

Application Number: H/25/100158
Case Officer: Gary Osmond
Received Date: 29th September 2025
Site Address: Burseldene, Windmill Lane, Bursledon, Southampton, SO31 8BG
Applicant: Paul Basham
Proposal: Construction of single storey side extension including indoor pool room and gym.

Recommendation: PERMIT

CONDITIONS & REASONS:

- 1) Approved Plans:
The development hereby permitted shall be implemented in accordance with the following plans numbered: 1073-PRA-NB-00-DR-A-1100-C; 1073-PRA-NB-00-DR-A-1103-J; 1073-PRA-NB-00-DR-A-1130-K; 1073-PRA-NB-RF-DR-A-1132-I; 1073-PRA-NB-XX-DR-A-1210-J; 1073-PRA-NB-XX-DR-A-1211-K; & 1073-PRA-NB-XX-DR-A-1212-G.
Reason: For the avoidance of doubt and in the interests of proper planning.
- 2) Commencement:
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) Tree Protection:
The development shall accord with the Arboricultural Impact Assessment, Method Statement, Tree Survey and a protective fencing plan from Mark Hinsley Arboricultural Consultants Ltd. reference 7269-12-25/JC/IMP/12/25 and dated 18th December 2025.
Reason: To retain and protect the existing trees which form an important part of the amenity of the locality.
- 4) CEMP:
No construction or demolition work shall start until a Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. Demolition and construction work shall only take place in accordance with the approved method statement which shall include:
 - a) measures to control the emission of dust and dirt generated by demolition and construction works, including measures to prevent mud on the highway;
 - b) a scheme for controlling noise and vibration from demolition and construction activities [including details of any piling];

c) the arrangements for deliveries associated with all construction works, loading/ unloading of plant & materials and restoration of any damage to the highway [including vehicle crossovers and grass verges].

Reason: To limit the impact the development has on the amenity of the locality.

5) Working Hours:

No construction, demolition or deliveries to the site shall take place during the construction period except between the hours of 0800 to 1800 Mondays to Fridays or 0900 to 1300 on Saturdays and not at all on Sundays or Public Holidays.

Reason: To protect the amenities of the occupiers of nearby dwellings.

6) Materials:

The materials to be used must match as closely as possible, in type, colour and texture those listed on the approved elevation drawings. Reason: To ensure a satisfactory visual appearance in the interest of the amenities of the area.

Note to Applicant: In accordance with paragraph 38 of the National Planning Policy Framework (December 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:

This application has been referred to committee by Councillors Bains, Craig, Cross, Holes, Holland and O'Sullivan.

Description of Application

1. The application seeks consent for the construction of a single storey side extension including indoor pool room and gym. The current proposal being considered is an amended version of that originally submitted, which was for a single storey side extension and detached pool house.
2. The application is accompanied by the following reports and technical assessments which can be viewed on the Council's website [here](#) together with the proposed plans and drawings:
 - Planning Statement
 - Design & Access Statement
 - Heritage Statement
 - Arboricultural Impact Assessment & Tree Protection Plan

Site Characteristics and Character of the Locality

3. The site is located outside the urban edge and within a settlement gap, with the area having a semi-rural character, albeit is close to the northern edge of Bursledon and not far from the M27 motorway.
4. The application property is a sizeable modern two storey dwelling which sits within a substantial square shaped plot located on the north-western side of Windmill Lane. The property sits in the western corner of the site and is finished in white render with a grey slate pitched roof. Immediately to its east is an extensive raised area of patio and decking. The remainder of the site comprises a large garden of mainly lawn which slopes down away from the property with outbuildings situated along the northeastern boundary.
5. In terms of boundary treatments, the south-eastern boundary with Windmill Lane consists of a dense laurel and holly hedge, with mature trees. This dense foliage continues along the south-western boundary, with the north-western boundary being marked by a line of tall conifers. By contrast, the northeastern boundary, whilst still consisting of mature hedging, does not contain any trees, so has a more open aspect. The site access in the southern corner of the site is marked by a pair of curved brick walls either side of a set of solid timber gates.
6. Immediately to the southwest of the site is a private vehicular access which runs along the rear boundaries of Nos.12 to 36 Windmill Lane, which are a line of semi-detached two storey dwellings dating from around the 1920s. To the north and west of the site are open fields. Adjacent to the site is the Bursledon Windmill Conservation Area which contains Bursledon Windmill itself, a Grade II* listed building. The remainder of the road is characterised by detached and semi-detached two storey dwellings and detached bungalows.

Relevant Planning History

7. This application follows a similar but larger scheme which was refused in October 2024 on the grounds of scale and bulk. Prior to this there have been a number of approved applications for redevelopment of the original dwelling which was on the site.
 - F/24/87486 – Two storey side extension and extension to existing decking – Refused Oct 2024
 - H/20/87486 – Proposed Oak Framed Garage – Approved Jul 2020
 - F/15/75914 – Construction of five bedroom detached two storey dwelling with double garage, raised patio and associated retaining walls, steps and railings – Approved Mar 2015
 - F/13/73483 – Single storey, two storey and first floor extensions including raising of ridge height and new fenestration, provision of double garage and creation of raised patio area with associated retaining walls, steps and railings – Approved Dec 2013

Representations Received

8. One representation was received on the originally submitted scheme objecting on the grounds of:
 - impact upon neighbours residential amenity;
 - size, scale and impact upon the character of the countryside;
 - impact upon the adjacent conservation area and listed windmill;
 - light pollution and impact upon wildlife, in particular bats; and
 - highway safety concerns over large construction vehicles having to use the lane.
9. Following submission of the amended scheme, neighbours were reconsulted but to date no further comments have been received.

Consultation Responses:

10. **Heritage Consultant** – The size of the proposed extension now has a reduced footprint by omitting the barbeque shelter between the two main elements and connecting the pool house element directly to the house extension. It all remains subservient to the main house and with the same roof covering but weather-boarded walls and is now one building, so a more compact built form. As the building is nestled into the top western corner of the site with the extension basically behind the existing house, it does not present a threat to the setting of the windmill away to the south-east. No objection.
11. **Ecology** – Standard advice regarding the inclusion of biodiversity enhancements such as bat and bird boxes.
12. **Trees** – Response to the amended scheme awaited.
13. **Bursledon Parish Council** – Councillors did not object to the application but due to its location in the conservation area and proximity to the windmill had concerns regarding the size of the building and potential for subdivision at a later date. For these reasons Councillors asked the application be referred to the Local Area Committee for further consideration.

Policy Context:

Designations Applicable to Site

- Outside the Urban Edge
- Within a Settlement Gap
- Adjacent to the Bursledon Windmill (Grade II* Listed Building)
- Adjacent to the Bursledon Windmill Conservation Area

Eastleigh Borough Local Plan 2016-2036

Strategic Policies:

- S1 (Delivering sustainable development);
- S2 (Approach to new development);
- S5 (New development in the countryside); and
- S8 (Historic Environment).

Development Management Policies:

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

Hampshire Minerals and Waste Plan

- Policy 15 – Safeguarding of Mineral Resources.

Supplementary Planning Documents

- Quality Places (November 2011);
- Trees and Development (April 2022);
- Residential Parking Standards (January 2009); and
- Biodiversity (December 2009)

National Planning Policy Framework

14. 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 NPPF 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. A deliverable five-year supply of housing within each local authority area is required, and if this is not demonstrated a tilted balance in favour of the development applies.
15. Three dimensions of sustainability are to be sought jointly: economic (supporting economy and ensuring land availability); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst local circumstances should also be taken into account, so that development responds to the different opportunities for achieving sustainable development in different areas.

National Planning Practice Guidance

16. 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

17. 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 policies of the Eastleigh Borough Local Plan 2016-2036 and the Hampshire Minerals and Waste Plan 2013. The NPPF and the Planning Practice Guidance constitute material considerations of significant weight.

Conservation Area:

18. The site also lies adjacent to a Conservation Area and Section 72(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 states:

“In the exercise, with respect to any buildings or other land in the 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”.

Policy & Principle

19. The application site lies outside the urban edge where the principle of further development is not usually considered to be acceptable. However, Policies S5 and DM26 do allow for residential extensions and replacement dwellings in the countryside provided certain criteria are met (see below). Also of relevance are Policies S6, DM1 and DM12.
20. In relation to residential extensions and replacement dwellings Policy S5 directly refers to the need for proposed development to accord with the requirements of Policy DM26, which states that “*The extension or replacement of a permanent dwelling in the countryside will be permitted subject to the general development criteria and transport policies of the Local Plan and provided: the extension or replacement dwelling will not be disproportionate in size to the existing dwelling, neighbouring properties or in relation to its plot, or involve any extension to its curtilage*”.
21. The application site also lies within the Hedge End and Bursledon Settlement Gap where Policy S6 applies. This states that development will be permitted

within a settlement gap provided: it would not undermine the physical extent and/or visual separation of settlements; and it would not have an urbanising effect detrimental to the character of the countryside, or the separate identity of the adjoining settlements.

22. Policy DM1 requires new development to have no unacceptable impact upon the “amenities of new and existing residents; the character and appearance of urban areas, the countryside and the coast”, make efficient use of the site, as well as “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.” It goes on to state that “Where adjoining development is poor in urban design terms, new development should contribute to improving the character of the area”.

23. Policy DM12 relates to heritage assets, which include nationally and locally listed buildings, as well as conservation areas, and 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. 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. Development which involves the demolition or destruction of any part of other heritage assets will not be permitted unless its removal or replacement would enhance or better reveal the significance of the asset.”

24. In principle therefore, the extension of the existing dwelling is acceptable provided that proposed accords with the various requirements of the above policies.

Proposals

25. The application seeks consent for the construction of a single storey side/rear extension to the north-western elevation of the dwelling which would provide a new kitchen and living area, together with an indoor swimming pool, sauna, gym and changing space.

Layout, Form, Scale & Design

26. In terms of its position on the site and relationship to the current dwelling, that now proposed is not dissimilar in general layout to that refused in 2024. Whilst larger in footprint to that previously refused, being marginally wider and a few metres longer, that currently proposed is only of a single storey scale, rather than the refused scheme’s two storey scale. It is also now intended that the extension would be of a more traditional form, with walls being timber clad and the low-pitched roof finished in slate tiles to

match the main house, as opposed to the refused scheme's fully metal clad and more contemporary design.

27. Whilst not a small addition, that proposed remains subservient to the existing dwelling and would not result in an overpowering structure, as was the case with that previously refused. The extension's position to the rear of the dwelling and in the well-screened top corner of the site also assists in ensuring it is subservient and should also require much less in terms of physical ground works or changes in site levels, as would have been required with that originally proposed. It also ensures that all the main built development is kept in the one location, thereby resulting in a more compact and less sprawling form of development.
28. The amended scheme now proposed is considered to be of an acceptable form, scale and design in that it will not be disproportionate to the size of the dwelling or its large plot. And therefore, accords with the requirements of Policies DM1 and DM26 of the adopted Local Plan.

Area Character & Impact upon Conservation Area

29. As set out above, the application site lies outside the urban edge and within a settlement gap where Policies S5, S6 and DM26 apply. Additionally, the site lies adjacent to the Bursledon Windmill Conservation Area where Policies DM12 and BU7 apply.
30. As discussed above, the amended scheme now proposed is considered to accord with the requirements of S5 and DM26 with regard to its design and subservience to the main dwelling. However, the scheme must also be assessed against Policy S6 and its impact, if any, upon the physical and visual separation between settlements, as well as any urbanising impact upon the countryside. In these regards, it is not considered that the scale of the extensions is of a size which will have any adverse impact in terms of the physical separation between Bursledon and Hedge End. Equally, the well-screened nature of the site, particularly along the north-east and north-western boundaries, including evergreen conifers, will ensure that the visible impact will be minimised. Additionally, the single storey scale of the extension and use of muted external finishes will ensure that where glimpsed views of the site are available from Bert Betts Way during the winter months, the extension will not be overly noticeable. In terms of the development's impact upon the character and visual amenity of the settlement gap to the north, there are no significant concerns and the requirements of Policies S5, S6, DM1 and DM26 are met.

Conservation Area & Listed Buildings:

31. Policy DM12 relates to heritage assets which include conservation areas as well as nationally and locally listed buildings. Whilst itself not listed, nor within a conservation area, the application site does immediately neighbour the Bursledon Windmill Conservation Area, as such, any impact upon these heritage assets must be considered, particularly given the Grade II* listed

status of the windmill. However, in this instance, as set out in the response from the Council's Heritage Consultant, the windmill and main part of the conservation area are screened from most neighbouring development by dense woodland and treelined boundaries, including the application site. that being the case, there will be no visual or physical impact upon the windmill, the conservation area, or the wider setting of both. As such, the development complies with the requirements of Policies S8 and DM12 of the Local Plan.

Amenity

32. The one objection received made reference to the impact of that proposed upon neighbour's amenity, although no specific issues were raised other than disturbance during construction and access for construction vehicles. Given the relatively narrow nature of Windmill Lane, construction access is not an unreasonable concern. However, the existing site access appears to be sufficiently wide enough to allow smaller HGV delivery vehicles to reverse into the site to load and unload. Notwithstanding, a condition requiring details of how deliveries will be undertaken, together with other amenity protection measures, such as dust, noise, etc to be submitted and approved prior to works commencing is recommended. Additionally, a further condition restricting working hours is also recommended. With such controls in place, any disturbance as a result of construction should be minimised.
33. With regards to other residential amenity issues such as privacy, light and outlook, given the position of the proposed extension works, together with the distance, orientation and relationship between it and the nearest neighbouring properties, it is not considered that there would be any adverse or unacceptable impact in these regards. As such, that proposed would comply with the requirements of Policy DM1 and the guidance within the 'Quality Places' SPD.

Access, Parking & Highway Matters

34. The site access would remain unaltered, and the existing parking area would be retained. On-site parking would more than exceed the minimum requirements of the 'Parking Standards' SPD, and there would be no change to the average number of vehicle movements associated with a single domestic property. As such the proposals are considered to accord with Policies DM1, DM13 and DM14 of the adopted Local Plan.

Trees

35. Following the changes to that proposed, an amended arboricultural report and tree protection details were submitted. These are currently being reviewed by the Council's Tree Officer, whose response will be provided on the evening of the committee. Notwithstanding, on the assumption that the submitted details are acceptable and there are no concerns in relation to the proposed development's impact upon the adjacent boundary trees, a

condition requiring the works to be undertaken in accordance with the submitted arboricultural report and tree protection details is recommended.

Nature Conservation

36. The application is not located near to any designated areas of nature conservation interest and the area on which the proposed extension would be constructed is already developed, consisting of shallow tiered planting/vegetable beds. As such, it is not considered that the proposed works would have any unacceptable impact in relation to nature conservation. There is a pond on site which may be suitable for newts, although this is a manmade pond which is located in the diagonally opposite corner of the site well away from the proposed extension.

Sustainability Measures and Climate Change

37. 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; (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.
38. 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.
39. 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.
40. When considering the impact of climate change, the proposed development would be expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use. As part of that proposed it is intended to install PV panels on the southern roof slope of the swimming pool, which would go some way to offsetting the external energy requirements of the development.

Other Material Considerations:

Equalities Implications

41. Section 149 of the Equalities Act 2010 created the public sector equality duty and states:-

A public authority must, in the exercise of its functions, have due regard to the need to:

- *eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- *advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- *foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

42. 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 specific equality implications.

Conclusion:

43. Following initial concerns regarding the scale and position of that proposed, amended plans have been secured which are considered to be a much more acceptable scheme which will have no adverse or unacceptable impact upon the character or appearance of the surrounding countryside, the settlement gap, or the adjacent listed windmill and conservation area. Nor will there be any unacceptable impact upon the amenity of neighbouring properties or the wider area. As such, that proposed is considered to accord with the relevant policies of the adopted Local Plan and is therefore recommended for approval subject to the conditions set out above.

H/25/100158



Address: BURSELDENE, WINDMILL LANE, BURSLEDON
SOUTHAMPTON, SO31 8BG

Date: 23/02/2026

Scale: 1:1250