REF. NO.C/14/74377

CONSERVATION AREA CONSENT REPORT

DESCRIPTION/ ADDRESS	-	Erection of single storey storey side extension, following demolition of conservatory, utility room & garage, erection of 1.5m high timber fence adjacent to Station Road & timber gateway feature (amended description) Bailey Cottage Station Road Bursledon Southampton SO31 8AA

SITE VISIT DATE	17/4/2014
ARE PLANS ACCURATE?	yes
HAVE ALL NECESSARY NEIGHBOURS BEEN CONSULTED?	Yes

THE SITE AND ITS SURROUNDINGS

DESCRIPTION OF APPLICATION	The application is for a single storey side extension to form a kitchen, sitting room and family room. The application also reconfigures the parking area so that three spaces are relocated to the northern tip of the application site. The application also proposed the formation of a new pedestrian access to the front of the cottage. The pedestrian access will comprise a covered gate and will be positioned at a slight angled.
SITE AREA	The site area is 0.08ha
RESIDENTIAL DEVELOPMENT DENSITY (NET)	n/a
TOPOGRAPHY	The site itself is fairly level however Station Road rises gently as it moves towards Station Hill and Station Hill which is immediately rear and west of the application site is at a higher ground level than the application site. The difference in height increases as Station Hill moves south and difference in height varies between 5cm to 2m approximately. The site has retaining wall along the boundary to Station Hill which sits behind the existing fence line (wire mesh 1.5m approx. height). To the
TREES	There are a couple of bushes on site but no trees that would be affected.
BOUNDARY TREATMENT	The west boundary comprises a retaining wall and a wire mesh fence of 1.5m high with supporting concrete posts. Google Street View shows that a fence of 1.2m approx. in height around the northern tip of the site which enclosed a grassed area. Other than a break in the eastern boundary to allow access to the garage on site the remainder of the eastern boundary comprises a mature and dense hedge of approx. 2m in height.
SITE CHARACTERISTICS	The site sits rather uniquely within a gap between Station Hill (which is to the west of the site) and the entrance to and

THE SITE AND ITS SURROUNDINGS

	car park of Bursledon Station (to the north and east). To the south of the site is a detached two storey dwelling, Railway Cottage. The site comprises the original house, 2 storey detached and three extensions, all attached to each other, all of differing design, materials and heights having a rather discordant form in relation to the site as a whole and adding little value to the character of the conservation area. Access to the site is via the car park of Bursledon Station along the site's eastern boundary.
CHARACTER OF LOCALITY	Site falls within designated countryside, the Old Bursledon Conservation Area and with the Old Bursledon Special Policy Area. Area is open and somewhat rural in character. There are various properties ranging in size and style.

RELEVANT PLANNING HISTORY

REFERENCE	DESCRIPTION	DECISION
The Cottage Station Road Bursledon		
C/13/72860	One and two storey front and side addition to provide habitable accommodation and double garage, following demolition of existing outbuilding	Refused 01/10/2013 Appeal dismissed 22/01/2014
1 Holmlea Station Road		
Z/36529/001/00	Construction Of Two Storey Rear Extension	Permit 03/12/2002
Z/36529/000/00	Construction Of First Floor Extension And Addition Of Front Porch	Permit 31/01/2000
2 Holmlea Station Road		
Z/24776/002/00	Construction Of Ground And First Floor Extensions	Permit 31/01/2000
F/10/68054	First floor front and side extensions and single storey front extension	Refuse 24/08/2011
Upcott Station Hill		
C/17408/002/00	First Floor Side Extension, Addition Of Roofs Over Dormers And Retention And Construction Of Retaining Wall, Railings, Fences And Terraces In Rear Garden	Permit 09/05/2003
C/05/55876	Erection of single storey rear conservatory, new wall with access gate and raised decking area, following demolition of existing conservatory	Permit 16/02/2006
Greensleeves, Hungerford Bottom		

REF. NO.C/14/74377

RELEVANT PLANNING HISTORY

REFERENCE	DESCRIPTION	DECISION
F/14/74111		

REPRESENTATIONS RECEIVED

SOURCE	SUMMARY OF CONTENT
LOCAL GROUPS	
OTHER	
The Cottage, Station Road	Observation that notification letter of application not received and requesting additional week within which to provide comments.

CONSULTATION RESPONSES

CONSULTEE	SUMMARY OF RESPONSE
HPP - conservation	**No objection** Initial objection based on original plans: This part of this site is about the most prominent one in this part of the Old Bursledon Conservation Area so the massing, detailing and quality of the development here are very important to contribute to and enhance the conservation area. The range of outbuildings here have grown like topsy over the years, all but one of the roofs have been re-tiled with a modern tile that is not in keeping, probably concrete, and the ghastly chain-link fence probably dating back to when Station Hill was a two-way lane open to traffic. The loss of this area of grass is going to have an unacceptable urbanising effect on the area which is after-all in policy terms countryside. The massing of the proposed extension is good with the roof pitch matching the main roof and presenting a satisfactory gable to the main approach elevation on the end. This and the close boarded fencing to the rear are both good improvements to this corner site. A return to plain tiling would be infinitely preferable to the non-traditional 'modern' tiles that are currently in place. With regard to brick colouring, it has been suggested that the very pleasant grey bricks of the main house might be used for the extension. These bricks were generally produced using highly toxic chemicals that are now appreciated as being a health and safety no-no. In view of this and therefore the almost impossibility of obtaining a good match, I suggest that a red brick is used that will match the main house. After-all, the out buildings are subsidiary to the main building so are most likely to be of simpler materials. The roof-lights should be of the conservation type and set so that the glass is level with the tiling surface. Comments on amended plans:

REF. NO.C/14/74377

CONSULTATION RESPONSES

CONSULTEE	SUMMARY OF RESPONSE
	There is a good soft corner to retain the rural nature of this part of the conservation area which I suggest is conditioned regarding the planting scheme together with the hedge, that my landscape colleagues can comment on and the extension is a little simpler, so more appropriate for the cottage and indeed an improvement on the existing extensions.
ENG	No objection based on amended plans subject to condition E04
BUR	Objection: BPC Members had sympathy with the need to improve and accepted that this application does not increase the footprint, but new build out of character and detracts from the character of the existing building.
OBAG	No comments received

POLICY CONTEXT

DESIGNATION APPLICABLE TO SITE
Outside Built-up Area Boundary Within Established Residential Area 200m buffer of SAC, SPA, Ramsar Special Protection Area-recreational disturbance zone Old Bursledon Special Policy Area Within Designated Conservation Area (Old Bursledon) – Zone 3 Upcott, Station Road – Grade II Listed Building

DEVELOPMENT PLAN SAVED POLICIES, EMERGING LOCAL PLAN POLICIES AND SPD'S

Eastleigh Borough Local Plan Review (2001-2011) saved policies: 1.CO, 9.CO, 59.BE, 169.LB, 179.LB
Revised Draft Eastleigh Borough Local Plan 2011-2029 policies: DM1, DM10, DM26, BU7
Supplementary Planning Guidance : Quality Places
Supplementary Planning Guidance: Residential Parking Standards
Supplementary Planning Document: Old Bursledon Conservation Area Appraisal and Management Proposals

NATIONAL PLANNING POLICY GUIDANCE

National Planning Policy Framework
Highlights that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people" (para 56). It goes on to state that planning decisions should aim to ensure that development respond to local character and reflect the identity of local surroundings (para 58) and 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". (para 64)

POLICY COMMENTARY

The above policies and guidance combine to form the criteria against which this application will be assessed with particular regard to the character and appearance of the conservation area, impact

REF. NO.C/14/74377

POLICY COMMENTARY

upon the Old Bursledon Special Policy Area, residential amenity and highway matters.

COMMENT ON CONSULTATION RESPONSES

No comments

COMMENT ON REPRESENTATIONS RECEIVED

Since the initial email from The Cottage (emails sent 5th and 6th June) that requested an additional week in order for them to comment, no further comments have been received from that property. An email (11th June 2014) has been sent to The Cottage noting that the council did in fact send notification letter to that property regarding the application and also checking whether they sent additional comments on the application as there is not record of them being received. No response has been received.

PLANNING OBLIGATION/CONSIDERATION

n/a

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

Section 74(3) of the Planning (Listed Buildings & Conservation Areas) Act 1990 states that Section 66(1) of the Act applies. This indicates that in considering whether to grant Conservation Area consent:

> *"The Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."*

In addition, Section 72(1) of the Act states:

> *"In the exercise, with respect to any buildings or other land in a Conservation Area of any powers (under the Planning Acts), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."*

The site falls within an area designated as countryside, the Old Bursledon Conservation Area and a the Old Bursledon Special Policy Area. The most relevant saved policies of the Local Plan in this instance are 9.CO, 59.BE, 169.LB & 179.LB:-

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.

Policy 169.LB relates to development in designated conservation areas. It states that proposals will only permitted provided they comply with specified criteria, including the proposal enhancing or preserving the character of the conservation area; any new building or extension not detracting from the character of the area, maintaining the street building line; the mass, materials, form being in scale and harmony with the existing and adjoining buildings.

REF. NO.C/14/74377

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

Policy 179.LB relates to the Old Bursledon Special Policy Area. It states that in order to protect the special loose-knit character of Old Bursledon (as identified on the Proposals Map) and to ensure the retention of existing open areas, further development will be refused within the special policy area with the exception of replacement dwellings, appropriate extensions or changes of use, provided that these respect and enhance the character of the Special Policy Area. The accompanying text to the policy states that as a guide, the Council is unlikely to support extensions to existing dwellings that exceed a 15% increase in their floor space measured externally.

The policy in the emerging local plan (BU7) that relates to the Old Bursledon SPA, has also been given weight in this assessment although not yet adopted in full. This emerging policy highlights how this area is particularly vulnerable to large-scale extensions and seeks to protect the open, semi-rural character. The relevant provisions of the replacement policy state that residential extensions will be permitted provided they:

☐ Do not increase the volume of the original dwelling (as existing when the conservation area was first designated in 1982) by more than 25%. Further extension beyond this limit will not be permitted;

☐ Have regard to the impact of the development on the space between buildings and the openness of the area, ensuring that the character of the undeveloped landscape between buildings is conserved;

☐ Do not create a dwelling disproportionally larger than the one that is being extended;

☐ Are subservient to and in proportion to the existing building in form, scale and design;

and

☐ Do not contribute to the cumulative urbanisation of the area

Policy 9.CO relates specifically to residential extensions within designated countryside. Extensions to existing dwellings in the countryside will only be permitted if all the following criteria are met:

(i) the dwelling is not subject to an agricultural occupancy condition;
(ii) the development is not likely to facilitate the subdivision of the property into more than one dwelling;
(iii) the extension does not result in the dwelling becoming disproportionate in size to neighbouring properties or disproportionate in relation to its plot; and
(iv) the design of the extension does not materially worsen the impact of the dwelling on its immediate surroundings or the countryside in general.

Policy BU7 of the Revised Draft Local Plan (2011 - 2029) permits extensions in the Old Bursledon Special Policy Area provided that the extension does not increase the original floor area by more than 25% since 1982, when the Conservation Area was first designated.

Policy BU7 is supported by The Council's adopted **SPD: Old Bursledon Conservation Area Appraisal & Management Proposals**, which identifies this area as Character Zone 3. Bailey Cottage is noted as an unlisted building that makes a positive contribution to the character of the conservation area.

Impact upon the character and appearance of the Conservation Area

The existing property has three extensions in a rather prominent position on the site. The nature of the extensions in terms of their size, height, form, materials and design have no regard to each other or indeed to the host dwelling and have a negative contribution to the site, the street scene and the character and appearance of the conservation area. The wire mesh fence along the western

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

boundary, which is proposed to be replaced, also is considered by the conservation officer to have a negative contribution to the character and appearance of the conservation area. The application proposes a 1.5m timber fence to replace the wire mesh fence and this is welcomed by the conservation officer as making an improvement to the boundary treatment.

The proposed extension will in fact represent a reduction in floor space and the extension will have a unified design more in keeping with the character of the house to which it relates. The extension will remain subservient to the host house and as viewed from Station Hill, only the roof will be visible above the fence noting the ground of the application site being lower than that of the road. Facing station road the extension will have a gable end and at this point the extension will be roughly the same width and the existing garage however the ridge height and consequently pitch of roof will increase. Although this means an increase in bulk of building, the pitch of the existing garage roof is shallow and not in keeping with the more steeply pitched roof of the house and the proposed extension which does offer a more steeply pitched roof is more in keeping with the host house and therefore offers a better designed development on site which will be a positive contribution to and enhancement to the character and appearance of the conservation area. The proposal also includes the planting of a hedge to extend the existing one along the eastern boundary which will sit in front of the extension along that boundary and a new gate entrance into the house. It would be expected that the house would have originally had a pedestrian access at the front of the house and the insertion of one is considered appropriate in the street scene.

Finally three parking spaces are proposed adjacent to the extension. This will involve the creation of a hardstanding area where the site is currently laid to grass. The application does however show the retention of a grass area at the northern tip of the site which is necessary to provide a balance between soft and hard landscaping. Existing hardstanding areas on site are also show to be subsumed into the garden area and screened by the proposed hedge extension. Therefore overall the same proportion of land will be given over to hardstanding approximately that currently is on site albeit in a different position and the impact upon the character and appearance of the conservation area in this respect is preserved.

Impact upon the Old Bursledon Special Policy Area

The preamble to saved policy 179.LB of the Local Plan states that as a guide the council is unlikely to support extensions to existing dwellings that exceed a 15% in their original external floor space. The proposed extension represents a reduction on floor space by $4m^2$.

The existing house Volume is $480m^3$ and when including extensions built prior to 1982 ($228m^3$) the total volume is $708m^3$. The volume of the house and proposed extension is $748m^3$. This represents a 6% increase in volume which is below the 25% noted in policy BU7 of the revised draft Eastleigh Borough Local Plan 2011-2029 and is therefore in keeping with this aspect of that policy.

In terms of the other aspect of the policies 179.LB of the Local Plan (2001-2011) and BU7 of the Eastleigh Borough Council Local Plan Pre Submission (2011 - 2029), the policies seek to protect the loose knit character of the area; the space, landscape, openness and character of the area around buildings; to prevent extensions that is disproportionately larger than the original; is subservient to and in proportion to the existing building in form, design and scale; does not contribute to the urbanisation of the area and is not detrimental to the character of the area.

The proposed extension will sit roughly in the same position as the existing one and although there is in fact a reduction in footprint there will be an increase in volume of 6% which is within the confines of the 25% noted in policy BU7 of the revised draft Eastleigh Borough Local Plan 2011-

ASSESSMENT OF PROPOSAL

DEVELOPMENT PLAN AND/OR LEGISLATIVE BACKGROUND

2029. Noting that the proposed extension essentially replaces the existing one, the impact upon the openness and loose knit nature of the special policy area remains unchanged however the proposed extension offers notable design improvements above than of the existing and retains areas of soft landscaping and overall is considered to represent an improvement to the character and appearance of the special policy area.

For these reasons the proposed extension is considered to meet requirements of saved policies 169.LB and 179.LB of the Eastleigh Borough Local Plan (2001-2011) and policies DM10 and BU7 of the revised draft Eastleigh Borough Local Plan 2011-2029.

Residential Amenity
The application site only has one residential property immediately adjacent to it and that is Railway Cottage. The extension is located on the other side Bailey Cottage relative to Railway Cottage and is considered sufficiently removed to ensure there would be no harm in respect of residential amenity of occupants of that property. Boxwood and The Cottage are located on the other side of Station Hill/Station Road and opposite the application site. Boxwood is located at a higher ground level than the application site and both the size of the extension proposed combined with the distances involved between the proposed extension and these neighbouring properties is considered sufficient to ensure there would be no harm to the residential amenities of those properties.

Highway matters
The application proposes a 3 parking spaces which is noted in the residential parking standards as required for a 4+bed property. The highway officer has no objections to the application in this respect noting that there is sufficient and accessible parking available.

The revised access is such that car users will have to enter onto across Network Rail land to access their site. A certificate B has been served on Network Rail. Network rail have provided comments, although not included as a consultee, that the applicant would require separate consent for the creation of a new access onto Network Rail Land. This is included as an informative note.

OTHER MATERIAL CONSIDERATIONS

Also of relevance is the Revised Draft Eastleigh Borough Local Plan 2011-2029. While not yet adopted it does carry weight by virtue of being intended as the current local plan's replacement. 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.

CONCLUSIONS

The recommendation is to permit.