

DELEGATED OFFICER REPORT

Application Ref: H/25/98931
Site Address: 109 SATCHELL LANE, HAMBLE-LE-RICE, SOUTHAMPTON, SO31 4HL
Case Officer: Gregg Chapman
Description: Proposed loft conversion with a hip-to-gable extension, 2no. front dormers, and 1no. flat roof rear dormer, along with external alterations (amended scheme).

Site Characteristics and Character of the Locality

1. The application site relates to a two storey detached dwelling located on the western side of Satchell Lane. The property has a deep set back from the road, the plot also inclines from the road, as a result the dwelling is sited on an elevated position within the street scene. The dwelling itself is a modest two storey dwelling. The property has a cropped gable and a single storey rear projection finished in a combination of pebble dash render with a red brick plinth to all elevations. The surrounding properties are residential in nature; this section of Satchell Lane has a variance of differing properties which features bungalows and two storey dwellings.

Description of Application

2. The application proposes a loft conversion with a hip-to-gable extension, 2no. front dormers, and 1no. flat roof rear dormer, along with external alterations including changes to the materials of the property.
3. No increase in the overall height of the roof is proposed.

Relevant Planning History

4. Planning permission was granted in 2022 for a loft conversion which included half hip-to-gable alterations and front and rear dormers but no increase in ridge height. The Officer's report deemed the proposal acceptable considering that the bulk and massing to the roof and the dormers were well proportioned and in keeping with surrounding development. This planning permission has been implemented through demolition of part of the building (porch) and the laying of trenches, as evidenced by Street View photos and receipts for the work carried out. The Planning Acts confirm that demolition and laying of trenches is development and constitutes a start of work.
5. In 2024 planning permission was sought for the raising of roof ridge height, half hip-to-gable alterations, 1no. front and rear facing dormers and two storey front extension together with external alterations. The application was refused (for the reasons set out below). It was noted in refusing the application that the differences from the extant 2022 were significant.

- H/25/98934 - Proposed loft conversion incorporating 1no. flat roof front dormer and 1no. flat roof rear dormer, along with external alterations – Withdrawn (May 2025).
- H/24/97402 – Loft conversion to include the raising of roof ridge height, half hip-to-gable alterations, 1no. front and rear facing dormers and two storey front extension together with external alterations – Refused (July 2024) for the reasons;
 - 1) The proposed raising of the ridge, two storey front extension and gable glazing by reason of their size, scale and prominent siting would result in incongruous and discordant additions, at odds with the appearance of the host dwelling, and the character of the wider surroundings. The proposals are therefore contrary to policy DM1 of the Eastleigh Borough Local Plan (2016-2036), the Quality Places SPD (2011), and the contents of the National Planning Policy Framework.
 - 2) The proposed raising of the ridge by reason of its scale and close proximity to the northern and southern boundaries would result in an unacceptable loss of light enjoyed by the of 111 Satchell Lane (north) and 107 Satchell Lane (south). The proposal is therefore contrary to policy DM1 of the Eastleigh Borough Local Plan (2016-2036), the Quality Places SPD (2011), and the contents of the National Planning Policy Framework.
 - 3) Insufficient information has been provided to demonstrate that the proposed development will not cause adverse harm to the biodiversity interests of the site and species, including bats and reptiles which are protected by virtue of the Wildlife and Countryside Act (1981). The proposal is therefore contrary to policy DM11 of the Eastleigh Borough Local Plan (2016-2036) and the content of the National Planning Policy Framework.
- H/21/92099 - Proposed loft conversion – Permitted (January 2022).
- Z/30854/000/00 - Ground and first floor extensions – Permitted (April 1989).

Representations Received

6. The application, as initially submitted, received four letters of objection from three residential properties (107, 111 and 113 Satchell Lane).
 - H/21/92099 is not extant. It expired on 31/01/2025 and therefore carries no weight as a fall-back position. Also it did not propose a change to the overall height of the existing building which is consistently shown in all applications as 7.6m.
 - 2021 scheme could not be implemented due to the limitations of the internal floor to ceiling heights.

- There were a number of inaccuracies in the case officer assessment of the 21/92009 application.
 - There is no topographic survey or cross sections to deal with the change in land levels.
 - The block plan is not compliant as it does not show The Close which the property overlooks. The house is 3m above the properties in The Close.
 - There is a proposed increase of 0.24m or 0.55m in height from the 2021 scheme depending on where the measurements are taken from. Plans are contradictory and cannot be relied upon. There is a clear plan to raise the ridge.
 - Increase in height coupled with the hip to gable increases the overall scale, bulk and mass in close proximity to neighbours and will have an overbearing oppressive impact and loss of light to habitable rooms including those served by a side facing window only.
 - Overlooking from rear dormer/windows towards private amenity space.
 - Quality Places SPD advises that building massing—scale, size, and height—should avoid harmful impacts such as overlooking and shadowing of neighbours.
 - Overdevelopment. Developments must respect local character, with the SPD Character Appraisal identifying typical building heights as 1, 1.5, or 2 storeys. The flat roof dormer design along more than 50% of the roof back and front constitutes an extra floor. The proposed three-storey scheme on an elevated site conflicts with this guidance and would harm the area's character and street scene. The dwelling is already larger than its neighbours.
 - Materials would be incongruous. Grey slate, grey slip bricks, grey wood effect cladding, grey aluminium dormer cheeks, grey fenestration. Effectively a flat roof.
 - No bat roost assessment or other ecological information submitted. Due to uncertainty about likely impacts on a protected species could not be secured through condition.
 - Question how works could be undertaken in such close proximity to boundary.
7. The application, as amended, received four further letters of objection from two residential properties (107 and 111 Satchell Lane).
- Detrimental to the street scene – dominant, overbearing & out of character with neighbourhood. Street scene drawing is inaccurate.
 - The mass of the rear dormer converts the property to 3 storeys – the SPD CAA only identifies 1, 1.5 and 2 storey properties.
 - Ridge is 0.5m below minimum required for habitual rooms
 - Impact on neighbours by overlooking, shadowing and loss of light
 - Materials proposed are incongruous with surroundings & add to overbearing and dominant massing.
 - Loss of residential amenity and privacy.
 - Contrary to SPD CAA – site lies within Character Area BHH32

- Subsidence risk and risk to integrity of property due to shallow footings.
- Extant H/21/92099 should not be considered fall back due to non-compliant validation/inaccuracies

Planning Officer Response

- The comments regarding the impact of the proposal on the character and appearance of the area, and the impact to neighbouring properties are noted and will be considered within the assessment section.
- The construction methods to be used by the applicant to avoid encroaching on neighbouring property (trespass) are not a material planning consideration. They are a private matter.
- The suitability of foundations is a matter of Building Regulations, and is not a material planning consideration/a control for planning to duplicate.
- There are not Building Regulations requirements for minimum head heights for dwellings.
- The Nationally Described Space Standards for new dwellings do not apply to existing dwellings which are to be extended.
- The Council Local Validation Checklist sets out that validation requirements will be considered in the context of a proportionate approach. The location of the site is clearly identifiable from the submitted Location Plan which shows three road names and the scheme has been advertised through site notice, letters, and notice in the paper. Levels drawings were not required at the validation stage as the property is an existing two storey property which can be viewed/considered in context.

Consultation Responses

Ecology Officer – No objection

- There are records of bats and nesting swifts near this site however there are already velux-style windows in the loft and the roof tiles appear to be in good condition. It is not likely that bats would be roosting in this building. I don't see any features suitable for nesting swifts.
- Most of this proposed work has already been permitted in the previous application H/21/92099.
- 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/im-working-on-a-building-with-bats/ive-found-a-bat-during-works>.
- Biodiversity enhancements will be required in accord with Local Plan policy DM 11 and NPPF (December 2024) paragraphs 187d and 192 b. A bat brick and a swift brick may be appropriate for this building.

Parish Council

Application as initially submitted

8. The Parish object to this application on the basis that it is overdevelopment of the site, overlooking, against the character appraisal of the area, being three stories, on an already elevated position thus overbearing to neighbouring properties and any other valid planning reason.

Application as amended.

9. Hamble Parish Council do not consider that the amended plan improves this application and therefore, objects. This objection deals mainly with those changes as follows:- The change to the dormers from gable to flat forming a third storey together with the materials proposed will result in an unattractive design which is out of character with the street scene. The proposed new materials are incongruous with the surroundings. Additionally, there was question over the ceiling heights and it was considered that this is in effect squeezing what should be a two storey building into three stories.

Development Plan

Eastleigh Borough Local Plan 2016-2036

Strategic policies:

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

Development Management policies:

- DM1 (General Development Criteria);
- DM2 (Environmentally Sustainable Development);
- DM3 (Adapting to Climate Change);
- DM11 (Nature Conservation);
- DM14 (Car Parking);
- DM23 (Residential Development in Urban Areas);

Hampshire Minerals and Waste Plan

No relevant policies

Supplementary Planning Documents

- Quality Places (November 2011);
- Residential Parking Standards (January 2009);
- Biodiversity (December 2009);
- Hamble Conservation Area (July 2007);

National Planning Policy Framework

10. 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.
11. Three dimensions of sustainability are to be sought jointly: economic (supporting economy and ensuring land availability); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst local circumstances should also be taken into account, so that development responds to the different opportunities for achieving sustainable development in different areas.
12. Paragraph 11 of the NPPF relates to the presumption in favour of sustainable development, with sub-paragraph c) ii) relating to the decision-taking process, noting that development which accords with an up-to-date development plan should be approved without delay.

National Planning Practice Guidance

13. 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

14. 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. The Development Plan comprises the Policies of the Eastleigh Borough Local Plan 2016-2026 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

15. The site is within the urban edge, whereby the general principle of development is acceptable, subject to the details of the development according with the relevant planning policies.

Character and Appearance

16. Policy DM1 of the Eastleigh Borough Local Plan 2016 – 2036 requires all new development to take full and proper account of the context of the site

including the character and appearance of the locality, and be compatible in terms of mass, scale, layout, design, and siting.

17. The site lies within Character Area BHH32 within the Character Area Appraisals – Bursledon, Hamble-le-Rice and Hound Supplementary Planning Document. Supplementary Planning Documents are not, in themselves planning policy. They provide detailed guidance on how to implement policies. They offer more clarity and detail than the Local Plan.
18. BHH32 is described as *“Victorian to present day linear development in north Hamble, immediately west of Satchell Lane. Fair condition.”* and as a main thoroughfare. Storey heights are identified as 1, 1.5 and 2. Roof forms are noted to include dormer, gabled and hipped roofs. Materials are brick/render walls and tile roofs. The strength of the character is listed as moderate.
19. The existing dwelling is a two storey dwelling. The application seeks to create a third floor through the introduction of gable ends in place of the existing cropped hips, inserting two front facing flat roof shed dormers, and a rear facing flat roof dormer. A cropped hip to gable enlargement, installation of two front facing dormers, and the erection of a flat roof rear dormer were previously approved by the Council (H/21/92099). The main alteration between schemes being that the front dormers would be flat/angled in their roof design as opposed to dual pitch gabled form previously consented. The previous decision of the Council is a significant material consideration as the Council must be consistent in its decision making.
20. Third parties suggest that the 2021 scheme was not implemented. It is, however, evident that the front porch which was to be replaced as part of that scheme was demolished (which is development under the terms of the Planning Acts), and foundations/pipes laid. Receipts are provided, and the removal of the porch is visible as having occurred within the relevant three year period – as shown in online dated views of the street. This constitutes the commencement of development (as defined by the Planning Acts) beyond the balance of probability. The requirement is not that scheme is completed within the three year period, only that it is commenced. It is a material consideration that the scheme is extant. It is a realistic fallback position.
21. The application proposes a cropped gable to gable enlargement with dormer windows. As identified within the Character Area Appraisal SPD (CAA) gabled roof forms are not unusual in the area.
22. The eaves height and ridge height of the roof is not to changing. The height of the building would not therefore be harmful. That is materially different from the 2024 scheme which did seek to raise the ridge height.
23. Third parties observe that the proposal would create an additional storey. The additional floor would be within the roof, with front facing dormers and

a rear dormer. From the street, the dwelling would appear as a two and half storey property. This is not common within the area, and is not referenced as part of the CAA. However, such properties are evident within the character area (for example 41, 51, 63, 65, 69, 71, and 87 are two and a half storey properties with front facing dormers within their roof and 82, 86, 88 and 90 are two and a half storey properties with rear facing flat roof dormers across the width of their roof form).

24. The Council have previously found that front facing dormers with a dual pitch roof (forming gabled dormers) would be acceptable, and that a rear flat roof dormer would be acceptable at the site. As identified within the Character Area Appraisal SPD (CAA) dormer windows are not unusual in the area. It is evident that the majority of front facing dormer windows are gabled dormers, and that this is the established predominant character.
25. Two flat roof angled (shed) dormers are proposed to the front elevation. These are located high in the roof form (as were the previously approved gabled dormers) and are the width as previously consented. However, the design/roof form, in itself, is materially different. There are few examples of shed dormers in the area, and where these are found they are not in prominent/elevated locations at two and a half storey height. The proposed dormers at the application site would be at odds with the established character of the area, and would draw attention to the altered/enlarged roof form and two and a half storey dwelling on prominent raised ground.
26. The rear facing dormer would have a flat roof form and would be inset from the gable ends by approximately 1.3 metres. Due to its position to the rear and inset, it would not be prominent in the street from Satchell Lane, and would not cause significant harm to the character and appearance of the area. Views from the footpath to the rear are restricted by fencing, trees and domestic planting and the separation distance of approximately 40 metres. The dormer would sit within the confines of the roof form.
27. The existing materials are pebble dash and concrete interlocking tiles. The proposed materials were shown to be wood effect vertical cladding, dark grey powder coated aluminium and brick slips in grey, with slate roof and grey dormer roof and cheeks. Following discussion, this is now proposed to be natural slate roof, warm buff brick (similar to that in Upper Creek Mews) and Sweet Chestnut natural timber. This is considered to be an improvement from the materials used in the construction of the existing building. Slate roofing is part of the character of the area. The buff brick compliments the red brick and cream renders elsewhere within the street, as can be seen at Upper Creek Mews and the eight properties at 32-36 Satchell Lane. Coloured timber effect cladding is present in new build development (Upper Creek Mews) and at 48 Satchell Lane. Timber cladding is a high quality natural material, and is considered to be acceptable, and reflect the artificial timber in the area.

28. The proposed front facing flat roof dormer windows, by virtue of their form and design, would cause harm to the character of the area, and therefore comply with Policy DM1 of the Eastleigh Borough Local Plan 2016 – 2036 and the guidance set out in the Bursledon, Hamble-le-Rice and Hound Character Area Appraisal SPD and the Quality Places SPD.
29. A third party has raised concerns regarding inaccuracy with the street scene plan and between the application plans and past application submissions. Any discrepancy does not materially affect the assessment of the application. This is because the proposal relates to alterations to an existing building, and the ridge height, eaves height, and building footprint are not changing. In terms of new volume, the development consists of a hip-to-gable roof alteration and front and rear dormer windows. The changes can clearly and obviously be understood. The street scene, and comparison drawings are not proposed to be listed as approved drawings.

Residential Amenity

30. Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) amongst other matters, stipulates that all new development should not have an unacceptable impact upon amenities of existing residents, by way of a loss of light, outlook, or privacy. Additional residential amenity guidance is provided within the Council's Quality Places SPD.
31. In terms of loss of light, the additional volume from the proposed development is that from the cropped hip to gable enlargement and from the two front facing, and one rear facing dormer window. The dormers are sited within the roof plane and would not cause any significant additional shadow from that already cast by the existing building and neighbouring properties themselves. The cropped hip to gable enlargement would cause some minor additional shadow to 111 Satchell Lane. This would not be significant in the context of the existing dwelling and the shadow from 111 itself. Being located to the north of 107 Satchell Lane, there would not be any shadow cast by the proposal to that property.
32. There are ground floor side bedroom windows at 107 and 111 Satchell Lane, facing the existing side façades of 109. The relationship between buildings to 107 and 111 Satchell Lane is already such that the 25 degree line (test for daylight) set out within the Quality Places SPD is not achieved. The proximity between buildings is such that the impact of the hip to gable enlargement would not cause significant additional impact that would reduce the amenities of the occupants of the neighbouring dwellings from sunlight/daylight impacts to a level below which they may reasonably expect to enjoy. The limited impact could not justify a reason for refusal.
33. The proposed dormers within the existing roof would not introduce new views, as there are existing front and rear windows. They would produce views that would be further elevated from the existing views,

but at an additional distance, being set back within the roof. The views to the front are towards a verdant private drive entrance, and across the public realm. The views to the rear are at 23 metres to the rear part of the rear Garden of 2 The Close, which is at a lower level. The garden of 2 The Close is significant in length at approximately 28 metres. The additional elevated view over this distance would not cause significant additional impacts to the amenities of 2 The Close who have not objected. Views towards the rear of 107 and 111 Satchell Lane would be oblique and replicate existing views, all be it at a higher level, but at a greater distance (due to the roof inset of the rear dormer). As set out within the Quality Places SPD, some overlooking of gardens from the upper storeys of adjoining dwellings will be unavoidable in most urban and suburban housing layouts. The proposal would not cause significant additional impact from overlooking pressure that would reduce the amenities of the occupants of the neighbouring dwellings to a level below which may reasonably be expected to enjoy. The limited impact could not justify a reason for refusal.

34. In conclusion, the proposal is not considered to unacceptably harm the residential amenities of the neighbouring properties and so accords the requirements of policy DM1 of the Eastleigh Borough Local Plan 2016 – 2036.

Car Parking and Access

35. Policy DM13 requires all new development to have a safe and convenient access to the highway network, with Policy DM14 requiring an appropriate level of on-site car parking be provided in accordance with the Council's adopted standards.
36. The existing access will continue to be utilised, and is not part of the application. In terms of car parking, the property's driveway can accommodate at least three car parking spaces and so meets the Council's residential parking standard.

Biodiversity

37. Policy DM11 states that development will not be permitted if it is likely to have a direct or indirect adverse effect on priority habitats, protected or priority species.
38. In this case, the householder extension will not directly or indirectly impact upon a designated nature conservation site and is unlikely to impact upon any protected species. No objection has been raised by the Ecology Officer who observes that there are already velux-style windows in the loft and the roof tiles appear to be in good condition. To secure net gain in biodiversity, proportionate enhancements (swift and bat brick) could be conditioned if permission were recommended.

Other Considerations

Climate Impact and Sustainability

39. 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.
40. The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. It is not part of development plan or emerging plan policy, but it is a material consideration to be considered alongside all other material considerations.
41. The proposed roof works are small in scale but support the Council climate objectives through measures outside of the planning process, such as through improved insulation (modern standard Building Regulations), and the use of sustainable materials (wooden cladding and slate).

Equalities Implications:

42. Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states: -
- a. A public authority must, in the exercise of its functions, have due regard to the need to:
 - i. eliminate discrimination, harassment, victimisation, and any other conduct that is prohibited by or under this Act;
 - ii. advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - iii. foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
43. 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

44. While the proposal would not result in unacceptable impacts on neighbouring amenity, highway safety, or biodiversity, and elements such as the rear dormer and revised materials are acceptable, the two front-

facing flat roof dormers, by virtue of their form, design, and prominent elevated siting, would be incongruous with the established gabled dormer character of the BHH32 Character Area, resulting in harm to the character and appearance of the street scene contrary to Policy DM1 of the Eastleigh Borough Local Plan 2016–2036, the Bursledon, Hamble-le-Rice and Hound Character Area Appraisal SPD, and the Quality Places SPD.