

DELEGATED OFFICER REPORT

Application Ref: H/26/100901

Site Address: 28 HILL PLACE, BURSLEDON, SOUTHAMPTON, SO31 8AE

Case Officer: Dorothy Hei-Tung-Hoh

Description: Demolition of existing detached garage and erection of a replacement detached double garage with utility room and first-floor carer's accommodation (day room, bedroom and shower room)

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

Planning History?	Yes ☒	No ☐
• F/05/55376 - Single storey rear extension - Permit - 19/12/2005		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	<u>Original Consultation</u> Two letters of objection were received raising the following concerns: • The proposed first-floor windows would result in overlooking and loss of privacy to neighbouring properties. • The proposed replacement building would be significantly larger than the existing garage, resulting in an increased sense of enclosure, visual dominance, and adverse impact on outlook. • The increased scale and height of the building would reduce natural light currently received by neighbouring properties and gardens. • Concerns were raised regarding the position of the rear garden boundary and alleged encroachment into shared land following tree removal and erection of a shed. • Concerns were raised regarding potential impacts on nearby mature oak trees, including root protection areas and possible implications for tree health and safety. • Concerns were raised that the proposal could function as a separate independent dwelling due to the nature of the accommodation proposed. • Concerns were raised that the scale of the proposal represented an overdevelopment of the site. • The boundary and land ownership concerns are noted; however, these are civil matters between landowners and are not material planning considerations.		

	<u>Re-consultation</u> Following the submission of amended plans, a further representation was received from one neighbouring occupier confirming that they appreciated the amendments to reduce the size of the building and remove the overlooking window, and that they had no further objections to the proposal.
Parish Council:	No objection, subject to the accommodation remaining ancillary to the main dwelling, with no subdivision of the site or creation of an independent residential unit.
Esso Petroleum / Fisher German:	Advises that the site lies within proximity to pipeline infrastructure and that works should not proceed until the relevant operator has been contacted and appropriate guidance followed.
Scottish and Southern Electricity Networks (SSEN):	Provided information relating to electricity infrastructure within the vicinity of the site and advises that appropriate safety measures and liaison will be required during construction works.
SGN:	Provided plans and guidance relating to gas infrastructure within the vicinity of the site and advises that safe digging practices and appropriate stand-off distances should be maintained during works.

Site Visit:	Yes ☒	No ☐
Details: 19 th March 2026.		

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 22)

Assessment:
<u>Site context and surroundings</u> The application site relates to a detached dwelling located at the end of a cul-de-sac within Hill Place, Bursledon. The property occupies an irregularly shaped plot, with the host dwelling positioned centrally within the site and an existing detached garage located to the northern part of the plot. The surrounding area is predominantly residential in character and comprises a mix of detached dwellings of varying styles and designs.

Proposal

The application seeks planning permission for the demolition of the existing detached garage and erection of a replacement detached double garage with utility room and first-floor carer's accommodation comprising a day room, bedroom, and shower room.

The original scheme proposed a larger building incorporating front dormer windows. Concerns were raised during the assessment process regarding the visual prominence of the development, the residential appearance of the building, and the relationship with neighbouring properties.

Following discussions with the agent, amended plans were submitted which removed the front dormers and replaced them with rooflights, reduced the footprint and overall massing of the building, amended the internal layout, and removed windows to reduce overlooking impacts. A further period of consultation was undertaken in respect of the amended plans.

Policy and Principle

- The application site lies within an urban edge 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.
- The site is also part of the character area of Bursledon, Hamble-le-Rice and Hound (BHH 22) which provides the following guidance on developments and that they should ensure that:
 - i) Maintain the predominant orientation of ridgelines in existing development relative to the slope.
 - ii) Ensure that the form of new development relates effectively with the gable end frontages prominent in existing development along Hill Place.
- According to the Annexes for dependent relative supplementary planning advice, the design, scale and visual impact of a proposed annexe must be appropriate to the site. The Council is unlikely to grant permission for an extension to be used as an annexe, if in other circumstances the proposal would not be acceptable. In determining a planning application for an annexe the Council will expect the proposed development to:
 - i) be subordinate in scale to the principal dwelling. An annexe capable of being made into a separate dwelling, will not be acceptable;
 - ii) be linked internally to the principal dwelling and be designed in such a way as to easily enable the annexe to be used as an integral part of the main dwelling at a later date. A separate external entrance to the annexe may be acceptable provided it is subsidiary to the entrance to the principal dwelling;
 - iii) share a vehicular access with the principal dwelling;
 - iv) be in the same ownership as the principal dwelling;
 - v) have no boundary demarcation or sub-division of garden areas between the curtilage of the principal dwelling and the annexe;
 - vi) comply with the Council's normal design standards for extensions, and include adequate amenity space and car parking provision for the enlarged property.

Layout, design, and impact upon the character of the area

- 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 proposal would replace the existing detached garage with a larger detached outbuilding positioned within the northern part of the site. Whilst the proposal would increase the overall scale, height and built form compared to the existing garage, it is not considered that the replacement structure would appear incongruous or visually intrusive within the street scene, as the site already contains a detached outbuilding in a broadly similar position and the proposal would therefore not introduce a wholly new feature within the area.
- The amended scheme has reduced the overall scale and visual prominence of the development through the removal of the previously proposed front dormers and their replacement with rooflights. This results in a simpler roof form, which appears more subordinate and ancillary in nature and reduces the perception of the building as a separate dwelling.
- Furthermore, given that the site is located at the end of a cul-de-sac and the building would be set back from Hill Place, the proposal would have limited visibility from the public realm and would not appear unduly dominant or visually intrusive within 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.
- Concerns were initially raised by neighbouring occupiers regarding overlooking from the proposed first-floor windows, together with the overall scale and massing of the building. During the course of the application, the scheme was amended to remove the previously proposed first-floor windows and replace them with rooflights within the roof slopes. Given the revised window arrangement, together with the siting and orientation of the building, it is not considered that the proposal would result in unacceptable overlooking or harmful loss of privacy to neighbouring occupiers.
- Whilst the replacement building would be larger than the existing garage, it would not project unreasonably close to neighbouring dwellings. As such, the proposal is not considered to result in an unacceptable overbearing impact or harmful loss of light to neighbouring occupiers.
- A condition will be imposed to ensure that the accommodation remains incidental and ancillary to the main dwelling and is not used as a separate self-contained unit or holiday let, in order to safeguard neighbouring residential amenity.

Trees:

- Concerns were raised regarding the potential impact of the development on nearby mature trees. Whilst the trees are not protected by a Tree Preservation Order, no evidence has been submitted to demonstrate that the proposal would result in unacceptable harm to the health or retention of the trees.

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 would replace the existing garage with a double garage and would retain ample on-site parking and manoeuvring space within the application site. It is therefore not considered that the proposal would adversely affect highway safety or result in insufficient parking provision.

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; (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. 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.

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:

Permit subject to conditions.

Recommendation:

PERMIT ☒

REFUSE ☐