
Site Address:	1 Maylands Road, Havant, PO9 3NP		
Proposal:	Outline application for construction of 5No. detached dwellings following demolition of existing dwelling.		
Application No:	APP/17/00753	Expiry Date:	18/09/2017
Applicant:	Mr Carvalho		
Agent:	Mr Pike	Case Officer:	Lewis Oliver
	Pike Planning		
Ward:	Bedhampton		

Recommendation: **REFUSE OUTLINE CONSENT**

1 Site Description

1 Maylands Road is a large detached dwelling in a 0.2ha plot, located within the urban area of Bedhampton. The site is situated in a highly prominent location on the corner of Maylands Road and Portsdown Hill Road; immediately to the east of the site is a roundabout with Bedhampton Road and Bedhampton Hill. The site rises from the east going up Portsdown Hill Road, this is defined by the western part of the site being approximately 4 metres higher than the land level at the eastern part of the site. This results in the southern boundary being defined by a high level bank, with the adjoining Portsdown Hill Road being at a much lower level. Located on the opposite side of Portsdown Hill Road are dwellings located on higher ground which principally front Bedhampton Hill - in a number of cases these feature significant retaining walls, with a number of ancillary garages fronting the Portsdown Hill Road which vary in design and scale.

In terms of the character of the built form in the area, the site sits on a slope rising from the land to the east of the roundabout, towards the roads to the north and west. The types of dwellings are largely two storeys which gradually follow and respect the topography of the area, this results in the character and street views in the vicinity of the roundabout being that of seeing a gradual rise in the buildings epitomised by the gradual rising of the roof forms resulting in a stepped progression of development.

The current dwelling is accessed from Maylands Road, which is defined by an area of hardstanding, along with a former detached garage which has largely been demolished, except for the western wall, which is on the boundary with 1A Maylands Road.

2 Planning History

91/54150/002 - Retention of conservatory to rear., Permission, 16/05/1991

3 Proposal

The proposal is to demolish the existing property and in its place construct five detached two-storey dwellings with associated garaging and car parking facilities. The application seeks outline planning permission only, including reserved matters covering layout, scale and means of access.

4 **Policy Considerations**

National Planning Policy Framework
Havant Borough Council Borough Design Guide SPD December 2011
Havant Borough Council Parking SPD July 2016

Havant Borough Local Plan (Core Strategy) March 2011

CS11	(Protecting and Enhancing the Special Environment and Heritage of Havant Borough)
CS16	(High Quality Design)
CS17	(Concentration and Distribution of Development within the Urban Areas)
CS20	(Transport and Access Strategy)
CS21	(Developer Requirements)
CS4	()
CS9	(Housing)

Havant Borough Local Plan (Allocations) July 2014

AL1	(Presumption in Favour of Sustainable Development)
AL2	(Urban Area Boundaries and Undeveloped Gaps between Settlements)

Listed Building Grade: Not applicable.
Conservation Area: Not applicable.

5 **Statutory and Non Statutory Consultations**

Building Control, Havant Borough Council

No adverse comments

Crime Prevention -Minor Apps

No response

Environment Agency

No response

Highways Engineer, Development Engineer

The Highway authority has no adverse comment to the principle of this application. However it is not clear what size service vehicle could turn on site in order to exit in a forward gear. Also because of the difference in level between the new buildings and Portsdown Hill it is important to understand the detail of the proposed retaining walls and embankment to ensure that the surface water run off does not discharge onto the Highway.

Landscape Team, Havant Borough Council

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From a landscape perspective we have no objections to the principle of this application, however we have the following comments:

- The submitted site plans indicate a large number of trees planted within the rear gardens backing onto Portsdown Hill Road. The streetscape of Portsdown Hill Road has a strong presence of mature trees between rear gardens and the road. Any

planting scheme should echo this vernacular with a preference to native tree planting and avoid non-native ornamental species. This addition of trees along the southern aspect will mitigate the increased number of dwellings and soften views into/out of the site.

- Due to the topography of the site details of proposed levels will need to be submitted.
- The increased hard surfacing could have the potential to create additional surface water run off and any design which implements SUDs / permeable surfacing solutions would be preferred.
- A planting plan will need to be submitted with details of species, density and size, along with any tree planting detailing.

Portsmouth Water Company

The site lies on Bedrock consisting of the Lambeth Group, beneath which is the Portsdown Chalk Formation. The Chalk is classified as a Principal Aquifer and lies in a Source Protection Zone One (SPZ1) and Source Protection Zone One C (SPZ1c) for the Havant & Bedhampton Springs.

The site is located on the feathered edge of the Lambeth Group, classified as a Secondary A aquifer. The geological setting is prone to solution features and Portsmouth Water hold information of at least 4 solution pipes in the Chalk within 300m the proposed site boundary. There is also a spring within 200m; for information, this spring is not used for public water supply, but does indicate that the hydrogeological setting is complex.

There is likely to be a very rapid travel time between the site and the Havant and Bedhampton Springs meaning pollution from the construction and development of the site could impact the public water supply.

Portsmouth Water's Position

Portsmouth Water does not object to the development in principle. However, due to its location the developer needs to consider risks to groundwater.

The following sections provide an overview of our key areas of concern.

Drainage

The application form states that the disposal of surface water will be via a Sustainable Drainage System. Portsmouth Water request that no development shall commence until a scheme for surface water drainage has been submitted to and approved in writing by the Local Planning Authority in consultation with Portsmouth Water.

Due to the sensitivity of the site Portsmouth Water have a presumption against the use of deep borehole soakways for surface water disposal.

We will only agree to the use of soakaway systems (including boreholes or other structures that bypass the soil layers) for surface water if the developer can show that all of the following apply:

- there are no other feasible disposal options and that they can be operated in accordance with current British Standards;
- the system is no deeper than is required to obtain sufficient soakage;
- pollution control measures are in place;
- risk assessment demonstrates that no unacceptable discharge to groundwater will take place, in particular that inputs of hazardous substances to groundwater will be prevented; and

- there are sufficient mitigating factors or measures to compensate for the increased risk arising from the use of deep structures.

Foul water drainage is to be directed to existing mains sewers, for foul drainage in SPZ1 we require the use of the highest specification pipework and designs for schemes to minimise leakage.

A Construction Environmental Management Plan (CEMP) should specifically outline the proposed means of surface water management during development. Fugitive emissions from the site during construction could pose a significant threat to groundwater and therefore the Havant & Bedhampton Springs.

Piling & Foundations

The proposed site is situated in a sensitive groundwater catchment and there are potentially significant risks associated with groundworks in this area. Thus, if piling is required it should be demonstrated that any proposed piling will not result in contamination of groundwater.

Portsmouth Water require further information on foundation design be submitted for detailed consideration. This should include as a minimum:

- a) the methods to be used;
- b) the design depths of the various structures involved and rationale;
- c) the density of piling, if any; and
- d) details of materials to be removed or imported to site.

Reason: Piling or any other foundation designs using penetrative methods can pose a risk to potable supplies from, for example, turbidity, mobilisation of historical contaminants, drilling through different aquifers and creation of preferential pathways. Therefore, piling has the potential to impact on the underlying groundwater and the Havant and Bedhampton Springs public water supply.

Public Spaces

No response

Traffic Management, HBC

The traffic team has no adverse comment to make on this application

Waste Services Manager

No Objection

6 Community Involvement

This application was publicised in accordance with the Council's Code of Practice for Publicity of Planning Applications approved at minute 207/6/92 (as amended), as a result of which the following publicity was undertaken:

Number of neighbour notification letters sent: 14

Number of site notices: 1.

Statutory advertisement: Not applicable.

Number of representations received: 23

17 letters of objection:

Comments (Summarised)	Officer Comment
<u>Highway safety and traffic:</u> There is already an excessive amount of traffic flow down Maylands Road, with many incidents of speeding cars and the road rage caused by them and an additional five detached houses will mean a minimum of 10 cars and most likely more adding to the traffic congestion plus the close proximity of the road junction will cause tail backs into Maylands Road.	See section 7.1 (v)
<u>Impact on residential amenity</u> Effect on daylight, privacy and outlook; New Houses overlooking our house. This will affect the light into our garden and being surrounded by the new houses will affect our privacy. Also concerns regarding noise and smell.	See section 7.1 (iv)
<u>Adverse impact on the character and appearance of the area</u> Size, scale, massing and design are out of keeping with the character and appearance of the area in this highly visible location	See section 7.1 (iii)

6 letters of support:

The development would improve the impact on the character and appearance of the area and would provide much needed housing.

7 Planning Considerations

7.1 Having regard to the relevant policies of the development plan it is considered that the main issues arising from this application are:

- (i) Principle of development
- (ii) Nature of development
- (iii) Impact upon the character and appearance of the area
- (iv) Impact upon residential amenity
- (v) Impact on highways and parking
- (vi) Impact on drainage
- (vii) Developer contributions

(i) Principle of development

The application site is situated within an urban area where further development is considered acceptable subject to the usual development control criteria. Policy CS9 also applies as new housing is proposed. In principle the net increase of 4 dwellings on the site would accord with the economic and social dimensions of the NPPF, by introducing much-needed new housing into an established urban area.

(ii) Nature of development

The application seeks permission for the construction of 5 dwellings which equates to approximately 25 dwellings per hectare (dph). Core Strategy policy CS9 states that planning permission will be granted for housing proposals which (amongst other matters) 'Achieve a suitable density of development for the location, taking account accessibility to public transport and proximity to employment, shops and services in addition to respecting the surrounding landscape, character and built form'.

The supporting text of the Core Strategy (paragraph 6.21) provides further guidance stating that:

The density of new housing will depend on its design and appropriateness to its location. As a guide the following minimum density thresholds have been developed using the Havant Borough Townscape, Landscape and Seascape Character Assessment and the levels of accessibility to a range of facilities:

High Density - Minimum of 60 dwellings per hectare

Medium Density - Minimum of 45 dwellings per hectare

Low Density - Up to 45 dwellings per hectare

Under this assessment, the density of development can be considered to be within the Low Density category. This is considered to be appropriate in principle given the surrounding character of the area. However there is also a need to consider whether the development in detail would meet the environmental dimension of the NPPF, in terms of the impact on the character and appearance of the area, which is considered below.

(iii) Impact upon the character and appearance of the area

The proposal is for the demolition of the existing dwelling, which is accepted to be of limited architectural quality, and construct 5 new two storey properties. The two storey dwellings would be spread across the site, including one in the south eastern corner of the site, adjacent to the roundabout, with a further dwelling fronting Maylands Road. Three further dwellings would be located within the western part of the site and would have access via a new access road off Maylands Road. The immediate character of the area is one of generally low density, low key residential development set within well vegetated, generous plots. There is a significant change in levels in the area which allows the majority of the site to be seen from the surrounding road network, which converges at the roundabout adjacent to the site. The existing dwelling is set well within the application site, some 30m from the roundabout itself. The existing character of the area sees properties gradually step up the hill on all of the surrounding roads and follows the topography of the area, which results in a natural progression of roof forms going up the hill. There have been limited examples of infill developments within the immediate area, however these have been designed to assimilate with the siting, scale and form of the older dwellings in terms of roof form so that they integrate into the area.

The proposed development would remove the existing dwelling and replace it with 5 new dwellings, all of two storey scale with likely retaining walls. Plot 1 would lie adjacent to 1A Maylands Road and continue the built up frontage of the street scene here; however Plot 2 would lie significantly closer to the roundabout than the existing dwellings (approximately 13m in lieu of 30m existing). Plots 3-5 would lie to the west of Plot 2, resulting in a regularly spaced line of new dwellings at high level above the bank adjacent to Portsdown Hill Road. When taking into consideration the siting of the existing dwelling on the site, coupled with the level changes in the area, it is

considered that the number, siting and layout of the proposed dwellings would appear overly dominant in adjoining street scenes and would not address the level changes in the area successfully in relation to the overall resulting scale and bulk of the built forms proposed. It is noted that the application does not have any street scenes or perspective drawings showing how the buildings would appear in the context of neighbouring buildings and perspectives, meaning that there is no evidence available which would allay the concerns above, and indicates that the relationship between the buildings and their context has not been fully considered.

In addition the garden of plot 2 would face onto the Maylands Road/Portsdown Hill/Bedhampton Road junction where these roads are largely defined by front gardens, with private amenity areas being located behind the dwellings, which are therefore screened from public vantage points. The proposed residential curtilage for Plot 2 is orientated such that its garden would lie directly adjacent to the roundabout junction. This arrangement would give rise to domestic paraphernalia, particularly in the form of pressure for tall fencing to provide privacy for plot 2 and mitigate the noise from the roundabout, which would adversely impact upon the character of the street scene and views in the area, and which would reinforce the alien appearance of the development from public vantage points.

With regard to the Maylands Road frontage, the effect of the new accesses, parking areas, access road and likely retaining walls is such that this frontage would contain relatively little open space and would appear heavily engineered, particularly around plots 1 and 2. The public realm should be designed first, however the layout proposed would result in hardsurfacing and parking dominating, from the three access points, and access road of the development, which would be highly visible and incongruous from Maylands Road.

Taking these factors together it is considered that the development would appear incongruous, and out of keeping with the character of the area against which it would be read. As a result, the development would fail to achieve a successful transition taking into account the existing character of the site and the topography of the area. It is considered that the proposed development would mark a significant change to the existing characteristics of this prominent site, which plays a significant role in the character of the area, introducing a much more intensely developed built form that would jar with the prevailing spacious character of the area, and would not achieve an effective transition between the respective patterns of development in the area on this highly visible and sensitive corner plot. In weighing the balance to be struck between achieving additional housing on a site within the urban area, and protecting the environmental qualities of that area, it is considered that the harm that would be caused to the character and appearance of the area would outweigh the benefits of providing 5 dwellings. In conclusion on this issue the proposal would unacceptably harm the character and appearance of the area. It would therefore conflict with policies CS16 of the Core Strategy, the Design SPD and the NPPF.

(iv) Impact upon residential amenity

With regard to residential amenity, there are two elements to consider - in terms of the impact on adjoining properties, and the quality of environment to be created for occupiers of the new dwellings proposed.

Impact on surrounding residents

Concerns have been raised by a number of nearby residents in relation to the impact on their amenity from the development as set out above. As has been identified

above, the site has significant level changes both within the site, and in relation to neighbouring properties. The main impacts are considered to be to 1A Maylands Road, which is to the north of the site, and 2 Portsdown Hill Road, which is located to the west of the site and is at a much lower level than the application site, with retaining walls and fencing defining the mutual boundary. These properties are two storey properties. 1A Maylands Road is set at a slight angle to the application site and would lie directly adjacent to Plot 1 to the east; to the south the dwelling proposed for Plot 4 would lie a distance of approx. 7.7m from the development to the boundary with this property, and approx 16m to the property itself. The distance between plot 5 and 1A Maylands Road is approx. 7.8m from the development to the boundary with this property, and approx 20.5m to the property itself. The relationship between plot 5 and 2 Portsdown Hill Road is such that Plot 5 is set 3.5m off from the development to the boundary with this property, and approx 5m to the side elevation of the property itself.

Given the increased intensity of development proposed for the site, which would introduce two-storey dwellings into areas currently undeveloped in the rear garden area of the existing dwelling, it is considered there is clear potential for the scale and density of the development to appear dominant and intrusive to the amenities currently enjoyed by the adjoining properties, affecting their outlook, light and privacy. Having regard to these concerns, on the basis of the limited information submitted with the application, and in the absence of fully detailed sectional and levels plans, given the significant change in levels on and around the site it has not been demonstrated that the development would not have a significant adverse impact on the amenities of the neighbouring properties of 1A Maylands Road or 2 Portsdown Hill Road. As such the proposal is considered to conflict with policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Havant Borough Council Borough Design Guide SPD 2011 and the National Planning Policy Framework.

Amenities of future occupants of the development

It is considered that the proposals would be acceptable in terms of floorspace and communal external facilities for future occupants subject to suitable planning conditions. That said, it should be noted that in order to create a suitable living environment for the occupiers of Plot 2, given its orientation adjacent to the roundabout, this would be likely to give rise to the need for fencing or other visually intrusive means of enclosure which would adversely affect the character of the street scene, as set out at (iii) above.

(v) Impact on highways and parking

The proposal would utilise one of the existing accesses to the site, and create two further access points from Maylands Road. Having regard to the advice of the Development Engineer, and notwithstanding the concerns expressed by local residents, these arrangements are considered acceptable in principle as they would provide adequate visibility and manoeuvrability for this scale of development. With regard to the query raised by the Development Engineer regarding turning arrangements, given the generous area given over to parking in the vicinity of Plots 4 and 5 in particular, further information in respect of this detailed query could be reserved by condition in the event that permission were to be recommended. In addition it is considered that the submitted layout makes acceptable provision for car parking for new development - each dwelling meeting the Council's standards. As such the proposal is not considered to have a significant adverse impact on highway safety.

A number of objections have been received regarding the increase in traffic generation

having an adverse impact on the highway network. Guidance in the National Planning Policy Framework outlines that proposals would have to have proven 'severe cumulative harm' on the highway network, in order for applications to be refused. Given the number of units proposed, it is not considered that the development would have a severe adverse impact on the safety or free flow of the highway network, furthermore the Highway Authority do not object to this application.

(vi) Impact on drainage

The site lies on Bedrock consisting of the Lambeth Group, beneath which is the Portsdown Chalk Formation. The Chalk is classified as a Principal Aquifer and lies in a Source Protection Zone One (SPZ1) and Source Protection Zone One C (SPZ1c) for the Havant & Bedhampton Springs. Portsmouth Water have been consulted and have raised no objection to this application subject to appropriate conditions being attached, to ensure the development does not impact on the Principal Aquifer.

(vii) Developer contributions

The CIL rates to be applied to development are set out in the Havant Borough Community Infrastructure Levy Charging Schedule, which was adopted by the council on the 20th February 2013. This followed two public consultation exercises and an Examination into the Charging Schedule by an independent Examiner. The Examiners Report concluded that the Havant Borough Council Community Infrastructure Levy (CIL) Charging Schedule provided an appropriate basis for the collection of the levy in the borough. The levy is charged at £80 per square metre on new floorspace plus indexing. It is considered that there is a CIL liability for this site, and any reserved matters application would be required to provide a CIL payment.

This development would increase the number of dwellings within the 5.6km zone identified as significant in potentially increasing recreational pressure on the Solent SPA. Natural England's advice in regard all new housing development within this zone is that it is likely to have a significant effect on the SPA. The measures of mitigation adopted by the LPA in April 2016 requires a payment of £181 per dwelling (plus admin and monitoring fee) to the Solent Recreation Mitigation Project (SRMP). However as this application is being recommended for refusal no binding arrangements are in place to secure this payment, and therefore a reason for refusal is recommended on this basis.

8 Conclusion

It is considered that the proposed development would have a harmful effect on the character and appearance of the surrounding area, as it would seriously and unacceptably undermine the prevailing character and appearance of the wider surrounding area. Furthermore, when viewed alongside the adjoining properties on all sides of the site, the proposed development would not integrate with or respond positively to the character and appearance of the surrounding area in terms of layout and scale. For these reasons the proposed development would appear unduly cramped, prominent and stark within the street scene. The harm that would be caused to the character and appearance of the area would outweigh the benefits of providing 5 new dwellings in the urban area. Furthermore on the basis of the limited information submitted with the application and in the absence of detailed proposed site levels and sections, given the sloping nature of the site, the impact of the relationship with neighbouring properties cannot be fully assessed and is considered likely to be harmful. As such the proposed development is

considered to be contrary to the NPPF and policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011. The application is therefore recommended for refusal, including a reason regarding lack of a financial contribution towards the SRMP.

9 RECOMMENDATION:

That the Head of Planning be authorised to **REFUSE OUTLINE CONSENT** for application APP/17/00753 subject to the following conditions:

- 1 The proposed development would have a harmful effect on the character and appearance of the surrounding area as it would introduce an inappropriately intensive form of development into an area that is defined by its spacious character. Furthermore when viewed alongside the adjoining dwellings on all sides of the site, and the setting of the roundabout to the south east, the proposed development would not integrate with, or respond positively to the character and appearance of the surrounding area in terms of layout or scale. As such the development would have a significant adverse impact on the appearance and character of the area and is contrary to national and local planning policies for the area, in particular the National Planning Policy Framework 2012, policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the Borough Design Guide Supplementary Planning Document 2011.
- 2 Having regard to the significant change in levels on and around the site, it is considered that insufficient information has been submitted with this application, in the form of fully detailed sectional and levels plans, to demonstrate that the development would not have a significant adverse impact on the amenities of the neighbouring properties of 1A Maylands Road and 2 Portsdown Hill Road by reason of loss of sunlight/daylight, overlooking or overbearing impact. The proposal therefore conflicts with policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011, Borough Design Guide Supplementary Planning Document 2011 and the National Planning Policy Framework 2012.
- 3 The proposal, without completion of the appropriate binding arrangements to secure a contribution towards the Solent Recreation Mitigation Project, is contrary to the Council's Policy on contributions towards measures of mitigation adopted by the Local Planning Authority which seeks to ensure that the provision is made from new development towards mitigating against increasing recreational pressure on the Solent SPA. It is therefore contrary to Policies CS11 and CS21 of the Havant Borough Local Plan (Core Strategy) 2011 and Policy DM24 of the Havant Borough Local Plan (Allocations) 2014 and the National Planning Policy Framework 2012.