

108 Woodgreen Avenue, Havant, PO9 3EE

Planning and Design Statement

Mrs N Kerrigan and Mr Mark Urry

December 2022

KF Planning Consultancy

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1. Introduction

- 1.1 This appeal has been prepared by KF Planning Consultancy on behalf Mrs Kerrigan and Mr Urry who are the owners of the application site 108 Woodgreen Avenue, Bedhampton, Havant.
- 1.2 The application site is located within a residential estate within the built up area and in a sustainable location. The site comprises part of the existing garden of 108 Woodgreen Avenue which is an end of terrace property.
- 1.3 In 2018 a planning application was submitted to Havant Borough Council for two no. 1-bed dwellings. The application was refused and a subsequent appeal was dismissed. However, through this process it was confirmed that one dwelling of appropriate design would be acceptable on the application site.
- 1.4 This application is for 1 no. 3-bed dwelling. The design process has taken into consideration the conclusions of the Council and the Planning Inspector and is fully in keeping with the local character of the estate in which the site is located.
- 1.5 This planning statement considers:
 - ~ Site and Surroundings
 - ~ Relevant Planning History
 - ~ Planning Policy Context
 - ~ Proposals
 - ~ Principal Determining Issues

2. Application Site and Surroundings

Local Context and Character

- 2.1 The application site is located in Bedhampton to the north east of the A27 and M3 junction. Woodgreen Avenue is located at the eastern edge of Bedhampton.
- 2.2 The site is bounded by residential properties to the north, east and south and by Hook's Lane and Havant Rugby Club to the west.
- 2.3 As such, the area around the application site is predominantly residential in character. The houses in the immediate area, including Woodgreen Avenue, are typically terraces of two storey dwellings of brick construction and are typical of post war housing built during the late 1950's and 1960's.



- 2.4 The established character of the area includes corner plots and infill residential developments and extensions and the area is characterised by a mix of 1, 2 and 3-bed dwellings.
- 2.5 Local shops and facilities are located on Bedhampton Road to the south west (including a convenience store, The Golden Lion pub, garage, take away and community centre) and Bancroft Way to the north (including a takeaway, convenience store and newsagent).
- 2.6 The area is also served by a range of public transport services being located less than 0.5 miles from Bedhampton train station to the south off West Road (with services to Portsmouth, Brighton, London and Southampton) and close to bus stops on New Road, Bedhampton Road and Bancroft Way and with services 21 and 23 providing links through to Havant, Portsmouth, Cosham and Southsea. The site is also only a 20 minute walk from Havant Town Centre to the east with its even wider range of shops and services.

- 2.7 To the west of the application site is Hooks Lane Park (0.3 miles) and to the south west is Bidbury Lane (0.8 miles).

The Application Site

- 2.8 The application site is situated on the west side of Woodgreen Avenue at the junction with Fraser Road. Nos 102 to 108 are an existing terrace of 4 dwellings. The application site comprises garden land adjacent to no 108 on a large corner plot as detailed on Plan PL.613.22.01C.



- 2.9 The application site (including no.108) measures approximately 458 square metres. Within this, the area proposed for the new dwelling house comprises 296 square metres. The existing dwelling no.108 is located on the northern side of the site. The remainder of the site is currently garden with a garage at the rear western boundary of the site adjacent to neighbouring property no. 34 Fraser Road.

- 2.10 The existing detached garage is accessed separately off Fraser Road where there is an existing drop kerb. To the side of the southern elevation of no.108 there is also a small single storey brick outbuilding.
- 2.11 The application site is surrounded along the eastern and southern boundaries by a low level brick wall.

3. Relevant Planning History

- 3.1 In December 2017 the applicant and their architect prepared a pre-application submission seeking advice on the prospects of securing consent for 2 flats with amenity space and parking. The proposals were for a 1-bedroom flat at ground floor level and a two bedroom flat above with the second bedroom in the roof space served by dormer windows. The proposed units were part two storey part single storey.
- 3.2 In a pre-application response (LPA Ref: GEN/17/01457) Mr Eaves advised that whilst the principle of development on the site was acceptable, a single dwelling on the site would be preferable and expressing for concern for the unbalanced appearance of the terrace, overdevelopment and being out of character with the local area.
- 3.3 On 3 September 2018 a planning application was submitted for 2 no. 1-bed dwellings on the site making efficient use of land whilst responding to the issues regarding design and character raised in the pre-application consultation.
- 3.4 Notwithstanding the amendments, the application was refused on 10 December 2018 on the grounds that:

"The proposed development of two houses on this prominent corner plot elevated in relation to the adjacent roads would result in a visually intrusive form of development to the harm of the streetscene removing the existing set back spacious nature of development from the corner of Woodgreen Avenue and Fraser Road. The proposals are considered to result in an overdevelopment of the site and a cramped form of development. Furthermore, the two dwellings would not be designed to reflect the width, rhythm, fenestration and design of the existing terrace and host dwelling which would be detrimental to the character and appearance of the existing terrace.

The proposed development would result in restricted private external amenity space to both the existing dwelling (No. 108 Woodgreen Avenue) and to the proposed dwellings to the harm of the residential amenities of the existing and proposed occupants. The proposed dwellings also provide limited internal space for future residents of the new properties. Overall it is considered that the dwellings would fail to provide a suitable living environment for future and existing residents.

The proposed car parking shown in relation to the development fails to meet the Councils car parking standards both in terms of the quantum of parking (for the existing dwelling) and design and usability of the proposed parking spaces.

Without the appropriate financial mitigation, the development would be likely to have a significant effect on the Chichester and Langstone Harbours Special Protection Area.”

- 3.5 In June 2019 an appeal was submitted against the refusal by Havant Borough Council (PINS Ref: APP//X1735/W/19/3230318). The appeal was dismissed on 29 August 2019.
- 3.6 The appeal decision confirmed that the Inspector and Council had no intrinsic objection to residential development in this location, with Core Strategy Policy CS16(4) offering some support for higher densities and that the corner plot that No 108 occupies is somewhat more spacious than that which is associated with other houses nearby.
- 3.7 However, the Inspector dismissed the appeal on the grounds of providing 2 new houses, their effect on the symmetry and existing character and under provision of internal space and garden areas.
- 3.8 The Inspector’s comments have informed the design of the current application submission for a single dwelling.
- 3.9 At the time of the appeal in August 2019, the Inspector concluded that Havant Borough Council could meet their 5 year housing land supply requirement and hence housing need did not outweigh the concerns with the scheme. Whilst the proposals are now for a single dwelling (as confirmed acceptable by the Council) it is noted that, this position has now changed and the Council cannot meet 5 year housing land supply requirements. This is an important and material consideration since the appeal was determined.
- 3.10 As such, the tilted balance (detailed in national planning guidance) is triggered which adds further weight to the case for the provision of new dwellings in the Borough.

Surrounding Area

- 3.11 As detailed in the previous application and appeal submissions, there have been a number of additions to create additional dwellings for other properties in the estate and close to the application site.
- 3.12 This includes a 1-bed end of terrace dwelling at 7a James Road (LPA Ref: APP/15/00603), a 2-bed end of terrace dwelling at 19B Ibsley Grove (LPA Ref: APP/10/00491), a 2-bed end of terrace dwelling at 21A Ibsley Grove (LPA Ref: APP/11/01087) and a 3-bed end of terrace dwelling at 1 Blendworth Crescent (LPA Ref: APP/13/01108).

4. Planning Policy Context

- 4.1 The Development plan comprises the National Planning Policy Framework (Revised 2021), the Havant Core Strategy (2011), the Havant Housing Delivery Statement (2022), Havant Borough Design Guide (2011) and the Parking SPD (2016, revised 2019).
- 4.2 The Council has begun work on a consultation for a new local plan, but this is at an early stage and does not have any weight at this time in the determination of planning applications.

National Planning Policy Framework (Revised 2021)

- 4.3 The revised **National Planning Policy Framework** (strengthened in the recent revision) seeks to make more efficient use of land to boost housing supply particularly in sustainable locations.
- 4.4 Paragraph 11 sets out the presumption in favour of sustainable development which for decision taking means approving development proposals that accord with an up-to-date development plan without delay. Where the policies which are most important for determining the application are out-of-date, authorities should grant permission unless the proposals effect areas or assets of particular importance or any adverse impacts of granting approval would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole.
- 4.5 Paragraph 38 confirms that local planning authorities should work proactively with applicants to seek to approve applications for sustainable development where possible.
- 4.6 Paragraph 59 confirms the Government's objective of significantly boosting the supply of homes.
- 4.7 Paragraph 68 notes that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built-out relatively quickly. Planning authorities should support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes.
- 4.8 Paragraph 117 confirms that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 4.9 Paragraph 118 states that planning policies and decisions should achieve a number of goals including giving substantial weight to the value of using

suitable brownfield land within settlements for homes and other identified needs.

- 4.10 Paragraph 122 confirms that planning decisions should support development which makes efficient use of land taking into account factors such as the identified need for different types of housing, local market conditions, the availability and capacity of infrastructure and services, the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change and the importance of securing well-designed, attractive and healthy places.
- 4.11 Paragraph 123 highlights the greater flexibility required to provide good quality housing but the need for flexibility in applying policies or guidance to design issues such as density and daylight and sunlight.
- 4.12 Paragraph 124 confirms that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work.

Housing Delivery Statement (2022)

- 4.13 Havant Borough Council released the statement in March 2022 as the Council could not show 5 years housing land supply and do not have an up to date Local Plan.
- 4.14 Further to Paragraph 11 of the NPPF, this is the case in Havant and these circumstances become a material consideration, which 'tilts' the balancing exercise from a neutral balance to one where there must be compelling reasons for permission to be withheld.

Havant Borough Core Strategy (2011)

- 4.15 As detailed above, given that the Local Plan is out of date and that the council can not show 5 years housing land supply, the policies have more limited weight in determining planning applications.
- 4.16 Policy CS9 relates to housing supply and confirms that planning permission will be granted for housing proposals that contribute to achieving the Councils housing requirement, a mix of housing types and sizes and an appropriate proportion of development on previously developed land to avoid unnecessary greenfield development.
- 4.17 Policy CS16 requires high quality design. Of particular relevance to this appeal, design is required to respond to, draw inspiration from and respect local context and produce a positive relationship between buildings, streets and spaces both existing and proposed.

- 4.18 Detailed criterion (c) of the policy include consideration of the characteristics of the locality to help inform the design of the new development including heights, massing, existing buildings lines, plot widths and depths, materials and proportions of windows and doors.
- 4.19 Policy DM13 relates to car and cycle parking and requires provision in accordance with the Residential Car Parking and Cycle Provision Supplementary Planning Document.

Car Parking and Cycle Provision SPD (2016)

- 4.20 The SPD requires the provision of two car parking spaces and 2 cycle parking spaces for both 2 and 3-bed dwellings.

Borough Design Guide SPD (2011)

- 4.21 The Design Guide provides guidance to support Policy CS16 including guidance on separation distances, garden depths and private amenity space.

5. The Proposals

- 5.1 The position, layout and elevational treatment of the proposed dwelling is detailed in Plan PL613.22C.

Amount

- 5.2 The application proposes 1 no. 3-bed dwelling located at the southern end of the existing terrace and adjoining 108 Woodgreen Avenue.
- 5.3 The application site including no.108 comprises 458 square metres.
- 5.4 The new plot comprises 296 square metres which currently forms part of the garden of 108 Woodgreen Avenue. The new dwelling comprises 88.8 square metres floorspace (GIA) over two floors meeting the requirements of the national technical floorspace standards.

Layout

- 5.5 The front and rear building lines of the proposed dwelling follow those of the existing terrace including no.108 fronting Woodgreen Avenue.
- 5.6 As with the layout of adjacent properties, this leaves an area for car parking at the front of the dwelling and garden to the rear and side. Parking space for 2 cars and a garden are also retained for no.108 (including a small shed for 2 secure cycle parking spaces).
- 5.7 The garden for the new property will accommodate a shed for 2 secure cycle parking spaces and a refuse bin store will be located at the front of the new dwelling.

Appearance

- 5.8 The design of the new dwelling reflects that of the existing dwellings in the terrace (including no.108) and that of the wider estate.
- 5.9 As detailed on Plan PL.613.22C, the new dwelling has been designed to appear as a dwelling of equal size and symmetry to the terrace (and with the same ridgeline and eaves) but includes an additional footprint to the side which has been designed to appear as an 'extension' to the dwelling through a setback on the front building line and a lower ridge height.
- 5.10 As such, a 3 bedroom property is created whilst ensuring that the appearance reflects that of no.108 which is a 2-bed property.

- 5.11 The proposed materials are red stock brick with concrete roof tiles to match the existing terrace. Windows will be upvc and match the size and position of those on no.108 to maintain the consistent and symmetrical appearance.

Landscape and Gardens

- 5.12 A rear garden of 45 square metres is retained for no.108 which is a 2-bed property. This is comparable to nearby gardens including no.34 Fraser Road abutting the application site to the rear.
- 5.13 The new dwelling will have a garden area to the side and rear comprising 79 square metres.
- 5.14 Existing soft landscaping located along the southern boundary of the application site will be retained.

Access and Parking

- 5.15 2 parking spaces will be provided for no.108 and the new dwelling fronting Woodgreen Avenue. These meet the parking SPD requirements and numerous dwellings in the area have their parking on the frontage accessed from Wood Green Avenue.
- 5.16 A shed will be provided in the rear garden of the new and retained dwellings to ensure covered and secure cycle parking for 2 cycles as per the standards.

6. Assessment of Development Proposals

- 6.1 The application proposals have been shaped by a review of relevant national and local planning policies and recent planning history relating to the application site.
- 6.2 An appeal which was dismissed on the site for two dwellings is particularly relevant and is referenced below.

Principle

- 6.3 The application site is located within the settlement boundary and built up area for Havant and is located within an existing residential estate dating from the 1960's.
- 6.4 No 108 is an existing 2-bed terraced residential dwelling being located on a corner plot with sufficient land capable for the development of a new dwelling. The area is highly sustainable with access to public transport and local shops and services.
- 6.5 The previous planning application and appeal (for a proposal for 2 new dwellings on the site) clearly established that the principle of one new dwelling on the application site was acceptable.
- 6.6 The appeal was determined in August 2019. Since this time, the Council have confirmed that they cannot meet the 5 year housing land supply requirement and as such the tilted balance set out in the NPPF now applies which should enable housing to be approved unless there are compelling reasons for permission to be withheld.
- 6.7 The plot fronts onto Woodgreen Avenue and as such is essentially an infill to this existing corner plot frontage.
- 6.8 As such, the principle of the new dwelling is fully in accordance with Paragraphs 11, 38, 59, 68 and 117 of the revised NPPF and Policy CS9 of the Havant Local Plan.

Design

- 6.9 The estate in which the application site is located has a strong established character and this was a key issue in the previous appeal on the site.
- 6.10 The Inspector emphasised the importance of the symmetry within the terrace and with consistent fenestration and materials.

- 6.11 The current proposal responds fully to the character of the terrace and the adjacent area. The dwelling has the same ridge and eaves height, roof form, width and fenestration of the terrace.
- 6.12 The dwelling is designed with a further area of floorspace to the side, but this has been designed to appear as a two storey side extension with subservient roof height relative to the main ridge and a set back from the building line of the main dwelling (as detailed in Plan PL613.22.01C).
- 6.13 As such, the proposals make efficient use of the site whilst fully reflecting the local character and symmetry between properties. Further, the design ensures a positive relationship with both within the existing terrace and adjacent dwellings such as the terrace on the opposite side of Woodgreen Avenue and the adjacent dwellings on Fraser Road.
- 6.14 The proposed materials comprise red stock bricks with concrete rooftiles which, again, match those of the existing terrace.
- 6.15 As such, the proposal represents good quality design in keeping with local character and are fully in accordance with Paragraph 122, 123 and 124 of the revised NPPF and Policy CS16 of the Havant Local Plan.

Amenity

- 6.16 The proposed development will result in a retained garden for number 108 (2-bed) of 45 square metres (including a maximum depth of 10 metres). The proposed 3 bed property will have an amenity area of 79 square metres (with a maximum width of 10 metres). These are considered good sized garden areas meeting the requirements of the Borough Design Guide and comparable with surrounding properties.
- 6.17 Given the relationship between existing dwellings and terraces, the proposal will not result in any additional or detrimental overlooking. Some side windows are proposed but there is a considerable distance between this side gable elevation and 23 and 25 Fraser Road opposite.
- 6.18 The proposals provide for good quality accommodation and living space which meets the national technical floorspace standards for a 3-bed family dwelling.
- 6.19 As such, the proposals will ensure the amenity of both existing and future residents is protected and are therefore fully in accordance with Paragraph 117 of the revised NPPF, Policy CS16 of the Havant Local Plan and the Borough Design Guide.

Access and Parking

- 6.20 The Havant Borough Parking SPD requires 2 car parking spaces and 2 secure cycle parking spaces for both 2 and 3 bed dwellings.
- 6.21 Plan PL.61322.01C confirms that 2 parking spaces will be provided on the frontage of both the retained property 108 and the new property. A shed is provided in the rear garden of each property which provides for 2 secure parking spaces.
- 6.22 As such, the proposals meet the requirements of Policy DM13 and the Havant Borough Parking Standards.

Nitrate Neutrality

- 6.23 A nitrate calculation in accordance the latest guidance from Natural England has been undertaken by Aquacallidus for the site.
- 6.24 This confirms that inclusive of the 20% buffer there would be a net nitrogen increase from the development of +0.95 KgTN/yr.
- 6.25 As indicated in the submitted document, mitigation is likely to be through the Havant Borough Council nitrogen mitigation scheme.
- 6.26 With the mitigation detailed above, the proposal for a new dwelling will meet the requirements for nitrate neutrality.

7. Conclusion

- 7.1 The application site is located in an existing residential area within the built up area of Havant. As such, the principle of a new dwelling is acceptable.
- 7.2 The scheme has been carefully designed to make efficient use of the site but respond to the design particularly of the existing terrace.
- 7.3 The design follows the height and scale and appearance of the existing terrace. It respects the existing character of the estate.
- 7.4 The proposed dwelling meets the national technical floorspace standards and the proposed internal layout ensures good quality living accommodation for the future occupiers with direct access to private rear garden amenity space.
- 7.5 The proposals ensure that sufficient garden and parking areas are retained for 108 Woodgreen Avenue.
- 7.6 Parking for the retained and new dwelling meets the Councils Parking Standards.
- 7.7 Overall, proposals will provide a high quality development in a highly sustainable location, within walking distance of Bedhampton train station and other local shops and facilities.
- 7.8 The proposals meet the requirements of both national and local planning policies. It will make a small contribution to family housing in the Borough where a 5 year housing land supply cannot be shown and hence the tilted balance in favour of residential development is in place.