

# DELEGATED OFFICER REPORT

**Application Ref:** H/24/97035

**Site Address:** 15 GOSLINGS TURNING, BURSLEDON, SOUTHAMPTON, SO31 8LP

**Case Officer:** Claire Campbell-Best

**Description:** Loft conversion with flat roof rear dormer

| Particular Site Constraints                                                                  | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> |
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| Within the Urban Edge<br>Conservation Area – Bursledon Windmill<br>DM12 – Bursledon Windmill |                                         |                             |

| Planning History | Yes <input checked="" type="checkbox"/>                                                                                                                                                                                                                  | No <input type="checkbox"/>               |
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| Reference        | Description                                                                                                                                                                                                                                              | Decision                                  |
| LDC/24/96844     | Lawful Development Certificate for a Proposed Use or Development: Loft conversion with new rear dormer and 2no. roof lights to front                                                                                                                     | Certificate not issued – 07/03/2024       |
| C/16/77959       | Reserved matters application: Residential development of 29no. dwellings with associated parking and public open space (landscape to be considered)                                                                                                      | Approve the Reserved Matters – 28/11/2016 |
| C/14/74932       | Outline application: Residential development of up to 29 houses with associated parking, public open space and enhancement of existing vehicular access off Windmill Lane (access, appearance, layout and scale to be considered). (Amended description) | Grant outline permission – 28/01/2016     |

| Publicity:                | Letters <input checked="" type="checkbox"/>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | Site Notice <input checked="" type="checkbox"/> | Newspaper <input checked="" type="checkbox"/> |
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| Representations:          | <p>The application received two letters of objection raising the following concerns and issues:</p> <ul style="list-style-type: none"> <li>• Application site is in a conservation area.</li> <li>• The rear of the property faces the main road into Goslings Turning and will impact on the aesthetic appeal of the area.</li> <li>• Properties have been constructed with a traditional feel.</li> <li>• Visually intrusive.</li> <li>• Loss of privacy.</li> <li>• Excess dust and noise during construction.</li> <li>• Building works will be disruptive.</li> </ul>                                                                                         |                                                 |                                               |
| Bursledon Parish Council: | <p>The Bursledon Parish Council was not quorate therefore cannot respond formally to the planning application. However, Councillors ask that with any application particular attention is given to the volume percentage increase in the size of a property and its impact on the near environment especially the view from the river.</p> <p><b><u>LPA Comment:</u></b><br/> <b>The site does not fall within a special policy area where there is a restriction on additional volume. Therefore, the attention to the precise additional volume has not been assessed in this application. The other matters raised are covered in the assessment below.</b></p> |                                                 |                                               |

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| Built Heritage Consultant: | <p><u>Objection</u></p> <p><b>Context</b><br/>This estate was built largely within the conservation area boundary which had previously been designated precisely to prevent development around the Grade II* listed Bursledon Windmill in order to maintain some semblance of a rural setting as it originally was.</p> <p>The development that was allowed was carefully controlled in order to maintain at least a semblance of a semi-rural feel for the setting of windmill, which is of national importance and its associated buildings, which are regarded and noted as important structures.</p> <p><b>The Proposal</b><br/>A utilitarian extension of this nature is a gross carbuncle that will both ruin the carefully orchestrated balance of built form and set a precedent to massacre the presentation of the whole estate.</p> <p><b>Conclusion</b><br/>An extension of this nature should not be allowed anywhere, and particularly not in a conservation area, which this building is in, where the rules state that any work should make “a positive contribution to the local character and distinctiveness.” This proposal does precisely the opposite.</p>                                                                                                                              |
| Ecology:                   | <p><u>Comments upon review of site photos received 23/04/2024:</u></p> <p>I have reviewed the site visit photos. While there are a few roof tiles that are slightly out of line, I don't see any potential bat roost features.</p> <p>Please could you add the following informative to the decision notice:</p> <p>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 <a href="https://www.bats.org.uk/advice/im-working-on-a-building-with-bats/ive-found-a-bat-during-works">https://www.bats.org.uk/advice/im-working-on-a-building-with-bats/ive-found-a-bat-during-works</a></p> <p>A biodiversity enhancement plan can be conditioned.</p> <p><u>Original comments received 03/04/2024:</u></p> <p>There are records of bats very close to this site. Street view photos of this house are not available on Google maps.</p> <p>I need to review close up photos of the roof, chimney, flashing, soffits and fascia to determine whether a preliminary bat roost appraisal will be required.</p> <p>Biodiversity enhancements will be required. A bat brick and a swift brick may be appropriate for this building.</p> |

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| Site Visit:                                                      | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> |
| Details: Site visit carried out 18/04/2024 – Photographs on file |                                         |                             |

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| <b>Legislation:</b>                                                                                                                                                                                                                                                                                                          |
| <b>Section 38 (6) of the Planning Compulsory Purchase Act 2004 states:-</b><br><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> |

**The site also lies within a Conservation Area and Section 72(1) of the Planning (Listed Buildings & Conservation Area) Act 1990 states:-**

*"In the exercise, with respect to any buildings or other land in the Conservation Area of any powers (under Planning Acts), special attention shall be paid to the desirability of preserving or enhancing."*

**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 and S2; and Development Management policies DM1, DM2, DM11, DM12 and DM14.

**Supplementary Planning Documents:**

Quality Places; Residential Parking Standards; Character Area Appraisals.

**Assessment:**

Site and Surroundings

The application site contains a two storey mid-terraced dwelling located on the northern side of Goslings Turning and within the Bursledon Windmill Conservation Area. The property itself has a tiled, pitched roof, has red facing brickwork and white uPVC fenestration. The property is orientated so that the rear elevation of the property faces the main access road into Goslings Turning.

The surrounding area is a relatively new development, the dwellings are traditional in form and character. The application site sits in a row of six terraced properties (second to the end of the block) and are all identical in appearance. To the east of the site lies an identical block of terraced housing with green, open space in between the rows of houses to provide uninterrupted views of the nearby Bursledon Windmill further to the north of the development. To the south of the site lies a stream and footpath.

Proposal

This application seeks permission for a loft conversion to include 2no. rooflights to the front roof slope and a flat roofed box dormer to the rear roof slope. The loft conversion would provide habitable accommodation in the form of an additional bedroom, ensuite and a storage area. The proposed dormer would measure approximately 4.4m in width, 4.05m in depth and 2.35m in height and would sit slightly above the main ridge of the house. The dormer would be tile hung with white uPVC fenestration.

Principle and Policy

The application site falls within the urban edge, whereby alterations or extensions to, or within the curtilage of residential dwellinghouses are considered to be acceptable in principle, however, would be subject to the following considerations listed in the report below.

The site also falls within the Bursledon Windmill Conservation Area covered by Policy DM12. This policy seeks to ensure any proposed development makes a positive contribution to local character and distinctiveness. Particular attention should be paid to the details of design to ensure that the character of these area is as a minimum sustained, and where possible enhanced.

Character and Design

The site as noted is part of a terraced block of housing, close to the road (Goslings Turning). The rear elevations to this terraced block face the road and there is a clear view of the rear of the property when heading east from the entrance and into the main body of the residential development. The current view of this block is considered traditional, uniform and uninterrupted with the properties cascading from north to south to take account for the sloping topography. It is therefore considered this block of terraced housing form a prominent position in the development and provide a low-key, traditional aesthetic within the Bursledon Windmill Conservation Area.

The proposed rear dormer due to its design, bulk and position would disrupt the rooflines to the terraced block and would be a visually intrusive feature to both the street scene and the conservation area. This would be particularly noticeable when approaching the site from the road and the footpath to south of the site. As such, the proposed dormer is considered an incongruous feature rather than a subservient addition to the property. There are other example of dormers in the immediate area, however these are much smaller, set down from the main ridge and do not dominate the roof slope in the same manner as the dormer proposed in this application.

The Built Heritage Consultant was consulted upon due to the site being located with a conservation area. The Consultant objected to the proposal and advised the proposed dormer in particular would not make a positive contribution to the local character and distinctiveness.

Therefore, given the above considerations, the application will be recommended for refusal due to its design and the impact on the street scene and conservation area.

#### Residential Amenity

Neighbours have raised concerns the proposed dormer would result in excessive noise and dust during construction works and loss of privacy.

It is reasonable to expect some disruption and dust during works to a building, however, this would be temporary and would cease when works are complete. Had the application been acceptable, the applicant would have been recommended a considerate builder's note by way of informative.

With regards to loss of privacy, during the site visit it was noted there are already views of the neighbouring gardens to the nearby terraced properties and an oblique view to the garden of 12 Goslings Turning, northwest of the site. This is unavoidable in urban, residential settings. It is considered the second floor windows within the rear dormer would not impact on the privacy to the nearby neighbours to such a degree that it would be harmful.

In summary, 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.

#### Highways Safety and Parking

The proposal would increase the bedrooms to the property from two to three, this would not however increase the number of required off-street parking provision (two parking spaces). Therefore, the current parking arrangements would have been considered to still be appropriate had the proposed development been acceptable.

#### Ecology

The Council's Ecologist was consulted due to the proposed works to the roof. Initially they requested close-up photos of the roof and fascias. Upon review of these photos, the Ecologist was satisfied there were no potential bat roost features. Biodiversity enhancements would have been advised to the applicant by way of informative had the

application 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 Environment 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.*

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:** This application is recommended for refusal:

Reasons for refusal:

- 1) The proposed dormer window by reason of its siting, inappropriate design and excessive scale, would result in an unattractive and incongruous feature which would visually dominate the roof slope of the dwelling and cause the property to gain an undue level of prominence in the street scene. As such the proposed development is contrary to Policy DM1 of the Eastleigh Borough Local Plan [2016-2036] and The Quality Places Supplementary Planning Document (2011).
- 2) The proposed dormer due to its siting, inappropriate design and excessive scale would be detrimental to the character and appearance of the Bursledon Windmill Conservation Area. As such the proposal is contrary to Policy DM12 of the Eastleigh Borough Local Plan [2016-2036].

Recommendation:

**PERMIT** ☐

**REFUSE** ☒