

DELEGATED OFFICER REPORT

Application Ref: F/26/101113 & L/26/101190 (Combined Report)

Site Address: Botley Mills, Mill Hill, Botley, Southampton, SO30 2GB

Case Officer: David Huckfield

Description:

F/26/101113 - Installation of replacement roof sheeting and solar PV panels.

L/26/101190 - Listed Building Consent: Installation of replacement roof sheeting and solar PV panels.

Particular Site Constraints?	Yes ☒	No ☐
Within Urban Edge Grade II Listed Building Within Designated Conservation Area (Botley/Winchester Road)		

Planning History?
Whilst the Botley Mills site has been subject to numerous planning applications and applications for listed building consent over a number of decades, there is nothing of recent direct relevance which would materially impact the development the subject of this application.

Site Visit?	Yes ☒	No ☐
A site visit was undertaken by the Case Officer to consider the proposals in context.		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☒
Representations:	None received.		
Botley Parish Council:	No objection subject to appropriate management of the asbestos.		
Heritage Consultant:	Initial concerns were raised in respect of the proposed light grey colouring of the replacement roof covering and the contrast that this would provide with the darker solar panels, thereby drawing visual attention to the PVs. It was suggested that a colour should be used which minimises the presence of the panels and, following amendments to the scheme in this respect which incorporated a change to an anthracite grey colouring, no objection was raised.		
Ecology:	I have reviewed the Preliminary Roost Assessment (June 2026) and Bat Survey Report (August 2026). I agree with the conclusions of the PRA. Section 4.17 mentions that a vaulted ceiling in the rear section of one of the floors (no floor numbers given) was recently re-felted. It is essential that any roofing felt used in this building be either bitumen felt or a non-snagging roof membrane. Due to the presence of potential bat roost features two emergence surveys were done. Although there were bats commuting and foraging in the area, no bats were observed emerging from or entering the building. The area of the building affected by the works is brightly lit by artificial lighting. Bats are		

	likely to be using the river corridors and vegetated landscapes around the buildings, so bat boxes are proposed in these areas. An informative is recommended in relation to the need for works to cease and advice to be sought from Natural England in the unlikely event that bats are found during works. Conditions are also advised to secure the recommendations within the Bat Survey Report, including in relation to works being undertaken during daylight hours to avoid the need for artificial lighting and in respect of the specifications for new membranes to be used in any roof alterations.
Southampton Airport	The proposed development has been examined from an aerodrome safeguarding perspective and does not conflict with safeguarding criteria. We, therefore, have no objection to this proposal.

Relevant Policy and Legislation:

Legislative Background:

Full Planning Application:

Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

Listed Building Consent:

Section 16(2) of the Planning (Listed Buildings & Conservation Areas) Act 1990 states:

"In considering whether to grant Listed Building Consent for any works, the Local Planning 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."

The Development Plan:

The Development Plan comprises the Policies of the adopted Eastleigh Borough Local Plan 2016-2036. The relevant policies to this application are: S1 (Delivering Sustainable Development), S8 (Historic Environment), DM1 (General Criteria for New Development), DM2 (Environmentally Sustainable Development), DM3 (Adaption to Climate Change), DM11 (Nature Conservation), DM12 (Heritage Assets).

National Planning Policy and Guidance:

The latest iteration of the National Planning Policy Framework (the NPPF or Framework) was published in August 2026 and as set out within paragraph 1 of Appendix A; the policies contained within it are material considerations which should be taken into account in dealing with applications from the day of its publication.

Of particular relevance to this application is Section 20 'Conserving and enhancing the historic environment'.

The Planning Practice Guidance (PPG) provides additional guidance in support of the policies within the Framework and is also a material consideration in the determination of the application.

Assessment:

The curtilage of Botley Flour Mills contains two Listed Buildings. These are the Botley Flour Mills and the Mill House, both of which are Grade II Listed and date from the 1770s. The provender mill building, which is the subject of this application, is a much later addition, with it being believed to have been constructed in the 1950s. The building connects to the original building via an arched walkway and despite its more recent construction, due to its four-storey height and scale it nonetheless represents a prominent feature which visually forms part of the setting of the listed buildings and lies within their curtilage.

The provender mill building currently has an asbestos sheet roof which the Heritage Statement that accompanies the application states makes carrying out alterations to improve energy efficiency difficult. As a result, the application proposes the replacement of the existing asbestos-sheeting with a modern profiled metal roof covering, with this acting as a more suitable substrate to use for the installation of the solar PV panels which also form part of the proposals. The new roof sheeting will be fixed to the existing structure below with the current timber fascias to be retained, repaired and redecorated.

Following discussions with the Council's Heritage Officer which have resulted in amendments to the colour of the roof sheeting from the initially proposed goosewing grey to a darker anthracite grey colouring, the proposals are considered to be acceptable. Whilst the panels will still be visible to a degree from the site's surroundings, particularly given the height of the building, this darker grey colouring provides for much less of a visual contrast with them and notably reduces their prominence. The replacement of the somewhat tired looking asbestos roofing and the restoration and redecoration of the timber fascias can also be seen as an improvement, as is the introduction of sustainable technology to the building to increase its energy efficiency credentials. Overall, therefore, the development is considered to preserve and, indeed in some respects, enhance the character of the listed buildings and the designated conservation area within which they fall.

Other material considerations:

With regards to other material considerations, there are no concerns in respect of residential amenity given the nature and siting of the development relative to the nearest dwellings, and no objection has been raised by Southampton Airport with regards to aviation safety. In respect of the comments of the Parish Council concerning the presence of asbestos, whilst this is noted, the applicant would be required to comply with the Control of Asbestos Regulations 2012 which fall outside of the planning process. These Regulations include suitable provisions relative to the scale of development in this case to cover the safe disturbance, removal and disposal of the existing asbestos sheeting.

In terms of Ecology, the Council's Ecologist had, in their initial comments highlighted the need for a Preliminary Bat Roost Appraisal based on the site context and nature of the building. This subsequently highlighted the presence of potential bat roost features and the need for two emergence surveys to be carried out. These surveys concluded that although there were bats commuting and foraging in the area, no bats were observed emerging from or entering the building, with the area affected being brightly lit by artificial lighting. Accordingly, no objection was raised by the Council's Ecologist subject to the conditions and informatives as noted within their comments and these will be imposed accordingly.

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; (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 supports economic growth and productivity with the aim of building a strong competitive economy. The NPPF, Policies S1, DM2 and DM3 of the Local Plan and the Council's adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use. Taking account of the nature of the proposals and the site context, the development is expected to be resilient to the potential effects of climate change and will serve to enhance the sustainability and energy efficiency credentials of the building.

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 equalities implications.

Recommendation:	GRANT LISTED BUILDING CONSENT AND FULL PLANNING PERMISSION ☒	REFUSE ☐
------------------------	---	---------------------------------