

CFH – Chandlers Ford and Hiltingbury Local Area Committee Wednesday 17 January 2018.

**Application Number:** H/17/81410  
**Case Officer:** Jagdeep Birk (Miss)  
**Received Date:** Sunday 3 September 2017  
**Site Address:** 45 ALEXANDRA ROAD, CHANDLER'S FORD, EASTLEIGH, SO53 2BP

**Applicant:** Mr and Mrs Everett  
**Proposal:** Two storey side/rear extension  
**Recommendation:** Refuse

## CONDITIONS AND REASONS

1. The two storey side/rear extension due to its siting, massing, scale and subsequent loss of space around the building would create an unattractive and incongruous feature at odds with the appearance of the host dwelling and neighbouring properties and detrimental to the character and pattern of development within the locality. The proposal is contrary to, the NPPF, saved policy 59.BE of the Eastleigh Borough Local Plan Review 2001-2011, policy DM1 of the Submitted Eastleigh Borough Local Plan 2011-2029, July 2014, Quality Places SPD (2011), Chandler's Ford and Hiltingbury Character Area SPD (2005).

2. The two storey side/rear extension due to its siting, massing and scale, would result in an unacceptable loss of amenity, visual outlook and light enjoyed by the occupiers of 43 Alexandra Road. The proposal is contrary to, saved policy 59.BE of the Eastleigh Borough Local Plan Review 2001-2011, policy DM1 of the Submitted Eastleigh Borough Local Plan 2011-2029, July 2014, Quality Places SPD (2011).

Note to Applicant: The application was refused following the assessment of the following plans: 17/3147/LB01, 17/3147/P01, 17/3147/S01, 17/3147/P02, 17/3147/EX01.

In accordance with paragraphs 186 and 187 of the National Planning Policy Framework, Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve, whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner.

Report:

This application has been referred to Committee because the immediate adjoining neighbour is a Council employee.

### **Description of Application**

1. Two storey side/rear extension which will extend 4 metres in width, project 6.2 metres in depth. The height at the front elevation will be 7.4 metres which will reduce to 6.8 metres.

### **Topography**

2. There is a noticeable difference in site levels on Alexandra Road, however on approaching the site the highways is relatively flat and level.

### **Boundary Treatment**

3. Approximate two metre tall fence and hedging at the rear.

### **Site Characteristics**

4. The application site contains a detached two storey dwelling of neo-Georgian style. There is a single storey pitched roof garage which sits at the side and extends beyond the depth of the host dwelling, at the rear there is a single storey rear extension. There is off road parking for 1-2 vehicles and an area of soft landscaping.

### **Relevant Planning History**

5. 33 Alexandra Road – Two storey side extension F/06/57739, refused and appeal dismissed (APP/W1715/A/2035777)

### **Representations Received**

6. One representation received:
  - Plans are inaccurate, the distance between the houses is 0.84m not 1.3m
  - Overshadowing and reduced daylight
  - Extension will cause a terracing effect
  - Roof and gutters will overlap making them unsightly and impossible to maintain
  - Noise nuisance from side door.

### **Policy Context: Designation Applicable to Site**

- Within Built-up Area Boundary
- Within Established Residential Area

### **Development Plan Saved Policies and Emerging Local Plan Policies**

7. Eastleigh Borough Local Plan Review 2001-2011 saved policy: 59.BE, 104.T.
8. Submitted Eastleigh Borough Local Plan 2011-2029, July 2014 policy DM1, DM24.
9. The Submitted Local Plan comprises: the Revised Pre-submission Eastleigh Borough Local Plan 2011 - 2029, published February 2014; and the Schedule of Proposed Minor Changes, submitted to the Secretary of State in July 2014.

### **Supplementary Planning Documents**

10. Supplementary Planning Document: Quality Places (November 2011)  
Residential Parking SPD (2009) 18  
Supplementary Planning Guidance:  
Chandler's Ford and Hiltingbury Character Area (2005)

### **National Planning Policy Framework**

11. The National Planning Policy Framework (NPPF) states that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Para 14 sets out a general presumption in favour of sustainable development and states that development proposals which accord with the development plan should be approved without delay. Where the development plan is absent, silent, or relevant policies are out-of-date planning permission should be granted unless the adverse impacts of the development would outweigh the benefits; or specific policies in the Framework indicate development should be restricted (paragraph 14). Local plan policies that do not accord with the NPPF are now deemed to be "out-of-date". The NPPF requires that due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF. In other words the closer the policies in the plan accord to the policies in the Framework, the greater the weight that may be given.
12. Paragraph 56 of the National Planning Policy Framework states that "The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people."
13. Paragraph 64 states that "Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions."

## **National Planning Practice Guidance**

14. Where material, this guidance should be afforded weight in the consideration of planning applications.

### **Policy Commentary**

15. The above policies and guidance combine to form the criteria against which this application will be assessed with particular regard to residential amenity, highway matters, trees, street scene and character of the area.

### **Assessment of Proposal: Development Plan and / or Legislative Background**

16. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:-

*"If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."*

### **Principle, Impact upon the Character and Appearance**

17. Saved policy 59.BE of the Local Plan requires development to take full and proper account of the context of the site including the character and appearance of the locality and be appropriate in mass, scale, materials, layout, design and siting. It also requires a high standard of landscape design, have a satisfactory means of access and layout for vehicles, cyclist and pedestrians, make provision for refuse and cycle storage and avoid unduly impacting on neighbouring uses through overlooking, loss of light, loss of outlook, noise and fumes.
18. Policy DM1 of the Revised Pre-Submission Eastleigh Borough Local Plan 2011-2029 requires development to take full and proper account of the context of the site including the character and appearance of the locality. This requirement is reiterated within the guidance contained within the Council's adopted Quality Places Supplementary Planning Document, as well as in the NPPF which states that "permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions" (paragraph 64).
19. The Quality Places states that the proportions of a building consist of the position and relative size of the different elements of the building when viewed from outside. When the proportions are right, none of the elements appear out of synch with the others. Further to which the SPD states that alterations to the front elevations must be carefully considered owing to the potential impact to the original dwelling and the streetscene.

20. The application site lies within the Scantabout and Peverells Wood character area as identified in the Chandlers Ford and Hilingbury Character Areas Supplementary Planning Document adopted in January 2005.

The guidance for this area advises development proposals should ensure that:

- the style and design of any new building work, including extensions, is compatible with the character of good quality adjacent properties
- sufficient garden depth and area is retained by existing or replacement dwellings, commensurate with their size and character, which can accommodate appropriate tree planting in keeping with the character of existing plots.

21. Alexandra Road is rather unique in its built form with two distinct property styles; neo-Georgian with detached pyramid roof garages at the side, and gable end dwellings with tile hanging at first floor. The houses are set back with off road parking and front garden with soft landscaping and grass verged pavements.

22. The application is seeking consent for a two storey side /rear extension to create a playroom, utility room and enlarged shower at ground floor and a large bedroom with an en-suite at first floor as part of an adaption to the property owing to the applicant's personal circumstances. While the Local Planning Authority sympathises with the applicant's circumstances and support the principle of adaption of a dwelling in response to the needs of the applicant, such adaptations do not automatically outweigh all other material considerations. An assessment of the impact of the proposal on the site and its surrounding is therefore necessary.

23. Though there are a few dwellings which have been extended as proposed by the application the site circumstances are different. These particular dwellings occupy larger plots where the resultant bulk and mass sits comfortably with the plots and have had little impact upon the streetscene. It is noteworthy that these extensions were approved prior to the adoption of the character area appraisal.

24. There is a strong rhythm in the pattern of development which is reinforced by the designation of the area within the Chandler's Ford and Hilingbury Character Areas SPD. This particular section of Alexandra Road has maintained the original built form of the dwellings, the pyramid roofed garage are of identical proportions and their siting allow for a reasonable level of separation and maintains the 'open character'. An appeal was dismissed at 32 Alexandra Road for a similar proposal where officers considered that the extension would change the proportions of the dwelling and close the gap between the houses, thus resulting in harm to the character of the area. The Planning Inspectorate subsequently dismissed the appeal concurring with the officer's reason for refusal. The two-storey nature of the new addition would be clearly at odds with the distinctive arrangement of other properties nearby, as described above. As a result, the rhythm of development within the street would be disrupted and the degree of separation between the subject property

and its neighbour would be markedly reduced. Given the street's established character, the resulting effect would appear incongruous and out of keeping.

25. The two storey side/rear extension due to its siting, massing, scale and subsequent loss of space around the building would create an unattractive and incongruous feature at odds with the appearance of the host dwelling and neighbouring properties and detrimental to the character and pattern of development within the locality. The proposal is contrary to, the NPPF, saved policy 59.BE of the Eastleigh Borough Local Plan Review 2001-2011, policy DM1 of the Submitted Eastleigh Borough Local Plan 2011-2029, July 2014, Quality Places SPD (2011), Chandler's Ford and Hilingbury Character Area SPD (2005).

### **Residential Amenity**

26. The Quality Places SPD requires proposals to take into account the relationship between neighbouring properties to ensure a reasonable level of daylight is achieved, and that a high standard of privacy is required when extending at the rear.
27. Only a small element of the two storey extension would be visible to the occupiers of number 47 and the 12 metre separation distance is more than adequate to mitigate any harm to these neighbours amenity.
28. Replicated within the Quality Places SPD is guidance provided in the BRE report Site Layout Planning for Daylight and Sunlight – a Guide to Good Practice published in 2002 on assessing impact of developments on daylight and sunlight on neighbouring properties. This is known as The 45-degree test. The extension will be sited on the boundary with 43 Alexandra Road, where the existing garage extends further to the rear than number 43 by 6 metres, and the pitched roof profile is of considerable bulk and mass. The test has been applied to establish the impact upon the amenity of the occupiers. At the rear ground floor at number 43 there is a patio door that serves the lounge and at first floor there is a window which serves a bedroom. As both these windows serve habitable rooms the development would be visually dominant and the daylight enjoyed by no.43 would be detrimentally affected given the close proximity of the extension. Having applied the test it clearly demonstrates that the outlook and daylight would be unduly compromised, to such a degree that the proposal would impact upon the private amenity of the neighbours.
29. The two storey side/rear extension due to its siting, massing and scale, would result in an unacceptable loss of amenity, visual outlook and light enjoyed by the occupiers of 43 Alexandra Road. The proposal is contrary to, saved policy 59.BE of the Eastleigh Borough Local Plan Review 2001-2011, policy DM1 of the Submitted Eastleigh Borough Local Plan 2011-2029, July 2014, Quality Places SPD (2011).

### **Other material considerations**

30. Also of relevance is the Submitted Eastleigh Borough Local Plan 2011 - 2029, July 2014. While not adopted it does carry some but limited weight by virtue of having undergone extensive public consultation and was the latest formal plan as the intended replacement of the current local plan's. With regards to this application, the new policies essentially echo those of the current plan and are not considered to affect the recommendation put forward.

### **Conclusion**

31. In light of the assessment above, the proposed development is considered to be contrary to the National Planning Policy Framework, saved policy 59.BE of the saved Local Plan Review 2001-2011, policy DM1 of the Submitted Eastleigh Borough Local Plan 2011-2029, July 2014, Quality Places SPD (2011), Chandler's Ford and Hiltingbury Character Area SPD (2005), the recommendation is to refuse.



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**45 Alexandra Road**

Title:

Scale:  
1:1250  
Map Ref:  
**SU4421NE**  
Date:  
**29/12/2017**

