

Application Number: H/23/95588
Case Officer: Claire Campbell-Best
Received Date: Monday 10th July 2023
Site Address: HOE MOOR HOUSE, DODWELL LANE, BURSLEDON,
SOUTHAMPTON, SO31 1AB
Applicant: Mr and Mrs Wilson
Proposal: Proposed single storey side extension to create gym and
home office and new vehicular entrance gates

Recommendation: Permit subject to conditions

CONDITIONS AND REASONS:

1. The development hereby permitted shall be implemented in accordance with the following plans:

Existing Block Plan:	001
Existing Elevations and Floor Plans:	002
Proposed Block Plan:	101
Proposed Elevations and Floor Plans:	102 Rev A
Location Plan:	LOC 01

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

2. The development hereby permitted shall start no later than three years from the date of this decision.

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

3. Notwithstanding the approved plans, no development shall start until details and samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: To ensure a satisfactory visual appearance in the interest of the amenities of the area.

4. No development, including demolition, shall start on site until a Construction Environment Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority, which shall include precautionary working methods to protect great crested newts, dormice and hedgehogs.

Construction work shall only take place in accordance with the approved CEMP.

Reason: To protect wildlife species, in accordance with Policies DM1 and DM11 of the Eastleigh Borough Local Plan (2016-2036).

Note to applicant: Rhododendron is located within the site and is an invasive plant. It must not be allowed to spread into the wild.

Note to applicant: Biodiversity enhancements will be required. A bat brick/box and a swift brick/nest box may be appropriate to build into the extensions. Built in boxes do not require maintenance and cannot fall off.

The Bat Conservation Trust recommends installing a bat brick/box at least 4m above the ground, away from artificial light sources, sheltered from strong winds and exposed to the sun for part of the day, facing south, south-east or south-west. [https://www.bats.org.uk › our-work › putting-up-your-box](https://www.bats.org.uk/our-work/putting-up-your-box)

Swift nest boxes are best positioned under the eaves or on walls facing north, northeast or north-west out of direct sunlight, five metres above the ground, with clear adjacent airspace so swifts can access them in a high-speed direct flight.
(<https://www.swiftconservation.org/Nestboxes%26Attraction.htm>)

Additional information is available at:

<https://sussexwildlifetrust.org.uk/discover/in-your-garden/article/31>,
planting for bats

<https://www.rhs.org.uk/science/conservation-biodiversity/wildlife/plants-for-pollinators>

<https://www.bats.org.uk/our-work/buildings-planning-and-development/bat-boxes>

<https://www.hampshireswifts.co.uk/nesting>

<https://www.rspb.org.uk/birds-and-wildlife/advice/how-you-can-help-birds/nestboxes/nestboxes-for-small-birds/>

<https://www.swift-conservation.org/OurLeaflets.htm>

Note to Applicant: In accordance with paragraph 38 of the National Planning Policy Framework (September 2023), 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 the Chair, Councillor Tonia Craig (in agreement with the Planning Manager), due to the site's previous planning history.

Site Characteristics and Character of the Locality

2. Hoe Moor House is situated north of the Bursledon Conservation Area and is accessed via a private road, east of Dodwell Lane.
3. The property is a Grade II listed building which was constructed in the 1830s. The elevations have buff-coloured bricks with stone dressings. The roof form is a slated hipped and gabled roof. An extensive range of garages with accommodation within the roof space was built just prior to the turn of the century in a sympathetic brick, which was subsequently replaced in the late 1990s in materials to match the main house. The replacement garage is linked to the main house on the northwestern elevation.
4. The property is set within a generous plot and located in designated countryside as defined in the Local Plan. There is a large, gravel driveway leading off from the private access road which leads up to the front of the property. To the south and east of the site, lies a substantial, landscaped garden. There are extensive views to the north and northeast over the upper Hamble River valley. There are some large, detached residential dwellings to the northwest/west of the application site. The immediate neighbour to the west, Freehills House is a locally listed building.

Description of Application

5. The proposal is to erect a flat roofed single storey side extension which would be attached the existing garage that is linked to the main house. The proposed extension would wrap around the northwestern end of the garage. The extension would comprise of a home office, gym and w.c./shower room and would measure 7.8m in width, 8.1m in depth and 3.0m in height. This would be finished externally with vertically hung black charred larch cladding and black framed crittall windows and doors.
6. The proposal also involves vehicular double entrance gates which would be located where the existing private road meets the gravel driveway. The gates would be timber framed and would have a height of 2.1m. There would be structural posts on either side of the double gates and they would be electronically operated.

7. The application is accompanied by the following report which can be found [here](#):

- Heritage, Design and Access Statement

Relevant Planning History

8. L/23/96251 – Listed Building Consent: Proposed single storey side extension and new vehicular gates – Concurrent application to householder application H/23/95588 and under consideration at the BHH LAC on 30/11/2023.
9. L/23/94875 – Listed Building Consent: Replacement of 5no. ground floor single glazed windows with double glazed windows and refurbishment of existing casements – Under consideration at the BHH LAC on 30/11/2023.
10. L/16/79094 – Listed Building Consent: Erection of detached two storey outbuilding, single storey side extension, erection of 2.4m high brick wall, installation of outdoor swimming pool, replacement of existing tennis court with all weather surface – Grant Listed Building Consent 22/03/2017 (Not implemented).
11. F/16/79093 - Erection of detached two storey outbuilding, single storey side extension, erection of 2.4m high brick wall, installation of outdoor swimming pool, replacement of existing tennis court with all weather surface – Permit 22/03/2017 (Not implemented).
12. L/12/71101 – Listed Building Consent: Existing terrace widened, uplifted, levelled and new pavers laid with steps, air extract fans added to plinths, 2m high boundary wall extended, rebuilding single storey side extension, internal alterations to include; blocking up of 2no. doors, new insulated internal wall, new internal stud walls, raising of floor level in utility and new lintel and doorway for master bedroom – Granted Listed Building Consent 15/08/2012.-
13. L/08/63872 – Listed Building Consent: Insertion of new window to northern elevation, alterations to windows in eastern elevation, replacement and velux windows to eastern elevation, alterations to internal staircase and layout of ground floor – Grant Listed Building Consent 18/12/2008.
14. L/35419/002/00 – Listed Building Consent: Re-roofing of dwelling with natural slate and clay ridge tiles – Grant Listed Building Consent 25/02/2000.

15. L/34519/000/00 – Listed Building Consent: Single storey front extension incorporating new double garages following demolition of existing – Granted Listed Building Consent 21/09/1998.

16. Z/34519/000/00 - Single storey front extension incorporating new double garages following demolition of existing – Permit 21/09/1998.

Representations Received

17. No comments received.

Consultation Responses

18. Bursledon Parish Council: No comments received.

19. Hedge End Town Council: No objection.

20. Built Heritage Consultant: No objection.

Updated comments received 10/11/2023:

The documents have now been revised to describe the materials correctly and the dark boarding has been changed to vertical which will be more in keeping with the character of this extension, a complete contrast to the host structure and generally 'out of shot' when viewing the original on approach, separated by the 1990's extension. No objection.

Original comments received 16/10/2023 (summarised):

The application form incorrectly states that the existing roof covering is tiles. The existing roof covering is quite clearly slate and even says so in the listing description – a totally different material to clay or concrete tiles.

The external finish of the proposed extension is given as cladding – this is nowhere near good enough for an extension to a listed building which will need an LBC Application too. Both type, form and colour of the cladding are required prior to consideration of the application.

The proposed extension is in a modern idiom and in complete contrast to the existing built form, which is not necessarily a bad thing. The graphics suggest it is horizontal timber boarding but as the proposed building extension is modern and the fenestration emphasis is on verticality I suggest it goes the whole hog and has vertical boarding in a colour to match the windows, i.e. black, in either a singed larch or a stain like Sadolins Ebony.

Conclusion

Until the paperwork matches the existing building and is complete it is a holding objection. Reconsideration should be given to the direction of cladding on the extension. The proposed entrance gates are no problem.

21. Ecology: No objection, subject to a pre-commencement Construction Environment Management Plan (CEMP) condition.

Updated comments on Ecological Appraisal received 02/11/2023:

The agent has provided a statement titled Ecology Appraisal which was produced by Coast Architecture Ltd, not by an ecologist.

A preliminary ecological appraisal will not be required but a precautionary working method statement to protect small animals such as terrestrial great crested newts, dormice and hedgehogs will be required and can be conditioned. Rhododendron is invasive and must not be allowed to spread into the wild.

The person completing the statement must have an understanding of the legal protection, habitat requirements and behaviour of these species to be able to avoid disturbance or harm to them should they occur on site. An ecological consultant would be best placed to write an appropriate precautionary working method statement.

Comments on site photos received 23/10/2023:

I have reviewed the site photos and agree that the proposed extension would not interfere with the roof, so bats are not a concern with this proposal. The area to the side of the extension is a gravel driveway and I don't see any potential great crested newt, dormouse, or hedgehog habitat in this area of the property. The area where the entrance gates are proposed is vegetated with what appears to be rhododendron and closely mown lawn. A preliminary ecological appraisal will not be required but precautionary working method statement to protect small animals such as terrestrial great crested newts, dormice and hedgehogs will be required and can be conditioned. Rhododendron is invasive and must not be allowed to spread into the wild.

Original Comments received 19/09/2023:

There are records of bats, great crested newts, dormice, and hedgehogs very close to this site. It is in an amber impact risk zone for great crested newts.

A preliminary ecological appraisal will be required.

22. Hampshire County Council Highways: No objection.

It is noted that gates are proposed. These would be acceptable from a highway perspective as they would have no impact upon the nearest public highway (Dodwell Lane) and are unlikely to affect other road users of the private lane from which the application site is reached.

23. Old Bursledon Action Group: No comments received.

24. The Gardens Trust: No comments received.

25. Hampshire Gardens Trust: No comments received.

Policy Context and Designations Applicable to Site

- Outside the urban edge – Designated Countryside
- Within Settlement Gap
- Listed Building (Grade II)
- Affects the setting of a Listed Building
- Historic Parks and Gardens – Free Hills/Hoe Moor House

Development Plan Local Plan Policies

Eastleigh Borough Local Plan 2016-2036

26. The Eastleigh Borough Local Plan 2016-2036 has full weight. The most relevant policies are:

Strategic policies

- S1 (Delivering sustainable development);
- S2 (Approach to new development);
- S5 (New development in the countryside);
- S6 (Protection of settlement gaps);
- S8 (Historic Environment).

Development Management Policies

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

Supplementary Planning Documents

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

National Planning Policy Framework

27. At 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 unless material considerations indicate otherwise.

28. Paragraph 199 of the NPPF states that "When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation".

National Planning Practice Guidance

29. 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 and Listed Building applications.

Assessment of Proposal: Development Plan and / or Legislative Background

30. 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

31. The application site lies outside the urban edge and is within designated countryside. Here, the basic principle of development is not usually considered acceptable unless for justifiable agricultural, horticultural or recreational purposes, or for residential extensions as supported by Policy DM26. Strategic policy S5 also restricts development in the countryside principally in order to maintain its rural character and to limit urbanisation.

32. The site also lies within a settlement gap between Hedge End and Bursledon. Strategic policy S6 restricts development within settlement gaps unless the development does not undermine the visual separation of settlements and would not have an urbanising effect detrimental to

the character of the countryside or the separate identity of the adjoining settlements.

33. Policy DM26 of the Eastleigh Borough Local Plan (2016-2036) allows extensions and minor works 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 do not result in the dwelling becoming disproportionate in size to its plot and the neighbouring dwellings.
34. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states: "In considering whether to grant planning permission for development which affects a listed building or its setting, the local 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."
35. The site also has relevant planning history; planning permission and listed building consent was granted in 2016 for more significant works. The permission included the erection of a detached two storey outbuilding, a single storey side extension, the erection of a 2.4m high brick wall, the installation of an outdoor swimming pool and replacement tennis courts (F/16/79093 and L/16/79094). The development was never implemented, and the planning permission expired on 22/03/2020.
36. The approved single storey side extension was of a similar size and scale and sited in the same location as the proposed extension in this current application. The principle of the proposal is therefore considered acceptable, subject to appropriate design.

Sustainable Development

37. Section 2 of the NPPF (Sept 2023) states that the purpose of the planning system is to contribute to the achievement of sustainable development, which can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
38. Achieving sustainable development means that the planning system has three overarching objectives – economic, social and environmental (which are interdependent and need to be pursued in mutually supportive ways) that should be delivered through the preparation and implementation of plans and the application of the policies in the Framework.
39. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.

40. National legislation and guidance, together with local policy ensure that all planning applications are tested for their resilience to and impact on the environment. Details elsewhere in this report set out the Climate Change and environmental implications of this application and their proposed mitigations.

Design, Layout and Appearance and Impact upon the Listed Building

41. 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 neighbouring, and be compatible in terms of mass, scale, layout density, design and siting. In relation to listed buildings, Policy DM12 states that development of a heritage asset will be permitted provided it does not harm or detract from the significant or special interest of the asset and sustains and enhances its special character and qualities.
42. The proposed single storey side extension is considered to be acceptable in terms of its scale, height, form and design. The height of the extension would be modest and subservient to both the main listed building and the garage to which the extension would be attached to. The proposed extension would be in the same location as the previously approved side extension, but it would have a slightly larger footprint. It is however, acknowledged that the appearance of the proposed extension would be different and finished in a more contemporary style than what was previously approved.
43. Initially, horizontal brown larch cladding to the side and rear elevations of the extension were proposed. Amended plans were received which changed this cladding to vertical black larch cladding to all elevations and would match in colour with the proposed black framed crittall windows and doors. This change was recommended by the Built Heritage Consultant and would ensure the proposed extension is more cohesive and uniform in appearance. In order to ensure high quality external materials are used, a condition will be applied whereby the LPA will approve any proposed materials. This would also ensure there would be a satisfactory appearance between the new contrasting extension and the more traditional host dwelling.
44. Whilst the proposed materials would contrast with those used on the main house, the finished design is considered to compliment the overall appearance and character of the host dwelling and the Council's Heritage Consultant has raised no objection. The extension would not be physically attached to the main listed building, it would be sited at the end of the existing garage and would not be highly visible when approaching Hoe Moor House. It would not be a prominent feature within the site.

45. The extension would also not be highly visible within the wider surrounding area; the site is located at the end of a long, private drive which is shared with a handful of other dwellings. There are public footpaths within Hoe Moor Copse, but these are a significant distance away with groups of dense trees screening the site from public view.
46. The proposed vehicular gates are considered to be acceptable in terms of design, scale and appearance. It was noted during the site visit that there are gates of similar size and appearance along the private access road. Therefore, it is considered the gates would be in keeping with the surrounding area. The Heritage, Design and Access Statement submitted with this application states additional planting would also be added to help soften their appearance.
47. To conclude, the proposals are considered acceptable in terms of the design, scale and appearance and would preserve the special architectural and historic interest of the listed building, in accordance with Policies DM1 and DM12 of the Local Plan.

Impact Upon the Settlement Gap and Countryside

48. Policy S6 only permits development in the local gap that cannot be accommodated elsewhere and does not physically or visually diminish the settlement gap. Due to the modest proposals and the spaciousness afforded to the site and the surrounding area, the development is not considered to diminish the settlement gap.
49. Policy DM26 permits dwellings to be extended within the countryside provided the design does not materially worsen its impact on the countryside or its immediate surroundings.
50. The proposed extension would be modest in size and proportionate to the host dwelling and would not be harmful to the wider countryside surroundings.
51. As such, the proposal complies with the requirements of policy DM26.

Residential Amenity

52. Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) amongst other matters, stipulates that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents.
53. The neighbours most impacted as a result of the proposals would be the nearby properties, northwest and west of the site, Freehills House and Freehills Cottage.

54. The proposed extension would be suitably distanced from the adjoining neighbours; there would be a separation distance of 13.2m from Freehills House and 8.1m from Freehills Cottage. Furthermore, as the proposal is of single storey form only, it would be predominately screened from the neighbouring dwellings by the northwestern and west boundary treatment, which is a combination of timber fencing and mature trees and vegetation.
55. As a result of the separation distances and adequate screening, the proposal is not considered to have an adverse impact upon the neighbouring amenities. As such, the application accords with the amenity requirements of Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) and the Council's 'Quality Places' SPD.

Ecology

56. Policy DM11 requires planning applications to protect, conserve and enhance all international, national and local nature conservation designations; and networks of natural habitats and features.
57. The Council's Ecologist was consulted due to there being records of bats, great crested newts, dormice and hedgehogs in the area and initially requested a preliminary ecological appraisal.
58. Through negotiation with the agent and the review of site photos, the Council's Ecologist has advised that an ecological appraisal will not be necessary but has advised a precautionary working method be carried out before construction work begins. This will be secured via a pre-commencement condition which the agent has agreed to.
59. The Council's Ecologist has also recommended that the rhododendron currently present on the site is invasive and must not be allowed to spread into the wild and that a bat or bird brick should be installed on the proposed extension. These will be recommended to the applicant by way of informative.

Access, Parking and Transport Matters

60. Policy DM14 of the Eastleigh Borough Local Plan (2016-2036) requires residential development to provide off-highway parking which is adequate in terms of highway safety/traffic management.
61. Hampshire County Highways were consulted upon due to the proposed vehicular entrance gates and have raised no objections from a highway perspective as the gates would have no impact upon the nearest public highway (Dodwell Lane) and are unlikely to affect other road users of the private lane from which the application site is reached.
62. The extension does not propose any additional bedrooms that would require additional parking within the application site. However, it should

be noted that there is ample parking provision provided by the driveway and garage. Overall and to conclude, there are no highway concerns generated as a result of the proposal.

Other material considerations

Sustainability Measures and Climate Change:

63. 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 17 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.
64. 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 adopted local 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 local 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.
65. 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:

66. 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.

67. 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

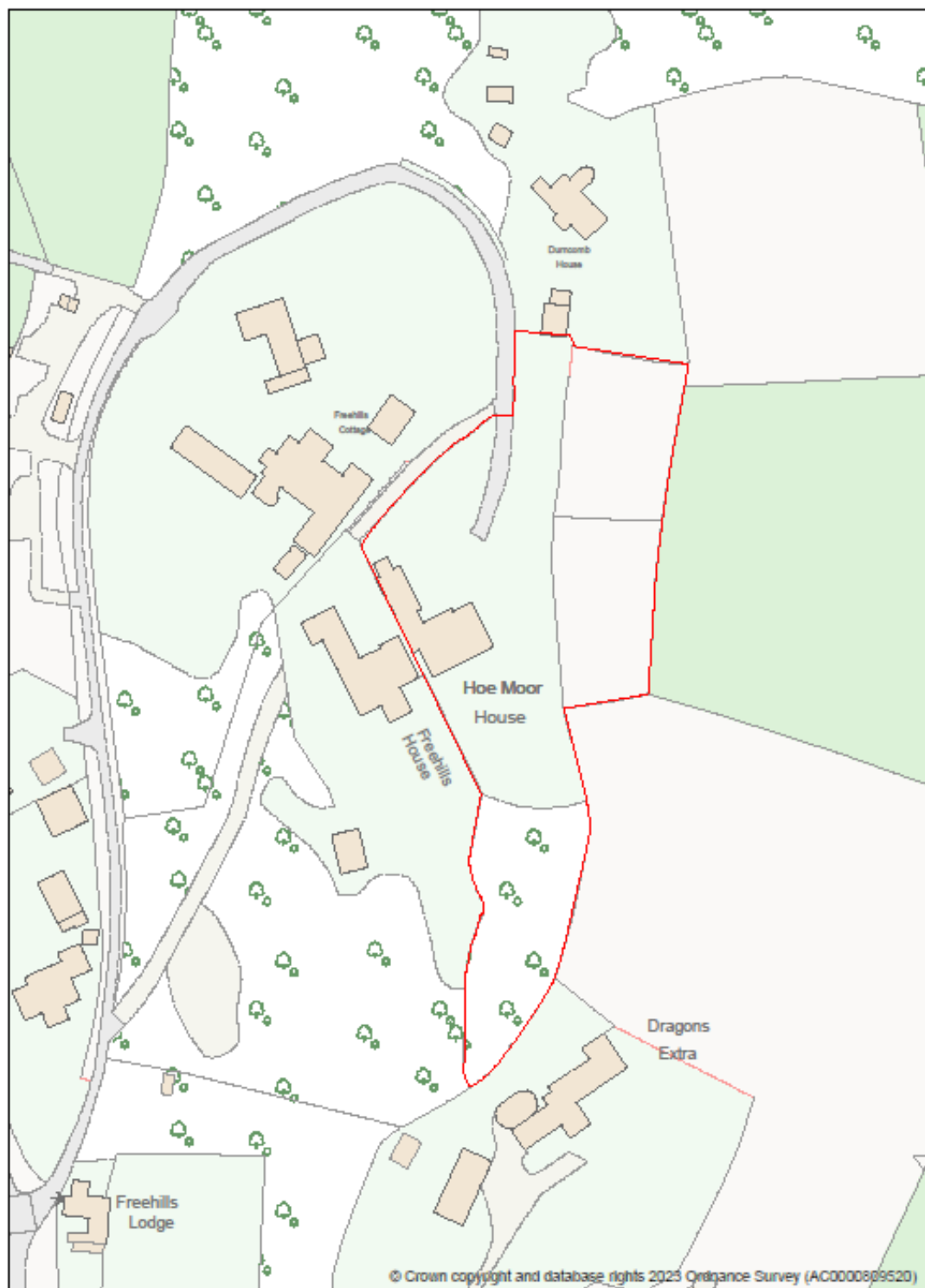
68. In conclusion, the extension and gates are considered to be acceptable in terms of design, scale and location and would preserve the historic interest of the Grade II listed building.

69. The proposals would not contribute towards the cumulative urbanisation of the area and would not diminish the settlement gap.

70. There would not be an adverse impact upon the amenities of the neighbouring residents.

71. The proposal is considered to accord with the relevant policies of the Eastleigh Borough Local Plan (2016-2036), and to guidance contained in the Councils adopted SPDs and to the National Planning Policy Framework 2023.

H/23/95588



Address: Hoe Moor House
Dodwell Lane, Bursledon, SO31 1ABLine 2

Date: 16/11/2023 Scale: 1:1250