

DELEGATED OFFICER REPORT

Application Ref: H/24/98362

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

Case Officer: Dorothy Hei-Tung-Hoh

Description: Two storey side extension and raising of ridge to form habitable accommodation with dormers within roof space (Resubmission of H/24/97714)

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 ☐
• H/24/97714 - Single storey front extension, side extension and raising of ridge to form habitable accommodation with dormers within roof space - Refuse Planning Permission For - 03/09/2024		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	One objection was received regarding the original scheme, raising concerns about the overbearing effect, loss of outlook, and visual intrusiveness of the proposed development. The objection highlighted the proximity of 14 Thorold Road to the shared boundary, its elevated position, and the increased mass and ridge height, particularly on the south side. Specific comments were also made about inaccuracies in the drawings.		
Parish Council:	None received.		
Ecologist:	I have reviewed the Bat Survey Report by Hampshire Ecological Services (August 2024). The building was assessed to have low bat roost suitability, and one bat activity survey was carried out in line with the government guidelines and BCT good practice guidelines. 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. The proposals for biodiversity enhancement listed in section 6 of the report are sound and should be implemented. As this proposal has the potential to impact the garden areas, precautionary working methods for hedgehogs, amphibians, and stag beetles will be required before the start of works. This can be conditioned.		
Tree Consultant:	If you are minded to approve, please condition the following: <i>No excavation, demolition or development related works shall take place on site until a scaled and referenced tree protection plan, as per British Standard 5837:2012 (Trees in Relation to Design, Demolition and Construction – Recommendations), is submitted and approved by</i>		

	<i>the LPA. The approved tree protection plan must be adhered to in full, and may only be modified subject to written agreement from the LPA.</i> <i>Reason: to retain and protect the existing trees which form an important part of the amenity of the locality.</i>
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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:
<u>Site context and surroundings</u> 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. <u>Proposal</u> The current application is a resubmission following the refusal of application H/24/97714 in September. Planning permission is sought for a two-storey side extension and an increase in the ridge height to incorporate habitable accommodation within the roof space. The proposal also includes the introduction of dormer windows. Concerns were raised regarding the proposed increase in roof height and the overall design. Therefore, a street scene drawing was requested to better demonstrate the visual impacts. Upon review of the street scene drawing, it was concluded that the scale and massing of the proposed development would not integrate harmoniously with the surrounding context. In response, the agent revised the design to reduce the ridge height, modify the dormer roof to a flat design, and replace one front dormer with a rooflight. Despite these revisions, the combined design elements are still considered to result in a scale and massing that remain out of keeping with the character of the surrounding area. Therefore, a recommendation for refusal is made.

Further details and justification for this recommendation are provided in the following sections of the report.

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 primary concern is the adverse effect of the proposed development on the character and appearance of the host dwelling and the surrounding area. The existing property is a modest bungalow situated between the junctions of Western Road and Grosvenor Road. Due to its location on a bend, its position on a slight upward slope, and the presence of only low boundary hedges, the property is particularly prominent within the street scene, warranting careful consideration of any proposed design changes to ensure they integrate harmoniously with the established character of the area.

This specific section of Thorold Road, between Western Road and Grosvenor Road, is characterised by single-storey bungalows that largely retain their original form and character. The distinctive street scene exhibits a consistent scale and form, contributing to the overall harmony of the area. While the wider area contains a mix of architectural styles, this specific stretch of Thorold Road features no prominent first-floor accommodation.

The proposed two-storey side extension and increased ridge height constitute a significant departure from this established pattern of development. The resultant scale and mass of the extended dwelling would overwhelm the modest proportions of the existing bungalow, fundamentally altering its low-profile form and traditional character. These changes would result in a visually incongruous structure that fails to integrate with the existing street scene. The high visibility of the property due to its position further exacerbates the impact of these alterations, making the incongruity even more apparent.

Although the applicant has sought to address concerns raised in the previous application (H/24/97714) by revising the design, including reducing the ridge height, these modifications do not sufficiently mitigate the adverse impacts. The extended ridgeline elongates the building, disrupting the rhythm and balance of the surrounding bungalows.

The revised roof design, while slightly reduced in height, remains dominant and uncharacteristic of the original dwelling and its context.

The proposed dormer windows, located on the front, side, and rear roof slopes, further exacerbate the aesthetic inconsistency of the development. Dormers are not characteristic features of this section of Thorold Road, and roofscapes are traditionally simple and modest. Their addition increases the bulk of the roof, making it stand out as an intrusive element within the street scene.

Furthermore, the loss of the original bungalow's defining characteristics, including its low-profile roof and modest form, conflicts with the design principles outlined in the Chandler's Ford and Hiltingbury Character Area Appraisal. This appraisal underscores the importance of ensuring that new developments and extensions are compatible with adjacent properties and fit harmoniously within the overall street scene. Similarly, the National Planning Policy Framework (NPPF) advises that poorly designed developments, which fail to reflect local design policies and guidance, should be refused. The proposed scheme does not meet these standards, undermining the established character of this section of Thorold Road.

To conclude, the proposed development, due to its scale, massing, and design, would significantly harm the character and appearance of the host dwelling and the surrounding area. The proposal fails to respect the established character and distinctiveness of this section of Thorold Road. Its highly visible location exacerbates the impact of the incongruous and visually intrusive alterations, resulting in harm to the street scene. For these reasons, the application cannot be 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 neighbouring property most affected by the proposal is 12 Thorold Road, due to its close proximity to the application site. During the site visit, it was observed that the application property is situated on slightly higher ground than No. 12, which makes the proposed development appear more prominent.

Concerns were initially raised that the significant increase in ridge height, combined with the dormers, would result in an overbearing effect and a loss of outlook for the neighbouring property. However, the revised design, which includes a reduced ridge height and the omission of one front dormer, has mitigated these impacts to some extent. While the proposed development would still increase the overall scale and mass of the property, the changes are not considered to result in a level of harm significant enough to warrant refusal on the grounds of residential amenity.

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.

Following a review of the Bat Survey Report prepared by Hampshire Ecological Services (August 2024), the council's ecologist has advised that the building was assessed as having low suitability for bat roosting. In accordance with government guidelines and the Bat Conservation Trust (BCT) good practice guidelines, one bat activity survey was conducted. The survey confirmed that no bats were observed entering or leaving the building.

The survey data is valid for 12 months. Therefore, if the application is approved and works have not commenced by August 2025, an updated walkover survey will be required to ensure compliance with ecological standards.

Trees and landscaping

The site contains several trees protected by Tree Preservation Orders (TPOs). As a result, the council's tree consultant has been consulted. If the application is approved, a condition will be required to ensure the retention and protection of these 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 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, and therefore 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

The proposed alterations and extensions, by reason of their mass and scale, would increase the height and elongate the building, thereby failing to respect the established character of the modest bungalows in this section of Thorold Road. The prominent location of the property exaggerates the visual impact, resulting in harm to 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 Hiltingbury Character Areas – Kingsway) (2008), and the contents of the National Planning Policy Framework (2023).

Recommendation:	PERMIT ☐	REFUSE ☒
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