

Application Number: L/22/93401
Case Officer: Claire Campbell-Best
Received Date: 30 June 2022
Site Address: Greywell, High Street, Bursledon, Southampton, SO31 8BL
Applicant: Mr Kenneth Ellis
Proposal: Listed Building Consent: Construction of garage with ancillary first floor accommodation, rebuilding of brick boundary wall and new internal courtyard wall

Recommendation: Grant listed building consent subject to conditions

CONDITIONS:

1.	The development hereby permitted shall be implemented in accordance with the following plans numbered: 06 Rev A, 07, 10 Rev D, 11 Rev F, B02 Rev A and L01 Rev A Reason: For the avoidance of doubt and in the interests of proper planning.
2.	The work hereby consented shall start no later than three years from the date of this permission Reason: To comply with Section 18 of the Planning [Listed Buildings and Conservation Areas] Act 1990.
3.	The materials to be used in the construction of the external surfaces of the development hereby permitted shall match in type, colour and texture those used on the adjoining building. Reason: To ensure a satisfactory visual relationship of the new development to the existing.
4.	The development hereby permitted shall only be used in conjunction with the existing dwelling and shall not, at any time, be used for business, commercial or industrial purposes or as an independent residential unit. Reason: To protect the amenity of the adjoining residential properties and in the interest of highway safety.
5.	Note to Applicant: In accordance with paragraph 38 of the National Planning Policy Framework (July 2021), 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:

1. This application has been referred to Committee by Councillor Tonia Craig, Councillor Steve Holes and Councillor Jane Rich because it is controversial within the locality.

Site Characteristics and Character of the Locality

2. Greywell is located to the north of High Street and to the west of Station Hill, set back by a brick wall which fronts the road and is situated in the north-east of the Old Bursledon Conservation Area. The dwellinghouse is a Grade II Listed Building constructed in the 18th century and occupies a prominent position at the top of Station Hill. According to Historic England, their listing description is as follows:

C18, 2 storeys, 3 windows. Ref tile roof over L-shaped block with gables, and hip on corner; later 'Tudor' chimneys. Walling in blue header brickwork, with red flush dressings; quoins, quoins beside windows carried through 2 floors, cambered arches (with keystones). Side elevation of 4 windows and doorway. Casements. Gate piers in brick with stone top and ball, plinth and 2 intermediate projecting bands.

3. The application site is set within a generous plot, the site is generally level with lawn and large amenity garden space to the sides and rear of the property. There are mature trees within the grounds and lining the boundary facing Station Hill. The site is enclosed by a brick boundary wall to north, east and southern boundaries.
4. The site is accessed via a recently permitted vehicular gated entrance located north of the dwelling. This leads onto a large driveway and walkway which wraps around the dwelling and is laid to gravel. Another vehicular and pedestrian gate entrance is located south-west of the dwelling. The applicant proposes to use this entrance for pedestrians only to preserve the pathway to the front of the host dwelling.
5. There is an outbuilding set back to the north-west of the dwelling and until recently, a detached double garage on a slope next to this outbuilding. The garage has been removed and the hardstanding remains.
6. The wider surroundings fall within designated countryside and the Old Bursledon Conversation Area. There are some residential dwellings nearby, however the immediate surroundings are open countryside.

Description of Application

7. This application seeks listed building consent to construct a triple detached garage with ancillary first floor accommodation, the rebuilding of a portion of the boundary wall to the north and east and a new internal courtyard wall. A householder planning application has been

submitted alongside this application (H/22/93352) which is will also be under consideration at the Bursledon, Hamble-le-Rice and Hound Local Area Committee on 22 September 2022. The householder application will be assessed and considered with particular regard to principle, amount of development, character and appearance, its impact upon the Old Bursledon Special Policy Area and the impact upon residential amenity and other material considerations.

8. This listed building application will access the proposals with regards to the impact on the heritage of the Grade II Listed Building, Greywell which is within the application site.

Relevant Planning History

9. N/34609/000/00 – Notification of intent to fell and top Cupressus Leylandii – Raise Objection To – 30/06/1997
10. L/34609/002/00 – Listed Building Works: Elevational alterations and re-roofing of store room – Grant Listed Building Consent – 20/11/1997
11. C/04/52532 – Reduction of section of brick boundary wall – Permit – 13/12/2004
12. L/04/52369 – Listed Building: Reduction of section of brick boundary wall – Grant Listed Building Consent – 29/11/2004
13. H/21/92136 – New rear porch, replacement of small rear flat roof to pitched roof, new vehicular gated entrance, demolition of outbuildings and minor external works – Permit – 21/02/2022
14. L/21/92151 – Internal alterations, new rear porch, replacement of small rear flat roof to pitched roof, new vehicular gated entrance, demolition of outbuildings and minor external works – Granted Listed Building Consent – 21/02/2022
15. T/21/92159 – 1no. oak (T1) – fell, 1no. sycamore (T2) – fell. Replace both trees with four small leaved limes – Refuse Tree Consent – 03/03/2022
16. T/22/93274 – 1no. oak (T1) – fell, 1no. sycamore (T2) – fell, 1no. beech (T3) – fell, 1no. sycamore (T4) – fell. Structural damage to the wall is the reason for these 4 trees to be removed. Replacement planting with 8no. small leaved limes – Under consideration at BHH LAC on 22/09/2022
17. H/22/92253 – Construction of garage with ancillary first floor accommodation, rebuilding of brick boundary wall and new internal courtyard wall – Concurrent application to H/22/93352 and under consideration at BHH LAC on 22/09/2022

Representations Received

18. One letter has been received in response to the application which was a comment relating to the garage:
- The garage plan should specifically state the space above the garage should not be used for living accommodation.
 - This could result in a new house being approved on the site or it may be let separately to the main house
 - The local plan states that no new buildings will normally be approved in the conservation area. If the space above the garage was living accommodation this would contravene that regulation

Consultation Responses

19. Bursledon Parish Council

Proposed garage

There are concerns due to this property being located in the Bursledon conservation area the proposed triple garage with office accommodation upstairs may be outside the permitted 25% and the upstairs accommodation may represent business use and that the intended use could be changed to living accommodation thus leading to sub-division or an Air B&B, neither of which is deemed appropriate in the conservation area.

Proposed replacement of boundary wall

Bursledon Parish Council consider this is more complicated than normal as the owner has been served notice by Hampshire County Council over the dangerous state of the wall. The wall is a significant Bursledon brick structure in the conservation area which forms a boundary containing four locally popular protected trees whose roots are causing the wall to lean over. All of these issues suggest that it is not a simple case of the replacement of the wall and a way forward needs round table discussions to find an appropriate and supportive way forwards.

No further comments on amended plans were received.

20. Historic England

Advised Eastleigh Borough Council to seek the views of the Built Heritage Consultant with regards to this application.

21. Built Heritage Consultant (Summarised) 27/07/2022:

The garage block – placed in the already agreed position next to an existing outbuilding and over the site of a previous dilapidated timber garage, this three bay structure, consisting of garages with office/store in the roof space above, will be in keeping with both the stature and

quality of the main house. Using the same roof tiles as the house but with rendered elevations denoting its lesser importance in the pecking order, its position will serve to enhance the delineation of the 'service' yard that would normally have been in place for horses, carriages and trades people for a house of this stature.

New internal courtyard wall – there is evidence to suggest that a wall previously existed between the house and the remaining outbuilding to the west of the house, affording not only definition but an element of shelter from the north, to provide a back yard to the house. Re-instatement of this wall with a pair of gates will provide separation of the 'below stairs' area to the north from the 'above stairs' area to the south and west of the main building.

Front boundary wall - this has been leaning out ever more perilously for years and has now reached the dangerous stage requiring action. Evidence of cement mortar proves the wall is not historic but as the building is listed this is included and it is a notable feature of the conservation area as highlighted in the conservation area appraisal.

Conclusion.

These additions and replacement will enhance the setting and usability of Greywell and in the case of the boundary wall, the wider setting of the conservation area.

No objection.

Comment on amended plans received 29/08/2022

No objection and no further comment required.

22. Hampshire County Council Highways (Summarised)

Having reviewed the application there is no objection from a highways perspective, subject to the application of a condition

Access:

Whilst the visibility from the proposed vehicle access does not conform to full visibility standards, (and gates are not set back from the highway by a standard minimum of 6.0m) it is noted that it sits on a section of Station Hill which has a closure to through traffic approximately 70m to the north, that is single width and serves only two dwellings. As such, speeds would be anticipated to be minimal, as would passing traffic. Given this, the access would be acceptable in this specific case.

Proposed Garage:

Whilst the garage is acceptable from a highway perspective, providing enclosed parking without compromising the driveway space to enable on site turning and forward gear access and egress, there are concerns as to what the garage (and first floor accommodation) could be utilised

for - other than just the parking of vehicles. If for instance, the first floor space were to be used for commercial purposes (office) and the garage below for storage (commercial), then an increase in vehicle trips and the use of the site by larger delivery vehicles could occur. This would not be welcomed due to the nature of High Street. As such, it would be requested that the following condition is applied.

Condition:

The development hereby permitted shall only be used in conjunction with the existing dwelling and shall not, at any time, be used for business, commercial or industrial purposes or as an independent residential unit.

Reason: To protect the amenity of the adjoining residential properties and in the interest of highway safety.

23. Hampshire Gardens Trust

No comments received

24. The Gardens Trust

No comments received

25. Old Bursledon Action Group

No comments received

Policy Context and Designations Applicable to Site

- Outside the urban edge – Countryside
- Within Old Bursledon Special Policy Area
- With Old Bursledon Conservation Area
- Listed Building (Grade II)
- Tree Preservation Order(s)
- Greyladyes Park (Historic Park)
- RAMSAR/SAC

Development Plan Local Plan Policies

Adopted Eastleigh Borough Local Plan (2016-2036)

The most relevant policies are:

Strategic policies:

- S1 (Sustainable Development);
- S5 (New development in the countryside);
- S8 (Historic Environment).

Development Management policies:

- DM1 (General Development Criteria);
- DM2 (Environmentally Sustainable Development);
- DM11 (Nature Conservation);
- DM12 (Heritage Assets)
- DM14 (Car Parking);
- DM26 (Residential extensions and replacement dwellings in the countryside).

Special policies:

- BU7 (Residential extensions and replacement dwellings, Old Bursledon Special Policy Area).

Supplementary Planning Documents

- Quality Places (November 2011);
- Residential Parking Standards (January 2009);
- Character Area Appraisal for Bursledon, Hamble-le-Rice and Hound (January 2008)

National Planning Policy Framework

26. At the national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The National Planning Policy Framework (the 'NPPF' or the 'Framework') states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development.

National Planning Practice Guidance

27. Where material, the Planning Practice Guidance which supports the provisions and policies of the NPPF should be afforded weight in the consideration and determination of planning applications.

Assessment of Proposal: Development Plan and / or Legislative Background

28. Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require a Local Planning Authority determining an application to do so in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan comprises the Adopted Eastleigh Borough Local Plan (2016-2036) and the Hampshire Minerals and Waste Plan 2013 (which is not applicable in this case). The NPPF and the Planning Practice Guidance constitute material considerations of significant weight.

Principle and Policy

29. Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) stipulates that all new development should respect the character and appearance of urban areas, take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and be compatible in terms of mass, scale, layout density, design and siting.
30. The application site lies outside the urban edge within designated countryside. Here the basic principle of development is not usually considered acceptable unless for justifiable agricultural, horticultural or recreational purposes. Strategic policy S5 also restricts development in the countryside principally in order to maintain its rural character and to limit urbanisation.
31. However, Policy DM26 of Eastleigh Borough Local Plan (2016-2036) allows extensions and outbuilding to existing dwellings in the countryside that are not subject to an agricultural occupancy condition and are not likely to result in the subdivision of the plot. The policy requires that new extensions and outbuildings do not result in the dwelling becoming disproportionate in size to its plot and the neighbouring dwellings.
32. Policy BU7 relates to the Old Bursledon Special Policy Area, designated to protect an area of low-density housing, woodland, open fields, and salt marshes adjacent to the River Hamble, served by narrow country lanes with well-established hedgerows, banks, walls and trees. The Old Bursledon Special Policy Area includes the Conservation Area. The policy states that residential extensions and replacement dwellings in the Old Bursledon Special Policy Area will only be permitted provided they:
 - (a) 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;
 - (b) 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 and enhanced;
 - (c) do not create a dwelling disproportionately larger than the one that is being extended or replaced;
 - (d) are subservient to and in proportion to the existing building in form, scale and design;
 - (e) do not contribute to the cumulative urbanisation of the area; and
 - (f) are not otherwise detrimental to the character of the area as viewed from the River Hamble.
33. The application site contains a Grade II Listed Building Greywell. Therefore, the policy requirements and criteria in Policy DM12 are

relevant. The policy states that the proposed development within the setting of a heritage asset will be permitted provided it does not harm or detract from the significance or special interest of the asset and sustains and enhances its special character and qualities.

Impact on the Listed Building

34. The proposal affects a Listed Building or its setting and section 66(1) of the Planning (Listed Building & Conservation Areas) Act 1990 states:

“In considering whether to grant planning permission for development which affects a Listed Building or its setting, the Local Planning Authority, or as the case may be, the Secretary of State shall have regard to the desirability of reserving the building or its setting or any features of special architectural or historic interest which it possesses.”

35. The proposals as noted would be a triple detached garage, an internal courtyard wall and the re-building of a section of the front boundary brick wall. The proposed garage and boundary wall are within the curtilage of Greywell and would not be directly attached to the listed building. The proposed internal courtyard wall which would link Greywell to the existing outbuilding on the application site.
36. It is thought there was historically an internal courtyard wall in the same location, separating Greywell from the service yard/stables. It is considered the reinstatement of this wall would restore a historical feature that would have existed on the site previously. The proposed courtyard wall would give definition and enhance the heritage value of the application site.
37. The proposed triple detached garage would be in the same location as a previous double garage but would have a larger height and width than the existing. The proposed garage would be visible from public vantage points but due to the existing relationship and the subservient appearance in relation to the host listed building, the garage is not considered to be adversely harmful to Greywell or impact negatively upon the street scene and wider surrounding Conservation Area.
38. The Built Heritage Consultant as raised no objection to the proposed garage and has advised the proposal would be in keeping with both the stature and quality of the main house. The proposed roof tiles to the garage would match the host dwelling and would have rendered elevations denoting its lesser importance in the pecking order, its position will serve to enhance the delineation of the ‘service’ yard that would normally have been in place for horses, carriages and trades people for

a house of this stature. This addition will enhance the setting and usability of Greywell.

39. A section of the front boundary bricked wall along the north and eastern boundary has been classified as dangerous by Building Control. While measures have been put in place to stabilise the wall temporarily, there is a significant lean towards the highway (Station Hill) which requires action. It is proposed this section of the wall (approx. 40m) would be re-built in the same location and the design would be 'like-for-like' as the existing wall and would continue to have the same height, materials and brick pier design features. While the wall is not historic, it is close to a listed building and is a notable feature of the conservation area within Old Bursledon. The re-building of the boundary wall is considered to enhance the heritage features of not only the nearby listed building but the wider setting of the conservation area.

40. The above proposals have been set out in the Heritage Statement and the Built Heritage Consultant was consulted upon and considered all elements of the proposal and has raised no objection to any of the works proposed. They advised the proposed additions and replacement wall will overall enhance and preserve the setting and usability of Greywell as well as the wider conservation area of Old Bursledon. As a result, the proposals are considered to accord with the abovementioned policies, Legislation and the contents of the NPPF.

41. In the consideration of this case, special regard to the desirability of preserving the building, its setting and any features of special architectural or historic interest which it possesses has been given. Based on the above assessment, it is considered the proposal complies with the DM12 policy of the Adopted Eastleigh Borough Local Plan (2016-2036).

Sustainability Measures and Climate Change:

42. 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 by 2025; (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.

43. 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 emerging 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 emerging 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.
44. 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.

Equalities Implications:

45. 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.
46. 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.

Conclusion

47. In conclusion the proposals would enhance, preserve and maintain historical design features of the Grade II listed building and the surrounding area. The proposals have the full support of the Built Heritage Consultant and would have clear heritage benefits in terms of the appearance of Greywell and the wider setting of the Old Bursledon conservation area.
48. It is recommended that Listed Building Consent be granted.

L/22/93401



EASTLEIGH
BOROUGH COUNCIL



Address: Greywell, High Street,
Bursledon, SO31 8DL

Date: 08/09/2022

Scale: 1:1250