

DELEGATED OFFICER REPORT

Application Ref: F/25/99638

Site Address: 2 WESTERN ROAD, WEST END, SOUTHAMPTON, SO30 3EL

Case Officer: Gregg Chapman

Description: Erection of 1.no 3 bedroom dwelling

Particular Site Constraints?	Yes ☒	No ☐
Southampton Airport Safeguarding Zone Solent Mitigation and Disturbance Zone New Forest SC Disturbance Zone Tree Preservation Order Within Urban Edge		

Planning History?	Yes ☒	No ☐
H/24/98284 - Two storey front extension, hipped to gable roof alteration with 2.no dormers to the front and 1.no dormer to the rear, a single storey side/rear extension to replace existing garage, and external alterations – Approved, February 2025		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations	4 letters, Objection to the application as originally submitted. - Concern that the plot is being piecemeal developed rather than comprehensively, resulting in a dwelling wedged in to a constrained space. - The proposed dwelling would create a tall, blank wall for around appearing overbearing and incongruous. - Significant adverse impact on the amenity of No. 4 Western Road due to loss of light and outlook; a 45-degree assessment from eaves height would show material overshadowing to ground-floor bedrooms and kitchen. - Structural concerns raised regarding the integrity of the existing single-skin retaining wall (already cracked) and surface-water drainage through it; party wall implications highlighted. - Proposal considered contrary to Policy 59.BE (now Policy DM1) due to its mass, scale, design and siting not respecting site context, and inconsistent with the HEWEB 7 Character Area Appraisal in terms of roofline orientation and relationship to the landform. - The proposal introduces a second dwelling within what was intended to be the garden of the approved new house, resulting in cramped overdevelopment out of keeping with the area. - The existing house would be left with a minimal garden area constrained by several TPO-protected trees, likely leading to future pressure to fell or prune these trees. - The proposal would require both houses to share a single access from Western Road, reducing off-street parking for the existing dwelling and increasing parking demand. - On-street parking is already heavily restricted by double yellow lines and limited visitor spaces, leading to congestion and potential obstruction for emergency vehicles.		

	- Highway safety concerns raised regarding restricted visibility for vehicles exiting driveways opposite, creating blind spots and danger for cyclists and motorbikes. - The second dwelling would sit close to neighbouring boundaries and, in combination with boundary treatments, cause loss of privacy, overshadowing, and overbearing impact, particularly on 4 Western Road. - The site is being developed for commercial gain, contrary to the original approval which described a single “forever family home”. Following the submission of amended plans, one letter of amended objection; - No objection to the revised dwelling following reduction in height and amended location. - Objection to garage structure the subject of previous application.
Parish Council	No response received
Trees	No objection, subject to condition
Ecology	- Proposal is a self build and therefore exempt from BNG. - Proposal shows loss of hedgerow. Requires mitigation. - Other mitigation for bats and birds noted, with recommendations. - Working methods in Ecological Appraisal must be adhered to. - Soil infiltration testing needed for any soakaway.

Site Visit:	Yes ☒	No ☐
Details: 8 th September 2025		

Policy: National Planning Policy Framework Planning Practice Guidance Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> - S1 (Delivering sustainable development) - S2 (Approach to new development) - DM1 (General criteria for new development) - DM2 (Environmentally Sustainable Development) - DM6 (Sustainable surface water management and watercourse management) - DM11 (Nature conservation) - DM13 (Transport) - DM14 (Parking) - DM23 (Residential development in urban areas) - DM29 (Dwellings with higher access standards) - DM30 (Internal space standards for new residential development) Supplementary Planning Documents: - Quality Places - Residential Parking Standards - Trees & Development - Biodiversity
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Assessment:

Principle of Development

Within the urban edge, the principle of development is acceptable. Development is expected to meet the policies within the local plan, most notably policy DM1 which sets out the general criteria for new development.

Design, Appearance and Layout

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 neighbouring, and be compatible in terms of mass, scale, layout density, design and siting.

The site sits within, although at the north eastern edge, of Character Area HEWEB 7 within the Character Appraisal SPD for Hedge End, West End and Botley. Buildings are identified as being of one, one and a half, and two storey height, with varying facades, with the use of brick walls and tile dormer/gabled roofs. The guidance contained therein is that development should maintain the predominant orientation of ridgelines in the existing development relative to the slopes on Western Road and Southern Road, and retain the grass verges.

The application site slopes up from Western Road, so that there is an increase in height from north to west across the site. There is also a level change from east to west, with the existing dwelling on site (at the corner of Western Road and Telegraph Road) being a one and a one and a half storey home (recently extended and altered under application H/24/98284) located on higher ground, and the neighbouring dwelling, 4 Western Road which is also a one and a half storey property (extended under application F/12/71204), being sited on lower ground (with a step down from a retaining wall). The site is also vegetated, with TPO trees and frontage planting that provide some screening of the site.

The proposal is for the erection of a one and a half storey infill dwelling that would utilise the existing access with two parking spaces proposed to the west of it. It is proposed to have a front facing gable (reduced in height from the form originally submitted), with a contemporary gable feature frame. The main ridge line is proposed to run parallel with Western Road. The proposed materials are white render, timber cladding, slate effect roof and grey UPVC windows.

As originally submitted, the proposed dwelling was positioned close to the boundary with 4 Western Road. Following the submission of amended plans, the dwelling has been repositioned further away from this boundary and closer to the existing dwelling on the site. The revised layout provides an appropriate degree of separation between the proposed and neighbouring properties. Combined with its suitable design, reduced height, and the lowered ground levels, the proposal is considered to be in keeping with the surrounding pattern of development and to have an acceptable relationship with neighbouring dwellings.

Trees are to be protected during construction, and the parking area is to be constructed of cellular confinement (as amended), so that there would not be harm to the trees (the Tree Officer has no objection).

The amended proposal respects the character and appearance of the locality in accordance with Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) and the design guidance contained in the Hedge End, West End and Botley Character Area SPD (HEWEB 7).

Proposed Living Standards

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 residential amenities of both new and existing residents.

To ensure adequate internal living standards are met the Local Planning Authority assess the measurements of space against the 'Nationally Described Space Standards' (NDSS). Policy DM30 of the Local Plan requires that all new dwellings meet the NDSS as a minimum.

The application proposes a two-storey 3no. bedroom dwelling with approximately 150 sqm floor space, whereby the NDSS requires 102 sqm. From the plans submitted, the proposed dwelling accords with national and local policy with the internal floor space.

In addition, and as set out within the Council's Quality Places Supplementary Planning Document (SPD), the garden size for new residential development must be at least 90 sqm (60% of the floor space of the host dwellinghouse). The SPD advises that this is an absolute minimum and that a larger area may be required where there is excessive shading from trees, structures and orientation.

From the submitted plans, the proposed outdoor private amenity space is approximately 196 sqm which exceeds the floorspace of the dwelling and is notably in excess of the required standard. However, a proportion of the rear garden would be shaded by trees and the dwelling itself, part of the front garden area would be shaded by trees/vegetation, and the space to the side of the dwelling would be too narrow to be of significant value for amenity use. Where a rear garden is north facing, which this is, the SPD advises that the rear garden should be in excess of 12m. It is 9m. The proposal is contrary to the SPD guidance in this respect, however, as a result of the large overall overprovision of amenity space (130% of dwelling floorspace against a 60% requirement) and the presence of both front and rear space which will receive sunlight for proportions of the day, it is considered that the amenity space will be of an overall, on balance, acceptable standard and will accord with policy intentions of policy DM1 of the EBLP and the provisions of the SPD.

Neighbouring Amenity

Policy DM1 of the Eastleigh Borough Local Plan 2016–2036 requires that all new development should avoid having an unacceptable impact on the residential amenities of both new and existing residents, and should, where possible, enhance them.

4 Western Road is the nearest residential neighbour. It is at a lower level (approximately 1.3 metres step down), with retaining wall, and is approximately 3.7 metres distant from the proposed dwelling. The proposed dwelling would present a flank wall of approximately 4.7 metres in height to the eaves (at increased height). The ridge, which is pitched away from 4 Western Road is 6.6 metres in height. This height/bulk does not project beyond the forward wall or rear wall of 4 Western Road.

From the plans submitted with application F/12/71204 no. 4 Western Road has two ground floor bedrooms with side facing windows. However, these are (from the plans) evidently higher level secondary windows to a front facing bedroom and an en-suite window. The predominant outlook is to the front and rear. There is also a single rooflight, serving bedroom 2. This is the sole window serving the bedroom. However, it is a rooflight, thereby offering upward views, and being within the roof, is higher, and would not be significantly effected by shadow. There are no windows within the side elevation of the proposed dwelling, so there would not be any overlooking pressure. Whilst the proposed development would be apparent from windows at 4 Western Road, it is considered that there would not be significant harm to the amenities of residents from a loss of light or overlooking that would reduce their amenities to a level below which could be reasonably be expected, or thus warrant refusal of the application

To the rear of the site is 16 Telegraph Road. The proposed dwelling would look towards this at a distance of approximately 19 metres for the rear facing bedroom 2, and 15.8 metres for the nearer en-suite window. Some screening is offered by the offsite tree within the rear garden of 16 Telegraph Road. Views would not be directly into habitable rooms, but would be available of the rear garden space immediately outside of the dwelling (indicated as of increased importance in terms of garden within the Quality Spaces SPD). It is, however, noted that the existing dwelling at the site also has rear facing windows that looks, at closer quarters, towards this space. It is considered, by virtue of the separation distance, the use of conditions for obscure glazing for the en-suite, and restricting further windows/changes, that the proposed development could be introduced without significant additional impact to the amenities of 16 Telegraph Road that could warrant refusal of the application.

It is considered that no other neighbouring properties would be significantly detrimentally affected by the proposed development. 1A Western Road on the opposite side of the road is significantly separated from the proposed dwelling including by its own set back from Western Road, and in any event the separation is also across the public realm, and not to private amenity areas.

As a result of the separation distances between dwellings and proposed window positions, it is considered that the proposed development would not cause significant harm to amenity from overlooking, overshadowing or overbearing impact sufficient to warrant refusal of the application. The proposal complies with policy DM1 of the EBLP.

Parking and access

Policy DM13 of the Eastleigh Borough Local Plan (2016-2036) requires that development is or could be well served by public transport, cycling and walking and it includes measures which minimise its impact on the existing highway network. Policy DM14 of the same Plan requires that an appropriate level of car parking be provided in accordance with the Council's adopted standards. The policy provisions are consistent with the requirements of the NPPF.

The proposed dwelling would be served by the existing access and would provide two car parking spaces (to the west of the access where there is not currently hard standing), for the three bedroom dwelling. This is in accordance with the council's Residential Parking SPD, and whilst third party concerns are noted regarding parking stress and the potential for indiscriminate parking (parking in the area is otherwise unrestricted), as the proposal meets standards, this cannot justify a refusal. The existing dwelling access and parking provision would not be impacted.

Conditions requiring the driveway/access layout to be provided and maintained together with visibility splays, and the provision and retention of parking spaces, are to be imposed, as is a requirement for a construction management plan. This can ensure compliance with policy DM13 of the EBLP.

Drainage

Policies DM3 and DM6 of the Eastleigh Borough Local Plan (2016-2036) stipulate that new development must provide sustainable drainage systems (SuDs) wherever feasible, naturalised filtration should also be included.

A suitable SuDS drainage system (permeable gravel and a soakaway) is proposed. The Council's Ecologist advises that soil testing may be required in respect of the soakaway. Whilst this is noted such drainage matters are addressed through Building Control legislation.

Ecology

Policy DM11 requires planning applications, to protect, conserve and enhance all international, national and local nature conservation designations; and networks of natural habitats and features, including the Local Ecological Network, Priority Biodiversity Areas and Priority Biodiversity Links, watercourses, wetland complexes, woodland trees, and trees and hedgerows important to biodiversity and local character; and facilitate their adaptation to climate change wherever possible; and seek a net gain of biodiversity on all development sites.

- Protected Species

The application is accompanied by a Biodiversity Checklist which identifies the proximity to the bat and bird boxes installed under application H/24/98284. Initially the Preliminary Ecological Appraisal (PEA1) which accompanied application H/24/98284 was submitted. A follow up PEA (PEA2) was submitted that related to the proposed development. The survey identified limited potential for use of the site by foraging and commuting bats, hedgehogs, reptiles, and nesting birds, but no evidence of roosting bats, badgers, dormice, great crested newts, or other protected species.

The report recommends standard mitigation measures to avoid ecological harm, including adherence to best practice pollution control methods during construction, the use of bat-sensitive lighting, vegetation clearance outside the bird nesting season (or following an ecologist's check), and careful site clearance to avoid harm to reptiles and hedgehogs.

The Council Ecologist reviewed the submission, agreeing with the conclusions, but noting that a (recently planted) hedgerow would be removed.

The appraisal also identifies opportunities to deliver biodiversity enhancement through the installation of integrated bat and bird boxes and bee bricks. Subject to a condition securing the implementation of these mitigation and enhancement measures and a landscaping scheme to include new planting, the proposal is considered to have an acceptable impact on ecology and to comply with Policy DM11 of the EBLP and the requirements of the National Planning Policy Framework.

- Biodiversity Net Gain

This application is exempt from the 10% statutory biodiversity net gain requirement as a self-build and custom build application.

- SPA Mitigation

The Council, as the responsible body for Habitats Regulations Assessment (HRA), must ensure as part of a planning application that a development will not have an adverse impact upon any European protected sites, and specifically in this case, the European protected Solent Complex (SPA, SAC and Ramsar sites), River Itchen (SAC) and New Forest National Park (SPA, SAC and Ramsar sites). It is recognised that the addition of residential development would have an adverse impact upon the surrounding designated European protected sites.

Recreational Disturbance

The site is within both the 5.6km catchment area for the Solent Special Protection Area and Ramsar Site and the 13.8km catchment area for the New Forest Special Protection Area. It is recognised that new housing developments within these catchment areas are likely to result in additional visitors to these protected sites. To mitigate for these impacts the developer has paid a contribution towards the Council's New Forest Mitigation Strategy (which provides Suitable Alternative Natural Green Spaces within the borough and funds a ranger post within the New Forest) and the PfSH Solent Mitigation Strategy (Bird Aware).

Nutrients

The site is within the impact zone for nitrogen, which has been shown to have a determinantal impact on the water quality of the River Itchen/ Southampton and Solent Water Special Protection Area. A nutrient budget has been submitted for the development, which shows a positive output for nitrogen. In response, the Applicant intends to use the Eastleigh Borough Council nitrates scheme to mitigate for the increase in these nutrients and this will be secured by a pre- occupation condition.

Habitat Regulations Assessment

An appropriate assessment under the habitat regulations has been completed for the development and Natural England have confirmed that the Council's nitrates mitigation is acceptable. Natural England are comfortable with the Solent Recreation Mitigation Strategy but have objected to the Council's New Forest Mitigation Strategy. However, the Local Planning Authority, as competent authority, is content that the New Forest Migration Strategy is acceptable and delivers the appropriate levels of mitigation. The formal twenty one day notification of permission has therefore been given to Natural England and a condition has been added so that work does not start in this period.

On this basis the proposal is unlikely to have a detrimental impact on the Special Protection Areas, either in terms of recreational disturbance or an increase in nutrients.

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.

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

Planning Balance and Conclusion

The site lies within the defined urban edge where the principle of new residential development is acceptable.

The proposal has been amended during the course of the application to reduce the overall height and massing of the dwelling and reposition it further away from the boundary with 4 Western Road. The resulting scheme would deliver a modest three-bedroom dwelling that meets national space standards and provides a good standard of internal and external amenity. The revised design, with its lowered ridge height, appropriate materials and orientation, and increased separation from neighbouring properties, is considered to sit comfortably within the established pattern of development and to respect the character and appearance of the surrounding area.

The development would not result in undue harm to the amenity of neighbouring occupiers, would safeguard existing trees, and would provide satisfactory parking and access arrangements. Ecological surveys confirm that the site is of low ecological value, with appropriate mitigation and enhancement measures secured by condition. Nutrient neutrality and SPA mitigation are also addressed through established strategic schemes.

The Council cannot currently demonstrate a five-year supply of housing land, and the presumption in favour of sustainable development (the “tilted balance”) therefore applies. The proposal would contribute positively, albeit modestly, to the Borough’s housing supply within a sustainable location, making efficient use of land. The adverse impacts identified are limited and do not significantly or demonstrably outweigh the benefits when assessed against the policies of the National Planning Policy Framework as a whole.

Accordingly, the proposal is considered to represent an acceptable form of infill residential development that accords with Policies DM1, DM2, DM6, DM11, DM13, DM14, DM23, DM29 and DM30 of the EBLP, the provisions of the National Planning Policy Framework, and the guidance contained within the Quality Places SPD and Hedge End, West End and Botley Character Area Appraisal SPD (HEWEB 7).

Conclusion:

Recommendation:

PERMIT ☒

REFUSE ☐

Comments ...