

DELEGATED OFFICER REPORT

Application Ref: H/23/96349

Site Address: 22 WAVERLEY AVENUE, NETLEY ABBEY, SOUTHAMPTON, SO31 5AQ

Case Officer: Dorothy Hei-Tung-Hoh

Description: Roof alterations to include raising of the roof, hip to gable enlargements and rear dormer to provide first floor accommodation.

Particular Site Constraints?	Yes ☒	No ☐
• Within the urban edge • Within Established Residential Area • Within Built-up Area Boundary • Tree Preservation Order(s) (Woodland Area 53-E to the east, south and west including within the rear garden of the site)		

Planning History?	Yes ☒	No ☐
• PN/23/96351 - Additional Storey to the dwelling following the raising of the ridge by 800mm approx. with a matching pitch for the principal part of the house, a new rear dormer will form less than 40% of the roof. - Prior Approval Refused - 21/12/2023		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	No comments were received.		
Parish Council:	Object on grounds of the design and not in keeping with street scene.		
Ecologist:	No objection on grounds of ecology.		
Tree Consultant:	No arboricultural objection to the proposals.		
Pollution Control Officer:	No objections to the developments.		

Site Visit:	Yes ☒	No ☐
Details: 16 th November 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 Bursledon, Hamble-le-Rice and Hound (BHH 11)

Assessment:

The application property is a 3-bedroom bungalow featuring a side conservatory. The property encompasses a front garden area and an extended driveway. The plot's topography is characterised by non-flat terrain, resulting in a terrace and a staircase at the rear of the property to facilitate access to the rear garden. The immediate residential vicinity primarily consists of two distinct property types: 1920s semi-detached dwellings and 1970s developments. The application seeks planning approval for roof alterations involving the installation of a rear dormer to facilitate first-floor accommodation. Following a thorough assessment of the submitted plans and a comprehensive site visit, the proposal cannot be supported due to the following reasons:

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 plan and supplementary planning guidance.

Character and Design

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.

Waverley Avenue is an established residential area characterised by 1920s and 1970s developments, featuring predominantly shallow-pitched roofs. These roofs minimise the bulk of the properties along the street. Positioned between these distinct architectural styles and at the junctions of Waverley Avenue and Waverley Court, any alteration to this property would be notably prominent. The proposed roof alterations, comprise the raising of the roof, hip-to-gable enlargement, and the addition of a rear dormer to accommodate the first floor, which would lead to a substantial increase in the overall roof form, bulk and massing. The resultant top-heavy and boxy roof configuration from the proposed alterations would dominate the property to a harmful extent and starkly contrast with the existing modest roof forms characterising the majority of dwellings in the area, creating a visual incongruity visible from both Waverley Avenue and Waverley Court.

Although not all the roof forms and architectural styles within the immediate vicinity are exactly the same, there is a large degree of homogeneity, particularly in the prevalent use of shallow-pitched roofs. This architectural consistency contributes positively to the area's character and visual coherence. It is considered that the proposed developments would introduce an incongruent and uncharacteristic feature within this context, deviating from the established architectural harmony. The modified property, with its stronger and visually dominant appearance compared to neighbouring properties, would not seamlessly integrate into the established street scene.

Furthermore, the introduction of the rear dormer, in conjunction with the raising of the ridge and hip-to-gable enlargement, would substantially alter the property's form and fundamentally disrupt its original architectural character. The boxy rear dormer would dominate the roof, introducing a vertical element that would contrast starkly with the property's existing horizontal profile.

Lastly, the size, design, quantity, and positioning of the proposed rooflights and windows appears excessive and discordant, detracting from the property's original visual appeal, diminishing its integration within the surrounding architectural context.

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 proposed developments are deemed to lack respect for the original house and significantly deviate from the established architectural character of the

area, thereby impacting the overall street scene. As such, the proposal cannot be reasonably supported.

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.

Given the separation distance from adjacent neighbours to the east and south, the proposed developments are not considered to pose an immediate harmful impact upon the amenities of these neighbouring properties in terms of loss of outlook, light, and privacy.

The main neighbour that is likely to be impacted would be to the north, no.20 Waverley Avenue. The dwelling within the application site is set back from this neighbouring property, and as such the increase in roof height and bulk could have an impact upon this neighbour. However, given the existing relationship and built form, combined with the pitched roof design, the impact in terms of outlook and overshadowing/ overbearing would not be considered significantly harmful thus would not warrant a reason for refusal.

As noted within the design consideration, the visual amenities of the neighbouring properties would be impacted. However, the proposal is not considered to warrant reason for refusal in terms of its impact upon the amenities of the neighbouring properties.

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.

The property is located in close proximity to the woodland of Netley Grove which offers good foraging habitat for bats. However, the Council's Ecologist advised that there are no records of bats, and the property itself is a relatively modern bungalow which offers limited opportunities for roosting bats. As such, the Ecologist raised no objection on grounds of ecology. On this basis the proposals would not be contrary to Policy DM11 (Nature Conservation).

Trees and landscaping

The Council's Arboriculturalist has raised no objection, as such the proposals would 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.

The proposal will add a bedroom on first-floor level and therefore will result in the property being categorised as having 4+ bedrooms which requires at least 3 off-highway spaces. It is considered that the existing front garden and driveway have the capacity to accommodate the required number of cars. No objection on highway grounds.

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

The proposed roof alterations, comprising the raising of the ridge, hip-to-gable enlargement, and the addition of a rear dormer, would result in discordant and incongruous additions with an uncharacteristically top-heavy appearance, at odds with the character of the wider surrounding streetscene. The proposals are therefore contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036), and the contents of the National Planning Policy Framework (2023).

Recommendation:

PERMIT ☐

REFUSE ☒