

BHH – Bursledon, Hamble and Hound Local Area Committee Thursday 27 March 2025.

Application Number: H/24/98564
Case Officer: Dorothy Hei-Tung-Hoh
Received Date: Friday 29 November 2024
Site Address: 5 BEVERLEY GARDENS, BURSLEDON, SOUTHAMPTON, SO31 8FD
Applicant: Hannah Ashleigh
Proposal: Single storey flat roof rear extension. Hip to gable loft conversion with a rear flat roof dormer and two front gable dormers. Conversion and extension of the existing single storey detached garage to provide two bedrooms, a bathroom, and a kitchenette

Recommendation: Permit subject to conditions

CONDITIONS AND REASONS

- 1 The development hereby permitted shall be implemented in accordance with the following plans numbered: A101 Rev G, A102 Rev G, A103 Rev I, A104 Rev G, A105 Rev H, A106 Rev F, A107 Rev H, A108 Rev C, A109 Rev B, A201 Rev G, A202 Rev H, A203 Rev C, A301 Rev E, A401 Rev E, A402 Rev F, and LOC 01.

Reason: For the avoidance of doubt and in the interests of proper planning.

- 2 The development hereby permitted shall start no later than three years from the date of this decision.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- 3 The materials to be used in the construction of the external surfaces of the development hereby permitted shall match in type, colour and texture those used on the existing building.

Reason: To ensure a satisfactory visual relationship between the new development and the existing.

- 4 The annexe hereby permitted shall only be used in conjunction with the existing dwelling or by a dependent relative of the occupiers of the existing dwelling and shall not be sold off, occupied or used as an independent unit of accommodation.

Reason: To protect the amenity of the adjoining residential properties.

- 5 The first-floor side-facing window serving the en-suite bathroom shall be obscure glazed to Pilkingtons Level 3 or greater, with any opening parts positioned at least 1.7 metres above the floor level of the room.

Reason: To protect the amenity and privacy of the adjoining residential properties.

- 6 The developer must agree with Southern Water, prior to commencement of the development, the measures to be taken to protect the public sewers.

Reason: In order to protect public sewers.

Note to Applicant: In line with Local Plan Policy DM11 and Paragraph 180 of the National Planning Policy Framework, the applicant is strongly encouraged to incorporate biodiversity enhancements into the development, including (but not limited to) bat and bird boxes, hedgehog access gaps, planting of pollinator-friendly species, and provision of shelter areas for wildlife. Further advice is available from the Bat Conservation Trust and other ecological organisations.

Note to Applicant: In the unlikely event of any bats being found during demolition or construction, all work must stop immediately, and Natural England must be informed. Additional information is available on the Bat Conservation Trust website at <https://www.bats.org.uk/advice/imworking-on-a-building-with-bats/ive-found-a-bat-during-works>

Note to Applicant: It is requested that the building works are carried out considerately to minimise disruption to the occupiers of the neighbouring properties. The council operates a code of best practice, which is available on the council's website www.eastleigh.gov.uk by following the links to Planning and Building, Building Control, then select 'Considerate Builders Advice Note'.

Note to Applicant: In accordance with paragraph 39 of the National Planning Policy Framework (December 2024), 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 the Committee by Cllr Holes, Cllr Craig, and Cllr O'Sullivan.

Site Characteristics and Character of the Locality

2. 5 Beverley Gardens is a single-storey, two-bedroom, detached brick-built bungalow with a pitched concrete tile roof, situated on the north-western edge of Bursledon.
3. The property occupies a plot on gently sloping land and features a covered carport to the side, along with a detached garage in the rear garden, which is predominantly laid to lawn with a small hardstanding area providing access to the

garage and several free-standing greenhouses. The front of the property has been fully converted into a parking area.

4. The surrounding area is residential, comprising predominantly of bungalows, many of which have been extended or undergone loft conversions to increase living space.

Description of Application

5. The application seeks planning permission for a single-storey rear extension, a loft conversion, and the extension and conversion of the existing detached garage into an annexe.
6. The proposed loft conversion involves modifying the roof structure from a hip to a gable to accommodate additional living space, incorporating two front-facing gable dormers and a single flat-roof rear dormer. Despite these alterations, the overall ridge height of the dwelling would remain unchanged.
7. The single-storey rear extension would have a flat roof design with two roof lights and extend approximately 7.0m in depth and 8.0m in width. This extension would create an enlarged open-plan kitchen and family room, along with a separate utility room.
8. The existing detached garage is proposed to be extended and converted into a two-bedroom annexe with a small kitchenette and bathroom. Initially, the annexe design included a garage at the front. However, following the submission of revised plans, this element has been omitted to reduce the overall footprint by approximately 3.0m. The annexe is now proposed to have a width of approximately 3.0m and a depth of 10m. With the removal of the garage, the front elevation of the annexe would feature a brick wall with a window.
9. The proposed external materials are intended to match the existing brickwork and roof tiles, ensuring consistency with the host dwelling.

Relevant Planning History

10. There is no record of any previous planning history related to the site.

Representations Received

11. Two representations have been received in response to the application.
12. One objection raises concerns regarding the scale of the development, suggesting it constitutes overdevelopment and could lead to multiple occupancy. Concerns are also raised about the parking arrangements, with claims that vehicles may encroach onto the pavement due to insufficient off-road parking.
13. The second representation primarily relates to the proposed wood-burning stove within the single-storey rear extension. The concerns include potential smoke ingress into the neighbouring property at 3 Beverley Gardens due to the proximity

of the chimney flue to the shared boundary.

Consultation Responses

14. **Parish Council:** No comments received.
15. **Ecologist:** No objection. The Council's Ecologist has confirmed that no bat roost features or suitable habitat for protected species were identified on-site, so no further surveys are required. However, as a precaution, an informative is recommended in case bats are discovered during construction.
16. **Southern Water:** No objection. In order to protect public sewers, Southern Water requests that if consent is granted, the condition is included requiring the developer to agree with Southern Water, prior to commencement of the development, the measures to be taken to protect the public sewers.

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 Bursledon, Hamble-le-Rice and Hound (January 2008)

Other Guidance Note

- Annexes for dependent relative supplementary planning advice (November 2005)

National Planning Policy Framework

17. 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

18. 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

19. 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.

Policy and Principle

20. 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.
21. The site is also part of the character area of Bursledon, Hamble-le-Rice and Hound (BHH 30) which provides the following guidance on developments and that they should ensure that:
- i) Maintain the predominant plot widths and continuity in building line.
 - ii) Maintain a uniformity in building heights within the street.

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

22. 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.

23. In this application, several elements of the proposal would ordinarily fall under permitted development (PD) rights for a single dwellinghouse. Specifically, the hip-to-gable roof alteration and rear dormer to facilitate a loft conversion would constitute PD under Class B, Part 1, Schedule 2 of the General Permitted Development Order (GPDO) 2015 (as amended), subject to meeting the relevant limitations and conditions. However, as these elements form part of a wider planning application, they are fully assessed as part of the overall design and impact considerations.
24. By contrast, the front-facing gable dormers do require planning permission, as front dormers are not permitted development under Class B of the GPDO. Additionally, the single-storey flat-roof rear extension, with a depth of approximately 7.0m, exceeds the PD allowance for rear extensions to detached properties, which is normally limited to 4.0m (or 8.0m under the larger home extension scheme, subject to prior approval, which has not been sought in this case). Accordingly, this element also forms a key part of the planning assessment.
25. Furthermore, the conversion and extension of the detached garage to form a two-bedroom annexe requires planning permission, as it involves the creation of additional habitable accommodation, external alterations, and an extension beyond what would be permitted under Class E of the GPDO.
26. Taking all elements together, the proposed alterations to the main dwelling, including the single-storey rear extension, roof alterations, and dormers, are considered acceptable in design terms and in keeping with the established character of the area. Beverley Gardens is predominantly comprised of single-storey bungalows, many of which have been extended to include loft conversions with dormer windows and rear extensions. The proposed hip-to-gable roof alteration would be consistent with similar modifications in the locality, including the neighbouring property at 7 Beverley Gardens, ensuring the resultant dwelling would not appear incongruous. Furthermore, as the ridge height would remain unchanged, the established building line and roofscape of the street would be preserved.
27. The introduction of front-facing gable dormers is considered a sympathetic and aesthetically improved design choice compared to the more common flat-roof dormers within the area. Although gable dormers are not a predominant feature in Beverley Gardens, they would be well-proportioned and would not appear excessive in scale. Their inclusion would not detract from the street scene and would contribute positively to the overall appearance of the dwelling.
28. The rear dormer and single-storey rear extension, being located to the rear of the property, would not be highly visible from public vantage points, thereby minimising any impact on the wider street scene. The rear extension would feature a flat roof with roof lights, maintaining a subordinate relationship with the main dwelling and ensuring it does not appear overbearing or out of scale.

29. In terms of the extension and conversion of the detached garage into an annexe, while the front elevation would be altered, the roof form, external finishes, and overall positioning would remain largely consistent with the existing garage. Given its location towards the rear garden and set-back position from the street, the annexe would not form a visually dominant or intrusive feature within the street scene.
30. Finally, although concerns have been raised regarding overdevelopment, the site benefits from a relatively generous plot size, and the proposed extensions would remain proportionate to surrounding properties. It is also considered that a sufficient amount of private amenity space would be retained within the rear garden, and therefore the proposal would not result in a cramped form of development.

Residential Amenity

31. 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.
32. The proposed development has been carefully assessed with regard to its potential impact on the residential amenity of neighbouring properties, particularly those at Nos. 3 and 7 Beverley Gardens.
33. In relation to privacy and overlooking, although the proposal includes a loft conversion with front and rear dormers, the front dormers would face the street, which is already open to public view, and therefore would not result in overlooking towards any private amenity spaces. The rear dormer, whilst introducing additional first-floor windows, would primarily overlook the host property's rear garden. There are no direct rear neighbours, and outbuildings along the shared boundaries with Nos. 3 and 7 provide a physical buffer that would prevent direct views into neighbouring gardens. Furthermore, the only first-floor side-facing window proposed would serve an en-suite bathroom and is expected to be obscure glazed. A condition can be imposed to secure this, thereby safeguarding privacy and addressing potential overlooking concerns.
34. With respect to overshadowing and loss of light, the proposed rear extension would project approximately 7.0 metres in depth. However, due to its single-storey nature, modest height, and flat roof design, the extension is not considered to result in unacceptable bulk or massing that would impact neighbouring daylight or sunlight. The proposed roof alteration from hip to gable would not increase the overall ridge height, ensuring the established roofline of the street is maintained. Both the front and rear dormers, being set within the existing roof slope, are also not considered to give rise to significant overshadowing or loss of light to neighbouring properties.
35. In terms of overbearing impact, the proposed extensions and roof alterations are proportionate to the size of the plot and are typical of similar developments within the area. While the rear extension would extend a reasonable depth, it

would remain modest in height, limiting any sense of enclosure or visual dominance when viewed from neighbouring gardens. The roof alterations would align with the existing ridgeline and reflect similar works carried out at 7 Beverley Gardens, ensuring that the resultant dwelling would not appear overbearing in relation to adjacent properties.

36. Particular regard has been given to the proposed annexe, especially in relation to the potential subdivision of the plot and future use as a separate dwelling. The annexe would provide two bedrooms, a kitchenette, and a bathroom, but would not include a dedicated living room. It would also be located in close proximity to the main dwelling, with no separate garden or curtilage, and would share access with the host property. As such, while it would offer a degree of independent living space, it would lack the facilities and separation typically required for an independent residential unit. Therefore, it is considered reasonable and necessary to impose a planning condition to restrict its use to ancillary accommodation, preventing its future occupation as a separate dwelling.
37. Concerns have also been raised about the potential amenity impact of the annexe due to its siting close to the boundary with 7 Beverley Gardens. However, it was observed during the site visit that No. 7 contains a substantial detached outbuilding running along this boundary, which would serve as a visual buffer between No. 7 and the proposed annexe, reducing any perception of enclosure or overbearing impact.
38. In conclusion, taking into account the siting, scale, and layout of the proposed development, and subject to appropriate conditions, it is not considered that the proposal would result in unacceptable harm to the residential amenity of neighbouring occupiers. As such, the proposal is considered acceptable in this regard.

Ecology

39. 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.
40. The site lies within an amber impact risk zone for great crested newts, and there are records of bats, common toads, and hedgehogs close to the site, as well as records of great crested newts and slow worms within the wider area. As such, the Council's Ecologist has been consulted.
41. Following a review of site photographs and available aerial imagery, the Ecologist has confirmed that there are no potential bat roosting features on the existing buildings or vegetation suitable for sheltering protected species. As such, no ecological surveys are required. However, as a precaution, an

informative is recommended advising that if bats are discovered during demolition or construction, all works must cease immediately, and Natural England should be contacted.

42. To support biodiversity, and in accordance with Local Plan Policy DM11 and national planning policy (NPPF paragraph 180), a range of enhancements are encouraged as part of the development. These could include the provision of bat and bird boxes, hedgehog access gaps, the planting of pollinator-friendly and night-scented plants, and the retention or planting of trees where possible. While not required, such measures would contribute positively to the ecological value of the site and are recommended to be considered by the applicant. These suggestions will be included as an informative on the decision notice.

Access, Parking and Transport Matters

43. 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.
44. Concerns have been raised regarding the adequacy of parking provision, particularly in light of the increase in the number of bedrooms from a two-bedroom to a five-bedroom dwelling, including the proposed annexe. However, it is noted from the site visit that the existing front garden area has already been converted into hard standing capable of accommodating at least three vehicles. This meets the maximum parking standards set out in the Council's adopted Supplementary Planning Document on Residential Parking Standards, which requires three spaces for dwellings of four or more bedrooms. In addition to this parking area, the property also benefits from a long driveway to the side that provides further off-road parking. As a result, the proposal is not considered to give rise to any concerns regarding parking provision or highway safety.

Sustainability Measures and Climate Change:

45. 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.
46. 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.

47. 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:

48. 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.

49. 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:

50. In conclusion, the proposed development is considered acceptable in terms of layout, scale, design and impact upon the character and appearance of the area. The proposal would not result in unacceptable harm to the residential amenity of neighbouring properties, with conditions recommended to address specific concerns relating to privacy and use of the annexe. Adequate on-site parking would also be provided, complying with parking standards and ensuring no adverse impacts on highway safety. Overall, subject to suggested conditions, the proposal is considered to comply with the Eastleigh Borough Local Plan (2016-2036), Quality Places SPD (2011), and the contents of the National Planning Policy Framework (2024). Therefore, it is recommended for approval.

