

DELEGATED OFFICER REPORT

Application Ref: H/26/100964

Site Address: DODWELL COTTAGE, DODWELL LANE, BURSLEDON, SOUTHAMPTON, SO31 1AD

Case Officer: Katie Lasham

Description: Demolition of existing outbuilding and erection of a replacement outbuilding.

Particular Site Constraints?	Yes ☒	No ☐
Within designated countryside Within settlement gap Proposed development within curtilage of Grade II Listed Building Within SW sewers 2m buffer zone Within red zone of Great Crested Newts Within 30-year Environment Agency Surface Water Flooding area		

Planning History?	Yes ☒	No ☐
This householder planning application has been submitted in tandem with a Listed Building Consent application, listed below: L/26/101017: Demolition of existing outbuilding and erection of a replacement outbuilding. Not yet determined.		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	None		
Hedge End Town Council:	No Objection		
Ecology:	No objection This site is in a red impact risk zone for great crested newts. There are records of bats, reptiles and badgers near this site with nesting swifts in the wider area. There are trees immediately adjacent to the existing outbuilding which could provide habitat for nesting birds. There is also a pile of soil and rubble which could provide habitat for reptiles such as slow worms. Condition requested that any vegetation removal must be carried out outside of bird nesting season (March to end of August). If this is not possible then only after being checked for nesting birds by a suitably qualified ecologist up to 24 hours before the start of works. Precautionary working method required Biodiversity enhancements required Surface water drainage strategy required		
Southern Water	No objection Southern Water records showing the approximate position of our existing sewer and water main assets crossing/in the vicinity of the development site. The exact position of the public assets must be determined on site by the applicant in consultation with Southern Water before the layout of the proposed development is finalised. In order to protect and safeguard the existing water supply apparatus, Southern Water requests formal notification of any proposed demolition works prior to such works being undertaken.		

	Southern Water has determined that the flow rate for the above site will remain consistent, so capacity is not an issue, and no Southern Water assets will be affected. Therefore, Southern Water has no objections to this proposal. Please note surface water should not be disposed of into a public foul sewer and must comply with the Hierarchy of H3 of the Building Regulations.
Heritage:	No objection. While the proposed replacement has a higher profile than the existing motley collection of sheds in the far corner of the site, the proposed replacement will be of far higher quality and with the right colour clay roof tiles will quickly settle into the surrounding countryside. If the weatherboarding is oak or sweet chestnut it will gradually turn a silver colour; the materials should be conditioned,
Trees:	We raise no arboricultural objection to the proposal. Whilst there is a significant tree near-by (adjacent to the highway) we do not have any major concerns.

Site Visit:	Yes ☒	No ☐
Details: 28 May 2026		

Policy:
National Planning Policy Framework Planning Practice Guidance Planning (Listed Building & Conservation Areas) Act 1990 Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies S1 and S2; and Development Management policies DM1, DM2, DM11, DM12 and DM14. Supplementary Planning Documents: Quality Places; Parking Standards; Character Area Appraisals; Trees and Development.

Assessment:
<u>Summary of application site and proposal</u> Dodwell Cottage, Grade II Listed, was built in 1716 and is recognised for its architectural and historical significance. It lies someway north of the Old Bursledon Conservation Area, and it is separated from it by the M27 motorway which by the time it is level with the site is on an embankment down to the south-west of the site. It is within the designated countryside and the settlement gap separating Bursledon from Hedge End. The cottage itself is situated just to the south-west of Dodwell Farm, the farmhouse of which faces north-west overlooking the pond before the upper part of Dodwell Lane leading up to Hedge End, which appears to be run as an equestrian centre with paddocks to the south-east of Dodwell Cottage. The only other building close by is a house Foxfields just across the lane opposite the application position. In the far southern corner of the site are some insignificant wooden structures, more akin to a field shelter than garage, and stores shielded from the road by a substantial mature indigenous hedge and from the house by some conifers. The proposal is to replace these structures with a substantial oak framed four-bay garage, with usable space in the roof lit by three pitched roof dormer windows on the north, house-facing elevation and seeks removal of the conifer trees. The proposed first floor is to be used as a home working space and for storage, with the ground floor used for the storage of vehicles. The scale of the proposed outbuilding is significantly larger than that which it replaces, in both footprint and height, measuring 12m in length, 6m in width and 5.6m in height.

Principle of development

The application site is located within the countryside, where development is restricted subject to it meeting the requirements set out within Policy S5 of the Local Plan. Policy S5 allows replacement residential buildings to be located in the countryside, subject to it meeting criteria set out within section 2 (a-e) of the policy; of relevance to this proposal is 2a. Policy S6 of the Local Plan permits development within a settlement gap where it would not undermine the visual separation of the settlements and would not have a harmful urbanising effect.

The principle of a replacement residential outbuilding in the designated countryside and settlement gap is therefore acceptable and in accordance with Policy S5 and S6, subject to meeting set criteria which are discussed within the relevant sections of this report.

Impact on character and appearance of the area

Policy DM1 of the Local Plan requires all development to respect and where possible enhance the character and appearance of the area, taking full account of mass, scale, materials, layout, density, design and siting both and in relation to the surrounding character of the area, spaces and countryside views. As mentioned above, Policy S6 permits development within the settlement gap where it does not unduly create an urbanising effect.

The site is within a settlement gap and the designated countryside, where it is particularly important that the character and design of development respond appropriately with its surrounding rural setting. The removal of the existing outbuildings to be replaced with one large 4-bay garage port with roof accommodation will create a materially larger replacement building. As the development site comprises a verdant site curtilage fronting onto Dodwell Lane and due to the orientation of the outbuilding, it is not considered to have an unduly harmful urbanising impact on the settlement gap, and the scheme is thus in accordance with Policy S6 of the Local Plan.

Policy S5 (2a) permits replacement residential outbuildings, if it is demonstrated they avoid adverse impacts on the rural and woodland intrinsic landscape character of the area.

The proposal involves replacing a single storey existing outbuilding with a new structure of a larger footprint comprising two floors, albeit the eaves height remains at single-storey level which is orientated to face towards the Listed Building. While the increased scale represents an expansion of development on the site, the visual impact on the wider landscape is heavily mitigated by the established vegetation to the site perimeter as the site boundaries feature mature landscaping that effectively screens the proposed building from prominent public vantage points and the broader countryside. Furthermore, the design and scale of the outbuilding is acceptable, as the eaves height remains at single-storey level with a large, pitched roof, whereby the massing is broken up through the introduction of 3no. dormers, and the ground floor is to have an open frontage for vehicle access with no doors, offering a light weight structure at ground floor level.

As the proposed outbuilding is successfully contained within the immediate domestic curtilage and offers a lightweight design with an open garage port at ground floor and is a traditional building style for a rural setting with an orientation that extends most built form away from Dodwell Lane, the proposal is acceptable in its design within its context. It also remains subservient to the main two-storey dwelling with first floor eaves heights.

The proposal seeks to remove the conifer trees that visually separate the outbuilding from the Grade II Listed Building. Therefore, a tree planting / soft landscaping condition has been added to ensure that the existing verdant setting the heritage asset it set within is maintained through the requirement of a landscaping scheme to be provided for approval from the Council, that aims to retain some of the visual separation through the use of foliage between these two buildings.

Materials proposed include the use of oak beams and timber cladding however no further materials are specified. A condition has therefore been added to ensure that materials are submitted, including manufacturer specifications, for approval from the Council prior to their installation, to ensure that these are appropriate for the countryside and heritage setting the proposed outbuilding is set within.

Overall, the visual amenity and landscape character of this countryside and settlement gap location is considered safeguarded, in accordance with Policies S5, S6 and DM1 of the Local Plan.

Impact on heritage asset

Policy S8 sets out the Council's approach to conserving and enhancing the Borough's heritage assets which include nationally and locally listed buildings, and conservation areas. Policy S2 (2a) requires replacement residential outbuildings in the countryside to avoid impacts on the significance of heritage assets. Policy DM12 looks specifically at the impact of proposals upon individual heritage assets and states:

"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."

This policy is aimed at protecting heritage assets by ensuring proposals for them, or new development which may affect them, is appropriate and will not result in any unacceptable harm. It also requires that proposals achieve a high standard of design which respects and complements the character and qualities of the asset, as well as helping to secure its long-term future maintenance and management where necessary.

The heritage officer was consulted on the proposal and raises no objection, and states that as the position of this building is some 20m from the house itself and shielded from the road, the setting of the heritage asset will not be materially affected and in any event has a traditional appearance in keeping with the main house. Therefore, while the proposed replacement has a higher profile than the existing motley collection of sheds in the far corner of the site, the proposed replacement will be of far higher quality and with the right colour clay roof tiles will quickly settle into the surrounding countryside. If the weatherboarding is oak or sweet chestnut it will gradually turn a silver colour. As materials are important to the success of the development, these are to be conditioned to ensure that a full specification of materials to the external area of the outbuilding are submitted to the Council for review and approval. Furthermore, the heritage officer adds with the roof finished in clay tiles, and the roof space accessed by an external staircase on the eastern end away from the road and with the conifers removed, the structure will resemble a traditional cart shed.

The orientation of the outbuilding facing onto the heritage asset makes it visually prominent in its location adjacent the main listed building, particularly with the loss of conifer trees, leading to less than substantial harm afforded on the heritage asset itself. However, as the land levels slope slightly downwards to where the outbuilding is located, and as the ground floor is an open garage port area with single storey eaves and modest dormers for the roof accommodation, the outbuilding remains subservient to the main designated heritage asset. Paragraph 215 of the NPPF states that where a development proposal will 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 proposal. The public benefits of this application include the loss of unsightly outbuildings to be replaced with a new high-quality traditionally designed building with complementary materials to enhance the setting of the heritage asset. Furthermore, in providing a modern domestic space for home office working, this relieves pressure and making potential damaging alterations to the historic main house, preserving its historic interest.

The public benefits of the proposal are considered to outweigh the less than substantial harm afforded by this larger development, noting the distance to be retained between the

outbuilding and main dwelling and for these reasons the scheme is in accordance with the NPPF, in particular paragraph 215 and the aims of Policies S5 and DM12 of the Local Plan.

Impact on residential amenity

Paragraph 135(f) of the NPPF and Policy DM1 of the Local Plan requires all development to preserve the amenity of neighbouring residents and where possible enhance it to provide a high standard of amenity for existing and future occupiers.

The proposed outbuilding is located to the southernmost part of the site, a suitable distance from any neighbouring properties to ensure there are no harmful impacts on neighbouring occupiers, with the nearest neighbour at Foxfields set across the road and screened from prominent view by mature landscape to the road frontage. The dormers proposed also face into the development site, further minimising any impact on neighbours. Therefore, whilst the outbuilding increases in both height and footprint, due to its location within the site adjacent Dodwell Lane to the western boundary edge and adjacent fields to the southern boundary edge, there are no neighbours in proximity identified as being impacted by the proposal.

For the reasons outlined, the proposed replacement outbuilding preserves residential amenity in all regards, in accordance with the aims of Policy DM1 of the Local Plan.

Impact on trees

Policy DM11 requires proposals to protect, conserve and enhance habitats including trees that are important to biodiversity and local character. The Trees and Development SPD seek development to not involve the loss of trees that add to the value of the character of the area, for their appearance or for biodiversity, unless they can be replaced with features of equivalent or enhanced value. Policy S5 (2a) also requires replacement residential buildings in the countryside to not have adverse landscape impacts on the biodiversity of the area.

The tree officer was consulted on the proposal and raised no objection as despite there being a significant tree near-by and adjacent the highway, no considerable concerns are raised. Trees within the site are not protected by TPO status and the proposal seeks to remove the existing conifer trees located immediately around the existing outbuilding. Whilst no concern has been raised by the tree officer, these trees offer a positive contribution to the surrounding countryside location. Thus, whilst the loss of the conifer trees specifically is not resisted, these must be replaced with new tree planting in accordance with the aims of the Trees and Development SPD. A condition requiring replacement tree planting plan to be submitted to the Council has therefore been added to this proposal.

For the reasons outlined, with a condition requiring replacement tree planting to be submitted to the Council to be approved, the scheme is in accordance with Policy S5 (sa) and DM11 of the Local Plan and the Trees and Development SPD.

Impacts on ecology

Policy DM11 of the Local Plan requires the protection, conservation and enhancement of all international, national and local nature conservation and designations and networks of habitats. It also requires a net gain of biodiversity on all development sites. Policy S5 (2a) also requires replacement residential buildings in the countryside to not have adverse landscape impacts on the biodiversity of the area.

This site is in a red impact risk zone for great crested newts. There are records of bats, reptiles and badgers near this site with nesting swifts in the wider area. There are trees immediately adjacent to the existing outbuilding which could provide habitat for nesting birds. There is also a pile of soil and rubble which could provide habitat for reptiles such as slow worms. The ecology officer has therefore requested a condition to restrict any removal of vegetation including the conifer trees to be undertaken outside of bird nesting season

between March to August and if not possible, the trees must be checked for nesting birds by a suitably qualified ecologist up to 24 hours before works commence. If any active nests are found, work must stop and a 5 m buffer must be erected around the nest to protect it from disturbance until after the birds have fledged and left the nest. Furthermore the ecology officer has requested informative notes be added including a precautionary working method to ensure safe working practices are used to preserve and protect any wildlife. The provision of biodiversity enhancements are also required.

With suitable conditions and informative notes added to protect wildlife and nesting birds, the scheme is in accordance with Policy DM11 of the Local Plan.

Impacts on surface water drainage and existing foul drainage infrastructure

Policy DM6 of the Local Plan requires new development to incorporate Sustainable Drainage Systems (SuDS). The site is located within a 30-year surface water flooding zone, showing the site is at risk of surface water flooding, and any new buildings must appropriately mitigate from the impacts of additional run off created. Southern Water have confirmed that surface water should not be disposed of into public foul sewers.

No details for a drainage strategy have been provided. The ecology officer has requested a surface water drainage strategy is submitted, this has therefore been added as a condition to ensure that the surface water run-off is managed on site.

The application site has a sewer running through the northern part of the site, set away from the area of proposed works to the south of the site. Southern Water have requested that the applicant, in discussion with them, locates the exact position of the public asset. An informative note has been added to inform the applicant to locate the sewage pipe and contact Southern Water, however as this is a replacement outbuilding that does not require connection to the pipes and as the map shows the sewage system set well away from the outbuilding to the south of the site, there is no concern raised with regards to impacts on existing infrastructure.

Southern Water has determined that the flow rate for the above site will remain consistent, so capacity is not an issue, and no Southern Water assets will be affected. Therefore, Southern Water has no objections to this proposal.

Subject to a condition added requiring a Sustainable Urban Drainage Strategy to be submitted to and approved by the Council, as well as an informative note requiring the applicant to consult Southern Water regarding the exact placement of their sewage pipes, the scheme is in accordance with Policy DM6 of the Local Plan.

Climate Change

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.

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.

The NPPF aims for the need for housing to be met, and policy S2 of the Local Plan sets a target for 14,580 dwellings to be provided by 2036. 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 and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.

Equalities Implications

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.

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:

Recommendation:

PERMIT ☒

REFUSE ☐

Comments ...