

DELEGATED OFFICER REPORT:**Application Ref:** F/26/101052**Site Address:** SUNNYSIDE COTTAGE, MORTIMERS LANE, FAIR OAK, EASTLEIGH,
SO50 7EA**Case Officer:** Clare Martin**Description:** Change of use from C3 residential dwelling (staff accommodation) to Class C1 guest accommodation (associated with wedding events) with first floor rear and single storey side and rear extensions.

Particular Site Constraints?	Yes ☒	No ☐
Outside the urban edge – countryside		

Planning History?	Yes ☒	No ☐
- Z/16572/004 – Construction of single storey buildings and change of use to animal sanctuary (Nov 92) - Z/16572/002 – Proposed lounge extension – Withdrawn (Dec 1983) - Z/16572/001 – First floor rear extension – Permitted (March 1978)		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations:	None		
Ecology Officer:	<u>Comment</u> There are records of slow worms and bats near this site, with records of badgers in the wider area. Aerial photos of the site show that the site was well-vegetated, however the site visit photos show that much of that vegetation has been cleared recently, with cut branches on the ground, remains of a fire, some bare earth, some rubble and ruderal vegetation, skips and a full trailer showing in the photos. There is some raised flashing with potential gaps along one side elevation and some potential raised tiles on the roof. A new closed board fence appears to have been constructed without gaps for hedgehogs or other small mammals to be able to pass through the gardens. There appears to be some habitat remaining on site for reptiles, hedgehogs, bats and nesting birds visible in the site photos. A preliminary ecological appraisal has been provided.		
Environmental Health:	<u>No Objection</u> I reviewed the updated noise report from Dr Hardial S Sagoo – Acoustics, Noise & Vibration Consultants reference 262/Rep 1/Rev 0/June 2026. The noise assessment included a noise survey undertaken from the 18th to 23rd June 2026 with three monitoring locations. The monitoring locations and survey duration are considered acceptable		

	Overall, the noise report still lacks some information however I am satisfied with the St Francis Animal Welfare explanation and find the overall acceptable with the correct conditions in place. <u>Noise – Adjoining Uses</u> I agree with the consultant that a BS 4142:2014+A1:2019 assessment is not an appropriate method for assessing dog barking noise and there are no standardized ways to assess this. However, there are other recognised assessment approaches that should have been considered and included within the report (South Holland District Council Supplementary Planning Guidance Location of premises for the boarding and breeding of dogs and other animals for example). The revised report didn't include responses for some of my previous comments including the correct guidance regarding dog braking noise. However, it did include the following statement: <i>"Sunnyside Cottage will have in their conditions of use that; aware of Animal Welfare as a neighbour, due consideration to maintain quiet and peaceful atmosphere, fireworks are forbidden, no partying including loud conversation and music outside the house beyond 23:00 hrs."</i> A condition should be added regarding the operating hours as above. I now understand that St Francis Animal Welfare are aware and happy with the proposals they also explain that one of the key points of the sales agreement was that the purchaser accepted the likelihood of some disruption due to the charity area of business. <u>Road Noise</u> The report recommends enhanced acoustic glazing and trickle vents throughout the development, together with a mechanical ventilation system for the rooms fronting the main road. These recommendations are generally acceptable to mitigate noise from road traffic. <u>Construction Noise</u> The noise report states <i>"Noise impacts during construction works need to be determined and assessed for daytime and evening, as appropriate, and compared with the measured background noise levels to ascertain the noise impact"</i> – This is incorrect, noise arising from construction is not assessed by comparing it to the existing background. Construction noise should follow BS 5228-1:2009+A1:2014 Code of practice for noise and vibration control on construction and open sites – Noise A condition requesting a CEMP will also be required.
Parish Council:	<u>No Objection</u> - however, the Council has concerns relating to noise. There is an existing animal sanctuary nearby which generates significant noise, particularly from dogs when excited for feeding or walks. Noise is more pronounced in easterly wind conditions, where there is little protection, and can be intrusive even at distance. While mitigation is proposed, the Parish Council considers it difficult to see how all external noise and smells can be fully mitigated in this location. The introduction of a noise-sensitive use raises concern that future complaints could lead to pressure or sanctions on the existing animal sanctuary. The Parish Council notes that a previous kennel

	proposal on Winchester Road was refused on noise grounds, and consistency in approach is important. The application refers to an existing wedding business, but it is not clear where this business is located or how the proposed accommodation links to it.
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Site Visit:	Yes ☒	No ☐
Details: Site visit carried out 19 th March 2026.		

Pre-commencement Conditions:	Yes ☐	No ☒
Details:		

Legislation:
Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:- <i>"If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."</i>

Policy:
National Planning Policy Framework August 2026 Planning Practice Guidance Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are: • <u>Strategic policies:</u> S1 (sustainable development), S2 (approach to development), S3 (location of new housing) & S5 (new development in the countryside). • <u>Development Management Policies:</u> DM1 (general development), DM6 (surface water management), DM8 (pollution), DM11 (nature conservation), DM18 (re-use of existing buildings in the countryside), DM13 (access), DM14 (parking), DM30 (internal space standards). Supplementary Planning Documents: Quality Places; Residential Parking Standards; Character Area Appraisals.

Planning History and Proposal:
Sunnyside Cottage was originally constructed as a dwelling. Later planning permission was given for the building to be used as part of a newly constructed animal sanctuary (under Z/16572/004). This included using Sunnyside Cottage as staff accommodation (four bedrooms), although this use has since ceased and the building has fallen into a dilapidated state. The planning application is to use Sunnyside Cottage as a guest house, primarily providing overnight accommodation for wedding guests of West Horton Golf Centre. The building will also be extended to provide a bridal suite as well as five double bedrooms. The building work comprises a single storey extension wrapping around the western side and rear of the building and a first-floor side extension infilling the north-eastern corner.

Assessment:

Principle

The site is located outside of the urban edge and so is subject NDMP (National Decision-Making Policy) S5 of the NPPF (National Planning Policy Framework) and Policy S5 of the Local Plan. These policies make provision for the reuse, extension, alteration or replacement of an existing buildings, provided that the existing building is of permanent and substantial construction, and is lawful in planning terms.

Sunnyside Cottage is an existing, permanent, lawfully constructed building. Therefore, the principle of converting the property into a guest house is acceptable, subject to assessment against the relevant planning policies.

Character, Appearance and Impact on the Countryside

NDMP S5 of the NPPF and DM1, DM18, DM19 of the Local Plan set out the criteria for assessing changes of use and extension to buildings in the countryside. These policies look to permit development providing that:

- The extension or alterations do not result in a disproportionate increase in size compared to the existing building;*
- The proposal does not have an urbanising effect on the countryside and is compatible with the existing and neighbouring buildings (in terms of its mass, scale, materials, layout, density, design, siting, height, lighting, noise or traffic);*
- The access, car parking, landscaping and services are provided without having a detrimental impact on the character of the countryside;*

The proposal is to convert and extend the existing building mostly through a single storey wrap around extension and a small first floor infill in the rear corner. The size of the extensions is in proportion to the existing building and replaces a previous garage at the side.

The simple flat roof design of the extensions helps to maintains the appearance of the two-storey property. The building is set back within the plot where it is not prominently viewed from the wider countryside and will blend in with the collection of single storey buildings at St Francis Animal Shelter next door.

The application also includes a new hard surfaced car parking area in front of the building. While it is disappointing that site clearance has already occurred, there is space around the property for some replacement landscaping to soften its appearance and for biodiversity enhancement measures (to be secured via condition).

In conclusion, the proposal is not considered to have an unacceptable impact upon the appearance of the house or the character of the countryside location.

Sustainable Transport, Highways and Car Parking

NDMP TR3 and Policy DM13 of the Local Plan aims for development to be located where it can support sustainable patterns of movements. The policies also require development to have a safe and convenient access to the highway and avoid/ mitigate for any significant adverse impacts on the transport network (in terms of capacity, congestion and highway safety).

NDMP TR2 and Policy DM14 of the Local Plan also requires local car parking standards to be set, which for Eastleigh Borough Council are contained within Parking Standards Supplementary Planning Document. This document requires 1 on site car parking space to be provided for each bedroom within a C1 guest house. This will equate to six car parking spaces for the proposed development.

The site is outside of the eastern edge of Fair Oak, where it is in a relatively unsustainable position in comparison to other sites within the borough. However, the volume of traffic associated with the proposed six-bed guest house should not have a significant impact on the highway network or character of the countryside. Furthermore, the proposal relates to a conversion/ extension to an existing building, which would have generated traffic movements and activity through its previous uses as a dwelling and as staff accommodation for St Francis Animal Shelter.

The proposal utilises the existing access from the service road, rather than directly onto Mortimers Lane. Seven car parking spaces are to be created at the front of the building, which meets the council's standards and so parking should not overspill onto the service road.

In conclusion, the proposal provides sufficient on-site car parking and the proposal is not considered to have an unacceptable impact on the highway network.

Amenity and Noise

NDMP P3(2a) and Policy DM8 of the Local Plan requires development to provide healthy living conditions for its occupiers (in terms of adequate access to light and avoiding exposure to levels of air, noise, artificial light or other sources of pollution which could have an unacceptable adverse effect on health and the quality of life).

The proposed rooms within the guest house are of a comfortable size and have a reasonable outlook and access to light. However, the site is located next to St Francis Animal Shelter and there is the potential for noise disturbance from barking dogs and also from traffic movements along the busy Mortimers Lane.

A noise assessment and survey has been submitted in support of the application and this has been reviewed by the Environmental Health Officer. The report recommends enhanced acoustic glazing and trickle vents throughout the development, together with a mechanical ventilation system for the rooms fronting the main road. The Environmental Health Officer has confirmed that these recommendations are generally acceptable to mitigate noise from road traffic and will be secured via condition.

Another significant concern is that the use of the guest house for wedding parties will naturally introduce additional vehicle movements to the site with people arriving and departing at night. These activities have the potential to disturb the dogs in the adjoining shelter and increase the likelihood of barking. In turn causing a noise nuisance to guests and in the worst case potentially restricting the continued operation of the rescue centre (agent of change).

The noise report addresses this issue by requiring the owner to make guests aware of the animal shelter next door before booking the accommodation. The terms of use for renting the guest house will include that there will be no partying beyond 23.00 (including loud conversation and music outside the house). These restricting are not considered unreasonable given that the main wedding receptions will take place off site and the property will mainly be used for getting ready for the event and overnight accommodation. It is also understood that the Applicant has contacted representatives of the animal shelter and they have not objected to the application.

Furthermore, it is permanent to note that the guest accommodation is for short stays (usually in connection with the weddings at the nearby East Horton Golf Club) rather than a permanent residential accommodation. As such any noise disturbance from barking dogs is likely to be more tolerable for a short period and so should not have an adverse impact on health or quality of life. The Environmental Health Officer is satisfied with the revised mitigation within the noise assessment.

Ecology and Biodiversity Enhancements

NDMP N2(1) & N5 and Policy DM11 of the Local Plan requires development to support conservation of important habitats and species (including sites designated as international, national and local importance to nature conservation). These policies also require developments to minimise any adverse impacts on biodiversity (include features which support priority or threatened species such as swifts, bats and hedgehogs) and take the opportunity to strengthen green infrastructure and ecological networks.

In this case, the proposal will not impact upon a site designated for nature conservation. However, the site has the potential for bats, slow worms and badgers and on the recommendation of the Ecology Officer an ecological appraisal has been provided.

The assessment did not find bats or evidence of bats within the building and the field maple tree had no visible potential roost features. The tree along with the species-rich native hedgerows adjacent to the south and west boundaries provide suitable bat foraging habitat in the immediate vicinity of the building. However, the connectivity around the edges of the site (the adjacent trees and hedges) will be retained and as such no impact to commuting and foraging bats is anticipated. A future lighting condition will be imposed to ensure any potential light spill does not affect bats.

The ecology report also confirms that the plant species on site are widespread and of limited conservation value. However, the trees and shrubs have the potential to support nesting birds during the breeding season and so a condition will be imposed to ensure any further tree work is undertaken outside bird nesting season unless checked by an ecologist beforehand.

The scheme is of relatively small scale and it is unlikely that reptiles will be impacted even if they are present within the adjacent and nearby habitat. However, as a precaution the piles of debris and log piles will be cleared under ecological supervision with any reptiles found being moved to nearby suitable habitat (such as the hedgerow on the west boundary).

No badger setts or evidence of badger activity was found.

In terms biodiversity net gain, the consented works should not result in a loss of more than 25m² of habitat and so would qualify for the de-minimus exemption to the national 10% biodiversity net gain requirement. The scheme is still required to provide biodiversity enhancements and this will be in the form of at least one bat box and one swift box installed at the site. In addition, the new fencing will include 15cm gaps to allow reptiles, amphibians and hedgehogs to access the landscaping (as set out within the ecological assessment). These enhancements will be secured via condition.

Other Considerations

- The guess house will provide overnight accommodation and so would be required to mitigate for its impact on the River Itchen and Solent Complex Special Protection Areas (in terms of increase in nutrients and recreational disturbance). However, in this case the proposal will not result in a net increase in accommodation as it was previously used as a dwelling and later used as staff accommodation. Therefore mitigation is not required.
- The site is not adjacent to existing dwellings and so the extensions will not have an impact upon residential amenity.
- There will be no adverse impact upon trees or other natural features worthy of retention.

- Given the modest scale of the works a construction environmental management plan is not considered appropriate and would not meet the four conditions test in NDMP DM6.

Equalities Act:

Section 149 of the Equalities Act 2010 created the public sector equality duty.

Section 149 (1) 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.

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 by 2025; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.

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 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 plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the 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 Adopted Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Adopted 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.

Conclusion:

Recommendation:

PERMIT ☒

REFUSE ☐

Comments ...