remain relatively consistent and that, whilst two dwellings are now proposed, the overall scale of the development and built form is similar, the acceptability of the principles set out within the BNG information and landscape scheme are considered to have been established. These details have been updated to take account of the revised scheme that is now proposed and, it is considered, that the relevant provisions and their ongoing management can be secured by condition. Similarly and, again in the interests of consistency with the previous scheme and to also take account of the comments of Southern Water, drainage details can also be secured by condition.

Impact on European Protected Sites:

The Council, as the responsible body under the Habitats Regulations, must ensure as part of a planning application that a development will not have an adverse impact on any European protected sites and specifically in this case upon the European protected Solent Complex (SPA, SAC and Ramsar sites), River Itchen (SAC and SSSI) and New Forest National Park (SPA, SAC and Ramsar sites).

HRA (Habitat Regulations Assessment) Screening was required for this development proposal as it falls inside the zone of impact of these designated sites and would result in a net increase in population. The screening concluded that the development could have a significant impact on the protected sites and the features for which they are designated through an increase in recreational pressure (in the case of the New Forest sites), as well as from additional nitrogen and phosphates loading generated through leaching from additional sewage from the new housing in the case of the River Itchen and the Solent Complex. This has the potential to undermine water quality and restrict the growth, distribution and variety of food available for species designated under European law. Given the likely significant effect on European site integrity arising from the development and in accordance with the requirements of the Habitats Regulations, it was considered necessary to proceed to the Appropriate Assessment stage.

The Appropriate Assessment concluded that the aforementioned impacts could, in the view of the LPA as the competent authority under the Habitat Regulations, be mitigated through contributions towards the Council's New Forest Mitigation Scheme (which the applicant has secured by way of an upfront payment), as well as through the achieving of nutrient neutrality (in the case of the nitrates and phosphates impacts arising from the development upon the Solent and Itchen protected sites) with the applicant confirming their intention to utilise the Council's Nutrient Mitigation Scheme in this regard. The LPA are satisfied that the latter can be appropriately covered by a pre-occupation planning condition. It can therefore be concluded that there will be no adverse effect on the integrity of the designated sites identified above and, accordingly, that the application complies with the provisions of Policy DM11 of the adopted Local Plan (which are considered to be consistent with Paragraphs 187 and 193 of the NPPF), and the Habitats Regulations.

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 and the adopted Local Plan 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 planning 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 adopted 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 the 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. The relevant requirements in these regards can be suitably covered by planning condition(s) and when considering the impact of climate change, therefore, the proposed development would be expected to be resilient to its potential effects.

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.

Recommendation:

PERMIT ☒

REFUSE ☐