

**Planning and Rights of Way Panel 14<sup>th</sup> December 2021**  
**Planning Application Report of the Head of Planning & Economic Development**

<b>Application address:</b> 217 Bassett Avenue, Southampton			
<b>Proposed development:</b> Erection of a single-storey rear extension (resubmission: 21/00860/FUL)			
<b>Application number:</b>	21/01383/FUL	<b>Application type:</b>	FUL
<b>Case officer:</b>	Anna Coombes	<b>Public speaking time:</b>	5 minutes
<b>Last date for determination:</b>	Extn of time: 21.12.2021	<b>Ward:</b>	Bassett
<b>Reason for Panel Referral:</b>	Ward Cllr referral	<b>Ward Councillors:</b>	Cllr Les Harris Cllr Beryl Harris Cllr John Hannides
<b>Referred to Panel by:</b>	Cllr B Harris	<b>Reason:</b>	Overdevelopment Out of character Overshadowing
<b>Applicant:</b> Mr and Mrs Ram Biring		<b>Agent:</b> Mr Robert Narramore BPS Design Consultants Ltd	

<b>Recommendation Summary</b>	Conditionally approve
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<b>Community Infrastructure Levy Liable</b>	Not applicable
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**Reason for granting Permission**

The development is acceptable considering the policies and proposals of the Development Plan as set out within the Officer's Report. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by the National Planning Policy Framework (2021).

<b>Appendix attached</b>			
1.	Development plan policies	2.	Planning History

**Recommendation in Full**

Conditionally Approve

## **1. The site, its context and background to the scheme**

- 1.1 The application site contains a two-storey, detached family dwelling house on a large corner plot. The property fronts onto Bassett Avenue, at the corner of Bassett Avenue and Saxholm Way, in a residential area characterised by large, detached dwelling houses of varying styles.
- 1.2 The local ground levels drop by approximately 1m from the rear elevation of the dwelling down to the rear garden boundary. The existing boundary between the application site and immediately neighbouring property No.215 Bassett Avenue is formed of a timber fence and is further screened by tall mature planting along this boundary within the application site.
- 1.3 The application property has been previously extended with single storey side and rear extensions and a rear conservatory adjacent to the boundary with No.215 Bassett Avenue.

## **2. Proposal**

- 2.1 The proposal is for a single storey rear extension, replacing the existing conservatory, which would measure approximately 4.0m high and 10.0m in length.

## **3. Relevant Planning Policy**

- 3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (as amended 2015), the City of Southampton Core Strategy (as amended 2015) and the City Centre Action Plan (adopted 2015). The most relevant policies are set out at ***Appendix 1***.
- 3.2 Saved Policy SDP1 (Quality of development) of the Local Plan Review seeks development that would not unacceptably affect the health, safety and amenity of the city and its citizens. Policies SDP7 (Context) and SDP9 (Scale, massing and appearance) of the Local Plan Review, policy CS13 (Fundamentals of Design) of the Core Strategy, and policies BAS1 (New Development) and BAS4 (Character and Design) of the Bassett Neighbourhood Plan, assesses the development against the principles of good design and seek development which respects the character and appearance of the local area. These policies are supplemented by design guidance and standards set out in the Residential Design Guide SPD, which seeks high quality housing, maintaining the character and amenity of the local area.

## **4. Relevant Planning History**

- 4.1 There is an extensive planning history for this site. A full history is included in ***Appendix 2***.

- 4.2 A recent application for a much larger single storey rear extension, of approximately 18m in length to form an annexe, was refused under delegated powers in July 2021 under ref: 21/00860/FUL. This was due to the impact on the character of the area, the impact on the amenity of residents of No.215 Bassett Avenue, and for the poor residential for existing host dwelling and the proposed annexe. The full reasons for refusal are set out in **Appendix 2**.
- 4.3 A single storey side extension to form a garage was conditionally approved in January 2021 under ref: 20/01679/FUL and has been constructed on site. This application was seeking minor changes to a previously approved scheme in 2016 under ref: 16/00572/FUL.
- 4.4 Prior to this, 2 applications were refused in 2018 for a two-storey rear extension and dormer window (September 2018, ref: 18/01126/FUL) and a part two-storey, part single-storey side extension, two-storey rear extension and rear dormer window (April 2018, ref: 18/00374/FUL). These applications were refused due to their impact on the character of the area and their impact on the amenity of neighbouring residents.
- 4.5 In 2011, permission was granted for a single storey rear extension and demolition of the existing garage (January 2011, ref: 10/01671/FUL), and for a rear conservatory and detached double garage (September 2011, ref: 11/00680/FUL).

## **5. Consultation Responses and Notification Representations**

- 5.1 Following the receipt of this planning application, a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners. At the time of writing the report **3 representations** have been received, including an objection from Ward Cllr B Harris. The following is a summary of the points raised:
- 5.1.1 The proposal results in overdevelopment of the property and is not in keeping with the character of the area. The proposal forms a large and overbearing addition to the rear of the property.  
**Response**  
**The visual impact of the proposal is discussed further below in Section 6 Planning Considerations.**
- 5.1.2 Overshadowing and overbearing impacts to neighbouring property No.215 Bassett Avenue.  
**Response**  
**The impact of the proposal on the amenity of neighbouring residents is discussed further below in Section 6 Planning Considerations.**
- 5.1.3 Any extension should ensure there is no entrance or exit from Saxholm Way to the premises and should remain ancillary to the main building.  
**Response**

**The current proposal is an extension of the host dwelling that remains integral to the main living environment. It does not form an annexe, or separate unit of accommodation, and does not affect the existing site access.**

## **5.2 Consultation Responses**

5.2.1 Cllr B Harris – Request referral to PROW panel. The impact on the neighbouring property is still substantial, over shadowing will have an impact along with over development and out of character with the area.

### **Response**

**The impact of the proposal on the amenity of neighbouring residents and the visual impact of the proposal are discussed further below in Section 6 Planning Considerations.**

5.2.2 CIL Officer – The proposal is not CIL liable.

## **6.0 Planning Consideration Key Issues**

6.1 The key issues for consideration in determining this planning application are:  
1. Impact on neighbouring residents and;  
2. Impact on the character and appearance of the local area.

### **6.2 Impact on Residential Amenity**

6.2.1 The application site is bordered by No.215 Bassett Avenue to the South and No.3 Saxholm Way to the West. Both neighbours have objected. No.215 Bassett Avenue is the most affected property, given the location of the proposed extension adjacent to this side garden boundary, however this impact has been assessed and would not be harmful to the amenity of neighbouring residents.

6.2.2 The distance from the proposed extension to the side gable wall of No.3 Saxholm Way is approximately 14.7m, which comfortably exceeds our minimum back-to-side separation distance of 12.5m given in section 2.2.7 of the Residential Design Guide SPD (RDG). There are no side-facing windows to the eastern elevation of No.3 Saxholm Way. At this distance, and given the single-storey scale of the proposal and orientation of this neighbouring property to the West, the impact of the proposal on the amenity of residents of No.3 Saxholm Way is not considered to be harmful.

6.2.3 The proposal is located to the North of the side garden boundary with No.215 Bassett Avenue, replacing the existing conservatory and extending a further 4.5m along the boundary (to a total depth of 10.0m). It is noted that the situation on the ground is not actually as pronounced as it is shown on the submitted Block Plan, as the existing two-storey rear extension to No.215 Bassett Avenue has not been shown on the Ordnance Survey Plan. The proposal would project approximately 6.5m beyond the rear elevation of this neighbouring property. The height of the proposed extension would be approximately 2.8m to the eaves, then utilising a hipped roof shape sloping

away from the boundary from the eaves up to the overall 4m roof height at the crown, in order to reduce the visual impact of the extension.

- 6.2.4 There are no windows proposed to the side elevations of the proposed extension and the intervening 2m high boundary fence will be retained in situ. There is some existing boundary planting, although it is unclear how much of this planting would be retained following the development. As such, a condition is recommended to secure further details of planting and an enhanced boundary treatment. Officers also note that the development is to the North of this neighbouring dwelling, as such it would not result in any loss of sunlight, daylight or overlooking to this neighbouring property.
- 6.2.5 The main issue to consider is the loss of outlook from the neighbouring property. The proposed extension will be larger than the existing conservatory, and therefore a noticeable addition when viewed from the neighbouring property. However it is noted that the proposal is limited to single-storey and the large garden of No.215 allows for an otherwise open and unobstructed outlook to the West from the garden and ground floor windows, so the proposal is not considered to create an unacceptably overbearing impact on this neighbouring property.
- 6.2.6 The proposal has been designed to integrate with the main ground floor living environment of the host dwelling, ensuring all habitable rooms retain good light and outlook. The retained garden area remains large with a garden depth of 14.6m and area of approximately 310sq.m, far exceeding our minimum garden sizes of 10m depth and 90sq.m in area, as given in Section 2.3.12 of the RDG.
- 6.2.7 Given the details discussed above, it is not considered that that proposed extension would result in significant overbearing, overlooking or overshadowing impacts on the amenities of nearby occupiers, nor would it harm the amenity of the occupiers of the host dwelling. On this basis the proposal is considered acceptable when assessed against saved Local Plan policy SDP1(i).

### 6.3 **Impact on Character**

- 6.3.1 Whilst the proposed single-storey rear extension would be visible in partial views from Saxholm Way, it is not considered to detract from the character of the existing property or result in an incongruous or harmful addition to the street scene. The use of a hipped roof design helps to reduce visual scale of the addition and the proposed extension would integrate with the design and materials of the existing single-storey rear and side extensions and would be proportionate with the scale of the existing dwelling.
- 6.3.2 In addition, the resulting scale and footprint of the host dwelling following the proposed addition (approximately 210sq.m) would be comparable with neighbouring and nearby large properties on Bassett Avenue and Saxholm Way, including No.3 Saxholm Way (approximately 195sq.m) and No. 215 Bassett Avenue (approximately 150sq.m), which have also been extended

over the years. As such, the extension is considered to be a proportionate addition to the existing property and would not be harmful to the pattern of development locally or to the character and appearance of the area. On this basis, the proposals are considered to be acceptable and would comply with the requirements of the relevant Development Plan policies listed above, and guidance contained within Section 12 of the NPPF.

## **7. Summary**

- 7.1 In summary, the proposals would integrate well with both the character of the property and the surrounding area. In addition, this proposal will not have a negative impact for neighbouring properties and the proposals would comply with the relevant Development Plan policies.

## **8. Conclusion**

- 8.1 It is recommended that planning permission be granted subject to the conditions set out below.

### **Local Government (Access to Information) Act 1985** **Documents used in the preparation of this report Background Papers**

1. (a) (b) (c) (d) 2. (b) (d) (g) 4.(f) 6. (a) (b)

### **AC for 14/12/2021 PROW Panel**

#### **Conditions:**

#### **01. Full Permission Timing Condition (Performance)**

The development hereby permitted shall begin no later than three years from the date on which this planning permission was granted.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

#### **02. Approved Plans**

The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below, unless otherwise agreed in writing with the Local Planning Authority.

Reason: For the avoidance of doubt and in the interests of proper planning.

#### **03. Boundary Treatment (Pre-Occupation)**

Prior to the first occupation of the development hereby approved, details of the planting and enhanced boundary treatment along the southern side garden boundary of the site shall be submitted to and approved in writing by the Local Planning Authority. The agreed planting and boundary enclosure details shall be subsequently erected before the development is first occupied and shall thereafter be retained as approved.

Reason: To protect the amenities and privacy of the occupiers of adjoining property.

**04. Materials to match (Performance Condition)**

The materials and finishes to be used for the external walls, windows (including recesses), drainage goods and roof in the construction of the building hereby permitted shall match in all respects the type, size, colour, texture, form, composition, manufacture and finish of those on the existing building.

Reason: To enable the Local Planning Authority to control the development in detail in the interest of the visual amenities of the locality and to endeavour to achieve a building of high visual quality and satisfactory visual relationship of the new development to the existing.

**05. Hours of work for Demolition / Clearance / Construction (Performance)**

All works relating to the demolition, clearance and construction of the development hereby granted shall only take place between the hours of:

Monday to Friday                                      08:00 to 18:00 hours

Saturdays    09:00 to 13:00 hours

And at no time on Sundays and recognised public holidays.

Any works outside the permitted hours shall be confined to the internal preparations of the buildings without audible noise from outside the building, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect the amenities of the occupiers of existing nearby residential properties.

**POLICY CONTEXT**

Core Strategy - (as amended 2015)

CS13 Fundamentals of Design

City of Southampton Local Plan Review – (as amended 2015)

SDP1 Quality of Development

SDP7 Context

SDP 9 Scale, Massing and Appearance

Bassett Neighbourhood Plan (Adopted 2016)

BAS1 New Development

BAS4 Character and Design

Supplementary Planning Guidance

Residential Design Guide SPD (2006)

Other Relevant Guidance

The National Planning Policy Framework (Revised 2021)



Case Ref:	Proposal:	Decision:	Date:
21/00860/FUL	Erection of a single-storey rear extension to create annex for elderly relatives	Refused	29.07.2021
<p><b>Reason for Refusal - Impact on Character</b>  <i>The proposed single-storey rear extension to create an annex, by reason of its size, scale and design, represents an unsympathetic and disproportionate addition to the host dwelling which would dominate the rear elevation of the property. This addition would appear overbearing and out of character when viewed from Saxholm Way and from neighbouring properties. As such, the proposal would cause material harm to the character and appearance of the host dwelling and the street scene generally, contrary to saved Policies SDP1 (i) (ii), SDP7 (iii) (iv) and SDP9 (i) (iv) (v) of the City of Southampton Local Plan Review (Amended 2015), Policy CS13 of the Development Plan Document Core Strategy Local Development Framework (Amended 2015), policies BAS1 and BAS4 of the Bassett Neighbourhood Plan (Adopted 2016) as supported by Paragraphs 2.3.1 - 2.3.2 of the Residential Design Guide Supplementary Planning Document (2006) and the guidance contained within the National Planning Policy Framework 2021.</i></p>			
<p><b>Reason for refusal - Impact on residential amenity</b>  <i>The proposed single-storey rear extension to create an annex, by reason of its height, depth and proximity to the boundary with No.215 Bassett Avenue presents an unsympathetic and un-neighbourly form of development. It creates an overbearing impact and unacceptable sense of enclosure and when viewed from the ground floor rear windows and garden of this neighbouring property.</i>  <i>The proposed extension would cause harm to the amenity of existing occupiers of the host dwelling by reason of its built form blocking the existing light and outlook from the existing lounge and the proposed new lounge area being served by only a north-facing outlook.</i>  <i>The proposed annex accommodation would provide a poor quality of living environment for future occupiers with limited light by way of its single-aspect, north-facing outlook.</i>   <i>As such, the proposal would cause unacceptable harm to the amenity of neighbouring residents and occupiers of the host dwelling and annex, and is therefore contrary to policies SDP1(i), SDP7(iii) (iv) (v) and SDP9 (i) (v) of the City of Southampton Local Plan Review (Amended 2015) and Policy CS13 of the Local Development Framework Core Strategy Development Plan Document (Amended 2015), as supported by paragraphs 2.2.1 - 2.2.2 of the Residential Design Guide Supplementary Planning Document (2006) and the guidance contained within the National Planning Policy Framework 2021.</i></p>			
20/01679/FUL	Erection of single storey side extension	Conditionally Approved	27.01.2021
18/01126/FUL	Erection of a 2 storey rear extension and rear dormer to facilitate loft conversion.	Refused	13.09.2018

**Reason for Refusal - Impact on Character**

The proposed two-storey rear extension and rear dormer window, by reason of their size, scale and design, represent unsympathetic and disproportionate additions to the host dwelling which would dominate the rear elevation of the property and unbalance the front elevation when viewed from Bassett Avenue. These additions would appear overbearing and out of character when viewed from both Saxholm Way and Bassett Avenue, and from neighbouring properties. As such, the proposal would cause material harm to the character and appearance of the host dwelling and the street scene generally, contrary to saved Policies SDP1 (i), SDP7 (iv) and SDP9 (i) of the City of Southampton Local Plan Review (Amended 2015), Policy CS13 of the Development Plan Document Core Strategy Local Development Framework (Amended 2015), policies BAS1 and BAS4 of the Bassett Neighbourhood Plan (Adopted 2016) as supported by section 2 of the Residential Design Guide Supplementary Planning Document (2006).

18/00374/FUL	Erection of a part two storey part single side extension, two storey rear extension & rear dormer to facilitate loft conversion	Refused	27.04.2018
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**Reason for Refusal - Impact on Character**

The proposed part two-storey, part single-storey side extension, two-storey rear extension and rear dormer, by reason of their size, scale, design and proximity to the northern and southern boundaries, present incongruous, unsympathetic, over-dominant and disproportionate additions to the host dwelling which would appear overbearing and out of character when viewed from the street and the neighbouring properties. The proposed side extension would also result in a loss of openness at the road junction due to its height, scale and proximity to the northern boundary. As such, the proposal would cause material harm to the character and appearance of the host dwelling and the street scene generally contrary to saved Policies SDP1 (i), SDP7 (iv) and SDP9 (i) of the City of Southampton Local Plan Review (Amended 2015) and Policy CS13 of the Development Plan Document Core Strategy Local Development Framework (Amended 2015), policies BAS 1 and BAS 4 of the Bassett Neighbourhood Plan (Adopted 2016) as supported by section 2 of the Residential Design Guide Supplementary Planning Document (2006).

**Reason for refusal - Impact on visual and residential amenity**

The proposed two-storey rear extension, by means of the height, depth and proximity to the boundary with 215 Bassett Avenue presents an unsympathetic and un-neighbourly form of development when viewed from neighbouring habitable room windows and garden. The proposed development is therefore considered to be an unduly overbearing addition to the rear of the existing property which would be harmful to the residential amenity of the neighbours at 215 Bassett Avenue and is therefore in contradiction to policies SDP1(i), SDP7(iii) (iv) and SDP9(i and v) of the Adopted City of Southampton Local Plan Review (Amended 2015) and CS13 of the Adopted Local Development Framework Core Strategy Development Plan Document (Amended 2015), with particular reference to section 2 of the approved Residential Design Guide (2006).

16/00572/FUL	Erection of a single storey attached garage to side	Conditionally Approved	07.10.2016
11/00680/FUL	Erection of a rear conservatory and	Conditionally	05.09.2011

	detached double garage	Approved	
10/01671/FUL	Single storey rear extension and demolition of existing attached garage	Conditionally Approved	14.01.2011
10/01316/FUL	Single storey rear extension and erection of a double garage in rear garden with additional living accommodation within roof space.	Refused	24.11.2010