

DELEGATED OFFICER REPORT

Application Ref: H/25/99582

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

Case Officer: Dorothy Hei-Tung-Hoh

Description: Two storey front and part two storey part single storey rear extension following demolition of the garage. Alterations to fenestration. (revised scheme H/25/98885)

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

Planning History?	Yes ☒	No ☐
• Z/28594/000/00 - Single storey rear extension - Permit - 09/01/1986 • H/25/98885 - 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 - Refuse Planning Permission For - 07/04/2025		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	Three representations were received in relation to the current application, all of which were objections. The key concerns raised can be summarised as follows: • Impact on character and precedent: Objectors felt the proposal would alter the character of Maddoxford Lane and set an undesirable precedent for further large-scale conversions. The height and massing of the property, particularly its double-fronted appearance, were considered excessive and out of keeping. • Amenity impacts: Neighbours expressed concerns about the loss of light and overshadowing caused by the two-storey front and rear extensions, particularly in relation to nearby windows and garden spaces. Issues of privacy loss through overlooking were also raised. • Parking and highway safety: Objections highlighted the loss of the garage and questioned whether sufficient off-street parking had been retained. There was concern that this could result in increased on-street parking pressures. • Design quality and policy compliance: It was noted that the proposed design lacks sufficient detail to demonstrate compatibility with the host dwelling and surrounding properties. • Drainage, structural and construction concerns: Further issues raised included flood risk due to the site's elevated position, potential structural implications for neighbouring buildings, and		

	disruption during construction. A request was made for construction hours to be limited.
Parish Council:	The Parish Council raised no objection but expressed concern that the proposal may not be in keeping with neighbouring properties and could constitute overdevelopment of the site.
Ecologist:	The Council's Ecologist confirms that this resubmission does not have a significant effect on ecological advice. Most of the vegetation has been removed from the front of the property. The house is surrounded by hardstanding and the rear garden is mostly closely mown lawn. There are hedgerows along the side boundaries which could provide habitat for nesting birds, but these are not proposed to be impacted by the proposal.
Southern Water:	If the applicant is proposing to utilise the existing connection, Southern Water will have no objections to the proposed extension. <u>Proposed works involve demolition</u> In order to protect and safeguard the existing water supply apparatus, Southern Water requests formal notification of any proposed demolition works prior to such works being undertaken.

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 on an elongated plot at the eastern edge of Boorley Green. Ground levels fall gently, such that the application property sits slightly higher than No. 33 to the east. Most planting at the front has been removed and the frontage is largely hardstanding. The rear garden remains predominantly lawn with a detached garage to the side. The locality is an established residential area with generally consistent plot widths and predominantly traditional brick and tile dwellings, mostly bungalows with some two storey houses, which together create a coherent suburban character. Front gardens typically provide on-plot parking with soft landscaping. Mature trees are present toward the rear of the long garden, including protected trees along the rear boundary.

Proposal

This application is a resubmission following the refusal of H/25/98885, which was refused for harm to the street scene and local character arising from excessive mass and scale, contemporary design and increased height, and for material harm to the amenity of 29 Maddoxford Lane through loss of light and outlook due to overbearing scale and proximity.

The current proposal seeks planning permission for a two-storey front extension of gabled form, together with part two storey and part single storey rear extensions, following demolition of the detached garage, and alterations to fenestration. The scheme would reconfigure the dwelling to a full two storey house with four bedrooms at first floor. The front elevation shows prominent front facing gables, brickwork, areas of larger glazing, localised cladding, dark verge and fascia treatment, and roof lights. The rear elevation includes a two-storey extension of gabled form and a flat roof single storey element with contemporary detailing, including the use of metal cladding or stone to localised panels and a frameless box window.

The drawings also indicate associated external works including areas of hard and soft landscaping to the front and a patio to part of the rear garden, along with boundary treatments.

Although some amendments are shown, the scheme is considered materially similar to the previously refused proposal in its overall effect and does not overcome the earlier reasons for refusal. It therefore cannot be supported. The detailed assessment is set out 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 is a modest single storey bungalow that reflects the prevailing traditional character of the surrounding area, as identified in the Hedge End, West End and Botley Character Area Appraisal (HEWEB 42). The proposal would convert it to a full two storey, four-bedroom dwelling. In doing so, many of the original features of the host would be lost, altering its relationship with the

surrounding low-rise context. Although there are some two storey houses along the lane, they are limited in number and appear to have been built as two storey dwellings originally. The adjacent property at No. 33 includes a two-storey front gable, but that addition was approved 44 years ago when policy and design expectations were different. Recent permissions on Maddoxford Lane tend to be modest single storey additions or roof conversions with dormers rather than a complete change to a substantial two storey form. On that basis there are limited direct comparisons for a proposal of this scale, and the development would harm the established character.

- In terms of scale and massing, the combined height, depth and forward projection of the two storey additions would result in a dwelling that reads as disproportionately large for its plot when viewed alongside neighbours. While the plot length could accommodate some extension, the cumulative scale and layout of the works, including the deep single storey rear projection together with the new first floor, would significantly increase the footprint and floor area compared with the original bungalow. The house would appear out of proportion and inconsistent with the pattern of development, undermining the low-rise character that defines the local context.
- The proposed design elements add to these concerns. The pairing of pronounced front gables with contemporary features, including a mix of facing materials, dark verge and fascia details and areas of large glazing, gives the frontage a noticeably modern expression that sits uncomfortably alongside the largely traditional brick and tile dwellings that set local character. Contemporary design is not objectionable in principle, but change should respond positively to the original dwelling and its context. In this case the composition and scale do not achieve that outcome.
- Having regard to the previous refusal, the current submission remains materially similar in its effect on character and appearance. The prominent front gable form and large areas of glazing remain, and the additional dark verge and fascia detailing further emphasise the contemporary expression. As a result, the dwelling would still read as visually dominant in the street scene and would increase the apparent bulk of built form on the plot. The proposal therefore fails to respect the established scale, form and character of the area and would cause material harm to the street scene, contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036), the guidance in the Hedge End, West End and Botley Character Area Appraisal (HEWEB 42), the Quality Places SPD (2011) and the National Planning Policy Framework (2024).

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.
- 29 Maddoxford Lane is a single storey bungalow to the west of the application site. The proposal would introduce a two-storey form with substantial mass close to the shared boundary, including a forward projecting front element and a deeper two storey rear projection than the original bungalow. One of No. 29's side facing windows serves a bedroom and is the only window to that room. Given the application site is to the east of No. 29, the height and proximity of the two-storey development would reduce daylight and sunlight to that window and materially restrict outlook, creating a sense of enclosure. No daylight and sunlight analysis or simple 45-degree line test has been provided to demonstrate that the impact would be acceptable. On balance the proposal would therefore result in an unacceptable loss of light and outlook and an unduly overbearing effect upon the amenity of No. 29.

- 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 lies slightly lower. Ridge heights are broadly comparable, and the proposed single storey extension at No.31 would be partly screened by existing garage/outbuilding along the shared boundary. In these circumstances, unacceptable overshadowing or overbearing effects to No. 33 are not anticipated. Furthermore, the submitted drawings do not indicate first floor side facing windows, which helps to avoid harmful overlooking.
- The proposal would result in the dwelling becoming two-storey with new first-floor windows. It is acknowledged that No.29 may perceive greater overlooking than at present, as both adjoining properties are single storey bungalow with no first-floor rear windows. However, the new upper floor windows would only introduce a level of mutual overlooking typical of a residential context and would not, in themselves, be sufficient to warrant a reason for refusal.
- Neighbours have raised drainage concerns. For development of this nature, detailed surface water measures can be secured by condition if the scheme were otherwise acceptable, and there is no substantive evidence before the LPA that the proposal would cause a significant increase in flood risk on or off site.
- Overall, notwithstanding the design changes, the development would still, by reason of its height, depth and proximity, cause loss of light and outlook and an overbearing impact to No. 29. The proposal therefore fails to protect neighbouring residential amenity, contrary to Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) and the Quality Places SPD (2011).

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 advises that the position is unchanged from the previous application. Photographs indicate that front garden vegetation is largely removed, the dwelling is surrounded by hardstanding and the rear garden is closely mown lawn. Side boundary hedgerows with nesting potential are not affected. No obvious bat roost features are present beyond a small area of loose flashing at the rear of the house, and the detached garage to be demolished appears unsuitable for bats. No further surveys are required. If permission were otherwise acceptable, standard precautionary measures and biodiversity enhancements, such as bat and swift boxes, would be secured.

Trees and landscaping

- Several trees protected by a Tree Preservation Order stand along the rear boundary at the far end of the plot. They are a suitable distance from the proposed works and are unlikely to be affected. Their statutory protection is sufficient to ensure their retention.

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 dwelling would change from three bedrooms to four bedrooms. Under the Residential Parking Standards SPD, three on plot parking spaces are required. The frontage is capable of accommodating this level of provision even with the loss of the garage, and the submitted site plan illustrates on plot spaces within the forecourt. No parking or highway safety concerns arise.

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, by reason of their combined height, depth and forward front projection together with the use of prominent front gables, areas of large glazing and contemporary detailing, would create a visually dominant dwelling that appears disproportionate for its plot and out of keeping with the established pattern of development on Maddoxford Lane. The development 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 height, depth and proximity to the western boundary, would have an overbearing effect on the adjacent property at 29 Maddoxford Lane and would result in an unacceptable loss of light and outlook. The proposal would therefore cause unacceptable harm to neighbouring residential amenity, 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 ☒