

Application Number: 21/11013 Full Planning Permission

Site: WHITEFIELD COTTAGE, WEST ROAD, MILFORD-ON-SEA
SO41 0NZ

Development: Replacement dwelling with annexe

Applicant: Mrs Scardifield

Agent: Mike Street Architectural Technician

Target Date: 07/09/2021

Case Officer: Jim Bennett

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

1. Principle of Development
2. Design and the impact on the character and appearance of the area,
3. Impact on residential amenity of adjacent neighbouring properties, in respect of noise, light, visual intrusion and privacy;
4. Impact on highway safety, including matters relevant to car parking;
5. Flood Risk and Drainage
6. Impact on ecology and in particular protected species;

This application is to be considered by Committee at the request of Cllr David Hawkins and as the recommendation is contrary to the PAR4 view of Milford on Sea Parish Council.

2 SITE DESCRIPTION

Whitefield Cottage is a detached dwelling situated within the Milford on Sea's built up area, located in a line of substantial detached dwellings to the west of West Road of late Twentieth Century design. The area is characterised by generally good sized, spacious plots. The site is bound by trees to the west, with Green Belt beyond.

3 PROPOSED DEVELOPMENT

The proposal is for replacement of the existing dwelling with a larger dwelling and annexe accommodation. The proposed dwelling would be of contemporary design, finished in slate, zinc, render, buff brick, cedar cladding and aluminium windows. Off-street parking for 4 no. vehicles would be provided to the front of the dwelling, set back from the access road.

Following the initial submission, the applicant has submitted amended plans in light of the comments of consultees and notified parties. The amendments reduce the depth of the annexe extension by 1.5m, pull the annexe extension away from the northern boundary by 1m, replace the fully pitched roof of the annexe with a lower, asymmetric standing seam metal roof, retain a wall on the boundary with Larksmead and pull the fascias of the main dwelling roof in.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description
21/10634 Replacement single dwelling with attached annexe	08/06/2021	Withdrawn by Applicant

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy ENV3: Design quality and local distinctiveness
Policy IMPL2: Development standards

Local Plan Part 2 Sites and Development Management Development Plan Document

DM2: Nature conservation, biodiversity and geodiversity

Supplementary Planning Guidance

SPD - Parking Standards
SPG - Milford-on-Sea Village Design Statement

Relevant Advice

NPPF Chap 12: Achieving well designed places

Constraints

NFSFRA Surface Water
Plan Area

Plan Policy Designations

Built-up Area
Green Belt (adjoining)

6 PARISH / TOWN COUNCIL COMMENTS

Milford On Sea Parish Council - PAR4: recommend REFUSAL, being gross overdevelopment of the site and not sympathetic to the surrounding area in terms of scale and massing.

7 COUNCILLOR COMMENTS

Cllr David Hawkins requested the application be determined by Committee

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

NFDC Ecologist - no objection, subject to the mitigation and enhancement measures detailed in the Preliminary Roost Assessment Report being secured by planning condition.

Environment Agency - no comment received

HCC Surface Water Management - As a residential application less than 0.5 hectare in size and less than 10 dwellings. There is no need for us to comment on it at this time. However, please direct the applicant to our website for further information on recommended surface water drainage techniques

Southern Water - no comment received

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

Against: 13

For: 9

Those objecting to the proposal cite:

- The size of dwelling and annexe is excessive
- The cottage is an important architectural feature
- The cottage has not been maintained well
- Overdevelopment
- The annexe sets a poor precedent for similar developments
- The need for the annexe is queried
- The proposal could result in two separate dwellings
- The design is not in-keeping with the character of the locality
- The balcony will invade privacy
- Windows will invade privacy
- Flood risk posed by surface water run-off
- Communal foul drainage and pumping station may be affected
- Loss of vegetation
- Harm to wildlife, including the adjoining nature reserve
- The movement of the building line is not required
- Loss of light
- Overbearing impact
- Pollution caused by flue and log burners
- The site is in a conservation area
- Increased traffic movements
- Inadequate parking arrangements
- Spoil from demolition may be hazardous
- The suggestion that the level of the garden of Whitfield Cottage be raised is unacceptable
- Disruption caused by construction traffic and activity
- Commercial uses may be introduced
- Wall removed from northern boundary
- There is a covenant restricting the height of structures to 10 feet on the site
- Permitted development rights should be removed
- The proposal is could be sold to a developer
- The proposal could be a self-build by the applicant with little experience of project management
- No consultation has been made by the applicant with neighbours
- The amendments do not address many of the objections raised previously

Those in favour of the proposal cite:

- The proposal will allow three generations of the applicant's family to co-habit
- The existing dwelling is in poor condition
- The existing dwelling does not site well with surrounding properties
- The plot has scope for a larger dwelling
- Similar new builds in the locality have enhanced the housing stock
- The proposed dwelling is similar in scale to adjoining properties
- The dwelling would be a visual enhancement to the site
- There is a diverse range of house styles on West Road, within which the proposal would sit
- Flooding in the road quickly dissipates

10 PLANNING ASSESSMENT

Principle of Development

In assessing this proposal consideration has been given to the relevant policies of the Local Plan and relevant Supplementary Planning Documents, including the Milford-on-Sea Village Design Statement. As the site is within the built up area, the principle of a replacement dwelling is acceptable, subject to consideration of matters including whether the proposed dwelling would be contextually appropriate having regard to the prevailing character of the area, impact on neighbouring residential amenity, ecological impacts, impact on flooding and drainage and car parking provision, which are discussed below.

Design, site layout and impact on local character and appearance of area

Policy ENV3 and the Milford-on-Sea Village Design Statement seek to ensure that new development is well designed to respect the character, identity and context of the area's towns.

The proposed dwelling sits in a row of large detached dwellings of varied design and ages. While the cottage to be replaced is an older dwelling, it is not of sufficient quality or architectural merit to warrant retention in its own right. What is proposed is a replacement dwelling of contemporary design and materials, which would not be out of place in the varied street scene. It would be a detached dwelling, similar in footprint to those around it and adhering to the established building line along West Road. The proposal would sit within a generous garden curtilage, commensurate with the scale of dwelling sought, which would not constitute overdevelopment. Off street parking for four cars can be provided to the front of the site, which also facilitates retention and enhancement of landscaping on the site frontage with West Road.

Following receipt of amended plans which reduce the scale and alter the design and appearance of the development, it is considered that the proposal will preserve the character and appearance of the area and reflects the pattern of development in the locality, in accordance with Policy ENV3 of the NFDC Local Plan Part 1 2016-2036, Milford-on-Sea Village Design Statement and Paragraph 192 of the NPPF. This subject to conditions in respect of formalising materials and removing permitted development rights.

Highway safety, access and parking

The plans show that four off-street car parking spaces, accessed from West Road for use by future occupiers could be provided. The dwelling would be a six bedroom unit, which would require 3 off street parking spaces to meet the Council's Parking Standards SPD. While the proposal would result in an intensification of the site's

usage, it does not raise significant issues in respect of vehicular access, parking and traffic generation.

Policy IMPL2 relates to development standards and places a requirement on new developments to make provision to enable the convenient installation of charging points for electric vehicles, which will be ensured by condition.

Impact on residential amenity of adjacent neighbouring properties, in respect of light, visual intrusion and privacy:

Policy ENV3 states that new development shall not have unacceptable impacts upon residential amenity of existing and future occupiers, in terms of visual intrusion, overbearing impact, overlooking, shading, noise or light pollution.

In respect of the relationship of the new dwellings to surrounding occupiers the annexe has been modified in terms of its depth, height and proximity to Larksmead, which results in an acceptable proposal in terms of its visual impact and would have no significant overbearing impact. In terms of privacy it is proposed to obscure glaze the first floor windows in both the north and south elevations to preserve the privacy of Larksmead and Westerlies, which may be ensured by condition. The rear balcony is largely covered with low eaves and privacy screens to preserve the privacy to the north and south. Again the privacy screens may be ensured by condition. While there would be a degree of overlooking of the rear gardens either side from the balcony, views would be oblique and similar to views experienced from first floor rear windows of dwellings positioned in a linear format. It is not considered that the proposal would have any harmful impacts in terms of visual intrusion, overbearing impact, shading, noise or light pollution. Consequently there are no issues with regard to the amenity of adjoining properties that could substantiate a reason for refusal.

The amenity space provided for future occupiers of the dwelling would be acceptable and in compliance with the amenity provisions of Policy ENV3.

Flooding and Drainage

Flood risk posed by surface water run-off arises in the land to the rear of Whitefield Cottage and Larksmead and is identified as NFSFRA surface water risk area. HCC Surface Water Management Team have not commented as a small scale residential application. The Environment Agency have yet to respond, but it appears that water channels away to the east through the site.

The agent explains that the flooding situation may never be fully corrected because the level of the highway immediately outside is slightly higher, preventing surface water from spilling away to the east/to the ditch on the other side of the road. To fully address the issue would require culverting under West Road to allow flood water to run off to the east, but that would be beyond the remit of this planning application, being beyond the red line. Raising the floor level by 150mm would protect the new dwelling from flooding around the house and annexe. Coupled with that, it is intended that ground levels around the house (except for the immediate paved areas such as the patio) approximately 150mm below floor. The existing ground levels, particularly in the front garden are to be raised too but only about 100 to 150 mm, in order to direct water eastwards and across the roadway into the ditch. Something like "tipping" a plate. The intention is to build up the ground levels using hardcore from the demolition works. There is no indication that spoil from demolition of the cottage may be hazardous, although if hazardous substances are encountered, it will be a matter for the developer to dispose of them in an appropriate manner.

The site is lower than the adjoining neighbours and the existing dwelling fills most of the plot's width. The proposed development, while larger and raised by 150mm from existing ground level, would not exacerbate flood risk to future occupiers of the development, nor adjoining neighbours as the proposal has been designed to allow water to channel either side of the new dwelling and away to the east, which is currently the case. All areas surrounding the dwelling (patio to the rear and parking area to the front) would be finished in permeable materials to assist with drainage. In addition a condition is proposed to ensure the replacement dwelling is constructed in accordance with good Sustainable Urban Drainage techniques. While there is an existing flood problem on the site, if infrequently occurring, the proposal will not make the flooding situation any worse than the current situation and should enhance the situation, due to the drainage measures to be employed in the new build.

Notified parties suggest that communal foul drainage and pumping station may be affected by the new dwelling. This is unlikely in view of the fact the proposal is for replacement dwelling, although Southern Water have been consulted for their view on this concern.

Ecology on Site Biodiversity and protected species

As of 7th July 2020 the Council has sought to secure the achievement of Biodiversity Net Gain (BNG) as a requirement of planning permission for most forms of new development in accordance with Policy DM2.

There would be very limited loss of vegetation from the site and it would have no significant harmful impact on wildlife, including upon the adjoining nature reserve. Details have been submitted in the form of a Preliminary Roost Assessment Report outlining how biodiversity net gain and wildlife enhancements would be achieved by the development, delivery of which will be ensured by planning condition. Subject to this condition, the Council's Ecologist raises no objection to the proposal.

Habitat Mitigation

As a proposal for a replacement dwelling there is no requirement for it to mitigate recreational impacts, achieve nitrate neutrality or address air quality.

Other Matters

With regard to the comments of the objecting parties, which are not addressed above;

- The setting of precedent cannot substantiate a reason for refusal, each case must be considered on its own merits.
- The need for the annexe is queried and it is suggested that the proposal could result in two separate dwellings or introduction of a commercial use. The annexe shows an internal link to the main dwelling and officers are satisfied that the proposal is for an annexe. Should the annexe be subdivided or used for a commercial purpose that constitutes a material change of use, these would require the express grant of planning permission.
- Pollution caused by flue and log burners is an issue rising up the climate change agenda, but is not a reason for refusal.
- The site is not within a conservation area.

- Disruption caused by construction traffic and activity is an inevitable consequence of most new developments and would not be a reason for refusal on such a small scheme.
- If there is a covenant restricting the height of structures to 10 feet on the site, then this is a private legal matter, not a planning matter.
- The fact that the proposal could be sold to a developer or could be a self-build by the applicant with little experience of project management are not matters that can influence the outcome of the planning decision.
- While lack of consultation is unfortunate, the applicant was not statutorily required to consult neighbours prior to submission of the application.

Type	Proposed Floorspace (sq/m)	Existing Floorspace (sq/m)	Net Floorspace (sq/m)	Chargeable Floorspace (sq/m)	Rate	Total
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Dwelling houses	291.6	145.45	146.15	146.15	£80/sqm	£14,974.75 *
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Subtotal:	£14,974.75
Relief:	£0.00
Total Payable:	£14,974.75

11 CONCLUSION

The proposal would bring forward regenerative benefits and create a development which would be acceptable in street scene and provide housing stock renewal. In applying the balancing exercise, the proposal raises no significant concerns in respect of highway safety, visual amenity, ecology, flood risk or residential amenity. The proposal would make efficient use of land to provide new housing in a sustainable location close to services and facilities. Overall it is considered that the benefits outweigh the negatives and the proposal is accordingly recommended for approval.

12 RECOMMENDATION

Grant Subject to Conditions

Proposed Conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development permitted shall be carried out in accordance with the following approved plans:
- Amended drawing number 0820.02/01 rev b - Site Location and Block Plans
 - Drawing number 0820.02/02 - Plan of Site as Existing
 - Drawing number 0820.02/03 - Whitefield Cottage as Existing
 - Amended drawing number 0820.02/05b - Plan of Site as Proposed
 - Amended drawing number 0820.02/11a - View from West Road, South and Rear as Proposed
 - Amended drawing number 0820.02/12 - Proposed New House with Annexe
 - Design and Access Statement by Mike Street dated 7th July 2021
 - The Hampshire Ecological Services Ltd Preliminary Roost Assessment Report, dated July 2021

Reason: To ensure satisfactory provision of the development.

3. Before development commences the following shall be submitted to and approved in writing by the Local Planning Authority:
- External facing and roofing materials and details
 - Full window and door joinery details, including material, finish and colour

The development shall only be implemented in accordance with the approved details.

Reason: To ensure an acceptable appearance of the building in accordance with Policy ENV3 of the Local Plan Review 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park

4. All external works (hard and soft landscape) shall be carried out in accordance with approved drawing number 0820.02/05b - Plan of Site as Proposed within one year of commencement of development and maintained thereafter as built and subject to changes or additions only if and as agreed in writing with the Local Planning Authority. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size or species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure the achievement and long term retention of an appropriate quality of development and to comply with Policies ENV3 and ENV4 of the Local Plan Review 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

5. The works hereby approved shall be undertaken in strict accordance with the ecological enhancement measures and planting detailed in Section 5 and Figure 4 of the Hampshire Ecological Services Ltd Preliminary Roost Assessment Report, dated July 2021, unless otherwise first agreed in writing with the Local Planning Authority.

Reason: To safeguard protected species in accordance with Policies ENV3, ENV4 of the Local Plan Review 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policy DM2 of the Local Plan for the New Forest District outside the National Park (Part 2: Sites and Development Management).

6. Before first occupation of the development hereby approved, a surface water sustainable drainage system (SuDS) shall be designed and installed to accommodate the run-off from all impermeable surfaces including roofs, driveways and patio areas on the approved development such that no additional or increased rate of flow of surface water will drain to any water body or adjacent land and that there is capacity in the installed drainage system to contain below ground level the run-off from a 1 in 100 year rainfall event plus 30% on stored volumes as an allowance for climate change as set out in the Technical Guidance on Flood Risk to the National Planning Policy Framework. Infiltration rates for soakaways are to be based on percolation tests in accordance with BRE 365, CIRIA SuDS manual C753, or a similar approved method. In the event that a SuDS compliant design is not reasonably practical, then the design of the drainage system shall follow the hierarchy of preference for different types of surface water drainage system as set out at paragraph 3(3) of Approved Document H of the Building Regulations.

The drainage system shall be designed to remain safe and accessible for the lifetime of the development, taking into account future amenity and maintenance requirements.

Reason: In order to ensure that the drainage arrangements are appropriate and in accordance with Policy ENV3 of the Local Plan Review 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park and the New Forest District Council and New Forest National Park Authority Strategic Flood Risk Assessment for Local Development Frameworks.

7. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any re-enactment of that Order) no extension (or alterations) otherwise approved by Classes A, B or C of Part 1 of Schedule 2 to the Order, garage or other outbuilding otherwise approved by Class E of Part 1 of Schedule 2 to the Order shall be erected or carried out without express planning permission first having been granted.

Reason: In view of the physical characteristics of the plot, the Local Planning Authority would wish to ensure that any future development proposals do not adversely affect the amenities of neighbouring properties, in accordance with Policy ENV3 of the Local Plan Review 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park.

8. The first floor en-suite and bathroom windows in the north and south elevations of the approved dwelling) shall be :

- (i) obscurely glazed, and
- (ii) non-opening at all times unless the parts that can be opened are more than 1.7m above the floor,

and the windows shall be retained as such in perpetuity.

Reason: To safeguard the privacy of the adjoining neighbouring properties in accordance with Policy ENV3 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

9. Prior to first occupation, provision should be made for the convenient installation of charging points for electric vehicles on the site. Details to be first submitted and agreed in writing with the Local Planning Authority and then thereafter provided and retained for that purpose.

Reason: To ensure suitable provision is made and in accordance with Policy IMPL1 of the Local Plan Part 1 2016-2036 Planning Strategy

Further Information:

Jim Bennett

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NFDC



New Forest
DISTRICT COUNCIL

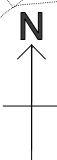
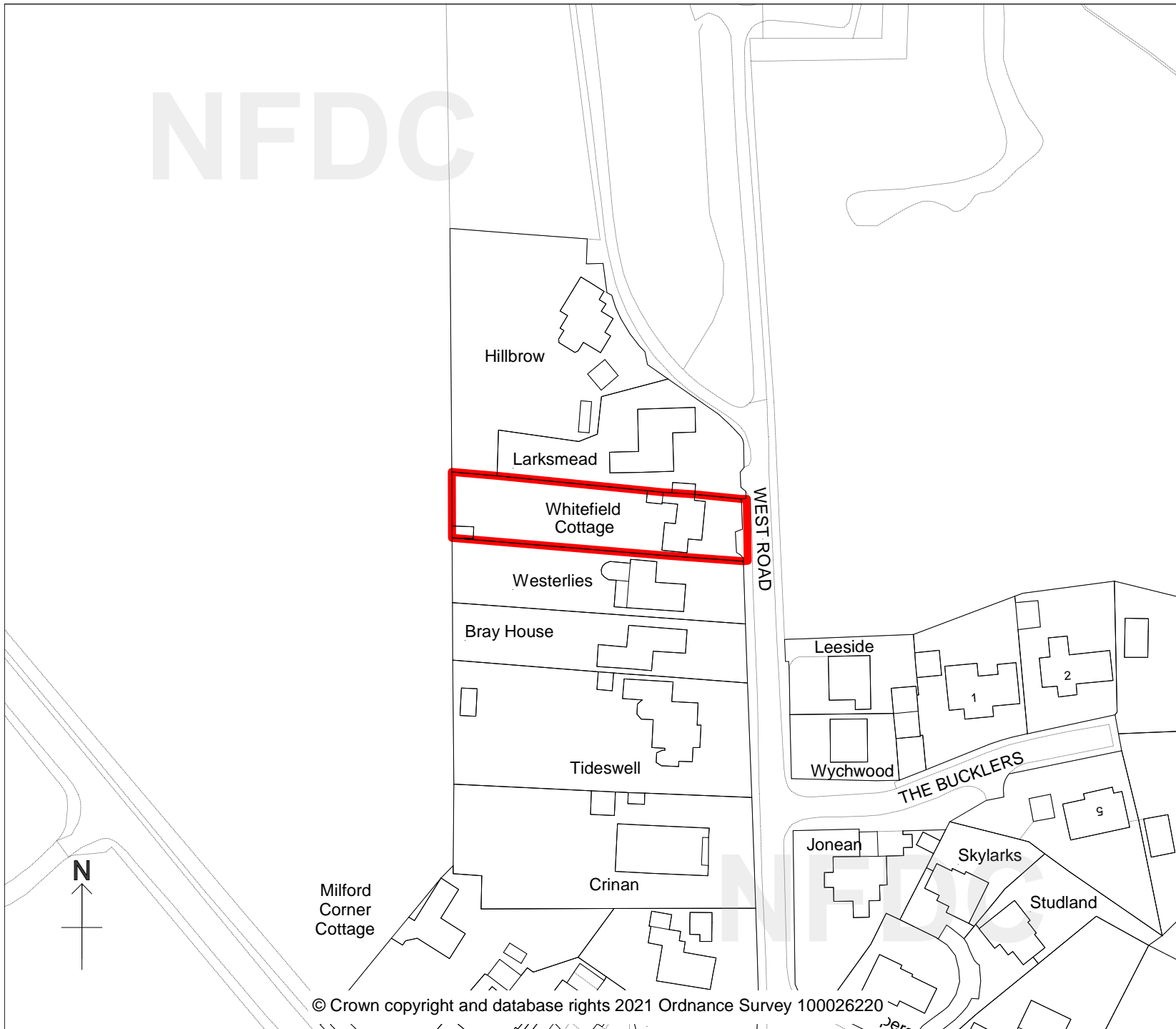
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PLANNING COMMITTEE

October 2021

WHITEFIELD COTTAGE
WEST ROAD
MILFORD-ON-SEA SO41 0NZ
21/11013



Scale 1:1250

N.B. If printing this plan from
the internet, it will not be to
scale.