

# DELEGATED OFFICER REPORT

**Application Ref:** H/24/97839

**Site Address:** BURSELDENE, WINDMILL LANE, BURSLEDON, SOUTHAMPTON, SO31 8BG

**Case Officer:** Claire Campbell-Best

**Description:** Two storey side extension and extension to existing decking

| Particular Site Constraints                                                                                                                                                    | Yes <input checked="" type="checkbox"/> | No <input type="checkbox"/> |
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| Within Designated Countryside<br>With Settlement Gap<br>Adjacent to the Bursledon Windmill (Grade II* Listed Building)<br>Adjacent to the Bursledon Windmill Conservation Area |                                         |                             |

| Planning History | Yes <input checked="" type="checkbox"/>                                                                                                                                                                                       | No <input type="checkbox"/> |
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| Reference No.    | Description                                                                                                                                                                                                                   | Decision                    |
| H/20/87486       | Proposed Oak Framed Garage                                                                                                                                                                                                    | Permit – 13/07/2020         |
| F/15/75914       | Construction of five bedroom detached two storey dwelling with double garage, raised patio and associated retaining walls, steps and railings                                                                                 | Permit – 20/03/2015         |
| F/13/73483       | Single storey, two storey and first floor extensions including raising of ridge height and new fenestration, provision of double garage and creation of raised patio area with associated retaining walls, steps and railings | Permit – 17/12/2013         |

| Publicity:                                       | Letters <input checked="" type="checkbox"/>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Site Notice <input checked="" type="checkbox"/> | Newspaper <input type="checkbox"/> |
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| Representations:                                 | <u>Two letters of objection from The Stables, Gable Farm (Summarised):</u> <ul style="list-style-type: none"> <li>• Impact on residential amenity</li> <li>• Out of character within the locality</li> <li>• Disproportionate in size to existing dwelling and other dwellings within Windmill Lane</li> <li>• Diminishes countryside and the local gap</li> <li>• Negative impact on conservation area and nearby Listed Building</li> <li>• Negative impact on wildlife</li> <li>• Lack of screening along northeastern boundary</li> <li>• Highway safety concerns</li> <li>• Existing dwelling already extends over the building line</li> </ul> |                                                 |                                    |
| Bursledon Parish Council:                        | <u>Objection:</u><br><br>Bursledon Parish Councillors objected to this application on the grounds of its scale being inappropriate for the countryside and asked that if the Planning Officer was minded to permit that the application be referred to the LAC.                                                                                                                                                                                                                                                                                                                                                                                      |                                                 |                                    |
| Built Heritage Consultant Consultation Response: | <u>No Objection</u><br><br><u>Updated comments on materials</u><br><br>Anthracite grey would be an acceptable colour which will help the extension to visually recede into the trees behind.<br><br><u>Holding Objection:</u>                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                 |                                    |

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|          | <p><b>Context</b></p> <p>This site is within the countryside gap separating Hedge End from Bursledon and adjacent to the north-western boundary of the Bursledon Windmill Conservation Area. It is essentially an open field with the dwelling set right against the south-western boundary up toward the western corner, the site's orientation basically being a square with each corner matching the four compass points.</p> <p>The conservation area boundary follows the line of the other side of Windmill Lane from opposite no. 6 up to the boundary between Windmill Cottages and Wind Up in order to protect the nearest listed building, the grade II* listed mill itself, meaning it is of national importance.</p> <p><b>The Proposal</b></p> <p>The scheme is to add an extensive two story extension to the north-west of the house between it and the boundary clad in metal with the link to the existing on the south-west elevation clad in timber. From the street i.e. Windmill Lane this is behind the existing built form and therefore largely hidden by it.</p> <p>The ridge height is variously shown on the elevations as level, above and below that of the existing, which is not acceptable. It would be preferable below that of the existing. In addition I am unable to find in the documentation what colour is anticipated for the almost complete cladding in metal. This is a large chunk of building in this situation and in contrast to the existing, so is important on both counts.</p> <p><b>Conclusion</b></p> <p>While there is not a problem with a modern extension to this modern house in this situation, from a conservation viewpoint, there is with the lack of information and inaccuracy of the presented elevations. Holding objection.</p> |
| Ecology: | <p><u>Comments received 13/08/2024:</u></p> <p>The aerial photo of the site on Google maps shows a large hedge, identified as Leyland cypress (G1) in the Arboricultural Impact Assessment (July 2024).</p> <p>The block plan also shows two small outbuildings in this area; however these are not visible on the aerial photo (map data 2004). The site is in a red impact risk zone for great crested newts. Red (highly suitable habitat) or Amber (suitable habitat, likely to be present) – When development falls into the red or amber zones on the impact risk map, developers MUST prove to their local planning authorities that their development plans pose 'no risk' to great crested newts, this can be done in one of three ways:</p> <ol style="list-style-type: none"> <li>1. Demonstrate that newts don't occur on your site (usually by commissioning an ecological consultant to carry out a site assessment).</li> <li>2. . Apply to Natural England for a Standard Licence – this can only be done after planning permission. You will need to commission an ecologist to carry out a survey and design a great crested newt mitigation scheme.</li> <li>3. 3. Join the NatureSpace District Licence Scheme, which usually provides the quickest, most certain and least risky option where a licence is required.</li> </ol>                                                                                                                                                                                                                                                                                                                                                                                                                                                |

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|                                                         | <p>There are nearby records of bats, slow worms, common lizards, great crested newts, badgers, nesting birds and hedgehogs in the wider area. To determine whether a survey is required I need to review photos of the areas of the existing house where the proposed extension would attach, any outbuildings that would be demolished and the area of land that would be impacted by the proposed extension. A precautionary working method will be required to protect these species from harm during construction.</p> <p>Any vegetation affected by the proposal must be cleared outside of nesting bird season (which is usually March-August inclusive). If this is not possible, a suitably qualified ecologist must check for nesting birds no more than 24 hours before vegetation clearance.</p> <p>If evidence of an active bird's nest is found during construction, work must stop and a 5m buffer must be erected around the nest to protect it from disturbance until after the chicks have fledged and left the nest.</p> <p>Biodiversity enhancements will be required in accord with Local Plan policy DM11 and NPPF paragraph 180. A bat brick and a swift brick may be appropriate for this building.</p> <p>The Bat Conservation Trust recommends installing a bat brick/box at least 4 m above the ground, away from artificial light sources, sheltered from strong winds and exposed to the sun for part of the day, facing south, south-east or south-west.<br/>(<a href="https://www.bats.org.uk/our-work/putting-up-your-box">https://www.bats.org.uk/our-work/putting-up-your-box</a>)</p> <p>Swift nest boxes are best positioned under the eaves or on walls facing north, northeast or north-west out of direct sunlight, five metres above the ground, with clear adjacent airspace so swifts can access them in a high-speed direct flight.<br/>(<a href="https://www.swiftconservation.org/Nestboxes%26Attraction.htm">https://www.swiftconservation.org/Nestboxes%26Attraction.htm</a>)</p> |
| Trees:                                                  | <p><u>No objection subject to the following condition:</u></p> <p>We raise no arboricultural objection subject to the following condition:</p> <p><b>Notwithstanding the information submitted to date, no development related works shall take place on site until an Arboricultural Method Statement (as per British Standard 5837:2012 – Trees in Relation to Design, Demolition and Construction) is submitted to and approved in writing by the Local Planning Authority</b></p> <p><b>Reason: To retain and protect the existing trees which form an important part of the amenity of the locality.</b></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Environmental Health (Noise Pollution):                 | <p><u>No Objection:</u></p> <p>As the application is for an extension to a domestic premises, I have no objections/comments regarding Environmental Noise Impact.</p> <p>I would suggest an advisory for Construction Noise be included in any approval, to follow the advice in the <i>Council's Code of Practice for Contractors</i></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| Environment Health (Contaminated Land and Air Quality): | <p><u>Comments:</u></p> <p>Contaminated land</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |

A review of historical mapping indicates that the site has not been previously developed. Limited amount of made ground is anticipated to be present due to construction of existing building on site. The UK radon risk map indicates that the area is not located within a radon risk area. The proposed development involves the excavation of soils for the required two storey extension, which includes an indoor swimming pool. Even though no contamination has been identified, we recommend a watching brief condition in the event of any unexpected contamination.

#### Air quality

The site is located in close proximity of Hamble Lane Air Quality Management Area. However, it is not anticipated that the proposed development contributes significantly to a detriment of air quality in the area. Even though the proposed development does not represent a significant risk on air quality, we stress the importance of adopting best practices and measures to safeguard air quality in the area. The planning process should ensure that the proposed development aligns with air quality objectives, promoting a healthy and sustainable environment. A CEMP is recommended to address any potential impacts and their prevention/ control/ mitigation measures. A template for CEMP on small sites is attached for reference.

In conclusion, we agree with the principle of the development, subject to the following conditions to be applied if planning permission is granted:

#### Watching brief

**A watching brief should be followed at all times during construction works and confirmation of this shall be submitted to by the Local Planning Authority (LPA) prior to completion. In the event that previously unidentified contamination is found during the watching brief it must be immediately reported to the LPA. Work shall then cease until an investigation and risk assessment, and where required a remediation scheme, has been submitted to and approved in writing by the LPA. Where a remediation scheme is required, the development shall not be brought into use until a verification report for the remediation work has been submitted to and approved in writing by the LPA. Verification works shall be undertaken by a competent person in accordance with best practice as outlined in BS10175:2011+A2:2017 and LCRM.**

**Reason: To minimise the risk from land contamination for the safety of the property's occupiers.**

#### CEMP

**No construction or site preparation works involving excavation shall start until a Construction Environment Management Plan (CEMP) has been submitted to, and approved in writing by, the Local Planning Authority. Preparation and construction work shall only take place in accordance with the approved CEMP which shall include:**

**a) the location of temporary site buildings, compounds, construction material and plant storage areas used during demolition and construction;**

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|                                              | <p>b) the arrangements for deliveries associated with all construction works, loading/ unloading of plant &amp; materials and restoration of any damage to the highway;</p> <p>c) the parking of vehicles of site operatives and visitors;</p> <p>d) measures to control the emission of dust and dirt generated by demolition and construction;</p> <p>e) a scheme for controlling noise and vibration from demolition and construction activities;</p> <p>f) provision for storage, collection, and disposal of waste from the development during demolition and construction;</p> <p>g) measures to prevent mud and dust on the highway during demolition and construction;</p> <p>h) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate; i) temporary lighting;</p> <p>j) protection of pedestrian routes during construction;</p> <p>k) temporary surface water drainage provisions; and</p> <p>l) hours of working</p> <p><b>Reason: To limit the impact the development has on the amenity of the locality and to protect biodiversity.</b></p> |
| Environmental Health (Noise):                | <p><u>No objection</u></p> <p>As the application is for an extension to a domestic premises, I have no objections/comments regarding Environmental Noise Impact.</p> <p>I would suggest an advisory for Construction Noise be included in any approval, to follow the advice in the <i>Council's Code of Practice for Contractors</i>.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| Asset Management:                            | No response required                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| Hampshire County Council Waste and Minerals: | No comments were received                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |

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|--------------------------------------------|------------------------------------------------|------------------------------------|
| <b>Site Visit:</b>                         | <b>Yes <input checked="" type="checkbox"/></b> | <b>No <input type="checkbox"/></b> |
| Details: Site visit carried out 17/09/2024 |                                                |                                    |

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| <b>Policy:</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| <p><b>National Planning Policy Framework</b></p> <p><b>Planning Practice Guidance</b></p> <p><b>Development Plan:</b></p> <p>The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies S1, S2, S5 and S6; and Development Management policies DM1, DM2, DM11, DM12, DM14 and DM26.</p> <p><b>Supplementary Planning Documents:</b></p> <p>Quality Places; Residential Parking Standards; Bursledon Windmill Conservation Area Appraisal.</p> |

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| <b>Assessment:</b>                                                                                                                                                                                                             |
| <p><u>Site and Surroundings</u></p> <p>The application site relates to a substantial detached two storey dwelling located on the northwestern side of Windmill Lane. The property, patio and decking are positioned mainly</p> |

in the northwestern corner of the plot; the remainder of the site comprises a large garden which slopes away from the property with outbuildings situated along the northeastern boundary. The site is located within designated countryside and the area has a semi-rural character. Immediately to the southwest of the site is a private vehicular access which also runs along the rear boundaries of nos. 12 to 36 Windmill Lane also southeast of the site. On the other side of this private access road are two storey semi-detached dwellings. To the north and west of the site are open fields. Adjacent to the site is the Bursledon Windmill Conservation Area which contains Bursledon Windmill itself, a Grade II\* listed building. The remainder of the road is characterised by detached and semi-detached two storey dwellings and detached bungalows.

### Proposal

This application seeks approval for a pitched roof two storey side extension with front and rear gable ends as well as an extension to the existing decking.

The two storey extension would be located to the northwestern elevation of the main house adjoining onto the single storey side projection which comprises a kitchen and would be linked between the main house and the proposed extension. The two storey extension would accommodate a lounge, swimming pool, dog, utility, w.c. sauna room at ground floor and a master bedroom, walk-in wardrobe, ensuite and gym at first floor level.

The proposed extension would be finished in a contemporary style; externally, all elevations would be clad in anthracite grey zinc cladding, the northeastern elevation would have extensive glazing to both floors. The fenestration proposed would be light grey aluminium.

As a result of the proposed extension, the existing deck would be extended to the northwest and would sit flush with the northwest side elevation of the extension.

### 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 extensions would not be disproportionate in size to the existing dwelling, neighbouring properties or in relation to its plot.

Policy DM12 of the Eastleigh Borough Local Plan (2016-2036) 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."

### Character and Design

Burseldene is a substantial detached two storey property that is located within the countryside. The property is fairly modern in design with mostly white rendered elevations and a grey slate tiled roof. Windmill Lane itself has a varied street scene, aside from the

traditional two storey semi-detached dwellings to the southwestern side of the Lane, there is a mixture of dwellings of differing design resulting in little uniformity within the character area.

Burseldene is a unique site within the surrounding area; the property is positioned within a large plot and is one of the largest properties within the wider surroundings. It was noted during the site visit, the property is set well back from the lane and is mostly screened by the boundary treatment surrounding the site's entrance and not visually prominent within the street scene. The proposed two storey side extension would be positioned behind the main dwelling and when viewing the site from Windmill Lane, the extension and extended decking would not be a visually prominent feature within the street scene.

While the proposal is not expected to impact the street scene to a detrimental degree; the proposed side extension is considered excessive in scale and would result in the footprint of the host dwelling almost doubling in size at two storey level and lacks any kind of subservience. The submitted drawings also show inaccuracies with regards to the ridge height of the extension; the southeast elevation shows the ridge height to the extension to be higher than the ridge to the main dwelling further contributing to unacceptable scale. The extension also projects far beyond the front building line which would result in an overly dominant structure further exacerbated by the use of contrasting contemporary materials and glazing which would not relate to and unacceptably overwhelm the host dwelling.

Turning to the proposed extended decking; the site has a relatively large expanse of patio and decking. The proposed increase to the decking is considered to be acceptable in relation to the plot size as plenty of amenity space will remain.

Overall and to conclude, the overall design, size and orientation of the extension does not relate well to the host dwelling and would harm the existing character and appearance of the host dwelling. This would be contrary to policy DM1 of the Local Plan and key urban design principle 15 of the Quality Places SPD.

In regard to the impact on the settlement gap, whilst the proposal would result in an excessively sized building, this would not overly compromise the settlement gap in terms of its visual or physical impact. The proposal does not erode the space between Bursledon and Hedge End to a noticeable or detrimental degree and as such it is not considered overall harm would come to the settlement gap from this development.

#### Impact upon the Conservation Area and The Bursledon Windmill (Listed Building)

The site lies adjacent to (but not within) the Bursledon Windmill Conservation Area and the Windmill itself which is a Grade II\* listed building. Due to this, the Built Heritage Consultant was consulted, they also highlighted the elevational plans showed inaccuracies with regard to the proposed ridge to the extension. Additionally, they advised that while a modern extension could be acceptable in principle from a conservation perspective a holding objection was recommended until more details could be provided on the proposed materials.

The planning agent provided details of the metal cladding (zinc anthracite grey) and confirmed the fenestration would be a light grey aluminium. The Built Heritage Consultant had no objection to this stating the materials would be acceptable from a conservation perspective.

Therefore, while the proposal is deemed unacceptable in terms of design, scale and massing in this instance, due to the location of the extension and existing boundary treatment, it would not cause harm to the conservation area or impact upon The Bursledon Windmill. It should be noted that a contemporary extension could be acceptable in principle in this location provided it was more proportionate in size and subservient to the host dwelling.

### Residential Amenity

The neighbours most impacted as a result of the development would be the neighbours to the southwest nos. 34 and 36 Windmill Lane and the neighbour to the northeast, The Stables, Gable Farm.

#### **34 and 36 Windmill Lane:**

The extension would be sited in the northwestern corner of the plot; there would be a separation distance of over 40m between the proposed two storey extension and the rear elevations to these neighbouring properties. The extension would be sited beyond and indirectly from the rear boundaries to these neighbours with a minimum 15m separation distance between the proposed development and boundary. Taking these factors into account, the extension is not expected to impact upon the outlook, light or privacy to these neighbours. The proposed decking extension is sited away from these neighbours and therefore this element of the scheme is not expected to cause adverse harm.

#### **The Stables, Gable Farm:**

The Stables lies to the northeast of the site and is set on lower ground levels. This neighbour has raised concerns the extension and extended decking will impact upon their residential amenity and result in unacceptable overlooking as there is no screening on the northeastern boundary. While the neighbour's concerns have been noted, there would be a separation distance of approximately 180m between the proposal and this neighbour. This separation distance is considered enough mitigation to not impact significantly upon this neighbour's outlook, light or privacy despite the noticeable ground levels.

This neighbour has also raised concerns in relation to highway safety and the existing vehicular access. As the proposals do not alter the existing vehicular access, the resident should report any concerns they have to Hampshire County Council Highways.

### Trees and Ecology

The Council's Tree Officer was consulted upon due the mature trees along the northwestern and northeastern boundaries. The Tree Officer advised they had no objection to the proposal subject to a pre-commencement condition to provide further arboricultural information. This condition would have been secured had the application been acceptable in terms of design.

Owed to the nature of the development, Ecology were consulted upon. The Ecologist requested extensive photos of the site so it could be determined whether any ecological surveys would be required prior to determination. As the scheme is deemed unacceptable this information was not requested. In the absence of the necessary ecological information it cannot be determined if the proposed development would not have an adverse effect on protected species and this will form as a further reason for refusal.

### Environmental Health

Due to the nature of the development and the proposed internal pool, Environmental Health were consulted. The Environmental Health Officer advised they have no objection with regards to noise in relation to the swimming pool and any associated noise.

With regards to Air Quality and Contaminated Land, The Environmental Health Officer recommended a Watch Brief and CEMP (Construction Environmental Management Plan) pre-commencement condition which would have been applied had the scheme been recommended for approval.

### Highways Safety and Parking

The development proposes one addition bedroom, resulting in a six bedroom dwelling which would require three off-street parking spaces as set out in the Residential Parking Standards. The off-street parking would be accommodated by the current parking

provisions on site as such there are no highway safety or parking concerns.

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.*

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 two storey side extension due to its design, massing and scale would create an unattractive and incongruous feature at odds with the appearance of host dwelling. The proposal is therefore contrary to Policy DM1, the key urban design principle 15 of the Quality Places SPD and provision within the National Planning Policy Framework.
- 2) Insufficient evidence exists to demonstrate that the proposed development will not cause adverse harm to the biodiversity interests of the site and species, including bats and reptiles which are protected by the virtue of the Wildlife and Countryside Act (1981). The proposal is therefore contrary to Policy DM11 of the Eastleigh Borough Local Plan (2016-2036)

Recommendation:

**PERMIT** ☐

**REFUSE** ☒