

DELEGATED OFFICER REPORT

Application Ref: H/22/94226

Site Address: 13 SATCHELL LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HF

Case Officer: Gary Osmond

Description: Single storey front; two/three storey side; and single and two storey rear extensions; removal of roof and provision of second floor accommodation; together with alterations to site frontage to enlarge parking area

Particular Site Constraints?	Yes ☒	No ☐
- Within the urban edge - Within an established residential area - Immediately adjacent to the Hamble Conservation Area		

Planning History?	Yes ☒	No ☐
H/21/91232 - Two storey front extensions with first floor balconies, two storey and first floor side extension, first floor and single storey rear extension and loft conversion to provide second floor living accommodation with dormer – Withdrawn Oct 2021		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	Six representations received from four addresses all objecting to the application and highlighting the following concerns and issues: - Loss of privacy - Loss of light - Visually intrusive - Introduction of a third storey - Flat roof form is not in keeping - Height and bulk - Excessive scale - Excavation of the front garden - Overdevelopment - Impact upon the street scene - Design and appearance - Noise disturbance - Insufficient parking - Potential subsidence and resulting structural damage		
Hamble Parish Council:	Objection – Lacks sensitivity with the site context and adjoining conservation area. Art Deco design is not in keeping with traditional character of locality. Excessive size and scale. Introduction of additional storey. Loss of privacy, light and outlook for neighbours. Loss of front garden to parking. Biodiversity, surface water flooding. Insufficient parking.		
Heritage Consultant:	<u>Context</u> This site lies within a row of pitched roof properties of varying age, generally inter-war in this immediate stretch, facing the western side of the northern arm of the Hamble Conservation Area as redefined and adopted in August 2018 and overlooking pitched roof properties within the conservation area on the opposite side of the road toward the river. The box like, flat roofed modern movement properties, also		

	within the conservation area, are all within the Crowport Estate some doors up the road in this part of Hamble Village. As the site is effectively nudging the boundary of the conservation area, (the boundary is on the opposite side of the road), it affects the setting of it and one must assess the quantity of harm it will occasion to that heritage asset. The nearest listed buildings are Copperhill Terrace, approximately 100 metres down the road to the south, forming the eastern side of Hamble Square. <u>The Proposal</u> The sharp white Art Deco styling of the proposed change to the existing building will be in complete contrast to its neighbours and the street scene in general here. This style is not one favoured by many and will be quite unsettling to the row and their occupants who evidently prefer a more traditional form of development, as is generally the case in and around the conservation area. Whilst one is not against this style per-se, the finished buildings proximity to its neighbours and their existing forms will damage the effect of the whole row and indeed the whole locale, as it will stand out even from the river and the eastern bank, which is another protected area. This is not the place for a design of this nature. A more modern approach could be taken but needs to be of a pitched roof form in this position and not close the gaps either side which give an unacceptably cramped appearance to the street scene. <u>Conclusion</u> A development of this nature in this position will harm the setting of the Hamble Conservation Area. Object.
Ecologist:	The proposal will involve paving more of the site than existing, removal of vegetation including trees, adding an additional level of living space, modifying external elevations and total reworking of the roof, changing a pitched roof to several levels of flat roof. There are records of bats, hedgehogs, and swifts in the immediate vicinity. The proposal has the potential to affect bats, hedgehogs, and nesting birds. The proposal as shown on the plans also represents a decrease in biodiversity and would require biodiversity enhancements in addition to any mitigation required due to loss of habitat. A full preliminary ecological assessment (PEA) will be required. The PEA report must also recommend biodiversity enhancements which would be appropriate for this proposal. A surface water drainage strategy will be required to demonstrate that the increased surface water drainage due to the increase in roof and paved areas can be accommodated by the current system or by additional surface water drainage features.
Southern Water:	Development is in close proximity to a public sewer and water main. Necessary easements must be adhered to.
Hampshire Highways:	The amended driveway layout will allow for more opportunity for on-site turning and forward gear access and egress, and visibility will be improved by the widened vehicle crossover/drop kerb proposed. However, further permission will be required from HCC as Local Highway Authority to actually undertake the works.

--	--

Site Visit:	Yes ☐	No ☒
No site visit was specifically undertaken for this application. However, the site and surrounding area are well known to the case officer who has been to the site before as part of the previous planning application and pre-application discussions.		

Policy:
National Planning Policy Framework Planning Practice Guidance
Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies S1, S2 and S8; and Development Management policies DM1, DM2, DM6, DM11, DM12 and DM14.
Supplementary Planning Documents: Quality Places; Residential Parking Standards; Character Area Appraisals; Hamble-le-Rice Conservation Area Appraisal.

Assessment:
Site Context: The application site is one of a number of two storey detached dwellings dating from the 1920s/30s. It has a red brick ground floor with cream rendered first floor and timber detailing to a prominent projecting front gable which sits atop a double height rectangular bay window. Whilst in need of some refurbishment, it is nonetheless a very attractive property of the period which sits up and back from the lane in a prominent position on the inside of the bend. The elevated position of the plot allows views eastward towards the river and vice versa. The surrounding area is residential in nature, although the main access to Hamble Marina and the river is not far down the lane. Whilst not within the conservation area, the site lies immediately adjacent – Satchell Lane being the boundary line. Most properties on this western side of the lane are of a similar age to the application dwelling and are of a traditional pitched roof form and architectural style.
The Proposals: The application seeks consent for a dramatic remodelling of the existing dwelling through extending to the front, rear and side of the dwelling in an 'Art-Deco' inspired style. The proposals also involve the addition of a third storey in place of the steeply pitched roof of the current dwelling, providing a flat roofed building with a prominent curved 'copper' coloured roof which stretches down the side of the building. The works also include taking up the vast majority of the front garden to provide a new parking area, in place of the existing driveway to the side of the current dwelling which would be used to provide the side additions.
Policy & Principle: The application site lies within the urban edge and within an established residential area. As such the basic principle of development is acceptable, with any formal planning approval being based upon the exact nature and details of that proposed and how well it is considered to accord with the relevant adopted Local Plan Policies. In this instance the main policies will be DM1, DM2, DM11 and DM14. The site is also just outside the Hamble Conservation Area, as such Policy DM12 will also have some relevance.

Policy DM12 states, "Development of a heritage asset or within its setting will be permitted provided it does not harm or detract from the significance or special interest of the asset and sustains and enhances its special character and qualities." Whilst the site does not fall within the conservation area boundaries, it is immediately adjacent and does have an influence upon the approaches into the conservation area, particularly when travelling south down Satchell Lane towards Hamble Square and also where the first public views of the river are available.

In principle there is no objection to remodelling or potentially replacing the existing dwelling, so long as the resulting development sits comfortably within the existing street scene, particularly given this site's prominence and importance in terms of the transition between the more historic part of the village around the Square and the later Twentieth Century expansion to the north. It is also important due to its position outside but still on the edge of the Hamble Conservation Area.

Form, Scale, Layout, Design, Street Scene & Area Character:

This section of the lane, at least on the inside of the bend, consists of traditionally styled two storey detached pitched roof dwellings dating from around the 1920s to 1930s. Whilst each is individual in its particular design, there is nonetheless a clear character of traditional materials and forms set up above and back from the lane behind mature soft landscaping. There are examples of differing architectural styles in the vicinity, most notably the Crowsport estate on the opposite side of the lane, as well as a more contemporary styled dwelling a few doors down on the way into Hamble Square. However, No.13 sits in the middle of a section of the lane which retains an otherwise traditional suburban character. This does not mean that a more contemporary design or form would not be appropriate, so long as it can clearly be demonstrated that the proposed design will sit comfortably within the street scene.

Whilst remodelling the existing dwelling is acceptable in principle, that proposed will result in a dwelling of a very different and conflicting character to its neighbours and the wider street scene along this side of the lane. It is accepted that on the opposite side of the lane, and within the conservation area, are a number of examples of 'modernist/cubist' style dwellings which form part of the Crowsport Estate. However, these properties do not form part of the wider street scene within which No.13 forms a part. To use them as examples of what may be deemed acceptable therefore is not considered to be the correct design approach.

In isolation that proposed is not an unattractive design and includes some interesting features, such as the curved copper roof. However, as has been highlighted within the Council's Heritage Consultant's response, it would be in complete contrast to the existing much more traditional character and appearance of the street scene, resulting in an incongruous and unsettling feature within an otherwise softer and more muted street scene. The proposal to pave over much of the frontage and provide a boundary wall to the frontage will further add to the visual harshness of that proposed, again in stark contrast to the otherwise soft and gentle suburban feel of the locality. It is for these reasons that the proposals are considered to be contrary to the requirements and guidance set out in Policy DM1 of the adopted Local Plan, as well as the Council's 'Quality Places' and 'Bursledon, Hamble-le-Rice and Hound Character Area Appraisals' Supplementary Planning Documents.

Whilst accepting that the application site does not fall within its boundaries, the dramatic and jarring differences in design, form and materials compared to neighbouring properties will also have a negative impact upon the setting of the conservation area, contrary to the requirements of Policy DM12.

Amenity:

Objections have been raised by neighbours in relation to loss of privacy, light and outlook. With regards to privacy, no windows would result in undue or unacceptable levels of overlooking into neighbouring gardens, and no neighbouring windows would be overlooked. Concern has been raised regarding balconies. Whilst large areas of flat roof

would result, none are intended to be used as balconies or terraces, with the exception of that to the front at first floor level. It is acknowledged that there is the potential for some overlooking and loss of privacy into the front bay windows of the neighbouring dwelling – No.11 – but only when looking directly at the windows. The submitted drawings show a privacy screen to the side, which could be conditioned and in reality most people would be taking in the view of the river to the east, rather than looking south at the neighbouring property. In this regard therefore, it is not felt that there would be sufficient grounds to justify a reason for refusal on loss of privacy.

As to loss of light, the increased height, bulk and depth of the resulting dwelling will cause a degree of additional light loss to parts of the garden of No.15. However, this would not be to the extent that a reason for refusal on these grounds would be justified.

In terms of loss of outlook, whilst the first floor rear projection has been set back to a degree, the 3.0 metre height of the ground floor projection's parapet and bulk of the remaining rear additions proposed, together with the use of light coloured render and copper coloured cladding will make the dwelling far more visible when viewed from the rear elevations of both immediate neighbours, as well as introduce a visually dominating and intrusive structure in very close proximity to the site boundaries, to the detriment of the enjoyment of neighbouring rear gardens. This is considered to be unacceptable and contrary to Policy DM1 and the 'Quality Places' SPD.

Parking & Highways Issues:

In order to accord with the Council's 'Residential Parking Standards' Supplementary Planning Document, three off-road spaces will need to be provided for the resulting 4-5 bedroom dwelling. These spaces can be provided on the proposed new frontage parking area but not without sacrificing the ability to be able to turn a vehicle on site, which can only be achieved by parking two vehicles side by side in front of the dwelling, thereby leaving room to reverse and turn within the curtilage. This has been raised as a concern by both neighbours and the parish council. Whilst not ideal, the need to reverse into or out of the driveway is currently the case with the existing property and many others along this stretch of the lane. To use this as a reason for refusal therefore would be unreasonable in planning terms, particularly given no objection being raised by Hampshire Highways.

Trees & Nature Conservation:

There are no trees of note on or immediately adjacent to the application site, however, the property does have a mature garden both to the front and rear which reflects the generally soft and green character of this part of the lane. It is a shame therefore that the proposals would include removal of much of this frontage landscaping to provide off-street parking, which has been raised as a concern by the Council's Ecologist. It is also a concern in terms of impact upon the street scene. However, whilst disappointing it is accepted that removal of this planting could be undertaken without the need for planning consent and that the garden could be paved over under permitted development provided the limitations of the legislation are adhered to.

With regards to the lack of a preliminary ecological assessment, whilst this could be viewed as excessive for a householder application, there are records of bats within the locality. Given the age and construction of the application dwelling and level of alterations proposed, including removal of the existing roof, there may be bats present. As a protected species, the LPA has a duty to ensure any bats which may be present are not harmed. As such, a precautionary approach must be taken and without evidence to the contrary, this will need to form a reason for refusal.

On the subject of biodiversity net gain, whilst loss of much of the existing frontage landscaping is disappointing, this does not require planning consent. There is also the option of requiring enhancement measures, such as bat and bird boxes, to be conditioned as part of a planning approval, were that to be the recommendation.

Sustainability & Climate Change:

In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality by 2025; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environment Emergency Action Plan – Update June 2020.

The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and adopted local plan policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and local plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the adopted local plan, as is an assessment of climate impacts.

The NPPF aims for the need for housing to be met, and policy S2 of the Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use. When considering the impact of climate change, the proposed development is expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.

In terms of sustainability measures, no information on whether specific features or measures are to be incorporated into the development has been provided.

Equalities Implications:

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:

- A public authority must, in the exercise of its functions, have due regard to the need to:
 - a. eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups. It is considered that this application does not raise any equality implications

Conclusion:

Recommendation:	PERMIT ☐	REFUSE ☒
-----------------	--	---

For the reasons set out above, the application is recommended for refusal on the following grounds:

1. The resulting dwelling, by virtue of its form, height, scale, materials and appearance would result in an incongruous and unsettling feature within the street scene, to the detriment of the visual amenity and prevailing character of this section of Satchell Lane, as well as the setting and approach into the Hamble Conservation Area. As such, the application is considered to be contrary to Policies DM1 and DM12 of the Eastleigh Borough Local Plan 2016-2036 and the

Council's 'Quality Places', 'Hamble-le-Rice Conservation Area Appraisal' and 'Bursledon, Hamble-le-Rice and Hound Character Area Appraisals' Supplementary Planning Documents.

2. The resulting dwelling, by virtue of its form, height, scale, depth, materials and appearance would result in a visually dominating structure in close proximity to neighbouring gardens, to the detriment of the amenity, outlook and enjoyment of neighbouring occupiers. As such, the application is considered to be contrary to Policy DM1 of the Eastleigh Borough Local Plan 2016-2036 and the Council's 'Quality Places' Supplementary Planning Document.
3. Insufficient information has been provided to demonstrate whether the proposed development would result in harm to protected species which are known to be present in the locality. As such, the application is considered to be contrary to Policy DM12 of the Eastleigh Borough Local Plan 2016-2036.