

DELEGATED OFFICER REPORT

Application Ref: H/23/96605

Site Address: FOX FIELDS, DODWELL LANE, BURSLEDON, SOUTHAMPTON, SO31 1AD

Case Officer: Claire Campbell-Best

Description: Two storey side and first floor side extensions to include front dormer windows, single storey rear extension and elevational alterations

Particular Site Constraints	Yes ☒	No ☐
Within Designated Countryside		
Within the Settlement Gap		
Adjacent to a Grade II listed building Listed Building (Dodwell Cottage)		
SGN Gas Pipeline Medium Pressure		

Planning History	Yes ☒	No ☐
Reference	Description	Decision
Z/33396/000	Construction of two storey side extension and single storey front extension	Permit – 31/08/1994

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☒
Representations:	None received		
Hedge End Town Council:	No objection		
Bursledon Parish Council:	No comments received		
Ecology:	<u>Updated comments on site visit photos received 24/01/24:</u> The site visit photos show that areas of the rear garden could be used by hedgehogs and nesting birds. Comparing the site photos to the aerial photos, large areas of vegetation in the front garden and to the side of the house have already been removed and replaced with gravel. A tree in the rear garden appears to have been felled recently. No additional precautions will be required, other than those listed in the PRA report and in the previous ecology response (15/01/24). Due to the side of the proposed extensions, a surface water drainage plan will be required. Since there is an existing system in place, this can be conditioned. <u>Original comments received 15/01/24:</u> This site is within a red impact risk zone for great crested newts with several ponds within 600 m of the site. There are no records of great crested newts at these ponds but there is a record at a pond approximately 680 m to the south. The ponds are all separated from the site by roads which would be barriers to dispersal. There are also records of bats and hedgehogs nearby. A precautionary working method to protect amphibians and small mammals will be required. This can be conditioned and will involve covering excavations on site at night or fitting them with small animal escape ramps. All operatives must be briefed on procedures and recognising these species. In the unlikely event of any great crested newts being found during demolition or construction, all work must		

	stop immediately, and advice taken from the ecological consultant or from Natural England. Hedgehogs should not be handled but be allowed to move away from the area of impact on their own. Photos are required of the areas of garden impacted by the proposed extensions to determine whether any additional precautions are needed. I have reviewed the Preliminary Bat Roost Assessment Report by Hampshire Ecological Services (November 2023). The house has been assessed to have negligible bat roost suitability. The biodiversity enhancements and lighting recommendations proposed in section 5.6 are appropriate and should be implemented. The two areas of climbing plants on the eastern elevation shown in Image 4.3.1.2 could cover potential bat roost features and could be used by nesting birds. This vegetation and any other vegetation required to be removed to facilitate the building work should be removed outside of bird nesting season (which is usually mid-February through August inclusive). If this is not possible, then it should be removed only after a careful check by a suitably qualified ecologist up to 24 hours before the start of work. If there are any active bird nests, all work must stop, and a 5 m buffer must be installed to protect the nest from disturbance until after the chicks have fledged and left the nest. Due to the size of the proposed extensions, additional surface water drainage capacity may be required. Please could you add the following informative to the decision notice: In the unlikely event of any bats being found during demolition or construction, all work must stop immediately, and Natural England must be called. Additional information is available on the Bat Conservation Trust website at https://www.bats.org.uk/advice/im-working-on-a-building-with-bats/ive-found-a-bat-during-works.
Built Heritage Consultant:	<u>Updated comments received 08/02/24</u> Hardie Plank will look like weatherboarding which in black over render or brickwork would resemble a traditional farm building or older house and fit into this situation better than most alternatives. The horizontal emphasis, not shown in drawing, will help the building to seem lower and settle into the landscape better. Now we know what is envisaged, no objection. <u>Original Comments received 29/01/24 - Holding objection – Further information needed</u> The finished article will provide a substantial house of somewhat unknown character in place of a modest cottage with some quirky elements of mellow brickwork. While a little of the existing facing is retained on the exposed north-west elevation, the final character of the rest of the building has not been shared with us; and as it will be seen in the context of a heritage asset, affecting its setting, this needs to be known. Holding objection until details of the cladding, colour of render given, colour and character of garage door and window frames is given.

Site Visit:

Yes ☒

No ☐

Policy:

**National Planning Policy Framework
Planning Practice Guidance**

Development Plan:

The Eastleigh Borough Local Plan 2016-2036 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) and S8 (Historic environment); and Development Management policies DM1 (General criteria for new development), DM2 (Environmentally sustainable development), DM11 (Nature conservation), DM12 (Heritage assets), DM14 (Car parking) and DM26 (Residential extensions and replacement dwellings in the countryside).

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Character Area Appraisals for Bursledon, Hamble-le-Rice and Hound

Assessment:

Site and Surroundings

Fox Fields is a modest two storey detached dwelling featuring dormer windows and catslide roofs to the front and rear elevations and comprises of red brick to all elevations. The property is set within a substantial plot which forms part of the countryside and the settlement gap and is positioned on an elevated position overlooking the Windhover Interchange (junction 8) of the M27. The front, rear and side (northwest) elevations can be viewed from Dodwell Lane and surrounding nearby roads. The surrounding area comprises of open fields and sporadically placed dwellings along Dodwell Lane, to the east of the site lies Dodwell Cottage, a Grade II listed building.

Proposal

This application seeks permission to construct a two storey side, first floor side and single storey rear extension, elevational alterations are also proposed.

The two storey side extension would be located to the southeast elevation of the host dwelling. The extension would have a double pitched roof and would measure approx. 6.7m in height, 11.6m in width and 8.4m in depth. The extension would maintain the ridge of the main house and would have 2no. front dormers, 1no. rear dormer and a large glazed gable centrally to the principal elevation with a flat roof canopy porch over the front door and would incorporate a double garage with a roller door.

The first floor side extension would be located to the northwest elevation of the host dwelling, altering the existing hipped roof and removing the side dormer. This element also maintain the ridge height to the host dwelling and would have a double pitched roof and 1no. front dormer.

The single storey rear extension would be located to the southwest elevation of the host dwelling. This would have a flat roof and approximately measure 3m in height, 11.9m in width and 3.6m in depth.

The application also proposes elevational alterations; this would include the addition of a combination of cladding, render and brick to all elevations.

Principle

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.

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.

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 subdivision of the plot. The policy requires that new extension would not be disproportionate in size to the existing dwelling, neighbouring properties or in relation to its plot.

Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 states: 'On considering whether to grant planning permission for development which affects listed building or its setting, the local...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.'

Character and Appearance

The proposals would result in the footprint of the host dwelling doubling in size at two storey level and would be disproportionate to existing dwelling. The proposed first floor and two storey side extensions would maintain the ridge height of the existing dwelling, lacking any subservience. The proposal would also include the addition of a single storey rear extension, further increasing the excessive dimensions of the proposal resulting in a large property in place of a modest building.

The application also proposes elevational alterations and the introduction of a new materials comprising of render to the ground floor elevations, cladding to the first floor elevations and a large glazed gable. The full details of the proposed fenestration and roof tiles are unknown. The applicant has advised the cladding would be horizontal Hardie Plank in either black or white, the garage door would also match in colour. While further information has been provided, the specific colour palette has not been confirmed. Overall, the resultant design would appear to result in a modernised farm building/dwelling, however this is not entirely clear due to the lack of supporting information on the proposed materials. As such, the proposed character of the dwelling is not clearly defined and the LPA have not been able to make a full and proper assessment of the proposed character and appearance in relation to the countryside and the settlement gap.

As a result, the scale, massing of the proposal (combined with its design, lack of information on external materials and its elevated position) is considered excessive and visually intrusive. It would be notably a more urban feature than the host dwelling, therefore the proposal would have a detrimental impact on the prevailing character of the countryside and the settlement gap and is recommended for refusal.

Impact upon the Setting of a Listed Building

As noted, the Grade II listed building Dodwell Cottage is located to the east of the site. While there is a reasonable separation distance and hedgerows and a large oak tree providing some screening between the dwellings, the proposal has the potential to impact the setting of the listed building.

Initially, the Built Heritage Consultant placed a holding objection due to insufficient information on the proposed materials which had been provided with the application, which is a requirement of Policy of DM12.

While it is acknowledged the applicant has provided further information with regard to the proposed materials and the Built Heritage Officer has withdrawn their objection, the final character and colour scheme of the property is still not known, and it cannot be determined if this will impact on the setting of Dodwell Cottage and this will form another reason for refusal. Had the proposal been acceptable in terms of its scale and design, a condition would have been applied to provide details of the external materials to ensure the impact on the listed building would be minimal.

Other Considerations

Residential Amenity

The development accords with guidance set out in the 'Quality Places' SPD in that there will be no unacceptable impact on the amenity of the neighbouring properties in terms of loss of privacy, light or outlook due to the site being well distanced from the nearby dwellings in Dodwell Lane.

Highways Safety and Parking

The property's frontage and double integral garage provides sufficient room for the required three car parking spaces and for cars to turn on site to enable forward gear access and egress onto Dodwell Lane.

Ecology

A preliminary roost assessment was submitted with the application and was reviewed by the Council's Ecologist. They concluded they were content with the recommendations and enhancements set out in the report and also recommended a surface water drainage plan and precautionary working method to protect amphibians and small mammals. This would have been secured by condition had the proposal been recommended for approval.

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 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 ☒
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For the reasons set out above, the application is recommended for refusal on grounds:

1. The proposed development by reason of its scale, massing, design and lack of information on external facing materials would represent an undesirable intrusion into an area of designated countryside, to the detriment of the character and appearance of the locality and the settlement gap. The application is, therefore, contrary to Policies S5, S6, DM1 and DM26 of the Eastleigh Borough Local Plan (2016-2036), the Council's 'Quality Places' Supplementary Planning Document and provisions within the National Planning Framework.
2. Insufficient information has been provided to demonstrate that the proposal would not have a detrimental impact on the setting of the Grade II listed building 'Dodwell Cottage'. The application is therefore, contrary to Policy DM12 of the Eastleigh Borough Local Plan (2016-2036) and provisions within the National Planning Policy Framework.