

DELEGATED OFFICER REPORT

Application Ref: H/25/98885

Site Address: 31 MADDOXFORD LANE, BOTLEY, SOUTHAMPTON, SO32 2DG

Case Officer: Dorothy Hei-Tung-Hoh

Description: Demolition of the existing garage and construction of a two-storey front and rear extension, along with a single-storey side and rear extension, to create a new first floor above the existing bungalow for additional accommodation

Particular Site Constraints?	Yes ☒	No ☐
• Within the Urban Edge • Within Established Residential Area • Within Built-up Area Boundary		

Planning History?	Yes ☒	No ☐
• Z/28594/000/00 - Single storey rear extension - Permit - 09/01/1986		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	One objection was received to the original scheme from a neighbouring property. The neighbour raised concerns that the proximity of the two-storey extension would reduce sunlight and light to their porch, downstairs bathroom, kitchen, lounge, and driveway, adversely affecting their quality of life. They also highlighted a potential loss of privacy due to increased overlooking of their rear garden, kitchen, and lounge. Additional worries were expressed regarding drainage and flooding, as their property already floods during heavy rainfall, a situation that could worsen due to the elevated position of No. 31. Lastly, they noted that construction noise and disruption would significantly impact them. No further representations were received on the revised scheme, as re-consultation was not undertaken, the revised proposal still being considered unacceptable.		
Parish Council:	The parish council raised concerns over the following points: 1. The extensive size of the extension which may affect the sewage system. 2. Concern as the property will increase in size as to where the rainwater (grey) will go. If the grey water directly enters the sewage system as runoff, we recommend that a condition is included to that this is dealt with on site rather than enter the sewage system. There's also concern over privacy to the neighbouring property due to the increase in height and any windows may need to be restricted opening or frosted glass. No further representations were received on the revised scheme, as re-consultation was not undertaken, the revised proposal still being considered unacceptable.		

Ecologist:	The ecologist indicates that most vegetation has been cleared from the front of the property, with the house surrounded by hardstanding and the rear garden consisting primarily of closely mown lawn. Hedgerows along the side boundaries, which could serve as nesting bird habitats, are not proposed to be affected by the development. While no significant bat roost features were identified, a minor area of loose flashing at the rear of the property presents a potential risk. However, close-up images of the garage proposed for demolition were not provided. The visible elevations of the garage show no bat roost potential, and internal lighting from a window and side door suggests it is unsuitable for bats. No further representations were received on the revised scheme, as re-consultation was not undertaken, the revised proposal still being considered unacceptable.
Tree Consultant:	There are some significant trees to the far north of the site, adjacent to the northern boundary. These trees are subject to a TPO. However, they are a suitable distance from the proposed development area and are unlikely to be impacted. Their statutory protection is sufficient for protection. No further representations were received on the revised scheme, as re-consultation was not undertaken, the revised proposal still being considered unacceptable.

Site Visit:	Yes ☒	No ☐
Details: 26 th February 2025.		

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 Appraisal for Hedge End, West End and Botley (HEWEB 42)

Assessment:
<u>Site context and surroundings</u> The application site comprises a modest, single-storey, three-bedroom detached bungalow situated on an elongated plot on the eastern edge of Boorley Green. The site features a moderate slope, resulting in a slightly elevated position relative to the neighbouring property at 33 Maddoxford Lane. The surrounding area is predominantly residential, characterised by low-rise development, consistent plot widths, and traditional architectural design, which together establish a strong local character.

Proposal

The proposal seeks planning permission to transform the existing bungalow into a full two-storey 4-bedroom dwelling by raising the roof height and constructing two-storey front and rear extensions, alongside a single-storey side and rear extension, with the existing detached garage to be demolished. Additional elements include a patio spanning the front and part of the rear garden.

Initially, the scheme proposed a larger and taller rendered development, with the patio extending across nearly half of the rear garden. Following concerns raised during consultation, the agent submitted a revised design, reducing the ridge height, scaling back the depth of the front and rear extensions, and decreasing the patio area, while specifying facing brickwork and tiled roofing as materials.

Despite these amendments, the revised proposal fails to adequately address the fundamental issues identified earlier (including those raised in pre-application advice). The proposed dwelling remains significantly larger than neighbouring properties and introduces a contemporary design that is out of keeping with the area's established character. Therefore, the revised application is considered unacceptable, with further explanation provided in the following sections.

Policy and 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 character area of Hedge End, West End and Botley (HEWEB 42) which provides the following guidance on developments and that they should ensure that:
 - i) Maintain the predominant orientation of ridgelines in existing development relative to the slope on Maddoxford Lane.
 - ii) Maintain the importance of the views along Maddoxford Way to the fields to the south.
 - iii) Maintain the predominant plot widths.
 - iv) Retain and extend the continuity in building line on Oatlands Road.
 - v) Maintain a uniformity in building heights within each street.

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 existing property at 31 Maddoxford Lane is a modest, single storey bungalow that reflects the prevailing low-rise, traditional character and conventional design of the surrounding area, as identified in the Hedge End, West End and Botley Character Area Appraisal (HEWEB 42). While the wider street includes both bungalows and two storey dwellings with traditional brick and render finishes, most of the properties are consistent in scale and form, contributing to a cohesive and harmonious street scene along Maddoxford Lane.
- The proposed development would introduce a full two storey dwelling through an increase in roof height, two storey front and rear extensions, and a single storey

side and rear extension, following the demolition of the existing garage. This transformation would result in a substantial increase in the building's scale and massing, fundamentally altering the character of the host dwelling and its relationship with the surrounding area. Although the revised scheme proposes a reduced ridge height, a lesser depth to the extensions, and adjustments to the patio area, and incorporates materials such as facing brickwork and tiled roofing, these modifications would not sufficiently mitigate the overbearing presence of the proposed dwelling.

- The design would retain dominant features, in particular the two large front-facing gables extending the full two storey height, alongside full height glazing, introducing a contemporary aesthetic that contrasts starkly with the traditional forms of neighbouring properties. While it is acknowledged that gable features are present in the area, these are neither two full height gable elements nor combined with extensive modern glazing. As such, the proposed design would appear excessively prominent and out of keeping with the established character, resulting in a dwelling that would be visually intrusive and discordant within the street scene.
- Furthermore, the increased footprint and overall height, together with the proposed patio spanning the front and part of the rear garden, would contribute to a perception of overdevelopment on a plot originally intended for a single storey dwelling. Although the site's length could accommodate some level of extension, the cumulative scale and layout of the proposed works, including the single storey rear extension, would almost double the footprint and floor area relative to neighbouring properties. This would result in a dwelling that appears disproportionate and inconsistent with the established pattern of development, undermining the regular plot widths and low-rise form that define the local context. The extensive patio would also disrupt the balance between built form and open space, further eroding the suburban, green character of the area.
- In conclusion, the proposed development, even in its revised form, would remain at odds with the traditional, low-rise context of Maddoxford Lane due to its contemporary design, excessive scale, and overbearing appearance. The proposal would fail to respect the established scale, form, and character of the area, resulting in material harm to both the street scene and the distinctive character of the locality.

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 application site occupies a slightly elevated position in relation to the neighbouring dwelling to the east, due to the gradual slope of the street. This change in ground level increases the potential for adverse effects on adjacent properties, in particular Nos. 29 and 33 Maddoxford Lane.
- Although the two-storey front and rear extensions have been revised to reduce both depth and ridge height, the scale and proximity of the development remain visually dominant. 29 Maddoxford Lane, situated to the west, is a modest single-storey bungalow. Of particular concern is the fact that the window serving bedroom two is located on the side elevation and is the sole source of natural light to that room. The increased height and bulk of the proposed development, particularly given its position to the east of this property, would result in a significant loss of daylight and sunlight to this bedroom. This relationship would lead to a harmful impact on the living conditions of the occupants of No. 29 by reason of loss of light and outlook.

- With regard to 33 Maddoxford Lane to the east, the impact is considered to be less significant. This neighbouring property is already two-storey, and the revised ridge height of the proposal is now more in line with that of No. 33. While concerns have been raised regarding potential overlooking, it is noted that the proposed inverted balcony does not provide a step-out area, which limits any direct overlooking potential. In addition, while the single-storey rear and side extensions are positioned closer to the shared boundary with No. 33, this element is partially screened by an existing garage or outbuilding along the neighbour's boundary.
- Despite the submitted revisions, the cumulative scale and massing of the proposed development, when combined with the elevated position of the site, are still considered to result in an overbearing and intrusive form of development. This would be particularly harmful to the residential amenity of No. 29, by reason of the resulting loss of light and outlook.

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 application site is located within an amber impact risk zone for great crested newts, and there are recorded sightings of bats, hedgehogs, and badgers nearby, with nesting swifts in the wider area. As a result, the council's ecologist has been consulted.
- Following a review of the site photo, it was confirmed that the site has limited ecological value, with most of the front vegetation removed, hardstanding surrounding the house, and a rear garden consisting of a closely mown lawn. Hedgerows along the side boundaries, which could support nesting birds, are not proposed to be affected. However, the ecologist identified a minor potential bat roost feature, including an area of loose flashing at the rear where the flat roof fascia meets the main roof slope. No significant roost features were observed in the garage proposed for demolition, as internal lighting from windows makes it unsuitable for bats.
- Should the application be approved, a precautionary working method statement will be required to protect the great crested newts, hedgehogs, and badgers during construction. Additionally, biodiversity enhancements, such as the installation of a bat brick and swift brick, will be required to offset the development's impact

Trees and landscaping

- Several trees subject to a Tree Preservation Order (TPO) are located at the bottom of the rear garden, towards the far north of the site, adjacent to the northern boundary. As a result, the Council's Tree Consultant was consulted.
- It was advised that these TPO trees are situated at an appropriate distance from the proposed development area. Therefore, the trees are unlikely to be affected by the works, and their statutory protection under the TPO is considered sufficient to ensure their preservation.

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 convert the existing three-bedroom bungalow into a four-bedroom dwelling, which requires a minimum of three on-site parking spaces. It is considered that the property's frontage is sufficient to accommodate the necessary parking provision. Therefore, the proposal raises 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, due to their mass, scale, contemporary design, and increased height, would create a visually dominant structure that would harm both the street scene and the local character. The proposal is therefore contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036), the Character Area Appraisal for Hedge End, West End and Botley (2008), Quality Places SPD (2011), and the contents of the National Planning Policy Framework (2024).
- 2) The proposed alterations and extensions, owing to their overbearing scale and height, would significantly affect the residential amenity of the adjacent property at 29 Maddoxford Lane, particularly by causing a notable loss of light and outlook. 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 (2024).

Recommendation:

PERMIT ☐

REFUSE ☒