
Site Address:	151-153 Southwood Road, Hayling Island		
Proposal:	Construction of one pair of 3 bed semi-detached houses and 1No. 2 bed bungalow with access from Southwood Road.		
Application No:	APP/13/00553	Expiry Date:	22/08/2013
Applicant:	Mr & Mrs P Hartley	Team:	Team 1
Agent:	Mr D McGregor	Case Officer:	Stephen Andrews
Ward:	Hayling East		

Recommendation: **GRANT PERMISSION**

1 Site Description

The site is located on the north side of Southwood Road and is bounded on three sides by existing residential development. The plot is roughly rectangular in shape with an area of 0.068ha and is currently a vacant brownfield plot. The southern boundary fronts Southwood Road to which the site has vehicular access to.

Southwood Road is a predominantly residential road in the south of Hayling Island. The road contains a variety of dwelling types of a diverse range of designs including both traditional and contemporary styles. The dwellings also vary in height from single to three stories. The properties on the south side of Southwood Road back directly onto the seafront.

2 Planning History

151-153 Southwood Road

07/71016/000 - Demolish existing bungalows, erect 12 no. self contained flats.
Refused - 20/08/2007.

153 Southwood Road

01/51010/004 - Demolition of existing building and construction of a two and a half storey building comprising three no. one bedroom and three no. two bedroom dwelling units. Approved - 17/01/2002.

91/51010/2 - Block of six 1 bedroom flats and one 2 bedroom flat (approval of reserved matters for planning permission 88/51010). Permitted 11/02/1992.

89/51010/1 - Block of 6 one bedroom and one 2 bedroom flat - Refused.
11/01/2001.

88/51010 - Outline application for six 1 bedroom flats and one 2 bedroom flat.
Permitted 30/06/1988.

30568 - Conversion of 2no self-contained flats into 4 1 bedroom flats with block of garages and utility room. Permitted 15/09/1982.

3 Proposal

Planning permission is sought for the erection of a pair of two storey, three bedroom semi-detached dwellings fronting Southwood Road, with a detached two bedroom bungalow to the rear.

The semi-detached dwellings would be approximately 8.4m to ridge height, some 0.2m higher than the detached dwelling of neighbour 155 Southwood Road and some 0.6m lower than the ridge height of 157 Southwood Road.

The detached bungalow at the rear would have a hipped roof, with a maximum height of approximately 5.5m, reducing to 3.4m to the side.

There would be two parking spaces for each of the two storey dwellings to the front of the houses, with direct access onto Southwood Road. A separate access would be created for the dwelling to the rear that would run between 151 and the proposed plot 2 dwelling. The bungalow would have two on site parking spaces one of which would be covered by a carport. Provision is made for vehicles accessing the bungalow to turn on site so that cars can enter and leave in a forward gear.

4 Policy Considerations

National Policies

National Planning Policy Framework, 2012

Core Strategies 2011 forming part of the HBLDF

CS14	(Efficient Use of Resources)
CS15	(Flood and Coastal Erosion)
CS16	(High Quality Design)
CS17	(Concentration and Distribution of Development within the Urban Areas)
CS21	(Developer Requirements)
CS9	(Housing)
DM10	(Pollution)
DM13	(Car and Cycle Parking on Residential Development)
DM8	(Conservation, Protection and Enhancement of Existing Natural Features)

Listed Building Grade: Not applicable.

Conservation Area: Not applicable.

5 Statutory and Non Statutory Consultations

FAO Access Officer, Community Group - None received

Building Control, (Fire Access Consultation) - No objection

Highway Engineer - No objection subject to conditions for parking and cycle provision

Waste Services Manager - None received

Public Spaces Development Manager - No objection

Engineering/Coast & Drainage - No objection subject to condition requiring development to be constructed in accordance with the Flood Risk Assessment

Crime Prevention -Minor Apps - Comment - there is little natural surveillance of the dwelling to the rear and the carport would provide little security for vehicles (garage recommended). Lighting for visitors should also be provided along the access route.

Environment Agency, Planning Liaison - South Downs - No objection in principle to the proposed development as submitted subject to the suggested conditions

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: One

Statutory advertisement: Not applicable.

Number of representations received: 0

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) Impact on the character and appearance of the area
- (iii) Impact on neighbour amenity
- (iv) Flood risk
- (v) Parking and highway safety

(i) Principle of development

The application site is located within the settlement area of Hayling Island where the principle of development is acceptable provided the development is in accordance with the Development Plan and all other material planning considerations.

The National Planning Policy Framework (NPPF) establishes a presumption in favour of sustainable development. The National Planning Policy Framework begins by identifying that:

“There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:

- *an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;*
- *a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and*
- *an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”* (Paragraph 7, NPPF, 2012).

Paragraph 8 goes on to say:

“These roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environmental standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should play an active role in guiding development to sustainable solutions.”

Paragraph 6 makes clear that regard must be had to the document as a whole in determining what the Government's view of sustainable development means in practice. It promotes the effective use of land through the re-use of previously developed land. Paragraph 49 states that *“housing applications should be considered in the context of the presumption in favour of sustainable development.”*

Chapter 7 of the National Planning Policy Framework deals specifically with good design. Paragraph 56 makes it abundantly clear that *“Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.”*

Paragraph 59 seeks to ensure the sustainable construction of the dwellings, whilst paragraphs 60 and 61 seek to ensure the development is designed well accounting for local context, without being prescriptive to architectural style and stifling innovation.

It is considered that the proposed housing development would see a high quality, sustainable scheme created in a well accessed, established residential area within the settlement boundary. Further, there is historical permission (now lapsed) for residential development of this site to a higher density than that proposed. The proposal would therefore accord with the objectives of the NPPF and is therefore acceptable in principle.

(ii) Impact on the character and appearance of the area

The development proposed makes provision for two semi-detached dwellings to the front of the site facing Southwood Road, two stories in height. The applicant has provided a street scene plan (Drawing No. 1614/06a) this clearly shows that the height and spacing between the development and existing neighbours is consistent with the overall character, appearance and scale of development along Southwood Road. The plan also shows the access road for the bungalow to be sited between the plot 2 dwelling and neighbour 153. 153 is a detached bungalow, the additional space created by the access road therefore allows significant space to make the transition from single storey dwelling to two storey dwelling and does not therefore appear discordant within the street scene.

The detached bungalow to the rear would be glimpsed from the Southwood Road street scene, most likely from the access road and possibly limited sections of Wheatlands Road to the rear. However, due to the single storey height of the bungalow and distance from these street scenes its impact would be very limited.

It should be noted that there are examples of development to the rear of dwellings along Southwood Road, most notably that of 157 Southwood Road immediately adjacent to the site, but also with other examples to the east and west. Previous permissions have also seen a substantial building bulk approved for the site (albeit not implemented) that would have taken the built form deeper into the plot than a conventional street frontage development. Having regard to these considerations,

whilst backland development is not always able to be supported, in this case the creation of the bungalow in this location would not be alien to its surroundings.

It is considered that the development is consistent with and in keeping with the general scale and appearance of dwellings along Southwood Road and will make a positive contribution to its varied character. The proposal would see a brownfield site redeveloped in an appropriate manner and will improve the visual amenity of the area as well as providing much needed smaller family accommodation, in a relatively sustainable part of Hayling Island in respect of access to local amenities.

(iii) Impact on neighbour amenity

The semi-detached dwellings to the front of the site would be positioned 6m from neighbour 151 and 3m from neighbour 155. The dwellings on the opposite side of Southwood Road would be in excess of 25m from the semi-detached dwellings, whilst the dwellings to the rear in Wheatlands Avenue would be in excess of 46m from the proposed two storey dwellings.

In addition to the separation distances the first floor side facing windows would serve bathrooms and as such can be conditioned to be obscure glazed, which will further protect the residential amenities of the neighbouring dwellings, particularly with regard to overlooking and loss of privacy.

The distance and positioning of the proposed two storey semi-detached dwellings would therefore suitably integrate with existing dwellings and would be positioned in a traditional manner with front and rear aspects consistent with existing dwellings along Southwood Road. This part of the development would not therefore result in unacceptable harm to the neighbour amenity of existing dwellings.

In respect of the impact of the proposed detached bungalow from the semi-detached dwellings, there would be an oblique back to back distance of 17m. This is below the normal distances expected for residential development. However, the car port and boundary treatment between the amenity spaces of the bungalow and two storey dwellings would enable sufficient privacy for each of the dwellings proposed, with no direct overlooking from the two storey dwellings. Therefore on balance it is considered that oblique view and boundary treatment combine to suitably protect the residential amenities of future occupants of the proposed bungalow. Further, future occupants would purchase the bungalow in the knowledge of the relationship the dwelling has to the proposed semi-detached dwellings.

The proposed single storey bungalow would be sited some 20m from the single storey dwellings of Wheatlands Avenue. It is noted that the proposed bungalow sits close to the rear boundary of the site, which is likely to have some bearing on the dwellings to the rear, particularly 18 Wheatlands Avenue. However, the 5.4m ridge height of the bungalow, with hipped roof, and back to back distance ensure that there is no unacceptable overbearing effect or overshadowing and that the visual impact of the building is of an acceptable scale. It will be important to ensure that there are no alterations to the roof or insertion of windows to retain an acceptable relationship, both of which can be controlled by planning condition.

With regard to the access drive serving the new bungalow, it is acknowledged that this will lie immediately adjacent to the boundary with 151. However, the previous permissions for the site established a pattern of approved development whereby rear parking areas were accepted in this location for a far greater number of residential

units (and therefore vehicular disturbance) and with this planning history the proposal for a single drive to serve a modest property is considered acceptable.

Having regard to the site layout, distance between neighbours, boundary screening and position of windows, as well as the planning history of the site, it is considered that the development suitably integrates with the existing neighbouring dwellings and those of the dwellings proposed. It is not therefore considered that the proposal would result in unacceptable harm by reason of noise, overlooking, loss of privacy, overbearing effect, overshadowing or loss of light.

(iv) Flood risk

The application site lies within Flood Zone 2 which is land assessed as having between a 1 in 200 and 1 in 1,000 annual probability of sea flooding. Appropriate uses within Flood Zone 2 include more vulnerable uses, such as dwellinghouses, as indicated in Table 3 of the Technical Guidance to the National Planning Policy Framework, 2012, provided that applications are accompanied by an appropriate Flood Risk Assessment (FRA).

This application is accompanied by a FRA produced by Dan McGregor Associates and received by Havant Borough Council on 4th June 2013. The Environment Agency has considered the submitted FRA and concluded that the provisions within the assessment are appropriate. Therefore subject to a condition to ensure that the development accords with the mitigation proposed within the Flood Risk Assessment no objection is raised.

It is pertinent to note that Table 3 of the above Technical Guidance clearly shows the proposed development to be appropriate within Flood Zone 2 and therefore a sequential test is not required, contrary to the advice provided by the Environment Agency in their letter dated 22 August 2013.

It is therefore considered that the development can be undertaken without posing an unacceptable flood risk to existing or future occupants and would not pose an unacceptable risk to the emergency services, there is no justification therefore to withhold planning permission on flood risk grounds.

(v) Parking and highway safety

The application form states that there are three spaces provided for vehicles on site whilst drawing 1614/O1b shows two spaces per dwelling (including the carport). This would be an approved drawing and because it is clearly demonstrated that two parking spaces can be achieved per dwelling the proposal would accord with Havant Borough parking standards and would be enforceable. A condition would be attached to a grant of planning permission ensuring that the parking areas are retained for their intended purpose.

The highways authority has considered the new access proposed and raised no objection. There is good visibility and sight lines along Southwood Road and as such there would be no unacceptable risk to existing users of the highway network.

The development therefore accords with the adopted parking standards for the scale of development proposed and would not result in matters prejudicial to highway safety.

8 Conclusion

Having regard to the above information it is considered that the development accords with the policy requirements detailed in section 4 of this report and would see the redevelopment of a brownfield site in a reasonably sustainable part of the borough. The application is therefore recommended for approval.

9 RECOMMENDATION:

That the Executive Head of Planning and Built Environment be authorised to **GRANT PERMISSION** for application APP/13/00553 subject to the following conditions:

- 1 The development hereby permitted shall be begun before the expiration of 3 years from the date on which this planning permission was granted.
Reason: To comply with Section 51 of the Planning and Compulsory Purchase Act 2004.
- 2 Construction of the buildings hereby permitted shall not commence until samples and details of all external facing and roofing materials have been submitted to and approved in writing by the Local Planning Authority. Thereafter only such approved materials and finishes shall be used in the construction of the development.
Reason: To ensure the appearance of the development is satisfactory and having due regard to policies CS11 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and National Planning Policy Framework, March 2012.
- 3 The dwellings shall not be occupied until space for the parking of two vehicles per dwelling (including car port) has been provided as indicated on the approved site layout plan (drawing no. 1614/O1b). The parking areas shall thereafter be retained and used solely for those purposes.
Reason: In the interests of highway safety and having due regard to policy DM13 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.
- 4 Prior to the commencement of development full details of the proposed hard surfaced areas of the development hereby permitted shall be submitted to and approved in writing by the local planning authority. The development shall thereafter be carried out in accordance with the approved details.
Reason: In the interests of the amenities of the locality and having due regard to policies CS11.1, CS11.4, CS16, and DM8 of the Havant Borough Local Plan (Core Strategy) 2011 and National Planning Policy Framework, March 2012.
- 5 The dwellings shall not be brought into use until the boundary screening proposals for the site, as shown on the Proposed Site Layout Plan (Drawing No. 1614/O1b) have been completed in full accordance with that plan. The approved boundary screening shall thereafter be retained at all times.
Reason: In the interests of the amenities of the locality and having due regard to policies CS11.1, CS11.4, CS16, and DM8 of the Havant Borough Local Plan (Core Strategy) 2011 and National Planning Policy Framework, March 2012.

- 6 No development hereby permitted nor any related site clearance shall commence until a plan and details specifying the provision to be made within the site and/or on other land nearby for the parking (throughout the clearance and construction period) of construction vehicles and of other vehicles delivering/removing materials and other items to/from the development site have been submitted to and approved in writing by the Local Planning Authority. Thereafter, throughout such site clearance and implementation of the development hereby permitted, all such temporary parking provision shall be provided and used only as such.
Reason: To safeguard the amenities of the locality and in the interests of traffic safety and having due regard to policies CS16, DM10 and DM13 of the Havant Borough Local Plan (Core Strategy) 2011.
- 7 Prior to the commencement of development a plan and full details for the storage of materials, site offices and wash down to prevent the deposit of mud onto the highway, on site shall be submitted to and approved in writing by the local planning authority. The approved storage, offices and wash down facilities shall be made available prior to the commencement of any building works and throughout the contract period and no materials shall be stored anywhere else on the site.
Reason: To safeguard the amenities of the locality and in the interests of traffic safety and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011.
- 8 Site clearance, excavation, road or construction works shall take place only between the hours of 0800 and 1800 hours on Mondays to Saturdays and not at all on Sundays and all recognised public holidays.
Reason: To protect the amenity of adjoining residents and having due regard to policies DM10 and CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and National Planning Policy Framework, March 2012.
- 9 No development hereby permitted shall be commenced until a detailed soft landscaping scheme for all open parts of the site not proposed to be hard surfaced has been submitted to and approved in writing by the Local Planning Authority. Such scheme shall specify the proposed finished ground levels in relation to the existing levels, the distribution and species of ground cover to be planted, the positions, species and planting sizes of the trees and shrubs to be planted and/or retained, and timing provisions for completion of the implementation of all such landscaping works.

The implementation of all such approved landscaping shall be completed in full accordance with such approved timing provisions. Any tree or shrub planted or retained as part of such approved landscaping scheme which dies or is otherwise removed within the first 5 years shall be replaced with another of the same species and size in the same position during the first available planting season.
Reason: To ensure the appearance of the development is satisfactory and having due regard to policies CS11, CS16, and DM8 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.
- 10 The development hereby permitted shall be carried out in accordance with the approved Flood Risk Assessment (FRA) (produced by Dan McGregor

Associates and received by Havant Borough Council on 4th June 2013) and the following mitigation measures detailed within the FRA:

1. Finished floor levels are set no lower than 4.7m above Ordnance Datum (AOD) as per section 4.1 of the FRA.

Reason: To ensure the dwellings are constructed in accordance with the flood risk measures proposed in the submitted Flood Risk Assessment and in the interests of public safety; in accordance with Policy CS15 of the Havant Borough Core Strategy (Local Plan) 2011 and the National Planning Policy Framework, 2012.

- 11 The development hereby permitted shall not commence until plans and particulars specifying the provision to be made for external lighting of the site has been submitted to and approved in writing by the Local Planning Authority. There shall be no external lighting on the site other than as thereby approved.

Reason: To safeguard the amenities of the locality and/or in the interests of traffic safety and having due regard to policies CS16 and DM10 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 12 Notwithstanding the provisions of any Town and Country Planning General Permitted Development Order, no alteration to the roof of the semi-detached houses and detached bungalow hereby approved [including the addition of and insertion of windows and roof lights] permitted by Part 1, Classes B and C of the Town and Country Planning General Permitted Development Order 1995 (as amended) shall be constructed without the prior written approval of the Local Planning Authority.

Reason: In the interests of the residential amenities of adjoining neighbours and to prevent direct overlooking and loss of privacy of neighbouring dwellings and between the dwellings hereby approved. In accordance with Policy CS16 of the Havant Borough Core Strategy (Local Plan) 2011 and the National Planning Policy Framework, 2012.

- 13 The first floor windows in the side elevations of the semi-detached houses, and the ground floor windows in the north elevation of the detached bungalow hereby approved shall at all times be and remain glazed entirely with obscure glass, the particular type of which glass shall provide a degree of obscuration no less obscure than that which is provided by Pilkington's Texture Glass Obscuration Level 4. No other windows or openings shall be created in the side elevations of the semi-detached houses, or north elevation of the detached bungalow, without the written approval of the local planning authority.

Reason: In the interests of the amenities of the occupiers of nearby properties and having due regard to policy CS16 of the Havant Borough Local Plan (Core Strategy) 2011 and the National Planning Policy Framework 2012.

- 14 The development hereby permitted shall be carried out in accordance with the following approved plans:

Location Plan - Drawing No. 1614/L01

Amended Site Layout Plan - Drawing No. 1614/O1b

Proposed Floor Plans Plot 1 - Drawing No. 1614/O2a
Amended Proposed Elevations Plot 1 - Drawing No. 1614/O3b
Proposed Floor Plans Plots 2 and 3 - Drawing No. 1614/O4a
Proposed Elevations Plots 2 and 3 - Drawing No. 1614/O5a
Proposed Street Scene - Drawing No. 1614/O6a
Proposed Site Section - Drawing No. 1614/O7b
Flood Risk Assessment, Stamped 4th June 2013, prepared by Dan McGregor
Associates

Reason: - To ensure provision of a satisfactory development.