

DELEGATED OFFICER REPORT

Application Ref: H/23/95750

Site Address: 44 QUEENS VIEW, NETLEY ABBEY, SOUTHAMPTON, SO31 5EA

Case Officer: Claire Campbell-Best

Description: Proposed loft conversion with rear dormer, two storey side/rear extension and single storey rear extension

Particular Site Constraints	Yes ☒	No ☐
Within the Urban Edge Within Established Residential Area EBC Owned Lane Southern Water Sewers 2m Buffer – Foul Sewer		

Planning History	Yes ☐	No ☒
No relevant planning history		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	2 letter of objection from 42 Queens View (summarised): • Object to scale of development • Out of keeping within the local area • Limited parking • The property could potentially become a HMO • Noise concerns from potentially a large amount of occupiers • Single storey extension does not comply with the 45-degree code • Loss of light • Overbearing		
Hound Parish Council:	Objection – overdevelopment		
Asset Management:	No response required		
Trees:	No objection		
Southern Water Services:	It appears that the developer is intending to build close to a public sewer which is crossing the site. Building over a public sewer is not normally permitted by Southern Water. An investigation of the sewer is required to confirm its size and depth, ascertain its condition, number of properties served and potential means of access before any decision can be made as to whether it would be acceptable for Southern Water to allow building close to the sewer. In order to protect drainage apparatus, Southern Water requests that if consent is granted, the following condition is attached to the planning permission; prior to the commencement of development, the developer must advise the local authority, in consultation with Southern Water, of measures which will be undertaken to protect the public sewers.		
Ecology:	There are records of bats extremely close to this site and the proposal involves extensive works to the roof. There are also hedgehogs and stag beetle which could be affected by the extensions. A preliminary ecological appraisal is required before determination		

Site Visit:	Yes ☒	No ☐
Details: Site visit carried out 26/09/2023		

Policy:**National Planning Policy Framework
Planning Practice Guidance****Development Plan:**

The Eastleigh Borough Local Plan 2016-2036 The most relevant policies are Strategic policies S1 and S2; and Development Management policies DM1, DM2, DM11 and DM14.

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Bursledon, Hamble-le-Rice and Hound Character Area Appraisals (Character Area BHH 3).

Assessment:Site and Surroundings

The application site contains a two storey semi-detached dwelling with a rear conservatory located on the south-eastern side of Queens View. The property has a hipped roof and is unique in that it is finished in prefabricated concrete tiles to all elevations (excluding the conservatory). The dwelling is set back from the highway by a modest front garden and low level wooden fence, the site has no off-street parking. The immediate surrounding area falls within the Bursledon, Hamble-le-Rice and Hound Character Area Appraisals (BHH 3) and contains similar pairs of spaciouly distanced semi-detached properties of an inter war style, set back from the road, most dwellings have off-street parking in the form of driveways or garages.

Proposal

This application seeks the approval of a proposed loft conversion which would incorporate a flat roofed rear dormer and 1no. front rooflight, a two storey side and rear extension and a single storey rear extension following the removal of the existing conservatory.

The dormer would measure approximately 6.3m in width, 3m in depth and 2.6m in height and would allow for habitable accommodation in the roof (a bedroom and ensuite). This appears to be finished in cladding (colour unknown).

The two storey side and rear extension would measure approximately 3.5m in width, 9.5m in depth, extending 3.2m beyond the original rear wall of the host dwelling. The proposed extension would have a hipped roof and would maintain the ridge height of the main house, it would have an eaves height of 5.2m, the maximum height would be 8.1m.

The single storey rear extension would attach to the two storey element and would measure approximately 7.7m in width, 2.8m in depth, the roof would be mono-pitched and would have an eaves height of 2.5m and a maximum height of 3.4m.

The application proposes that the extensions and all existing elevations would be finished in red brick to match the surrounding dwellings in the local area.

Permitted Development

The proposed plans submitted with the application indicate the rear dormer falls under Class B of the Town and Country Planning (General Permitted Development) (England) Order 2015 as the resulting roof space (including any enlargement to the original roof space) would not exceed 50 cubic metres:

Rear dormer volume = 24.29 cubic metres

Therefore, it is accepted the rear dormer could be implemented without formal planning permission and will not form part of this planning application.

Principle

- The application site lies within an established residential area where the basic principle of development is acceptable, with any formal approval being based upon the exact nature, design, and impact of that proposed being considered acceptable and in accordance with the relevant policies within the adopted local plans supplementary planning guidance.

Design and Layout

- Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) stipulates that all new development should respect the character and appearance of urban areas, take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and be compatible in terms of mass, scale, layout density, design and siting.
- The application proposes the erection two storey side and rear extension that would extend 3.2m beyond the rear built line of the host property, creating an L-shaped footprint at two storey level. This element, combined with the proposed rear dormer and single storey rear extension would result in a bulky and cumbersome addition to the host property, particularly prevalent along the roof line. As such, the design of the proposal is not suited to the host dwelling in terms of the resultant form, scale and massing is considered to be excessive.
- When considering the surrounding area, the semi-detached properties are well set apart and as a result there is an open space between the semi-detached pairs with a strong character due to the uniformity in building form. It is acknowledged there are other properties within Queens View that have two storey side extensions with a maintained ridge and eaves line and no setbacks to the frontage (namely at nos. 42 and 45), however these extensions do not extend beyond their rear built lines with no additional mass to the roof and therefore are not entirely comparable with this scheme. The proposals in this application would be the largest in scale, proportion and form in the surrounding area resulting in an excessive, bulky roof and cannot be considered a subservient addition to the host dwelling is detrimentally harmful to the character of the host dwelling.
- Furthermore, the application site is positioned on slightly elevated ground and set forwards from the adjoining properties (no. 46 and 48) when approaching along Queens View from the south west. From this vantage point, the two storey side and rear extension combined with the rear dormer would appear as an incongruous addition, and would exacerbate the bulk and mass to host dwelling's roof profile, disrupting the pattern of development and open space along Queens View and would cause detrimental harm to the street scene. As such, the proposal would conflict with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036).

Residential Amenity

- Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) amongst other matters, stipulate that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents.
- Concerns have been raised by no. 42 with regards to the single storey rear extension not complying with the 45-degree code in which the light and outlook to their living room would be harmed as a result of this extension. The 45-degree test has been applied and the single storey element does comply with this test. While it is acknowledged the outlook and light received to the living room at no. 42 would be altered, the rear of this property faces south, therefore it is accepted this room would still receive a good amount of daylight during the day. Given these factors, it

is considered the single storey extension would not impact this neighbour to such an unacceptable level that would warrant refusal on this basis.

- The same neighbour has also expressed concerns that the property may become a House of Multiple Occupancy (HMO) if the development was to be permitted. The plans and application form submitted do not indicate this would be the case, nevertheless, the dwelling could be changed to a HMO and provide homes for six or less unrelated people without the requirement for further planning consent to change the use of the dwelling.
- The two storey element would be set in from the shared boundary with no. 46 by 0.8m (approx.) and there would be a separation distance of 4.2m between the host dwelling and the main house at no. 46 which is considered acceptable. The two storey rear element would not extend beyond the built line of no. 46, as such, this element does not generate any loss light or outlook concerns. This neighbour has a first floor side facing window which serves a bathroom and is obscured glazed. The proposed two storey side element also proposes a first floor side facing window which would partially face the neighbours window. This also serves a bathroom and would naturally be obscured glazed with a top hung opening, as such there are no privacy or overlooking concerns.
- Ultimately, while the proposals are not acceptable in terms of design, the development accords with guidance set out in the 'Quality Places' SPD in that there will be no unacceptable impact on the amenity of the neighbouring properties in terms of loss of privacy, light or outlook.

Ecology

- Ecology were consulted upon as a result of the proposed works. The Council's Ecologist advised that a preliminary ecological assessment would be required due to the site being in close proximity to bats. Had the proposals been acceptable in terms of design, this information would have been requested.

Drainage

- Southern were consulted upon due to a foul sewer running along the front of the site. Southern Water recommended a pre-commencement condition to ensure the applicant would undertake a build over application to ensure public sewers would remain protected. This would have been secured via condition had the proposals been granted permission.

Highways Safety and Parking

- Policy DM14 of the Eastleigh Borough Local Plan (2016-2036) requires residential development to provide off-highway parking which is adequate in terms of highway safety/traffic management.
- As noted the proposals would result in the property having 5+ bedrooms which requires 3no. off street parking spaces as set out in the Residential Parking Standards. Currently, the site has no off-street parking provision, and the site plan does not include any parking provision so it is concluded the site would be completely reliant upon on-street parking.
- It has been accepted with the neighbouring extensions at 42 and 45 that there is the capacity to provide on-street parking for at least 1no. vehicle but these sites have a garage or a driveway which can provide parking for at least 2no. vehicles. This is not the case for the application site and as such, it is concluded that the proposed development does not accord with the SPD and is therefore unacceptable with respect to parking matters.

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 Environmental 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.

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: This application is recommended for refusal for the following reasons:

- 1) The proposals, by reason of its size, scale and massing would result in incongruous and discordant additions, at odds with the character and appearance of the surrounding area. The proposals are therefore contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036), the Quality Places SPD (2011), and the contents of the National Planning Policy Framework (2021)
- 2) The proposed development fails to provide adequate provision for on site car parking which would encourage the parking of vehicles on the public highway and so interrupt the free flow of traffic and cause a hazard to road users. As such the proposal is contrary to Policy DM14 of the Eastleigh Borough Local Plan (2016-2036)

Recommendation:

PERMIT ☐

REFUSE ☒