

Parish: Southbourne	Ward: Southbourne
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**SB/19/01168/REM**

**Proposal** Erection of 157 no. dwellings with associated access from Main Road, parking, open space and landscaping approved under planning permission SB/14/02800/OUT and SB/16/03018/REM, modified by SB/17/02772/REM - Variation of Condition 1 of planning permission SB/17/02772/REM - Provision of plots 74, 75, 76, 77, 90 & 91 as 3 bedroom dwellings instead of 2 bedroom dwellings.

**Site** Land North Of Main Road And West Of Inland Road Southbourne Emsworth Hampshire PO10 8JH

**Map Ref** (E) 477412 (N) 105632

**Applicant** Seaward Properties Limited

**RECOMMENDATION TO DEFER FOR SECTION 106 THEN PERMIT**



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## **1.0 Reason for Committee Referral**

1.1 Parish Objection - Officer recommends permit

## **2.0 The Site and Surroundings**

2.1 The plots subject of this application form part of Priors Orchard, a 159 dwelling development within the eastern part of the village of Southbourne and north of the A259. Construction is at an advanced stage, with approximately 30% of properties now sold, occupations taking place in phase 2 and buildings currently under construction in the final phase 3.

## **3.0 The Proposal**

- 3.1 The proposal comprises the provision of plots 74, 75, 76, 77, 90 & 91 as 3 bedroom dwellings instead of 2 bedroom dwellings. The previously approved floorplans show 2no double bedrooms, the master with an en-suite, and a family bathroom. The proposed alternative floor plan would provide two double bedrooms, one with en-suite, a single bedroom and a family bathroom.
- 3.2 The plots subject of this application are two storey dwellings of traditional construction. No changes are proposed to the external elevations under this application. A separate application has been submitted to request the principal elevations of plots 76-77 are clad with horizontal boarding, instead of previously approved render.
- 3.3 The dwellings form part of a street sited within phase 2 in the north western part of the site. Four of the plots (74-77) are sited together on the western side, opposite a three storey block of affordable flats. Two plots (90-91) are sited on the opposite, eastern side of the street, just south of the flats. The remaining plots on this street will remain as 2 bed dwellings, with a mix of open market, shared ownership and rented tenures.

Proposed:

Bed 1	8.35sqm	3.3m x 3.1m
Bed 2	8.24sqm	3.5m x 2.3m
Bed 3	5.34sqm	2.6m x 2m

#### 4.0 History

14/02800/OUT	PER106	Erection of 157 dwellings with associated access from Main Road, parking, open space and landscaping.
16/03018/REM	PER	Details of the layout, appearance, scale and landscaping of the proposed development of 157 dwellings approved under the outline planning permission SB/14/02800/OUT.
17/01225/DOC	DOCDEC	Discharge of condition 2 and 3 from permission SB/16/03018/REM.
17/02772/REM	PER	Erection of 157 no. dwellings with associated access from Main Road, parking, open space and landscaping approved under the outline planning permission SB/14/02800/OUT. Variation of condition 2 of planning permission 16/03018/REM - amendments to plans for plots 143, 144 and 148.
17/02776/FUL	PER106	Following planning approvals 14/02800/OUT and 16/03018/REM. Construction of 1no. 2 bed property plot 134a, 1no. 3 bed property plot 40a and a garage to plot 62. Layout adjustments affecting plots 43-45 and 134-136. Additional side windows to plot 45.
18/00445/DOC	PER	Discharge of conditions 4, 5, 6 and 8 from planning permission 17/02772/REM.
18/00523/NMA	PER	Non material amendment to planning permissions SB/14/02800/OUT and 16/03018/REM - Addition of 1 no. parking space fronting flats 49/54 and the replacement of plot 138 with the same dwelling permitted for plot 137.
18/00990/NMA	PER	Non-material amendments to planning permission SB/17/02772/REM - Changes to landscaping plan.

19/01167/REM	PDE	Erection of 157 no. dwellings with associated access from Main Road, parking, open space and landscaping approved under planning permission SB/14/02800/OUT and SB/16/03018/REM modified by 17/02772/REM - Variation of Condition 1 of planning permission SB/17/02772/REM - Amendments to plots 149 and 151 on approved drawing 16007 -126B to have accommodation over garages. Cladding added to the front elevations of plots 68, 69, 72, 73, 76, 77, 92 and 93.
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## 5.0 **Constraints**

Listed Building	NO
Conservation Area	NO
Rural Area	NO
AONB	NO
Tree Preservation Order	NO
EA Flood Zone	
- Flood Zone 2	NO
- Flood Zone 3	NO
Historic Parks and Gardens	NO

## 6.0 **Representations and Consultations**

### 6.1 **Southbourne Parish Council**

03/07/2019

Whilst the Planning Committee notes the comments of the District Council's Housing Officer, it still maintains its objection due to the unreasonableness of converting two rooms into three.

22/05/2019

Objection. These proposals are a major change in the housing mix previously agreed in the S106 agreement and there is no increase in the floor space. In the Southbourne Neighbourhood Plan exhibitions in December 2018 and March 2019 residents were asking for more affordable 2-bed housing. It is noted that the Housing Officer has not commented on the proposed changes. The Committee cannot comment until it has more information from the District Council about the proposed changes.

## 6.2 CDC Housing Enabling Officer

13/06/2019

I have reconsidered the proposals in light of the further information provided (see 6.3).

A departure from the Strategic Housing Market Assessment recommendations is not usually to be countenanced. However in this specific case, considering the site, timing and current market, I raise no objections to this small change, where six 2-bedroom houses are internally altered to make 3-bedroom houses.

It will add to the market housing offer by providing some smaller, "budget" 3-bedroom market units which may be especially welcomed by young families.

While the size of the units is very small, the acceptability of this will be decided by the market.

22/05/2019

The proposals are to convert six of the two bedroom market houses into three bedroom ones. There was already a departure from the Strategic Housing Market Assessment (SHMA) and these proposals will exacerbate this, increasing the discrepancy to approximately 10% in the case of 2b (too few) and 3b (too many) units.

As affordability for local people is a critical issue. I do not want to see any 2-bedroom units lost. Home purchase is increasingly difficult for local people trying to get on the housing ladder and smaller units are important as they are more affordable than family sized ones. That is made clear in the SHMA, the recommendations of which we seek to follow.

I also consider that cramming in an extra room into the same floor area is an issue. The third bedroom is so small that there is barely room for any furniture other than a bed. My Environmental Health colleagues confirm that a bedroom of less than 6.5m<sup>2</sup> would be classed in their work as overcrowded. 5.34m<sup>2</sup> is being proposed. While not strictly relevant to the planning issues here, it does objectively indicate the unacceptability of the room sizes.

While an open plan ground floor with staircase, kitchen/dining/sitting room areas all in the same space might be acceptable to a single person or couple it is less than ideal in a family house. The potential purchasers will be the ones to decide ultimately whether such small 3b houses are desirable. However I do feel that, even in market housing, we should be aiming to enable a certain quality of housing.

### 6.3 Supporting information from the applicant

Key headlines are as follows:

- The properties have been on the market for over 6 months, prices have been reduced from £325,000 to £295,950 and various incentives offered. None of the plots have been reserved
- Henry Adams LLP advise that in the Southbourne area there is significantly higher interest in 3 bed dwellings priced between £300,000 and £350,000 (90no) than 2 bed homes priced in a similar bracket (£295,000 - £320,000) (20no.)
- Shared Ownership are competitors in the market for 2 bed dwellings, the applicants understand there has been considerable take up of these tenure types
- There is genuine market demand for more affordable 3 bed dwellings, capturing a different market than for 2 bed units
- The existing developments being constructed in Southbourne provide approximately 95no. 2 bed dwellings, including shared ownership and market units
- There are a number of 3 bed properties under construction in the Chichester area that provide a third bedroom less than 6.5sqm.

### 7.0 Planning Policy

#### The Development Plan

7.1 The Development Plan for the area comprises the Chichester Local Plan: Key Policies 2014-2029, the CDC Site Allocation Development Plan Document and all made neighbourhood plans.

7.2 The principal planning policies relevant to the consideration of this application are as follows:

#### Chichester Local Plan: Key Policies 2014-2029

Policy 1: Presumption in Favour of Sustainable Development

Policy 2: Development Strategy and Settlement Hierarchy

Policy 4: Housing Provision

Policy 5: Parish Housing Sites 2012- 2029

Policy 6: Neighbourhood Development Plans

Policy 20: Southbourne Strategic Development

Policy 33: New Residential Development

Policy 39: Transport, Accessibility and Parking

Policy 50: Development and Disturbance of Birds in Chichester and Langstone Harbours  
Special Protection Areas

#### Southbourne Parish Neighbourhood Plan 2014-2029

Policy 1: Development within the Settlement Boundaries

Policy 2 (i): Housing Site Allocations (Loveders Mobile Home Park)

Policy 4: Housing Design

## National Policy and Guidance

7.3 Government planning policy now comprises the revised National Planning Policy Framework (NPPF 2019), which took effect from 19 February 2019. Paragraph 11 of the revised Framework states that plans and decisions should apply a presumption in favour of sustainable development, and for decision-taking this means:

*c) approving development proposals that accord with an up-to-date development plan without delay; or*

*d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*

*i. the application of policies in this Framework that protect areas of assets of particular importance provides a clear reason for refusing the development proposed; or*

*ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole*

7.4 Consideration should also be given to the following paragraph and sections: Sections 2, 4, 5, 11 and 12. The relevant paragraphs of the National Planning Practice Guidance have also been taken into account.

## Local Policy and Guidance

7.5 The following Supplementary Planning Documents are material to the determination of this planning application:

Planning Obligations and Affordable Housing SPD

Chichester in Partnership Community Strategy 2016-2029

7.6 The aims and objectives of the Chichester in Partnership Community Strategy 2016-2029 which are relevant and material to the determination of this planning application are:

- Support communities to meet their own housing needs

## **8.0 Planning Comments**

8.1 The main issues are:

- i) Principle of the change from 2 bed to 3 bed properties
- ii) Sizes and layouts
- iii) Affordability and market evidence

i) Principle of the change from 2 bed to 3 bed properties

- 8.2 Considerations of dwelling size start with the application of the recommendations of the SHMA, the Strategic Housing Market Assessment, the use of which is embedded in Local Plan policies 33 and 34. As the SHMA is a broad policy recommendation across the Local Plan area, other factors such as local need and demand, and existing housing stock in particular locations are taken into account.
- 8.3 The detailed housing mix for the 157 dwelling Priors Orchard development was permitted under 16/03018/REM. At the time there was a slight bias towards 3 bed dwellings (+3) with 3 fewer 1 and 2 bed dwellings than the SHMA recommended. This was accepted on balance at the time, as the imbalance was marginal on a site of this size and small family houses were very much in demand. A further departure from the SHMA in principle is a concern. However, the recognised need for smaller family houses remains extant.
- 8.4 A more detailed look at the mix of open market house sizes across the site identifies 2 bed properties measuring 73 - 77sqm, 3 bed dwellings from 96 - 112sqm and 4+ bed dwellings measuring 149 - 174sqm. Two bed dwellings are currently being advertised for around £300,000. The price of a 3 bed dwelling starts at close to £400,000 (£393,500 for the 96sqm dwellings). There appears to be a gap in the provision of the smaller 3 bed dwellings on this large housing site and this limits opportunities for private buyers with smaller budgets, such as the young family, to afford a 3 bed property. In principle therefore, with limited interest in the 2 bed open market houses and with the applicant's estate agent's evidence suggesting there is local demand for 3 bed dwellings in the £300,000 - £350,000 price band, this proposal provides an opportunity to offer a few small 3 bed dwellings into the market.
- 8.5 The applicant advises that market conditions have also changed since the reserved matters application was submitted in 2016, with less interest in buy to let properties, which typically targeted properties of this type for couples or professional sharers. The number of first time buyers has increased but salaries remain relatively low compared to house prices. There is now more interest in working from home or studying, and couples may not be able to afford to move house with the arrival of a new baby or with a young child. The proposed third bedroom provides flexibility, offering occupiers a separate room for a child, guest or as a study/home office. The provision of smaller, more affordable 3 bed dwellings on this site instead of the 2 bed option would help to meet the identified local demand.
- 8.6 The application affects only 6 of the 159 dwellings on this site, specifically 6 of the 29 no. 2 bed open market properties. This is a relatively small amount of properties compared with the overall provision on this site. The changes affect two storey properties, the bungalows are unaffected.
- 8.7 Taking into account all of the above matters, the principle of the internal changes are considered acceptable.

ii) Size and layouts

- 8.8 Other than the number of bedroom spaces provided, the size of dwellings is not currently specified under the Chichester Local Plan. Affordable dwelling sizes are agreed with the Registered Providers for affordable housing, who are separately regulated. Advice from Environmental Health (Housing) has therefore been sought as part of the Housing Enabling consultation response.
- 8.9 The dwellings have a GIA of approx. 77sqm (830 sqft) each. Concern has been raised from Environmental Health (Housing) about the size of the third bedroom, which at 5.34sqm falls below the expected minimum of 6.5sqm. The size of the bedroom is small, however it allows for a number of different bedroom layouts including for example a full sized single bed and chest of drawers, a junior bed with children's wardrobe, bookcase and storage unit, a built in bed with drawers beneath and small desk or cot with changing unit and chest of drawers. Similarly, bedroom 2 could accommodate a double or bunk beds with a wardrobe and drawers or a desk. While the bedrooms themselves are relatively small, the properties overall would offer other benefits, such as an en-suite to bedroom 1, a downstairs W/C and a relatively large living and dining room opening out onto the garden. Two of the four plots are proposed with an open plan ground floor layout, the others have a separate kitchen. This also offers choice to potential purchasers.
- 8.10 Officers agree with the Housing Enabling Officer that the dwellings and rooms are small, however the alternative layout will add to the housing market offer, and are likely to be particularly welcomed by young families. Ultimately, the acceptability of the layout will be determined by the market. While objections were raised initially by the specialist housing consultee, this objection was withdrawn on the basis of the specific circumstances submitted. There is no conflict with development plan policy on this matter.

iii) Affordability/market evidence

- 8.11 The applicant has provided supporting evidence to seek to justify the amendment. This additional information identifies the difficulties experienced in selling the plots subject to this application, summarises local market evidence, including the demand for 2 and 3 bed dwellings in the Southbourne area and responds to concerns about the size of the third bedroom. Officers acknowledge that there are presently a large number of dwellings under construction in Southbourne and surrounding area, with each developer competing with each other, and that the Registered Providers are also offering 2 bed Shared Ownership tenure options.
- 8.12 Officers are satisfied that the information submitted reflects the current market conditions and recognise the importance of ensuring that the dwellings permitted and built are meeting the needs of the current local housing market. Southbourne Parish Council request more affordable 2 bed properties; the current 2 beds subject of this application would not be able to meet this demand but the proposed amendment can instead offer a small number of more affordable 3 bed houses. Increasing the variety of properties on offer on this site at the lower end of the new build price bracket for 3 bed dwellings is considered positive for the local market, while retaining 23 no. 2 bed open market dwellings.

### Other matters

- 8.13 The properties are clustered in the western portion of the site, in a street that otherwise provides only 2 bed dwellings or affordable flats. The provision of a few 3 bed open market houses in this location would improve the diversity of the street.
- 8.14 Each property is provided with 2 parking spaces, which remains acceptable for the 3 bed 4/5 person layout proposed. Due to the size and type of housing proposed, there would be no material impact of this change on access arrangements or local road capacity.

### Section 106/CIL

- 8.15 There is no requirement to amend the original S106 agreement, as the housing mix was set by the Reserved Matters approval (the S106 was attached to the Outline) and affects only open market units. The properties were permitted pre-CIL with all infrastructure contributions secured on a per dwelling basis through the S106 agreement. No change in GIA is proposed, therefore no CIL is due.
- 8.16 There is however a requirement for the developer to pay an additional charge under policy 50, for recreation disturbance mitigation to Chichester and Langstone Harbours. This is due to the increase in population expected from the increased number of bedrooms and would be in line with the current charging schedule. This supplementary payment of £2,827.40 (plus £100 monitoring fee) would be secured by unilateral undertaking.

### Conditions

- 8.17 As a variation of condition (S73) application, a new decision notice would be produced with the granting of planning permission, to replace that approved under 17/02772/REM and 16/03018/REM. The recommendation below therefore includes both discharge and compliance conditions relevant to the reserved matters aspects of the development as a whole, updated to take into account the advanced stage of construction and previously approved details. The conditions attached and discharged under the outline planning permission still stand in addition to the reserved matters conditions. There are no additional conditions required specific to the proposal subject of this amendment.

### Conclusion

- 8.18 Local Plan policy 33 builds on the recommendations of the SHMA that to help overcome unaffordability and retain younger households, new market housing should be focussed to a slightly greater degree on smaller properties. There remains high demand for more affordable 3 bed accommodation. Market testing has identified that a small number of the currently permitted 2 bed properties, which are the subject of this application, are not meeting market needs; the proposed amendments to the layout offer an opportunity for an alternative. In the specific circumstances of this application therefore, and with no objection from the Council's Housing Enabling Officer, the provision of plots 74, 75, 76, 77, 90 and 91 as 3 bedroom dwellings instead of 2 bedroom dwellings is considered acceptable.

## Human Rights

- 8.19 In reaching this conclusion the Human Rights of the applicants and nearby occupiers have been taken into account when reaching this recommendation and it is concluded that the recommendation to refuse/permit is justified and proportionate.

### **RECOMMENDATION**

**DEFER FOR SECTION 106 THEN PERMIT** subject to the following conditions and informatives:-

- 1) The development hereby permitted shall not be carried out other than in accordance with the approved plans:

Location and site plans: 16007-S101A, 16-070-0073P02

Elevation and floor plans: 16007-P110A, P111, P112B, P113, P114, P115, P117, P118A, P119A, P120B, P121B, P122C, P123C, P124D, P125D, P126B, P127D, P128D, P129A, P130B, P131A, P132A, P133A, P134B, P135C, P136C, P137A, P138B, P140A, P142A, P143B, P144B, P145B, P147B, P149B, P150F, P152C, P153B, P155B, P156B, P157B, P160, P161C, P163C, P164C, P165C, P166F, P167A, P168B, P169A, 16-070-0015 P02, 0016P02, 0017P02, 0018P02, 0020P02, 0021P02, 0045P03, 0047P01, 0048P01, 0049P01, 0053 P1, 060P01, 061P01, 062P01, 063P01, 064P01 (elevations only, for plots 76 and 77), 070P01, 071P01 (floor plans only, for plots 72 and 73), 072P01 (floor plans only, for plots 76 and 77)

Tree and landscaping plans: LLD737/02 Rev 01, /03 Rev 00, AIA and Method Statement, 1000M, 200F, 201F, 202F, 203F, 204F, 205F and 206G  
Materials schedule 16007 Rev D Sheets 1, 2 and 3 except where specifically amended under 16/01167/REM

- 2) Plots 1, 7, 48, 49-54, 77, 79-89, 122-127, 128-131, 133, 134, 137 and 138 shall be constructed in strict accordance with the scheme for protection of the occupants of these dwellings from noise from the railway and road traffic approved and discharged under 17/01225/DOC dated 13/7/17 unless otherwise agreed in writing, and retained as approved thereafter.

Reason: In order to maintain reasonable living conditions for the future occupants of the proposed.

- 3) All flint work on site shall be constructed in full accordance with the sample panel of the flint approved under application 17/01225/DOC dated 13/7/17 unless otherwise agreed in writing, which confirms the acceptable individual flint sizes, form and coursing of the flint and the type, composition and profile of the mortar. The approved sample panel(s) shall be retained on site until the work is completed and the work carried out in full accordance with the approved details.

Reason: To ensure the materials and finish to be used is appropriate in terms of visual amenity.

- 4) All soft landscaping works shall be carried out in accordance with the approved details 18/00990/NMA including the plant schedule, the timetable agreed under 18/00445/DOC and the Landscape Management and Maintenance Plan (required under the S106 legal agreement) and in accordance with the approved timetable and recommendations of the appropriate British Standards or other recognised codes of good practice.

Any trees or plants, including any existing trees or hedgerows indicated as being retained in the approved scheme, which within a period of 5 years after planting, are removed, die or become seriously damaged or defective, shall be replaced as soon as is reasonably practicable with others of species, size and number as originally approved unless otherwise first agreed in writing by the Local Planning Authority.

Reason: To ensure the provision and establishment and thereafter maintenance of a reasonable standard of landscape in accordance with the approved designs and environmental objectives.

- 5) Construction shall only proceed in full accordance with the approved utilities and services infrastructure details agreed under 18/00445/DOC unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the development benefits from appropriate infrastructure in accordance with CLP policy 9.

- 6) The emergency bollards and implementation timetable shall be installed as approved under 18/00445/DOC unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the access onto Inlands Road is only used for vehicles in an emergency.

- 7) No dwelling shall be occupied until the car parking, bin and cycle store provisions for that dwelling have been constructed, provided and/or laid out in accordance with the approved plans. Visitor parking shall be provided in accordance with the details and timetable approved under 18/00445/DOC. These facilities shall thereafter be retained at all times for their designated purpose.

Reason: In the interests of ensuring sufficient car parking on-site, waste and recycling provisions and secure cycle storage to meet the needs of the development.

## INFORMATIVES

- 1) The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.
- 2) The applicant/developer's attention is drawn to the requirements contained in Network Rail's consultation response on 16/03018/REM dated 12 October 2016.

For further information on this application please contact Naomi Langford on 01243 534734

To view the application use the following link -

<https://publicaccess.chichester.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=PQPPLTERKCC00>