

APPLICATION FOR HOUSEHOLDER PLANNING PERMISSION DELEGATED REPORT

APPLICATION REFERENCE:	PL/2026/02042
APPLICATION TYPE:	Householder planning permission
SITE ADDRESS:	21 Eyres Drive, Alderbury, Salisbury, SP5 3TD
DEVELOPMENT DESCRIPTION:	Front dormer to create an additional bedroom
RECOMMENDATION:	That Planning Permission be REFUSED

PROPOSAL

The proposal seeks planning permission for a flat-roof dormer on the front-facing, south-west roof slope of the dwelling. This would allow an additional bedroom to be created within the roof space of the dwelling, increasing the number of bedrooms from three to four and resulting in an increase in the amount of usable internal floor area at first floor level. Following a request from WC Highways, a revised site plan was received during the application process identifying three parking spaces on site in accordance with parking standards.

SITE DESCRIPTION/CONTEXT

The site comprises a semi-detached bungalows located within the cul-de-sac of Eyres Drive, which forms part of an established residential estate initially granted planning permission in the late 1970s, with a revised proposal approved in 1981 under application reference S/1980/1135. The site lies within the settlement boundary of Alderbury, which is identified as a Large Village as per Core Policies 1, 2 and 23 of the Wiltshire Core Strategy.

Eyres Drive is accessed from Avon Drive, both unclassified residential roads, which in turn connect to Southampton Road (Class C) running through the centre of Alderbury. The wider area contains a mix of detached two-storey dwellings, detached bungalows and semi-detached bungalows. However, in the area of Eyres Drive in which the application site is located, a more defined and cohesive grouping of development is evident. This part of the cul-de-sac comprises three detached two-storey dwellings, three pairs of semi-detached bungalows and one detached bungalow. The semi-detached bungalows in particular are experienced as a cohesive group, with consistent front roof forms and no front-facing dormers present.



Off-street parking is a common feature throughout the street, with a number of properties having extended or altered their parking arrangements over time. Available site history indicates that several properties within Eyres Drive have been subject to extensions and alterations over the years, both through formal planning permissions and permitted development. These works have typically taken the form of rear extensions, rooflights and rear dormers. There is no evidence of front-facing dormers within Eyres Drive, particularly within the group of bungalows forming this part of the cul-de-sac, which maintain a consistent and uninterrupted front roofscape. 21 Eyres Drive was granted planning permission for a rear extension and rear dormer in 2015 under application reference 15/07243/FUL, which has since been implemented.

The site is located in the River Test Special Area of Conservation and partially within the River Avon Special Area of Conservation. The site is also located within the Special Landscape Area, as defined by saved Policy C6 of the Salisbury District Local Plan, and within the New Forest Protected Sites 13.8km Zone of Influence.

PLANNING HISTORY

Proposal / Summary
S/1986/0148 - Full planning permission Decision - Approve with Conditions Date: 12/3/1986 – ERECTION OF A CHAIN LINK FENCE 2' 6" HIGH
15/07243/FUL - Full planning permission Decision - Approve with Conditions Date: 21/9/2015 – Rear extension & loft conversion including new dormer
S/1977/0884 - Historic apps 1974 to 1983 Decision - Approve with Conditions Date: 28/12/1977 – O/L residential development
S/1978/1338 - Historic apps 1974 to 1983 Decision - Approve with Conditions Date: 3/8/1979 – Erection of 117 dwellings, garages and garage spaces, open space, roads and access.
S/1980/1135 - Historic apps 1974 to 1983 Decision - Approve with Conditions Date: 28/9/1981 – Revised application for the erection of 83 dwellings

RELEVANT POLICIES AND GUIDANCE

Wiltshire Core Strategy:

- Core Policy 1: Settlement Strategy
- Core Policy 2: Delivery Strategy
- Core Policy 23: Southern Wiltshire Community Area
- Core Policy 50: Biodiversity and Geodiversity
- Core Policy 51: Landscape
- Core Policy 57: Ensuring High Quality Design and Place Shaping
- Core Policy 61: Transport and New Development
- Core Policy 64: Demand Management
- Core Policy 69: Protection of the River Avon SAC

Salisbury District Local Plan policies (Saved by Wiltshire Core Strategy) (SDLP):

- C6: Special Landscape Area

The Planning Practice Guidance

National Design Guide

CONSULTATION RESPONSES

Alderbury Parish Council: No objection – with the following text received:

‘Alderbury PC has no objections to this application.’

WC Highways: No objection subject to conditions – with an extract of the comment below:

‘I refer to the amended plan for the above application showing parking for 3 vehicles off the service strip and away from the street lighting column. This proposal is acceptable. I raise no highway objection providing the following conditions are imposed’

5 conditions and an informative were recommended by WC Highways. These matters have been taken into account in the assessment; however, the application is recommended for refusal.

REPRESENTATIONS

No comments were received.

ASSESSMENT

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

"If regard is to be had to the development plan for the purposes 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."

In accordance with this statutory requirement, this application has been assessed against the relevant policies of the Development Plan, including the adopted Wiltshire Core Strategy (2015) and, where applicable, any made Neighbourhood Plans.

Principle, design and impact on the character and context of the area

The proposal relates to an alteration to the roof slope of an existing dwellinghouse. Whilst dormer windows to the rear of a dwelling may in some instances fall within permitted development rights, development to the principal roof slope fronting a highway does not benefit from permitted development. The proposed front-facing dormer therefore requires full assessment against design policies.

This area of Eyres Drive is characterised by a defined and visually cohesive group of dwellings comprising three detached two-storey houses, three pairs of semi-detached bungalows and one detached bungalow. This mix of dwelling types forms the established character of this part of the cul-de-sac, with the bungalows in particular presenting a consistent and simple

form that contributes positively to the overall appearance of the street and creates a defined character within the cul-de-sac.



(Google Maps Street View)

Core Policy 57 of the Wiltshire Core Strategy requires development to respond positively to local context, character and distinctiveness, including in respect of built form, scale and rooflines. The Wiltshire Design Guide, including Appendix D, requires that householder extensions and roof alterations are subservient, integrate with the host dwelling, and do not disrupt the established form of the building or the wider street scene. The National Design Guide similarly requires development to respond positively to existing local character and identity, ensuring that buildings relate well to their context and contribute to a coherent and recognisable sense of place. Section 12, paragraph 135, of the NPPF, in achieving well-designed places, asserts that planning policies and decisions should ensure developments will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development, are visually attractive as a result of good architecture and layout, are sympathetic to local character and history, including the surrounding built environment and landscape setting, and establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.

The application site forms part of one of the three pairs of semi-detached bungalows within this section of Eyres Drive. These properties are experienced visually as a cohesive group, with only minor alterations comprising solar panels and rooflights to the principal roof slopes. This absence of dormers is not incidental but is a defining feature of the roofscape, contributing to the character of this part of the street.

The proposed development would introduce a front-facing dormer to the principal elevation of No. 21, as shown in the plans below. In the context of the established character described above, this would result in a jarring and alien feature within the roofscape, interrupting the visual symmetry of the semi-detached pair and undermining the cohesiveness of the three pairs of bungalows when read together. The proposal would therefore fail to respond positively to the established character and roofline form, and would not respond positively to the existing local character and identity of the area.



It is acknowledged that this area of Eyres Drive also contains three detached two-storey dwellings, which introduce some variation in built form. However, this variation does not justify the proposed development. The character of the area derives from the combination of these different dwelling types, with each contributing in a consistent manner to the overall street scene. The style of the roof slopes across both the detached and semi-detached dwellings in this section of Eyres Drive are consistent, and uninterrupted. They slope inwards towards the highway, which reflects a uniformity across the streetscape. The addition of a front box dormer would appear strident, and jarring, within this setting, and introduce a front roof extension, disrupting the established form of the wider street scene, contrary to policy. The semi-detached bungalows form a clearly identifiable group, and their uniform roof form is an important element of that character. The introduction of a front dormer to one of these properties would erode this distinctiveness and result in an incongruous form of development that is not reflective of the role that these bungalows play within the street.



The site occupies a central position at the end of the cul-de-sac and sits at a slightly elevated level relative to surrounding properties. As a result, the roofscape of No. 21 is particularly prominent within this part of Eyres Drive. The proposed dormer would therefore be clearly visible within the immediate street scene and would draw undue attention as an isolated and discordant feature.

In terms of its detailed design, the proposed flat-roof dormer would project approximately 3.7 metres from the existing roof plane and would sit marginally below the ridge height. It would

occupy a substantial proportion of the principal roof slope. Whilst set in from the roof edges, its scale, projection and siting would result in a visually prominent addition that alters the profile of the roof when viewed from the street. The proposal would not read as a minor or subservient alteration but as a dominant and incongruous addition to the front elevation.

In addition, Appendix D of the Wiltshire Design Guide provides specific guidance in respect of dormer windows, stating that such features should reflect the style, proportion, materials and shape of the existing house and roof design, and should be used to provide light to existing roof spaces rather than as a means of creating additional floor area. In this instance, the proposed dormer forms part of a wider loft conversion which seeks to create an additional bedroom within the roof space and therefore constitutes a significant increase in usable floor area. As such, the dormer is not limited to a secondary or supporting role but instead facilitates an intensification of the use of the roof space, contrary to this guidance and reinforcing the conclusion that the proposal represents an inappropriate form of roof alteration.

Furthermore, the Wiltshire Design Guide requires that extensions should be subservient to the host dwelling and fit within the general street scene, having regard to character, scale and form. The proposed dormer, by reason of its siting on the principal elevation, its scale and its prominence within a central and elevated position, fails to appear as a subordinate addition. Instead, it dominates the front roof slope and does not integrate with the simple and consistent roof forms of the bungalows within Eyres Drive. As such, it fails to comply with the requirement for extensions to act in a supporting role and to sit comfortably within the established street scene.

The use of matching materials is noted. However, the identified harm arises from the form, siting and prominence of the dormer, rather than its finish. The use of similar materials would not overcome the visual impact of the development or prevent it from appearing as an alien feature within the established roofscape.

No.21, subject of this application, was granted consent for a rear extension, loft conversion, and dormer under 15/07243/FUL. This extended the dwelling substantially at the rear, and retained the visual appearance of the front, principal, elevation.

Development within the street, to the principal roof slopes, includes rooflights and solar panels, which do not materially alter or erode the consistency of the style and form of roof slopes within this section of Eyres Drive that would justify this proposal. Such features are typically flush with the roof plane and do not alter the overall form of the roof. By contrast, the proposed dormer introduces a projecting built element which fundamentally changes the appearance of the dwelling.

Whilst each application must be assessed on its own merits, the introduction of a front-facing dormer to one of the bungalows would make it increasingly difficult to resist similar proposals on neighbouring properties. The likely consequence would be a gradual erosion of the simple and consistent roofscape which currently defines the character of this part of the street, resulting in cumulative harm.

In conclusion, the proposed development fails to respect the established character and appearance of the northern protrusion of Eyres Drive. By reason of its siting on the principal

elevation, flat-roof form, scale and prominent position, the dormer would appear as a visually jarring and alien addition within a cohesive group of bungalows characterised by a consistent and uninterrupted front roof slope.

The proposal would disrupt the symmetry of the semi-detached pair, erode the distinctive character of the three pairs of semi-detached bungalows when read together, and introduce an incongruous feature that is materially out of keeping with its surroundings. The elevated and central position of No. 21 further increases the prominence of the development, amplifying its visual impact within the immediate street scene. In addition, the proposal fails to comply with specific design guidance relating to dormer windows.

As such, it is considered that the proposal would result in clear and identifiable harm to the character and appearance of the area. The proposal therefore fails to respond positively to local context, character and distinctiveness and is contrary to Core Policy 57 of the Wiltshire Core Strategy, Section 12 of the NPPF, and the Wiltshire Design Guide, including Appendix D.

Amenity

Point vii of Core Policy 57 of the Wiltshire Core Strategy seeks to ensure that development does not result in an adverse impact on the amenity of neighbouring properties. The National Planning Policy Framework also places emphasis on the importance of securing a high standard of amenity for existing and future occupiers.

No third-party representations were received in relation to the application; however, the proposed development has been fully assessed in terms of its potential impact on the residential amenity of neighbouring properties, with particular regard to loss of light, overshadowing, overbearing effects and loss of privacy.

Overshadowing, loss of light and overbearing effects

Having regard to the scale and siting of the proposed dormer, the potential for any significant impact in terms of overshadowing, loss of light or overbearing effects lies primarily with the attached dwelling at No. 19 Eyres Drive. At present, No. 19 has a sloping roof with no rooflights or other openings, and therefore the introduction of a dormer at No. 21 would not result in any direct amenity impact in this regard. However, it is recognised that rooflights could be installed at No. 19 under permitted development rights, and it is therefore appropriate to consider the potential future relationship between the two properties.

The roof slope of No. 19 faces broadly south, with the proposed dormer positioned to the east. As such, aside from limited shadowing during early morning sunlight, the proposal would not give rise to any significant loss of light or overshadowing. This assessment is further supported by the scale and relationship of the dormer, which would not appear overbearing even in the event that rooflights were installed on the roof slope of No. 19 in the future. A separation distance is retained between the dormer and the roof of No. 19, with the dormer set in from the roof boundary rather than built up to it.

Loss of privacy / overlooking

In assessing the potential for loss of privacy and overlooking, it is important to understand the existing relationship between dwellings within the northern protrusion of Eyres Drive. The cluster of houses forms a semi-circular arrangement within a relatively confined space. Due to its slightly elevated position, No. 21 currently has views from ground floor windows across the remainder of the street, although no direct or harmful overlooking arises from this relationship. The proposed dormer, with two south-west facing windows, despite being positioned at a higher level, would continue this existing relationship.

Views from the proposed bedroom would be directed primarily towards the public highway and would not result in direct overlooking of habitable room windows within neighbouring dwellings. It is also relevant to note that rooflights could be installed on this roof slope under permitted development rights, which would introduce an alternative vantage point without the need for planning permission. Furthermore, the detached two-storey dwellings within street have first-floor windows at a higher elevation than the proposed dormer and already provide similar outward views across the area.

Sufficient separation distances to No. 23 to the east ensure that no significant adverse impacts would arise in terms of overshadowing, loss of light or overbearing effects. Loss of privacy is also not considered to arise, given that no side-facing windows are proposed within the dormer.

Amenity conclusion

Taking the above into account, and having regard to the scale, siting and design of the proposed dormer, the development is not considered to result in unacceptable harm to the residential amenity of neighbouring occupiers. The proposal has been assessed in relation to both existing and potential future relationships with adjoining properties and is not considered to give rise to unacceptable overshadowing, loss of light, overbearing effects or loss of privacy. The development is therefore compliant with Core Policy 57 (point vii) of the Wiltshire Core Strategy and the guidance set out in Appendix D of the Wiltshire Design Guide. This matter attracts neutral weight in the overall planning balance.

Highways impact

Core Policy 57 (xiv) of the Wiltshire Core Strategy seeks to ensure that development must meet the requirements of Core Policy 61. This policy requires proposals to be capable of being served by safe access to the highway network. Core Policy 64 seeks to ensure compliance with parking standards set out in the Local Transport Plan. The National Planning Policy Framework (NPPF), particularly Paragraphs 115 and 116, requires that development proposals do not have an unacceptable impact on highway safety and that safe and suitable access to the site can be achieved for all users.

The proposal would increase the dwelling from three to four bedrooms and, as such, three off-street parking spaces are required to meet Wiltshire's adopted parking standards. The original site plan demonstrated three spaces; however, concerns were raised by WC Highways that the arrangement would overhang the service strip along the site frontage and would be positioned in close proximity to a street lighting column.

During the course of the application process, a revised site plan was submitted showing an amended parking arrangement with the spaces positioned clear of the service strip and set away from the street lighting column. This revised arrangement was considered acceptable by WC Highways, which raised no objection to the proposal.

Initial Site Plan



Revised Site Plan



Having regard to the above, the development is not considered to result in any unacceptable impact on highway safety. Adequate parking is provided in accordance with Wiltshire's adopted parking standards, and access arrangements are acceptable. The proposal is therefore compliant with Core Policies 57 (xiv), 61 and 64 of the Wiltshire Core Strategy, the NPPF, and the Wiltshire Local Transport Plan. This matter attracts neutral weight in the overall planning balance.

Ecology

Core Policy 50 of the Wiltshire Core Strategy seeks to protect and enhance biodiversity and geodiversity, including through ensuring that development avoids harm to protected species and habitats. The National Planning Policy Framework (NPPF), in Paragraphs 193, requires that development minimises impacts on and provides net gains for biodiversity, including ensuring mitigation is secured where harm cannot be avoided.

Biodiversity Net Gain

Householder planning applications are exempt from the requirement to deliver Biodiversity Net Gain under Schedule 7A, Section 4(2)(a) of the Town and Country Planning Act 1990, as inserted by the Environment Act 2021.

River Test SAC

The site is set within the River Test catchment and is therefore within the Solent Maritime Special Area of Conservation (SAC), Chichester and Langstone Harbours Special Protection Area (SPA) and Ramsar site, Portsmouth Harbour SPA and Ramsar site, Solent and Southampton Water SPA and Ramsar site. The proposed works do not require nitrogen mitigation as this is only required for proposals that involve a net addition of overnight accommodation. This application is therefore exempt.

River Avon SAC

The site lies partially within the River Avon Special Area of Conservation. However, the proposed development is limited to alterations to the existing dwelling and does not involve groundworks, changes to land use or activities that would affect the designated habitat. As such, the proposal would not result in any adverse impact on the River Avon SAC.

New Forest

The site is set within the New Forest 13.8km zone of influence, comprising the New Forest SPA, New Forest SAC and New Forest Ramsar site. The application is therefore screened into Appropriate Assessment (AA) under the Conservation of Habitats and Species Regulations 2017 (as amended). However, the development falls within the remit of householder planning permission, for works within an existing residential curtilage, and will not create a new house or introduce any additional households onto the site or into the catchment. It is therefore unlikely to result in any additional phosphate loading or impact for these sensitive ecological designations; and therefore, satisfies the requirements of WCS policy CP69 (Protection of the River Avon SAC) and the Habitat Regulations.

CONCLUSION

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

The proposed development relates to the erection of a front-facing dormer to create an additional bedroom within the loft area of an existing dwelling. When assessed against the relevant policies of the Development Plan, in particular Core Policy 57 of the Wiltshire Core Strategy and the guidance contained within the Wiltshire Design Guide, the proposal is considered contrary to policy.

The proposal has been found to result in unacceptable harm to the character and appearance of the dwelling, and the surrounding area. By reason of its siting on the principal elevation, the introduction of a flat-roof dormer is considered of inappropriate visual prominence, which would appear as a visually incongruous and intrusive addition that fails to respond positively to the established character of this section of Eyres Drive. The development would disrupt the consistent roofscape of the three pairs of semi-detached bungalows, eroding the identity and introducing a strident feature on the roof slope in an area where the roof slopes are of visual consistency, creating a cohesion throughout the streetscape.

Furthermore, the proposal fails to accord with the specific requirements of the Wiltshire Design Guide, in that the dormer does not act as a subservient addition and represents an

inappropriate use of roof alteration to increase usable internal floor area, rather than to provide light to existing roof space.

In addition to the above, the development would, if permitted, introduce an alteration to no.21 which could lead to the incremental erosion of the established roofscape character of the area and result in cumulative harm.

Other material considerations, including the impact on residential amenity, highway safety and ecological interests, have been fully assessed and found to be acceptable. These matters are considered in compliance with the relevant Core Strategy policies.

Having regard to all material considerations, the identified harm to the character and appearance of the area is considered significant, outweighing the limited private benefit arising from the provision of additional internal accommodation. The proposal therefore conflicts with the relevant planning policy, and as such is refused.

RECOMMENDATION: That Planning Permission be REFUSED.

By reason of its siting on the principal elevation, flat-roof design, external appearance and visual prominence, the proposed dormer would appear as a visually incongruous and intrusive addition that fails to respond positively to the character, context and distinctiveness of the host dwelling and the surrounding area. The insertion of a dormer window will result in a form of development that would disrupt the established and consistent streetscape, failing to respond positively to the character, context and distinctiveness of the original dwellings and the wider street scene. The introduction of a front dormer would appear strident and jarring, eroding the collective identity of dwellings in this section of Eyres Drive, and introducing a prominent, alien feature into the street scene.

The proposal fails to comply with the design principles set out in Appendix D of the Wiltshire Design Guide, in that the dormer does not act as a subservient addition, fails to reflect the existing roof form and is used to facilitate a significant increase in habitable floor area rather than to provide light to existing roof space. The proposal would also fail to integrate satisfactorily within the established street scene.

As such, the proposal is contrary to Core Policy 57 of the Wiltshire Core Strategy, Section 12 of the NPPF, and the guidance contained within the Wiltshire Design Guide, including Appendix D, failing to achieve the high standard of design required by national policy.