

Erection of 1no One Bed Bungalow with Access from Westbourne Close.

Land Adjacent 8 Westbourne Avenue, Emsworth

Design & Access Statement

Introduction

- Planning application APP/10/00430 proposed a 2 bedroomed chalet bungalow on this plot.
- Permission was refused on 20 September 2010 with officers being concerned that the size and shape of the plot would not allow for development of a standard compatible with the surrounding development.
- That scheme was amended to address the concerns raised. It proposed a house, in keeping with properties to either side and has less ground coverage. This planning application [APP/11/01179] was refused and a subsequent appeal was dismissed.
- The appeal decision letter is dated 16 May 2012. In paragraph 6 of the decision letter the inspector considered the site to comprise vacant land within the built up area. As a result, in principle, the erection of a dwelling would be an appropriate use of the site. He considered that this matter should be given significant weight.
- In paragraph 8 the inspector considered that from Westbourne Avenue the proposed 2-storey dwelling would fit well into the streetscene. However he considered that its width and siting was unacceptable as it would be sited close to its side boundaries. As a result it would appear cramped.
- In paragraph 9 the inspector considered the height and massing of the flank elevation to Westbourne Close to be dominant and incongruous; such harm made worse by the lack of a side garden and there being only a single opening breaking-up the massing of the flank wall.
- This new scheme seeks to address the concerns raised by the inspector. In particular the scheme provides for:

- A bungalow is proposed in order to ensure that its bulk is minimal;
- A side garden is proposed;
- The side elevation has a number of openings and a front door;
- More space is provided to the side gardens.
- It is considered that these amendments have resulted in a scheme which is wholly acceptable on all counts.

Assessment of physical context

- This application seeks to construct 1 no one bedroomed bungalow on land to the east of 8 Westbourne Avenue, Emsworth.
- It comprises vacant land at the junction of Westbourne Avenue with Westbourne Close.
- It is located at a transition point where the detached houses in Westbourne Avenue change to bungalows in Westbourne Close.
- The existing house at #5 is a post war housing estate house of no distinct style.

Social/economic context and planning context.

- The benefits of this development are to ensure that maximum use is made of urban land within the Emsworth area – thus making a valuable contribution to the LPAs unidentified sites housing figures.
- It will provide 1 dwelling for a single person or perhaps an elderly couple.
- The form of development chosen for this site is conceived within the framework established by central government policies and advice and adopted Local Plan policies and Supplementary Planning Guidance. The site lies within a clear line of dwellings on land within the built up area wherein there is a presumption in favour of development being permitted.

Involvement of local interests

- None

Evaluation

- The above opportunities and constraints have led to the following principle responses which when applied to this site have produced the proposals contained on the drawings submitted with the application to which this document relates.
- The scale and character of the surrounding area and the need to ensure that the

form of the development chosen – ie a house echoes the immediate style of properties around the site.

Design Principles

- Having regard to the advice contained within PPS3 it is considered that a design response, which incorporates the characteristics of existing developments within this part of Emsworth, and makes best use of the site and surroundings without detriment to the amenities of adjoining residential properties represents the most suitable response.
- The scheme has been designed to specifically address the concerns highlighted by the inspector in the appeal decision letter.

Amount of development

- A single 1 bedroomed bungalow is proposed.

Layout

- The proposal lies to the east of 8 Westbourne Avenue, Emsworth.
- The proposed dwelling reflects the nature of the site – having a north-south alignment.
- To ensure that the elevation facing Westbourne Close is not oppressive, landscaping in the form of laurel hedging is proposed – this will assist in breaking up the bulk of the side elevation.
- Frontage parking has been avoided in order to provide an appropriate setting to the dwelling. Parking is to be provided to the rear, at the southern end of the site.
- It is considered that the scheme's design response is an appropriate design solution, which makes best use of this vacant site at a density appropriate to the character of the area.

Scale

- The building is single storey.

Landscaping

- The site is currently devoid of landscaping.
- Existing boundaries will remain as they are and then be supplemented by laurel hedgerow planting along the frontages to both Westbourne Avenue and Close.

Appearance

- In terms of design the scheme draws on the varied mix of dwellings in the locality and seeks to ensure that a quality dwelling is constructed.
- Multi stock bricks and plain tiles will be used.

Access

- Pedestrian and vehicular access will be from Westbourne Close.
- Two parking spaces are proposed for the dwelling along with secure parking for 2 cycles.
- There is a wide highway verge and all existing properties in the cul de sac of Westbourne Close reverse onto the road. The same approach is proposed here.
- The access point is close to the apex of the bend in order to ensure that good visibility exists.
- In terms of access to the transport network it is confirmed that a good bus services connects the site to Emsworth Town Centre to the south and the village of Westbourne to the north.

Transport Assessment

- **Relationship of site to shops, entertainment and employment.**

The site is within walking distance of a range of facilities. In particular community facilities, schools and shops are all within walking distance.

The nearest employment area is approximately 1 mile to the south and can be reach by bus, walking or cycling.

The industrial estates on the east side of Havant can be reached by bus and train – the later by travelling from Emsworth railway station which is located a short walk away from the site.

- **Proximity to Transport Infrastructure.**

It is located within 100m of a local bus route whereby buses provide travel into Emsworth and Westbourne.

In addition, and to promote travel by cycle, the dwelling will have a secure and enclosed cycle shed to store 2 cycles.

I therefore consider that the site is located within a highly sustainable location and this will minimize the need to travel by car.

Foul sewerage and utilities assessment

- A gas supply exists in Westbourne Avenue. Foul sewerage mains exists in the road and serves the site. Emsworth's foul sewerage system has the capacity for the additional sewerage generated by this single plot scheme. Similarly the existing surface water drainage system in Westbourne Avenue and Close is considered adequate for the minimal run-off that may be generated by the scheme. Accordingly there are no issues with regard to foul sewerage or other utilities.

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Front elevation of #8 Westbourne Avenue – property to the west.



Front elevation of #10 Westbourne Avenue – to the east of the site



#1 Westbourne Close



Example of access drive in Westbourne Close without turn on site facility



View of the application site looking north



Appeal Decision

Site visit made on 5 April 2012

by D J Barnes MBA BSc(Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 16 May 2012

Appeal Ref: APP/X1735/A/11/2166421

**Land to the east of 8 Westbourne Avenue, Emsworth, Hampshire
PO10 7QY**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr B Long against the decision of Havant Borough Council.
 - The application Ref APP/11/01179, dated 26 June 2011, was refused by notice dated 27 October 2011.
 - The development proposed is the erection of 1 no. three bedroom house with access from Westbourne Close.
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Decision

1. The appeal is dismissed.

Procedural Matters

2. Since the determination of the application by the Council and the submission of the appeal the National Planning Policy Framework (NPPF) has been published and is a material consideration upon which the parties have been able to comment.
3. The address stated on the application form has been adopted for reasons of clarity and a unilateral undertaking has been submitted by the appellant.

Main Issues

4. It is considered that the main issues are the effects of the proposed development on (a) the character and appearance of the surrounding area and (b) transport infrastructure.

Reasons

Character and Appearance

5. The appeal site is situated within a predominantly residential area at the junction of Westbourne Avenue and Westbourne Close. The properties within the area are generally detached houses and bungalows sited within wide plots and are set back from the road to the rear of landscaped front gardens. Where dwellings are situated on corner plots, they are generally set back from the footway to the rear of gardens and the massing of the flank wall is broken-up by openings. By reason of the type, siting and design of the dwellings, the
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surrounding area possesses a predominantly spacious character and appearance.

6. Based on the available evidence and the site visit, it appears that the site is neither previously developed land, as defined in the NPPF, nor does it currently form part of a private residential garden. Instead, the site is vacant land within the urban area and, in principle, the erection of the proposed dwelling would be an appropriate use of the site, particularly because of the reasonable access to local facilities within the wider area. These matters should be given significant weight in favour of the appeal scheme.
7. The Council refer to Policy CS16 of the Havant Borough Core Strategy (CS) which requires development to be designed to a high standard, including using the characteristics of the locality to help inform the design of new development. The Core Strategy has recently been adopted and this policy is consistent with the NPPF which attaches great importance to the design of the built environment with good design being a key aspect of sustainable development. Detailed guidance to implement CS Policy CS16 is contained in the Council's Supplementary Planning Document: *Havant Borough Council Design Guide* (SPD).
8. When viewed from Westbourne Avenue, the proposed 2-storey dwelling would fit well into the streetscene, particularly the continuity of the properties being set back from the road to the rear of a front garden. However, because of its width, the proposed dwelling would be sited close to its side boundaries and would not reflect the spacious layout and character of properties within the surrounding area. By reason of siting and size, the proposed dwelling would appear a cramped form of development when viewed from the junction.
9. This material harm to the character and appearance of the surrounding area would be accentuated by the proximity of the side elevation to Westbourne Close. When viewed from this road the height and massing of the proposed dwelling would be a dominant and incongruous feature within the streetscene and would not provide an effective transition between the adjoining houses and bungalows. This adverse harm would be accentuated by the lack of a side garden and only a single opening breaking-up the massing of the flank wall. The landscaping suggested by the appellant would not adequately mitigate the adverse harm.
10. On balance, it is judged that those matters in favour of the appeal scheme are demonstrably outweighed by the adverse impacts associated with the design of the proposed dwelling and the harm which would be caused to the character and appearance of the surrounding area. Accordingly, it is concluded that the proposed development would materially harm the character and appearance of the surrounding area and, as such, the proposed development would conflict with the high quality design requirements of CS Policy 16, the SPD and the NPPF.

Transport Infrastructure

11. CS Policy DM12 requires developments to mitigate their travel impact and CS Policy CS21 contains a requirement for contributions to be made towards infrastructure provision, including for transport. The Council has identified the method of how a contribution towards transport improvements is calculated

and the schemes within the local area which would be related to the proposed development. Accordingly, the requirement for the contribution is judged to meet the statutory requirements of Article 122 of the *Community Infrastructure Levy Regulations 2010* and the tests in the NPPF.

12. However, although a signed unilateral obligation has been submitted it is undated and it cannot be taken into account because of the uncertainty whether the owner is bound by its provisions. Accordingly, it is concluded that the submitted planning obligation would not secure the payment of the contribution towards the provision of transport infrastructure and satisfy the requirements of CS Policies DM12 and CS21.

Other Matters

13. The proposed development seeks to address the objections by the Council to a previous scheme for the erection of a chalet bungalow on the site. Although the differences between these schemes have been noted, this appeal has been determined on its own merits.
14. The outlook from adjoining properties would change but, by reason of the separation distances between the existing and proposed dwellings there would be no material harm to the occupiers of the neighbouring properties. For similar reasons, no adverse harm would be caused to matters such as loss of daylight or sunlight. Potential overlooking from the proposed bathroom window within the side elevation facing towards 8 Westbourne Avenue could be controlled by a suitable condition.
15. There is no objection from the Council to the effect of the proposed development on the tree on the boundary of the site and there are no reasons to disagree with the Council on this matter. Although the proposed access to the parking area is close to an existing private drive, based on the observations made during the site visit, the alignment of the road and speed of traffic, there would not be an unacceptable danger to the safety of other highway users.
16. Matters such as the location of the boundary between the site and No. 8, the stationing of a caravan and the potential existence of a foul water sewer do not alter the conclusions reached on the main issues.
17. None of these other matters, whether individually or cumulatively, outweigh the material harm which has been identified. Accordingly, for the reasons given and taking into account all other matters including the presumption in favour of sustainable development contained in the NPPF, it is concluded that this appeal should fail.

D J Barnes

INSPECTOR