

DELEGATED OFFICER REPORT

Application Ref: F/23/96096

Site Address: 25 CLIFTON GARDENS, WEST END, SOUTHAMPTON, SO18 3DA

Case Officer: Dorothy Hei-Tung-Hoh

Description: The construction of two additional storeys and front and rear dormers.

Particular Site Constraints?	Yes ☒	No ☐
• Within the urban edge • Within Established Residential Area • Within Built-up Area Boundary		

Planning History?	Yes ☒	No ☐
• Z/13803/001/00 - Ground floor rear extension - Permit - 17/05/1982 • H/23/95358 - Side extension inclusive of existing conservatory area. Upgrade of existing garage. - Permit - 17/08/2023		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	3 letters of representations were received to the application, and all of these were objections. They raised the following issues and concerns: • Parking • Overlooking • Loss of light • Out of place • Noise and dust • Loss of privacy • Overshadowing • Visually intrusive • Impacts on trees		
Parish Council:	The Councillors decision was to OBJECT on the grounds of the proposal being too big for the plot, out of character in the street, possibly overbearing and windows overlooking neighbouring property. It will increase a 2-bed property to a 6 or 7 bedroomed property. Cllr Asman will take the application to LAC.		
Ecologist:	There is a pond in the garden, which will need to be protected during construction. If it is to be emptied, the water must not go into another watercourse in case there are any non-native invasive plants present. I don't see any potential bat roost features but a precautionary working method is required, and can be conditioned, to protect amphibians, hedgehogs, badgers and stag beetles and the garden pond during construction.		
Southern Water:	Southern Water requires a formal application for any new connection to the public foul sewer to be made by the applicant or developer. The Council's Building Control officers or technical staff should be asked to comment on the adequacy of soakaways to dispose of surface water from the proposed development.		

	It is possible that a sewer now deemed to be public could be crossing the development site. Therefore, should any sewer be found during construction works, an investigation of the sewer will be required to ascertain its ownership before any further works commence on site.
--	--

Site Visit:	Yes ☒	No ☐
Details: 19 th October 2023		

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 and S2; and Development Management policies DM1, DM2, DM11 and DM14. Supplementary Planning Documents: Quality Places; Residential Parking Standards; Character Area Appraisal for Hedge End, West End and Botley (HEWEB 57)

Assessment:
The application property is a detached bungalow which features a carport and a detached garage on one side, with several outbuildings in the rear garden. The surrounding area is primarily residential, with a mix of property types including detached, semi-detached, and terraced houses. Clifton Gardens is a cul-de-sac that slopes gently from south to north. The proposal seeks planning permission to add additional floors with front and rear dormers to the existing bungalow. However, it is deemed unacceptable due to multiple factors, which will be outlined and explicated in the subsequent sections of this report. <u>Principle</u> 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 plan and supplementary planning guidance. <u>Character and Design</u> 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. 25 Clifton Gardens is a detached bungalow situated to the west of West End. The proposed scheme aims to augment the existing bungalow by introducing two additional floors and integrating front and rear dormer windows into the loft area, thereby converting the property into a 2.5 storey building. This proposal would alter the size and scale of the existing bungalow, introducing modifications to both the ridge and eave height that significantly deviate from the fundamental dimensions and architectural elements of the original bungalow. These alterations are considered to disregard the established composition, form, and inherent characteristics of the host dwelling. Such substantial changes would undermine the property's originality and visual integrity within its surrounding context.

While acknowledging the varied property types and roof forms in Clifton Gardens, it's important to highlight that the application property and the immediate neighbours, particularly 22-24 Clifton Gardens, maintain a consistent scale, height, and form. These properties are considered to contribute to the area's visual coherence and character. Consequently, the resulting property from the proposed changes would conspicuously stand out within this context, deviating from the prevailing architectural congruity of the immediate neighbours and introducing a discordant addition that disrupts the established street scene. Notably, while there are existing examples of two-storey properties in the vicinity, they differ from the proposed 2.5 storey structure with dormers. Moreover, these properties are mainly situated at the beginning and at the end of the street rather than within this part of Clifton Gardens, making them incomparable to the current proposal.

The proposed alteration would result in the application property becoming the tallest structure along the street. It was noted from the site visit that each property along Clifton Gardens adheres to the street's sloping gradient, descending gradually from the neighbouring property on the left. Therefore, elevating the host dwelling would disrupt the established visual continuity and natural progression along the street. This would detract from the overall cohesion and harmony of the street scene.

In addition to the heightened ridge and eave, the proposed rendering choice for the first floor would be contrasted with the prevalent brick-built properties in the nearby vicinity, resulting in an isolated structure that would not blend well with its surroundings.

Paragraph 134 of the NPPF states 'development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance documents. To conclude, the proposal is considered to fail to respect the original house and is incongruous with the established character of Clifton Gardens. The resulting visual impact would cause significant harm to the street scene.

Impact on 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.

In terms of the potential impacts upon the neighbouring properties, the proposed side facing windows appear to be used as bathroom windows and would be expected to be obscurely glazed. Therefore, there would be no concern with regard to overlooking. However, the new rear facing windows at extra floors might lead to overlooking issues, potentially compromising the privacy of adjacent neighbours (24 and 26 Clifton Gardens). It is considered that these new windows could directly overlook the privacy amenity spaces of neighbouring properties and therefore could result in a decreased enjoyment to their private amenity space.

Modifications in height would also have the potential to impact the amount of sunlight received by neighbouring properties, particularly affecting spaces like rear gardens or specific rooms within adjacent properties. However, the available information does not sufficiently demonstrate or address how neighbouring properties might or might not be affected by these changes in sunlight availability.

Ecology

Policy DM11 of the Eastleigh Borough Local Plan (2016-2036) stipulates that the Borough Council will work with statutory and voluntary agencies and developers to; protect, conserve and enhance areas subject to international, national and local nature conservation designations, and promote the net gain of biodiversity on all sites through the protection, enhancement and connection of existing provisions and new habitats and features compatible with the native biodiversity characteristics of the Borough.

This site is in a green impact risk zone for great crested newts, and there are records of bats, stag beetles and badgers near this site with nesting swifts in the wider vicinity.

Therefore, the Council's Ecologist has been consulted as part of this planning application. After reviewing the site photos, it was confirmed that no potential bat roost features within the site and therefore no further surveys are needed. However, biodiversity enhancements will be required. A bat brick and a swift brick may be appropriate for this building.

Trees and landscaping

The site does not contain any trees offered protection by a tree preservation order. Furthermore, the proposal has been deemed not to be in conflict with any trees or landscape features of particular amenity to the area. There are no likely significant impacts on the SPA.

Highways 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.

There is parking to the front and side for three cars which meets the requirement of Policy DM14 and the Residential Parking Standards SPD, which required three off-road parking spaces for a four-bedroom dwelling.

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.

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.

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:

Reasons for Refusal

1. The proposed additional floors and dormers, by reasons of their height, scale, and the introduction of new materials, would create incongruity with the established character of the area and adversely impact the street scene. The proposal is therefore contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036), Quality Places SPD (2011), and the contents of the National Planning Policy Framework (2023).
2. The proposed additional floors and rear windows, by reason of their height, scale, and positioning, would lead to detrimental overlooking and loss of light, thereby adversely impacting the amenities of the adjacent neighbours. The proposal is therefore contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036), Quality Places SPD (2011), and the contents of the National Planning Policy Framework (2023).

Recommendation:

PERMIT ☐

REFUSE ☒

Comments