

DELEGATED OFFICER REPORT

Application Ref: H/24/97714

Site Address: 14 THOROLD ROAD, CHANDLER'S FORD, EASTLEIGH, SO53 5BT

Case Officer: Dorothy Hei-Tung-Hoh

Description: Single storey front extension, side extension and raising of ridge to form habitable accommodation with dormers within roof space

Particular Site Constraints?	Yes ☒	No ☐
• Within the Urban Edge • Within Established Residential Area • Within Built-up Area Boundary • Tree Preservation Order(s)		

Planning History?	Yes ☐	No ☒
There does not appear to be any planning history relating to the site, however it is noted that there have been applications for work to TPO's trees.		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	None received.		
Parish Council:	None received.		
Tree Consultant:	If the application is to be approved, a condition should be imposed requiring the submission and approval of a scaled and referenced tree protection plan in accordance with British Standard 5837:2012		
Ecologist:	No bats were seen entering or leaving the building during the survey. Bats are a mobile species, so may move between roost sites. The report notes that this survey data is valid for 12 months, so if work has not started by next August, an update walkover survey will be required.		

Site Visit:	Yes ☒	No ☐
Details: 19 th July 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 (Chandler's Ford and Hiltingbury Character Areas – Kingsway)

Assessment:

Site context and surroundings

14 Thorold Road is a three-bedroom detached bungalow featuring a cream-rendered projecting gable on the front elevation. It is located on a section of Thorold Road that has a slight bend, causing the property to be slightly inclined and facing downward towards this curve in the road. Due to this orientation, when approaching from the north along Thorold Road, the initial view of the property is of the side elevation rather than the front. The wider surrounding area falls within Kingsway, comprising a variety of detached dwellings, each with individual characteristics. However, in this specific section of Thorold Road, particularly between the junctions of Western Road and Grosvenor Road, where the property is situated, the immediate neighbouring properties are more uniform in nature. These neighbouring dwellings are predominantly modest bungalows, similar in scale and form to the application property.

Proposal

The application seeks planning approval for a series of substantial alterations and extensions to the existing bungalow. The proposed development includes a single-storey front extension designed to accommodate a new garage. Additionally, a side extension is proposed to expand the ground floor, creating an open-plan kitchen and family room. The application further proposes raising the ridge height of the existing roof structure to facilitate the creation of first-floor habitable accommodation. This alteration also involves the introduction of a double gable to the front elevation and the addition of dormer windows on the front, side, and rear roof slopes.

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.
- The site is also part of the Chandler's Ford and Hiltingbury Character Areas (Kingsway) which provides the following guidance on developments and that they should ensure that:
 - i) sufficient garden depth and area is retained by existing or replacement dwellings, commensurate with their size and character, which can accommodate appropriate tree planting in keeping with the character of existing plots.
 - ii) no healthy or mature trees would be felled or likely to be damaged.
 - iii) the design of new building work, including extensions, is compatible with the character of good quality adjacent properties and fits well into the overall street-scene.

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 proposed development would result in a significant increase in the mass, scale, and height of the existing bungalow, fundamentally altering its original appearance and character and causing it to lose almost all of its inherent characteristics. Although the wider surrounding area displays a mix of architectural styles, the specific section where the application is located, between the junctions of Western Road and Grosvenor Road,

maintains a distinct character. This part of Thorold Road is characterised by modest bungalows that retain much of their original character, with no evident first-floor accommodation. Even where extensions have been carried out on nearby properties, they have been designed in a sympathetic and subservient manner, respecting the scale and character of the original dwellings. In contrast, the current proposal introduces a much bulkier and taller structure that would appear incongruous within this established street scene, undermining the character of this part of Thorold Road.

Furthermore, the design elements of the proposal, including the dormer windows and the double gable frontage, are not characteristic features of this section of Thorold Road. The introduction of these elements represents a departure from the established character of the area. The proposed dormers, which are to be placed on the front, side, and rear roof slopes, are not in keeping with the simplicity of the surrounding roofscapes. The double gable frontage, also considered a prominent design feature not seen in this section of Thorold Road, would add to the bulk and visual dominance of the property, making it stand out in the street scene.

Additionally, the proposed single-storey front extension, intended for use as a garage, projects a considerable distance forward from the existing building line. This forward projection disrupts the current rhythm and relationship between the bungalows and is also considered overly prominent and visually intrusive. It would significantly alter the street scene.

Moreover, the development fails to respect the traditional features and architectural style that define the immediate area. The loss of the original bungalow's low-profile roof and simple form, replaced by a more complex and dominant roof design, would not reflect the style of nearby properties. The proposed changes would overwhelm the modest scale of the neighbouring bungalows.

The Character Area Appraisal for Chandler's Ford and Hiltingbury (Kingsway) emphasises that developments should ensure that *"the design of new building work, including extensions, is compatible with the character of good quality adjacent properties and fits well into the overall street-scene."* Apparently, the proposal does not align with this guidance.

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 scale, massing, and design of the proposed extensions and alterations would disrupt the character of this section of Thorold Road, failing to respect the established scale and form of the surrounding properties. The introduction of features not traditionally found in the area, such as the double gable and extensive dormers, would further erode the distinctiveness of this part of the road. As such, the proposal would have an adverse impact upon the street scene and the character of the area. For these reasons, 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.

The proposal is anticipated to have a harmful impact on the residential amenity of neighbouring properties, particularly on 12 Thorold Road, due to its close proximity to the application site. It was observed during the site visit that the application property is situated on slightly higher ground than No. 12, and this difference in elevation would exaggerate the presence of the proposed developments, particularly the additional mass and height of the roof, making it appear more prominent. Combined with its proximity to the shared boundary, the proposed changes would likely result in a loss of outlook for this neighbour and create an overbearing effect.

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 council's Ecologist has noted that the site falls within a green impact risk zone for great crested newts, with records of species such as bats, common toads, stag beetles, and hedgehogs in the vicinity of the property, as well as nesting swifts in the broader area. Due to the existing vegetation near the house, the timber siding on the gable ends, and the extensive works proposed to the roof, a preliminary ecological appraisal is required.

The applicant has provided a Bat Survey Report conducted by Hampshire Ecological Services (August 2024) on 23/08/2024. The report assessed the building as having low suitability for bat roosting, and one bat activity survey was carried out in accordance with government guidelines and the Bat Conservation Trust (BCT) good practice guidelines. No bats were observed entering or leaving the building during the survey. However, it is noted that bats are a mobile species and may move between roost sites. The survey data is valid for 12 months, so if work has not commenced by August 2025, an updated walkover survey will be required.

Trees and landscaping

The council's Tree Consultant has been consulted due to the presence of Tree Preservation Order (TPO) trees within the site. It has been advised that if the application is to be approved, a condition should be imposed requiring the submission and approval of a scaled and referenced tree protection plan in accordance with British Standard 5837:2012 (Trees in Relation to Design, Demolition, and Construction – Recommendations). This plan must be submitted to and approved by the Local Planning Authority (LPA) before any excavation, demolition, or development-related work begins on site.

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 proposed development would not alter the number of bedrooms within the dwelling, and therefore the requirement for on-site parking remains at two spaces. The site is considered to have ample space for parking, both within the existing driveway and with the addition of the proposed garage. As such, there are no concerns regarding 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 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:

Reason of refusal

- 1) The proposed alterations and extensions, including the increased ridge height, single-storey front extension, double gable frontages, and dormer windows, due to their excessive scale, bulk, and prominent design, are considered to overwhelm the original bungalow and fail to respect the established character of the modest bungalows in this section of Thorold Road. As such, this would have an adverse impact upon the street scene and the character of the area. The proposal is therefore contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036), the Character Area Appraisals (Chandler's Ford and Hittingbury Character Areas – Kingsway) (2008), and the contents of the National Planning Policy Framework (2023).
- 2) The proposed increase in ridge height and alterations to the roof design, due to their scale and proximity to the neighbouring property, are considered to create an overbearing presence and result in a loss of outlook for 12 Thorold Road. As such, this would have an adverse impact on residential amenity. 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:

Any amendments required to make the proposal acceptable would fundamentally alter the nature and scope of the development, resulting in a materially different scheme. Given the

extent of the changes needed, amendments would not be feasible within this current application, and therefore the proposal should be refused in its current form.