

ELAC – Eastleigh Local Area Committee Tuesday 3 September 2024.

Application Number: H/24/96881
Case Officer: Dorothy Hei-Tung-Hoh
Received Date: Tuesday 13 February 2024
Site Address: 233 TWYFORD ROAD, EASTLEIGH, SO50 4HT
Applicant: Racheal Rayne
Proposal: Two storey front/side extensions with addition of roof lights.
Alterations to fenestration

Recommendation: Refuse Planning Permission

CONDITIONS AND REASONS

1	The proposed front/side extension, along with the alterations and addition of fenestration, will introduce a design feature that will disrupt the symmetry and balance of the semi-detached pair. Its prominent siting will result in an incongruous addition that will detract from the street scene and harm the character of the area. 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).
	Note to Applicant: The application was refused following the assessment of the following plans: P1, P2, P3, P4, P5, P6, P7, P8 and P9. In accordance with paragraph 38 of the National Planning Policy Framework (December 2023), Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve, whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner.

Report:

1. This application has been referred to Committee because the immediate neighbour is a member of staff at Eastleigh Borough Council.

Site Characteristics and Character of the Locality

2. The application property is a two-storey semi-detached 3-bedroom dwelling featuring corner-angled front bay window and a rear conservatory. The exterior finish predominantly consists of brick construction, with the exception of the ground floor level of the rear wall, which has been rendered in white.
3. The site includes a side gate providing access to the rear garden, which is largely laid to lawn. Additionally, the rear garden features a pergola and a shed.
4. The front boundary of the property is open and unbounded, with the dwelling fronting directly onto Twyford Road. The property is also prominently situated facing the junction with Rosebery Crescent.
5. The surrounding area has a particularly strong character due to the irregular grid layout and formal building compositions around route intersections and open spaces. The streets are also very distinctive, principally as a result of the narrow tree-lined roads, wide grass verges and gable-end frontages.

Background

6. In 2023, planning permission was granted for a two-storey rear extension with rooflights at this property. However, it is noted that, as of this date, no work has commenced on the approved extension.

Description of Application

7. The current application seeks planning permission for the construction of a two-storey front/side extension to the main house. The primary purpose of the extension is to enlarge the existing first-floor bedroom 2, incorporating additional space to accommodate en-suite toilet facilities.
8. This extension is designed to sit directly above the existing corner-angled front bay window. It will feature a gable roof with a glazed gable end. One rooflight is proposed on the left side of the roof slope.
9. Additionally, the submitted drawings indicate the installation of two further rooflights on the main roof. A high-level window will also be added on the front elevation to serve the new en-suite.
10. The materials proposed for the extension, including brickwork and tiled roofing, will match those of the existing structure.

Relevant Planning History

- H/22/94158 - Two storey front/side extension with addition of roof lights and alteration to fenestration - Withdrawn by Applicant - 10/02/2023
- H/23/95208 - Two storey rear extension with rooflights, and alterations to fenestration - Permit - 16/11/2023

Representations Received

11. None received.

Consultation Responses

12. Boyatt Wood Parish Council: Express concerns about the scale of development, potential impacts on neighbours and fear of setting a precedent.
13. Hampshire Countryside Service – No objection.
14. Asset Management Consultants – No objection.

Policy Context and Designations Applicable to Site

- Within the Urban Edge
- Within Established Residential Area
- Within Built-up Area Boundary

Development Plan Local Plan Policies

Submitted Eastleigh Borough Local Plan 2016-2036

The most relevant policies are:

Strategic policies:

- S1 (Sustainable Development); &
- S2 (Promotion of New Development);

Development Management policies:

- DM1 (General Development Criteria);
- DM2 (Environmentally Sustainable Development);
- DM11 (Nature Conservation); &
- DM14 (Car Parking);

Supplementary Planning Documents

- Quality Places (November 2011);
- Residential Parking Standards (January 2009);
- Character Area Appraisal for Eastleigh (January 2008)

National Planning Policy Framework

15. At national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The National Planning Policy Framework (the 'NPPF' or the 'Framework') states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development.

National Planning Practice Guidance

16. Where material, the Planning Practice Guidance which supports the provisions and policies of the NPPF should be afforded weight in the consideration and determination of planning applications.

Assessment of Proposal: Development Plan and / or Legislative Background

17. Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require a Local Planning Authority determining an application to do so in accordance with the Development Plan unless material considerations indicate otherwise. Plan comprises the Policies of the Eastleigh Borough Local Plan Review 2016-2036 and the Hampshire Minerals and Waste Plan 2013 (which is not applicable in this case). The NPPF and the Planning Practice Guidance constitute material considerations of significant weight.

Principle and Policy

18. 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.
19. The site is also part of the character area of Eastleigh (ELAC 5) which provides the following guidance on developments and that they should ensure that:
- i) Maintain the formal building compositions around route intersections and open spaces.
 - ii) Retain the wide grass verges and associated semi-mature/mature broadleaved tree planting.
 - iii) Maintain the importance of the recreation ground in any new development.
 - iv) Maintain the predominant plot widths and continuity in building line.

- v) Ensure that the form of new development relates effectively with the gable-end frontages prominent in existing development.

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

- 20. 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.
- 21. The section of Twyford Road where the application property is situated predominantly consists of inter-war semi-detached dwellings, which are characterised by a high degree of symmetry and homogeneity in design. Although not every semi-detached pair features a corner-angled front bay window, the dwellings along this stretch of road maintain a strong sense of symmetry and order, contributing positively to the overall character of the area.
- 22. The proposed extension, while modest in size, introduces contemporary design features that are not characteristic of the traditional architecture found in the vicinity. This inconsistency would render the extension incongruous with the surrounding properties. Given the prominent location of the site, as the first pair of semi-detached dwellings encountered when entering Twyford Road from the north and directly facing the junction with Rosebery Crescent, the visual impact of this incongruity would be more pronounced. The proposed extension, particularly in this highly visible location, would disrupt the cohesive street scene, resulting in a detrimental impact on the character of the area.
- 23. The existing property and its semi-detached neighbour have retained their original design features, including the distinctive corner-angled front bay window. The addition of the proposed extension would undermine the architectural balance of this semi-detached pair, eroding the strong symmetry that is a defining characteristic of this stretch of Twyford Road. The contemporary appearance of the glazed gable end window would, in particular, draw attention to the proposed extension, highlighting its departure from the established architectural style of the area.
- 24. Moreover, the addition of a high-level window on the front elevation would not be in keeping with the original design of the property. Currently, the two properties in this semi-detached pair feature a symmetrical fenestration pattern. Introducing a new style and size of window on the front elevation would disrupt this balance, diminishing the architectural integrity of the original building. Such an alteration would not respect the character of the existing dwelling and would have a further adverse impact on the overall character of the area.

25. NPPF states 'development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance documents. In conclusion, the proposal would not only detract from the architectural symmetry and uniformity of the semi-detached pairs but also introduce incongruous and discordant elements that would negatively impact the street scene. The extension's prominent location exacerbates these issues, making it incompatible with the established character of the area. For these reasons, the proposal cannot be reasonably supported and is recommended for refusal.

Residential Amenity

26. 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.
27. Considering the position and separation distance between the proposed extension and the adjacent neighbour at 231 Twyford Road, the extension will not cause any adverse impacts on the neighbouring property in terms of overshadowing, loss of light, or loss of outlook.
28. In terms of privacy, the proposed new windows at the first-floor level, including the glazed gable end window, the side-facing window on the north-eastern elevation, and the toilet window on the front elevation, are not expected to cause any overlooking issues. These windows primarily face Twyford Road and areas already exposed to public view, mitigating concerns about loss of privacy.
29. Furthermore, the additional rooflights, due to their height and orientation, are not considered to pose any risk of overlooking or loss of privacy to the surrounding properties.

Access, Parking and Transport Matters

30. 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.
31. The proposal does not involve the addition of any bedrooms, thus obviating the need for extra parking provision or any impact on the existing car parking arrangements.

Sustainability Measures and Climate Change:

32. 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.

33. 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.
34. 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:

35. 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.
36. 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

37. The proposed front/side extension, along with the alterations and addition of fenestration, will introduce a design feature that will disrupt the symmetry and balance of the semi-detached pair. Its prominent siting will result in an incongruous addition that will detract from the street scene and harm the character of the area. 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).

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BOROUGH COUNCIL



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