

DELEGATED OFFICER REPORT

Application Ref: H/24/97552

Site Address: 11 GOSLINGS TURNING, BURSLEDON, SOUTHAMPTON, SO31 8LP

Case Officer: Dorothy Hei-Tung-Hoh

Description: Garage to Annex Conversion

Particular Site Constraints?	Yes ☒	No ☐
• Within Established Residential Area • Within Built-up Area Boundary • Within a minerals safeguarded area • Adjacent to Bursledon Windmill Conservation Area		

Planning History?	Yes ☒	No ☐
• C/14/74932 - Outline application: Residential development of up to 29 houses with associated parking, public open space and enhancement of existing vehicular access off Windmill Lane – Outline planning permission granted - 28/01/2016		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	No comments were received.		
Parish Council:	Councillors had no objection to this planning application but asked that a condition of no subdivision be attached.		

Site Visit:	Yes ☒	No ☐
Details: 21 st June 2024.		

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 Appraisals.
Other guidance notes: Annexes for dependent relative supplementary planning advice

Assessment:
<u>Site context</u> The application property is a two-storey detached dwelling characterised by black cladding, featuring a detached garage to the side and a domestic garden to the rear. The application site is situated within the urban edge of Bursledon, with the countryside and a settlement gap lying to the north. Additionally, the Bursledon Windmill Conservation Area

extends to the north and east of the site. To the south, there is land allocated for proposed housing and residential-led mixed-use development.

Proposal

The application seeks planning approval to convert the existing detached garage into an annexe. Initially, the proposed design and layout of the annexe lacked a physical and visual connection to the host dwelling, raising concerns that it might effectively create a separate dwelling, which is not suitable for this location. Following discussions with the agent, it was agreed to reconfigure the internal layout, as well as adding windows and a door on the western elevation to establish a visual linkage with the host dwelling. These amendments are considered to be an improvement that will not affect neighbouring amenities, and therefore re-consultation with neighbours and internal consultees was not deemed necessary.

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.
- 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
 - vii) 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 will retain the location, footprint, and roof form of the existing garage. The primary changes visible from public vantage points involve replacing the garage door with two windows and altering the remaining elevation to a mix of weatherboarding and brick, rather than entirely brick. Given the garage's location, set well back from Goslings Turning, these modifications are not expected to be overly prominent and thus will not adversely affect the street scene or the wider surroundings.

- Although most of the existing garage's elevation will be replaced by cladding, the cladding will be black to match the host dwelling. This consistency in colour will ensure that the resultant annexe harmonises with the existing dwelling and neighbouring properties.
- Due to the detached nature of the existing garage, there is a potential risk for the proposed annexe to become a separate dwelling. The property is not deemed suitable for subdivision into two separate dwellings. Therefore, a condition will be imposed to restrict the annexe's use to prevent this outcome.

Amenities for future occupiers

- The addition of more windows on the side elevation will ensure that the rooms in the annexe benefit from adequate natural light and provide better views of the host dwelling and the rear garden.

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.
- There are no windows and doors on the elevation facing the adjacent neighbour at 12 Goslings Turning. As such, the proposed annexe will not cause any loss of privacy or create overlooking issues for this neighbour.
- The inclusion of windows on the western elevation is intended to integrate the annexe visually with the main dwelling. This integration is likely to reduce the potential of the annexe being an independent unit of accommodation, which can sometimes cause concerns among neighbours about potential increases in noise.
- Additionally, the proposal will not result in any significant increase in the garage's mass or height, thereby ensuring that there is no overshadowing or loss of light to the neighbouring properties. The existing spatial relationship between the garage and adjacent properties will remain largely unchanged, mitigating any potential adverse impact on neighbours' enjoyment of their homes and gardens.

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 conversion of the garage will result in the loss of one parking space. However, a site visit confirmed that the existing driveway is sufficiently long to accommodate more than three cars, which meets the maximum requirement for parking provision. Therefore, there are no concerns regarding parking availability.

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:

- Permit subject to conditions.

Recommendation:

PERMIT ☒

REFUSE ☐