

DELEGATED OFFICER REPORT

Application Ref: F/25/100042

Site Address: 54 DENZIL AVENUE, NETLEY ABBEY, SOUTHAMPTON, SO31 5BA

Case Officer: Gregg Chapman

Description: Demolition of two flats to be replaced by a two storey pair of semi-detached dwellings and ancillary works including new (second) access.

Particular Site Constraints?	Yes ☒	No ☐
• Within Urban Edge • Bordered by Netley Recreational Ground which is designated Open Space • Adjacent to Right of Way Network.		

Planning History?	Yes ☒	No ☐
• WIR1008400000 - The erection of bungalow – Grant outline – Jan 1963 (Land adjoining) • WIR2040100000 - The conversion of 54, Denzil Avenue, Netley Abbey, into two flats – Permit – Aug 1970 • WIR2040100100 - Conversion of 54 Denzil Avenue, Netley Abbey, into 2 self-contained flats – Permit – Mar 1971		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☒
Representations:	1 letter – Comment • I note that the two parking spaces for the left hand dwelling are close to the driveway to my bungalow at 54A Denzil Avenue SO315BA. Currently there is a well constructed boundary fence which would prevent any vehicles of the inhabitants of the left hand dwelling partly protruding onto my driveway which is the only means of access to my bungalow. I feel strongly that the continued presence of this fence or it's replacement should be made a condition of approval of this application.		
Parish Council:	No Objection		
HCC Highways	No objection in principle, but clarification required on parking layout/dimensions as proposal could potentially force vehicles to encroach over the footway.		
Ramblers	Footpath 12 (Hound) runs directly along the site's NE boundary and has a recorded width of 4ft. Concern raised that the proposed parking spaces are shown without any boundary treatment next to the footpath, risking vehicle encroachment. Request that an enclosure/fence is shown on the plans and secured by condition to protect the public right of way.		
Ecology	No objection - The site was cleared before the application, so the original vegetated condition must be used as the biodiversity baseline. Bat surveys found no roosts, but precautionary measures and ecological enhancements are required, with lighting designed for bat sensitivity. The BNG metric shows a net loss, meaning off-site units/credits will be needed with evidence of ability to purchase provided before determination. Surface-water drainage details are also required.		

Site Visit:	Yes ☒	No ☐
Details: 14/11/2025		

Policy:

National Planning Policy Framework Planning Practice Guidance

Development Plan:

The Eastleigh Borough Local Plan 2016-2036 The most relevant policies are Strategic policies S1 (Delivering sustainable development) and S2 (Approach to new development); and Development Management policies DM1 (General criteria for new development); DM6 (Sustainable surface water management and watercourse management); DM11 (Nature conservation); DM14 (Parking); DM23 (Residential development in urban areas); DM29 (Dwellings with higher access standards); and DM30 (Internal space standards for new residential development).

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Character Area Appraisals.

Assessment:

Principle of Development

The site is located within the urban edge where residential development is acceptable in principle under Policies S2 and DM23 of the Eastleigh Borough Local Plan 2016–2036 (EBLP). The proposal seeks to replace two existing flats with two dwellings, and therefore does not result in an increase in residential units on the site. The redevelopment of previously developed land in a sustainable urban location is consistent with the aims of the Local Plan and the NPPF, provided the scheme accords with other relevant policies.

Character and Appearance

In assessing the impact of the proposal on the character and appearance of the area, regard is had to the requirements of Policies S1, S2, and DM1 of the EBLP, as well as guidance within the Quality Places SPD and the Bursledon, Hamble & Hound Character Area Appraisal. These policies collectively seek to ensure that new development responds positively to the local context, respects existing patterns of development, and contributes to a high-quality built environment.

The development site sits on Denzil Avenue which is a through-road from Station Road. The existing site is made up of a building (54 and 54B Denzil Avenue) which was converted to flats in the 1970s. The rear of the site accommodates a bungalow (54A Denzil Avenue) which was built in the 1960s, prior to the conversion of the main building to flats.

Denzil Avenue has some variation in dwelling design and appearance. There are some detached properties, and a couple of bungalows, but most dwellings are semi-detached with a hipped roof. One half of Denzil Avenue appears to be mostly brick, concrete tiles, brown windows and have a wide shallow front open porch; while the other half is mostly render, with a tendency for a slated roof, white or brown windows and smaller open porches to just the front door. The proposal site sits between these two halves and arguably could be read with either character but sits more obviously with the first half with a brick appearance.

The proposed design is comparable to the existing building in size but does take up a marginally larger proportion of the plot, with increased width, and depth including a single storey rear element. The proposed roof is taller than the existing roof, but has a shallow hipped roof which reflects other properties in the street. The proposed materials are red brick and composite slate. The proposed design would respect the existing character of the street and existing building, especially from the front elevation. The proposed front porch extends across the whole frontage which is commonly seen at this side of Denzil Avenue helping the scheme to assimilate with the character of the area.

In addition, the existing building line is maintained which is a key point of guidance in the Bursledon, Hamble & Hound Character Area Appraisal (BHH 3) which states development should *"Maintain the predominant plot widths and continuity in building line on Denzil Avenue and Hunt Avenue"*.

The design approach maintains key characteristics of Denzil Avenue, including the established building line, hipped roof form and use of materials. The scale and appearance are considered to sit comfortably within the varied streetscene and would not result in harm to local character. The scheme is therefore judged to comply with Policies S1, S2, and DM1 of the EBLP, as well as the relevant SPD guidance and is acceptable in terms of its impact on the character and appearance of the area.

Residential Amenity

In assessing the effect of the development on neighbouring occupiers, regard is had to Policies DM1 and DM23 of the EBLP and the guidance within the Quality Places SPD, which seek to ensure that new development does not cause unacceptable impacts through loss of light, outlook, privacy or general amenity.

The proposed replacement building is marginally larger than the existing structure, and taller, although the use of a low pitched hipped roof reduces bulk and assists in limiting visual impact. The separation distances to surrounding dwellings remain acceptable with space to the side of each dwelling (formed in part by gardens, accesses and paths) and as such the additional height and volume are not considered to give rise to significant overbearing or overshadowing effects.

The main increase in depth comes from a single-storey rear projection, which is modest in scale and positioned sufficiently away from boundaries. At a single-storey height, it would not create any overlooking or materially affect sunlight or daylight to neighbouring gardens or habitable rooms.

A condition is considered necessary to ensure that the side facing first floor windows are obscure glazed (as is shown) and non-opening up to 1.7 metres.

The proposal is considered to maintain an acceptable relationship with adjacent properties and would not result in significant harm to residential amenity. The development therefore complies with Policies DM1 and DM23 of the EBLP and the guidance contained within the Quality Places SPD.

Living Conditions

The Government's Nationally Described Space Standards (NDSS) set out minimum internal space requirements for new dwellings, including overall gross internal area, bedroom sizes, storage provision and minimum functional dimensions. Policy DM30 of the EBLP formally requires all new residential development to meet the NDSS. In addition to internal space requirements, the Quality Places SPD sets out expectations for private amenity provision and states that the rear garden of a new house should measure at least 60% of the gross internal floor area of the dwelling. This standard ensures that external space is usable, proportionate and capable of meeting the day-to-day needs of future occupants.

The proposed dwellings at 101sqm meet the internal space requirements for a 3 bed five person dwelling, exceeding the minimum gross internal floor areas set out in the NDSS (93 sqm). The submitted plans also demonstrate that the associated private garden areas notably exceed the Quality Places SPD guideline, which requires garden space equivalent to at least 60% of internal floor area. As such, the development is considered to provide an appropriate standard of internal and external living accommodation for future occupants, in accordance with Policy DM30 of the EBLP and the Quality Places SPD.

Highway Matters

Policies DM13 and DM14 of the EBLP require that development is, or can be, well served by sustainable transport modes, minimises its impact on the local highway network, and provides an appropriate level of car parking in accordance with the Council's adopted standards.

The proposal involves the demolition of the existing two one bedroom flats and their replacement with two three-bedroom semi-detached dwellings. One of the dwellings would utilise the existing access onto Denzil Avenue, while the second dwelling would be served by a new access. Each dwelling would be provided with two on-plot parking spaces, meeting the requirements of the Residential Parking Standards SPD for a three-bedroom dwelling. Hampshire County Council (Highways) requested clarification/amendment of the parking layout for the northern plot. This was subsequently amended to provide sufficient space for two vehicles to park off street.

Comment has been received from the occupier of 54A Denzil Avenue, who raises concern that the parking spaces for the western (left-hand) dwelling are close to their driveway, which provides the sole access to their bungalow. They request that the existing boundary fence be required by condition to prevent vehicles overhanging their access. It is recognised that a clear physical boundary between the two accesses is desirable to avoid conflict and maintain safe and efficient use of both driveways. In this case, boundary treatment performs a legitimate planning function by delineating ownership and preventing overhang into the neighbour's sole access, and ensuring access for purposes of amenity/convenience, and in case of emergency ensuring safe and unobstructed access to neighbouring land in accordance with Policy DM13 of the EBLP. For these reasons, a condition will be imposed requiring the installation and retention of appropriate boundary treatments in accordance with the amended drawing that has been provided to show boundary treatment in the location sought. This approach is justified, proportionate, and directly related to ensuring the satisfactory functioning of the development in accordance with the aims of policy DM13 of the EBLP.

The proposal provides an appropriate level of on-plot parking for two three-bedroom dwellings and would not result in any material increase in parking demand or adverse impact on the local highway network. HCC has raised no objection in principle, and the matters identified relate only to clarification of the detailed layout, which has been addressed. The concerns raised by the neighbouring occupier at 54A Denzil Avenue can be suitably mitigated through a boundary treatment condition to ensure safe and clear operation of both accesses. Subject to these measures, the development is considered acceptable in highway and parking terms and compliant with policies DM13 and DM14 of the EBLP.

Drainage

Policies DM3 and DM6 of the EBLP stipulate that new development must provide sustainable drainage systems (SuDs) wherever feasible, naturalised filtration should also be included. The Council's Ecologist advises that further information should be provided in this respect. Whilst this is noted such drainage matters are addressed through Building Control legislation, and where the site is not in a flood zone (from any source), site drainage is not considered to be an overriding constraint to development whereby further could reasonably be sought.

Ecology and Biodiversity Net Gain.

Policy DM11 of the EBLP 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.

An Ecological Impact Assessment and supporting bat surveys have been submitted. Although the existing building was assessed as having low–moderate bat roost potential, no roosting bats were recorded during emergence surveys. As internal access could not be fully achieved, an informative will advise that works must cease and Natural England be contacted should bats be encountered. The proposed lighting approach and ecological enhancements outlined within the assessment are considered appropriate and will be secured by condition, ensuring compliance with EBLP policy DM11.

The Council's Ecologist has confirmed that the site was cleared prior to submission and that, in accordance with the Environment Act 2021, the pre-clearance baseline must be used for Biodiversity Net Gain (BNG) calculations. The Small Sites Metric submitted with the application correctly adopts this baseline; however, the post-development position results in a net loss of habitat and hedgerow units and does not achieve the required minimum 10% net gain. The applicant has indicated their intention to address the very minor identified shortfall through the purchase of off-site biodiversity units or statutory credits, which can be secured through condition.

In conclusion, subject to the recommended conditions and informative, the development is considered to be capable of meeting the relevant ecological and biodiversity requirements of the EBLP, and no objection is raised on these matters.

- SPA Mitigation

The proposal does not result in an increase in the number of units of overnight accommodation, and 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.

Other Matters

- There will be no adverse impact upon trees or other natural features worthy of retention.

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 (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 aims for the need for housing to be met, and policy S2 of the Local Plan sets a target for 14,580 dwellings to be provided by 2036. 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

and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.

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

The Council cannot currently demonstrate a five-year supply of deliverable housing sites, and therefore the presumption in favour of sustainable development is engaged under NPPF paragraph 11(d). Although the proposal does not increase the number of dwellings on the site, it would replace older accommodation with two modern family homes in a sustainable location within the built up area, contributing positively, albeit modestly, to housing provision at a time of undersupply. The scheme represents efficient use of previously developed land and accords with the broad objectives of the NPPF.

No adverse impacts have been identified that would significantly and demonstrably outweigh the benefits when assessed against the NPPF as a whole. The development would integrate acceptably with local character, protect neighbouring amenity, provide compliant living conditions, and address technical matters—including highway impacts, ecological enhancement and biodiversity net gain—through conditions.

Conclusion:

Recommendation:	PERMIT ☒	REFUSE ☐
-----------------	---	--

Comments ...
