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PLANNING POLICY STATEMENT (v2)

including Heritage Asset Statement

Hacketts, High Street
Old Bursledon SO31 8DL

**Planning application to remove existing roof, erect a
second floor extension and remodel the existing
dwelling's exterior**

December 2023

INTRODUCTION

- 1.1 This planning policy statement has been prepared to support the applicant's householder application to remove the existing roof, erect a second floor extension and remodel the dwelling's exterior at Hacketts, High Street, Old Bursledon.
- 1.2 The purpose of this policy statement confirms which are the relevant planning policies contained within the Development Plan, which in this case comprises:
 - the National Planning Policy Framework (NPPF) (2021),
 - the Eastleigh Borough Local Plan (2016-2036),
 - the Character Area Appraisals (Bursledon, Hamble-le-Rice and Hound) SPD (January 2008),
 - Old Bursledon Conservation Area Appraisal and Management Proposals SPD (February 2012), and
 - other associated SPDs.
- 1.3 This statement will explain how the proposal accords with the relevant criteria of the adopted planning policies, and therefore should lead the planning officer to make a favourable recommendation of this application.

SITE CHARACTERISTICS AND CONTEXT

- 2.1 The application site is located to the southern side of High Street and consists of a detached 2 storey residential dwelling (with a single storey element), of traditional design and pitched roof. There is a detached garage immediately adjacent to the dwelling. The dwelling occupies a substantial plot, affording a considerable separation distance to the adjacent dwellings and spaciousness within the plot.



The application site's position relative to the village of Old Bursledon
(Source Google Maps)



The application site's size relative to nearby housing plots
(Source Explorer)

- 2.2 The dwelling is set back from the road and positioned behind the belt of mature vegetation and trees, which entirely screens it from view from the main road. The site is accessed via the existing driveway off The High Street.



View of the existing house from entrance to the site off High Street



Existing front elevation to the dwelling



Existing rear and side elevations of the dwelling



Existing rear elevation of the dwelling

- 2.3 The site is well screened with trees and vegetation to all boundaries, however the southern boundary is more open, with views over the railway track and towards River Hamble.

- 2.4 The dwelling on site was extended in the past (planning permission ref: C/06/57051), which allowed the conversion of the original garage to habitable accommodation and erection of a new detached garage on site. Furthermore, planning permission was granted for replacement sheds to the front of the site in 2020 (ref: H/20/87550).

- 2.5 The application site is located within the Old Bursledon Conservation Area, specifically within Zone 7 (High Street), which forms the centre of the Conservation Area and would have been the historic centre of the village. This is the most densely developed part of the Conservation Area. The dwelling on the application site itself, being relatively modern addition to the village (1970s), is not listed, or considered as making a positive historic contribution to the Conservation Area.

- 2.6 There are several listed buildings in the close proximity of the site (Yew Tree Cottage, Rosewood, The Old Cottage, Dale Cottage, Woodbine Cottage, Lattice Cottage, Dolphin House and Greywell – all Grade II listed buildings) with a number of buildings, which although not listed, are recognised as positively contributing to the setting of the Conservation Area.



Older housing in High Street, but dwelling on application site not seen due to intervening screening



Glimpses of the existing house on the application site are visible from High Street

- 2.7 The properties in the area generally occupy spacious plot, with some smaller cottages abutting the road. The properties are generally of 17th and 18th style architecture, with an occasional more modern addition. Planning permission H/21/90833 was approved for the addition of the second floor, enlargement of raised terraces and alterations to fenestration of Waters Edge at Lands End Road in 2021.



Side and front elevation to the recently remodelled and extended dwelling known as Waters Edge, Lands End Road

- 2.8 Another material planning consideration is the grant of planning permission C/11/69464 that authorised a replacement dwelling at the site known as Kebun, School Road. This replacement dwelling is of 3 storey scale, with expanses of glazing, flat roofs and asymmetrical, modern design. The siting of Kebun is similar to that of the application site by reasons that both dwellings are set back from the road, nestled within its large, spacious plot and surrounded by mature vegetation.



Approved elevation and contemporary form of architecture at Kebun

NATIONAL PLANNING POLICY FRAMEWORK

- 3.1 The starting point for this application should be consideration of its acceptability in terms of the NPPF, published in July 2021. The current NPPF clearly states that sustainable development is pursued in a positive way, at the heart of the Framework is a **presumption in favour of sustainable development** (paragraph 11).
- 3.2 There is no single defining definition of 'sustainable development' however in planning terms (paragraph 8) the NPPF identifies three overriding objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
- a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
 - c) **an environmental objective** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- 3.3 As part of the presumption in favour of sustainable development the NPPF actively encourages residential development in sustainable locations offering a genuine choice of transport modes to help reduce congestion and emissions and improve air quality and public health (paragraph 105). In Section 11 there is a particular emphasis on the effective and efficient use of land (paragraphs 119 and 120), especially under-utilised land that would help to meet identified needs for housing where land supply is constrained and sites could be used more effectively.
- 3.4 Paragraph 124 advises that planning policies and decisions should support development that makes efficient use of land, taking into account:
- a) the identified need for different types of housing, and the availability of land suitable for accommodating it;
 - b) local market conditions and viability;
 - c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
 - d) the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
 - e) the importance of securing well-designed, attractive and healthy places.

- 3.5 Section 12 is key to the consideration of this planning application and relates to 'Achieving well-designed places'.
- 3.6 Paragraph 126 highlights the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations is essential for achieving this. Paragraph 127 refers to the need for planning guidance to enable acceptable schemes. Plans should set out a clear design vision and expectation so that applicants have as much certainty as possible about what is likely to be acceptable.
- 3.7 Paragraph 130 confirms that development should:
- a) function well and add to the overall quality of the area;
 - b) be visually attractive as a result of good architecture, layout and landscaping;
 - c) be sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change;
 - d) 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;
 - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks; and
 - f) create places that are safe, inclusive and accessible and promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder do not undermine the quality of life or community cohesion and resilience.
- 3.8 Paragraph 134 states that development that is not well designed should be refused, especially where it fails to reflect government guidance on design, local design policies, guidance and SPDs. Conversely, **significant weight** should be given to development which does take these into account, and/or developments of outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design generally in an area, provided they fit in with the form and layout of the surroundings.
- 3.9 Section 16 relates to conserving and enhancing the historic environment. Paragraph 189 states that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance. Paragraph 195 requires LPA's to identify and assess the particular significance of any heritage asset that may be affected by a proposal, taking account of available evidence and expertise. Paragraph 197 requires development to make a positive contribution to local character and distinctiveness.
- 3.10 Paragraph 199 says that,
- “when considering the impact of a proposed development the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should

be)". This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

- 3.11 Paragraph 202 advises that where proposals would lead to less than substantial harm to the significance of a designated heritage asset, the harm should be weighed against the public benefits of the proposals, including securing its optimum viable use.
- 3.12 Paragraph 206 requires new development within the setting of heritage assets to look for opportunity to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

THE PROPOSAL'S COMPLIANCE WITH PLANNING POLICIES

- 4.1 Planning law requires that applications for planning permission be determined in accordance with the Development Plan, unless material considerations indicate otherwise¹. The NPPF must be considered as a material consideration in planning decisions and carries **significant weight** that should be applied by those who determine planning applications.
- 4.2 The proposal is for the householder extensions and alterations to the existing dwelling. It is intended to remove the existing pitched roof over the 2 storey dwelling, erect a second floor extension, and remodel the dwelling's exterior. The dwelling at Hacketts is not a listed building, so the principle of the proposal is acceptable, subject to its compliance with the adopted local policies.
- 4.3 The application site is located close to the edge of the urban settlement. Policy DM26(1a) of the Eastleigh Borough Local Plan (2016-2036) sets out the criteria for residential extensions in such locations. It states that the extension to existing dwellings shall not be disproportionate in size to the existing dwelling, neighbouring properties or in relation to its plot, or involve any extension to its curtilage.
- 4.4 Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) sets out the criteria for new development. It is considered that sub-paragraphs a, c, d e and g are relevant to this proposal. These are listed below:

“a. not have an unacceptable impact on, and where possible should enhance:

i. residential amenities of both new and existing residents; the character and appearance of urban areas, the countryside and the coast;

ii. biodiversity (avoiding significant adverse impacts); and

iii. the significance of heritage assets;

c. 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 with adjoining uses and be well integrated with these in terms of mass, scale, materials, layout, density, design and siting, both in itself and in relation to adjoining buildings, spaces and views. Where adjoining development is poor in urban design terms, new development should contribute to improving the character of the area;

d. not involve the loss of or damage to trees, woodlands, hedgerows, ponds, priority habitats or other landscape features of value to the character of the area, for appearance or biodiversity unless they can be replaced with features of equivalent or enhanced value, (recognising that some species and habitats may be irreplaceable);

¹ Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990.

- e. include a landscape scheme covering the design and layout of external space;
- g. provide satisfactory management arrangements for all landscape, green infrastructure and biodiversity enhancement”.

4.5 Strategic Policy S8 and Policy DM12 (Heritage Assets) seek to protect the historic environment. Policy DM12 states:

“1. Development of a heritage asset or within its setting 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. The more important the asset, the greater the weight that should be accorded to this criterion. Permission for development which results in substantial harm to, or loss of, designated assets of the highest significance will be wholly exceptional”. It is considered that sub-paragraphs DM12 1b and 1e are relevant to this proposal.

“b. It achieves a high standard of design which respects and complements the character and qualities of the heritage asset(s);

e. A heritage statement is submitted with the application explaining the significance of the assets affected including the contribution made by their setting, at a level of detail proportionate to the asset’s significance; the impact of the proposal on the significance of the asset; and how proposals have been developed to avoid harm or, if this is not possible, minimise the harm; with mitigation measures proposed”.

4.6 Additionally, Policy BU7 (Residential extensions and replacement dwellings, Old Bursledon Special Policy Area) advises that:

“1. Residential extensions and replacement dwellings in the Old Bursledon Special Policy Area as defined on the policies map will 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”.

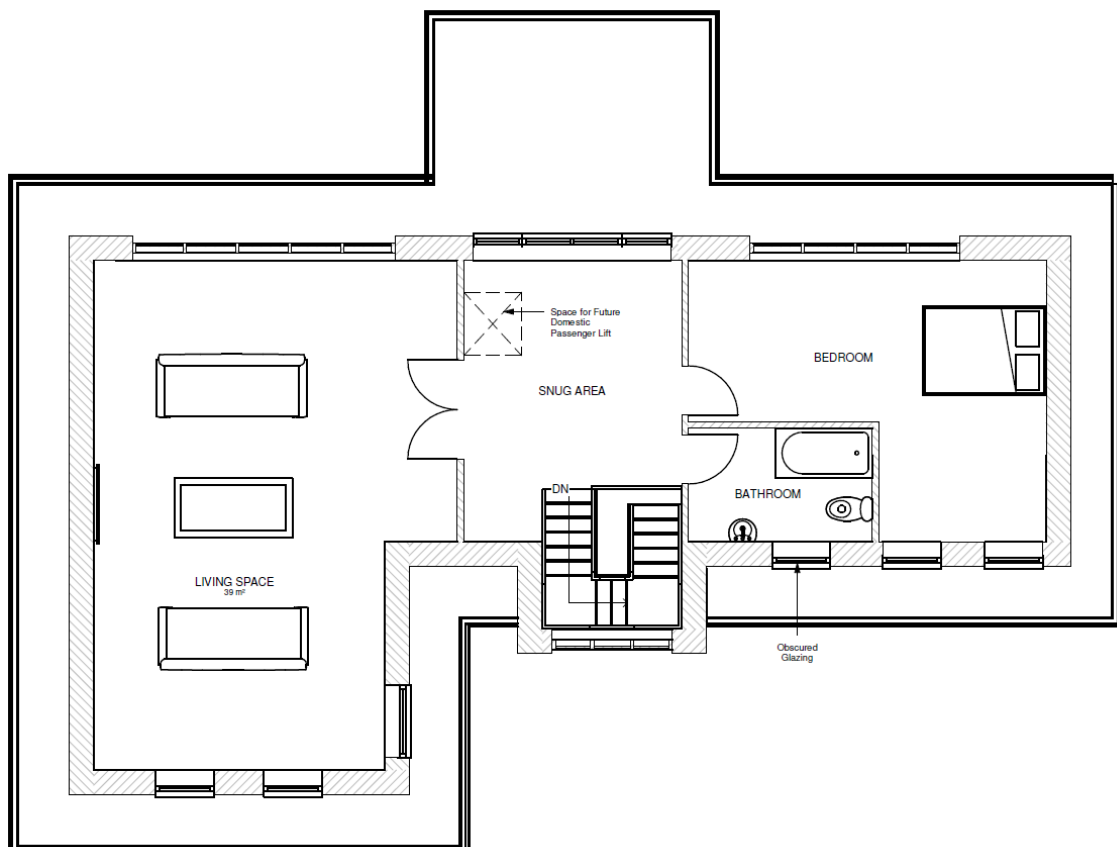
- 4.7 The proposal will remove the existing pitched roof over the 2 storey dwelling, erect a new second floor and remodel the exterior of the dwelling. The overall design of the building shall evolve into a contemporary form, appropriate to a setting of a waterside location which is evidenced by the views from the rear garden. The proposed second floor element will be subservient and in proportion to the existing built form, forming a cohesive design, in line with the provisions of Policy BU7.



Existing (top image) and proposed (lower image) rear elevation of the dwelling

- 4.8 The proposal does not involve any increase of footprint. The proposed increase in scale and mass will be confined to the upper floor only. As a result, it should be concluded that the proposal will not be disproportionate in relation to its plot, meeting the criteria outlined by Policy DM26, and it will not encroach on the space between buildings or alter the openness of the area, as protected by Policy BU7. The proposal will also not increase the urbanisation of the area (being an extension to the existing dwelling), in line with the provisions of Policy BU7.

- 4.9 The proposed scheme will retain the existing vehicular access and parking arrangements. No changes are proposed to the boundaries of the site as well.
- 4.10 As the proposal will not extend the existing footprint, it will retain the loose-knit character of Old Bursledon and will not encroach any open spaces or important vistas in the vicinity of the site. In this regard, and due to the considerable geographical separation distance and the presence of the intervening built form, the proposal will also comply with the provisions of Policy BU7, which states that proposals should not be detrimental to the character of the area as viewed from the River Hamble.
- 4.11 The volume of the proposed extensions will not exceed more than 25% of the original dwelling on site, in compliance with Policy BU7. As a result, the proposed scheme will not create a dwelling that will be disproportionately larger than the one that is being extended.
- 4.12 The massing of the proposed extension has been designed to be reduced from that of the massing of the ground and first floor volumes below. The benefit of that reduction of massing is that the proposed extension shall be positioned back from the parapet of the building's façade, so appear subservient. The gap between the side walls of the extension to the side elevations of the dwelling shall be 0.8m however to the front and rear elevations of the dwelling, the stepped back is increased to 1m (3.3m from the bedroom window positioned centrally on the rear elevation at first floor). This step back will create a narrow terrace around the building that will be used for maintenance purposes only and not as external amenity space.



Proposed second floor and step back from the parapet of
the external walls of the floors below

- 4.13 The approved plans for Waters Edge included the erection of an additional second floor, enlargement of raised terraces and alterations to fenestration. In determining that the proposed development was acceptable under the adopted planning policies, and the planning officer judged,

“The design of the additional third floor with enlargement of raised terraces and alteration to fenestration is suited to the host dwelling in terms of its form, scale and appearance.

The development would not be an overdevelopment of the site, would retain sufficient amenity space and meet parking standards.

The design and layout respect the character and appearance of the locality. Lands End Road has a mixture of dwelling types where there is no common theme in terms of design.

The proposed second floor is set into the existing first floor and so appears as a subservient addition to the main dwelling.

As set out in the Quality Places SPD, where development adjoins a park, lake or other attractive feature, buildings should, front onto it and maximise views with more floors, larger windows, bay windows, balconies and roof terraces. Therefore, this proposal would accord by this, making the most of its setting on the River Hamble. However, as set out in draft policy BU9, it must be considered that this proposal would not be detrimental to the character of the area as viewed from the River Hamble. It is seen that this proposal, due to its subservient nature, would not cause detriment to the river”.

- 4.14 Taking the above assessment into account as a material planning consideration, it therefore would be reasonable to assess the scheme proposed will integrated in terms of mass, scale, materials, layout, density, design and siting, both in itself and in relation to adjoining buildings, spaces and views, in accordance with the provisions of Policy DM1(c) as the design implications are similar.
- 4.15 The scale and mass of the proposed extension at Hacketts will be subservient to the main house and the remodel, acceptable in terms of appearance and design. The set back location of the dwelling from the roadside will ensure that only glimpses of the proposal will be visible from the public domain, and shall have limited impact on the visual amenity of the area.
- 4.16 It is accepted that due to the openness of the rear boundary, the proposed dwelling will have views over from River Hamble. As set out in the Quality Places SPD, where development adjoins a park, lake or other attractive feature, buildings should, front onto it and maximise views with more floors, larger windows, bay windows, balconies and roof terraces. This proposal would accord with this, making the most of its setting on the River Hamble, without being detrimental to the character of the area and the riverside views. Due to the geographical distance, the proposal will respect the setting of the River Hamble, in line with the provisions of Policy BU7.

- 4.17 The architect has fully considered the exterior of the resultant dwelling and offers in drawing PG.8175-23-06-A a detailed specification of the materials to be used. These include horizontal composite cladding (coloured bluey grey) charcoal grey coloured fascias, and bluey grey windows to match the existing dwelling. As such, it should be concluded that in terms of its appearance, the proposal will be also acceptable, in line with the provisions of Policy DM1.

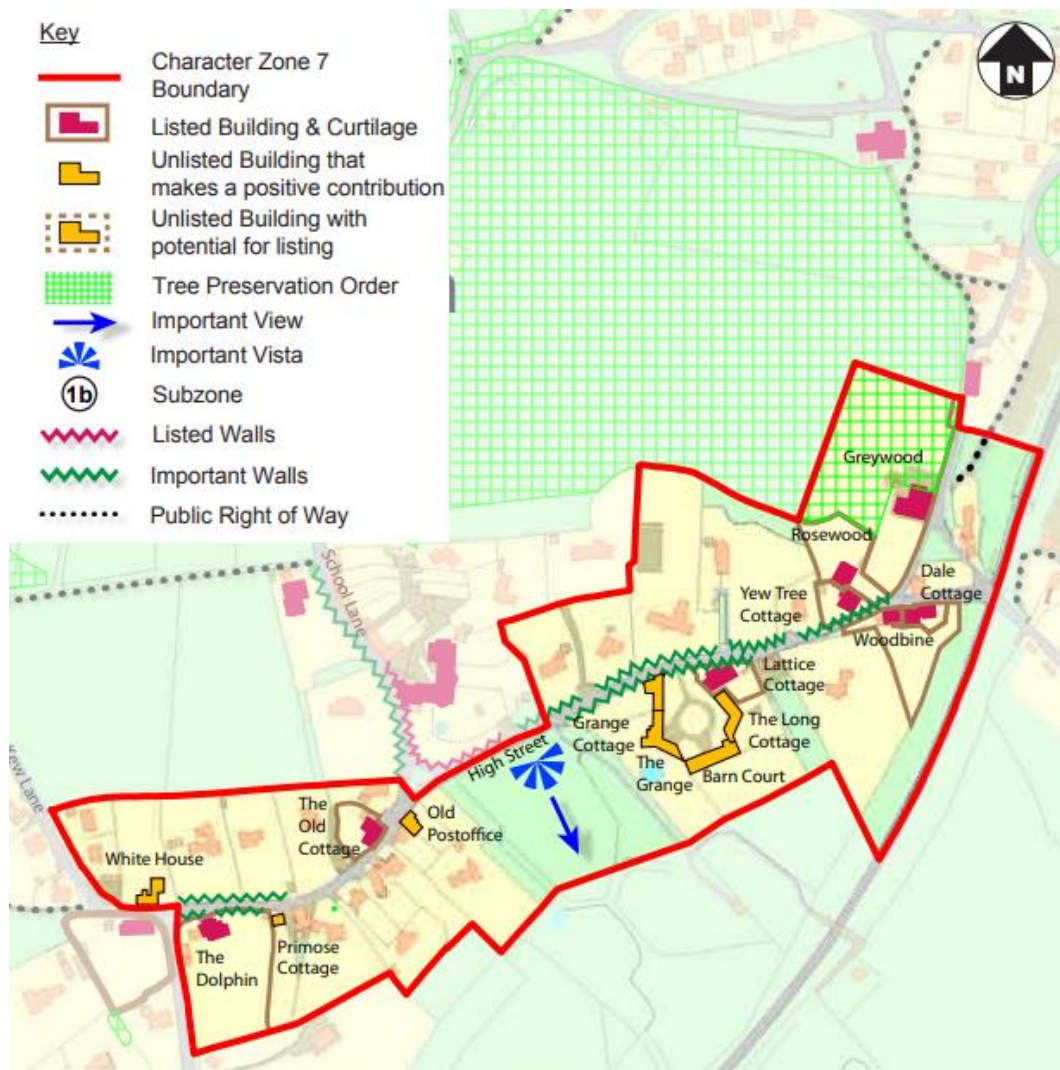


Proposed front elevation

- 4.18 In accordance with the provisions of Policy DM1(e) the proposal will not involve the loss of or damage to trees, woodlands, hedgerows, ponds, priority habitats or other landscape features of value to the character of the area. As stated above, the proposal will also not result in the changes to the existing boundaries of the site, preserving the character and appearance of the area, including the protected boundary walls of the Conservation Area.
- 4.19 It is considered that the internal layout of the accommodation within the proposed extended dwelling will preserve the privacy and amenities of the adjoining properties. Any issues relating to privacy of the adjoining dwellings can be resolved by imposition of planning conditions.
- 4.20 The layout of the site and property's internal arrangements have been designed to ensure a high standard of living for future occupants. Each room will benefit from ample natural light and privacy.

HERITAGE STATEMENT

- 5.1 The application site is within Zone 7 of the Old Bursledon Conservation Area and located within the presence of Grade II listed buildings (Lattice Cottage, Woodbine, Yew Tree Cottage and others). These are all designated heritage assets. As such the NPPF requires an assessment of the degree of harm caused to these designated heritage assets is required, to establish if that harm shall be 'substantial', or 'less than substantial' which is then balanced against the public benefits.
- 5.2 The Old Bursledon Conservation Area was formally adopted in February 2012. According to the Appraisal and Management Proposals SPD (OBCAAMPSPD), significant weight on preserving the setting of the heritage assets is identified. The conservation area is split into 8no. Zonal areas of which the application site falls within zone no. 7 (High Street).



Map 13 (zone 7 – High Street) of the Old Bursledon Conservation Area Appraisal and Management Proposals SPD

- 5.3 The historical context of zone 7 is set out in paragraph 4.135-4.148 of the OBCAAMPSPD so that wording is not repeated here. That said, the SPD confirms that,

“The space between buildings in the zone is an important element in maintaining visual separation between properties and preventing the urbanising effect of large expanses of brick walls, inappropriate for the rural village character. This is particularly significant between Primrose Cottage and the Old Post Office, as these buildings are already in close proximity. Future development should carefully consider the impact on this spacing and should not reduce it. Planning proposals that would close the gaps between these properties or affect the setting of individual properties will not be supported by the local planning authority”.

- 5.4 The dwelling at Hacketts (the application site) is identified on the zonal map as being an unlisted building, nor makes a positive contribution to the conservation area. As such the contribution that the existing dwelling makes is neutral at best or negative at worse in heritage terms.
- 5.5 The proposed development shall not decrease the separation to nearby buildings so accords with the SPD in that respect. The proposed development will enhance the appearance of the building within the conservation area, and elevate its impact to a positive one. There shall be no loss of trees on the site, the house shall remain only glimpsed from the public domain, however the public benefits include construction jobs, investment to localised business during the construction phase, and enhancement of the appearance of the dwelling, so having regard to paragraph 202 of the NPPF, the proposal can be justified as the scheme will have less than substantial harm to the designated heritage asset.
- 5.6 There are several listed graded buildings located within proximity to the application site. According to Historic England’s website, the listings are:



Identification of listed buildings and proximity to the application site

Lattice Cottage (Grade II)

Designated on 14th February 1983, Lattice Cottage is a mid 19th century building known as 'Cottage Orne' house of one and 2 storeys. Steep roof with modern pantiles. 'Tudor' stack. Yellow brick walls in Flemish bond (painted on front) with projecting quoins. Some original diamond pattern casements, and ground floor bays.



Yew Tree Cottage (Grade II)

Designated on 5th December 1955, 18th century. Two storeys. Three windows. Red tile roof. Brick walling in Flemish bond (red with blue headers) first floor band on moulded brick dentils, cambered ground floor openings. Modern casements above sashes. Boarded door.



Woodbine Cottage (Grade II)

Adjoins above to south. C18, 2 storeys. Three windows. Red tile roof, brick dentil eaves. Brick walls in Flemish bond (red with blue headers) with flush dressings; blue first floor band, blue and red bands below ground floor cills, cambered openings. Casements, ground floor modern bows. Single-storeyed modern extension at south end.



- 5.7 The proposal will be of a modest scale and well designed and the remodelled exterior shall be cohesive, sensitively designed dwelling that takes the constraints of the site into account. No increase of footprint is proposed. The scheme will therefore not encroach on the existing separation distance between the built form and nearby listed buildings, and in turn that settings are unlikely to be affected so the impact shall again be 'less than substantial harm'.

- 5.8 The proposed development will be in line with the provisions of Policy DM12 and the guidance of the Old Bursledon Conservation Area Appraisal and Management Proposals SPD (paragraph 4.41). Furthermore the importance of it is also highlighted in Section 16 of the NPPF (paragraph 194) and Policies S8 and DM12 of the Local Plan. Policy DM12(1) states that development of a heritage asset or within its setting 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.
- 5.9 Overall, the proposed scheme will preserve the protected characteristics of the Conservation Area in line with paragraph 4.16 of the Old Bursledon Conservation Area Appraisal and Management Proposals SPD. The very limited harm that has been identified, is justified and outweighed by the benefits arising from the scheme. As a result, the proposed scheme is compliant with the provisions of the NPPF and the adopted local planning policies and should be supported.

CONCLUSION

- 6.1 The NPPF confirms that sustainable development should be afforded the presumption in favour of sustainable development. This is reinforced by Policy S1 of the Eastleigh Borough Local Plan. This proposal meets the 3 roles of sustainable development as identified in paragraph 8 of the NPPF by reason of:
- providing additional living accommodation to meet the growing needs of the existing owners/occupiers of the dwelling (social benefit);
 - investment of the site, job creation during construction stage of the development (economic role);
 - making the effective and optimum use of the land through the delivery of a high quality, sustainable development, putting emphasis on the use of renewable energy sources and reducing the use the private car (environmental role).
- 6.2 It is considered that the submitted scheme creates a carefully balanced and attractive proposal which will respect the pattern and layout of development in the vicinity and preserve the character, appearance and local distinctiveness of the area. Good living conditions will be provided for future occupiers and the amenities of neighbouring properties will be maintained.
- 6.3 The proposal will overall maintain and preserve the setting and characteristics of the Old Bursledon Conservation Area, in line with the adopted policies.
- 6.4 The applicant considers there are no adverse impacts to the scheme, and certainly none which would significantly and demonstrably outweigh the benefits of the proposal, and therefore it is considered that planning permission should be granted.