

BHH – Bursledon, Hamble and Hound Local Area Committee Thursday 27 March 2025.

Application Number: H/24/98601
Case Officer: Dorothy Hei-Tung-Hoh
Received Date: Friday 6 December 2024
Site Address: DERRY DACY, PEEWIT HILL, BURSLEDON,
SOUTHAMPTON, SO31 8BL
Applicant: Joe Dorrington
Proposal: Side and rear extensions and raising of roof to provide first floor accommodation along with temporary changes to existing ground levels (Part Retrospective)

Recommendation: PERMIT subject to conditions.

CONDITIONS AND REASONS

- 1 The development hereby permitted shall be implemented in accordance with the following plans numbered: 50, 51 Rev A, 52 Rev A, 53 Rev A, 54, 55 Rev A, 56 Rev A, 57 Rev A, 58 Rev A, and 59.

Reason: For the avoidance of doubt and in the interests of proper planning.

- 2 The development hereby permitted shall start no later than three years from the date of this decision.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- 3 The external materials for the development hereby permitted shall be in accordance with the submitted Material Specification document unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure a satisfactory visual appearance in the interest of the amenities of the area.

- 4 No development shall start on site until a Construction Site Management Plan has been submitted to and approved in writing by the Local Planning Authority, which shall include:

- (a) A programme of and phasing of demolition (if any) and construction work;
- (b) The provision of long term facilities for contractor parking;
- (c) The arrangements for deliveries associated with all construction works;
- (d) Access and egress for plant and machinery;
- (e) Protection of pedestrian routes during construction;
- (f) Location of temporary site buildings, compounds, construction material, and plant storage areas;
- (g) Details of the methodology for ensuring dirt is not transferred onto the highway from the site (i.e. wheel washers), and onwards mitigation should this

fail, such as the employment of mechanical road sweepers, and the subsequent refresh of street lining (as and when required) should this be damaged during the process.

Demolition and construction work shall only take place in accordance with the approved method statement.

Reason: In order that the Planning Authority can properly consider the effect of the works on the amenity of the locality.

- 5 No development shall start until a detailed landscaping scheme has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of planting plans, species, sizes, and positions of all trees and shrubs, as well as measures for their protection during construction, and a timetable for implementation. The approved landscaping scheme shall be implemented in full within the first planting season following completion of the development and maintained for a minimum period of five years. Any plants which die, are removed, or become seriously damaged or diseased within this period shall be replaced in the next planting season with others of a similar size and species.

Reason: In the interests of the visual amenities of the locality.

- 6 Prior to occupation of the first-floor accommodation hereby approved, a biodiversity enhancement plan shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include the provision of a minimum of two integrated bat roost features and two swift bricks within the fabric of the building, and additional planting to support wildlife as identified in the submitted ecological advice. The enhancements shall be installed in accordance with the approved details prior to first occupation of the extended dwelling and retained thereafter.

Reason: To protect and enhance biodiversity.

- 7 Prior to first occupation of the dwelling as extended, a surface water drainage plan shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall ensure that surface water run-off is managed within the site and shall be implemented in full prior to occupation and retained thereafter.

Reason: To ensure appropriate surface water drainage in the interests of flood prevention and site management.

- 8 The temporary raised ground levels, as shown on the approved plans, shall be fully reinstated to original site levels no later than 12 months from the date of this permission, unless otherwise agreed in writing by the Local Planning Authority. The reinstatement shall include the removal of all temporary hardcore and crushed material, the importation of clean topsoil to restore the original levels and seeding or planting with appropriate species as shown on the approved landscaping plan.

Reason: To ensure that temporary ground level changes do not result in permanent visual, landscape, or amenity harm and to restore the site to an appropriate landscaped condition following construction activities.

- 9 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), no additional extensions, outbuildings, dormer windows, or alterations to the roof of the dwelling hereby approved shall be carried out without the prior written consent of the Local Planning Authority.

Reason: To protect the amenities of the locality and to maintain a good quality environment.

Note to Applicant: It is requested that the building works are carried out considerately to minimise disruption to the occupiers of the neighbouring properties. The council operates a code of best practice, which is available on the council's website www.eastleigh.gov.uk by following the links to Planning and Building, Building Control, then select 'Considerate Builders Advice Note'.

Note to Applicant: In accordance with paragraph 39 of the National Planning Policy Framework (December 2024), Eastleigh Borough Council takes a positive approach to the handling of development proposals so as to achieve, whenever possible, a positive outcome and to ensure all proposals are dealt with in a timely manner.

Report:

1. This application has been referred to the Committee by Cllr Holes, Cllr Craig, and Cllr O'Sullivan for reasons of transparency.

Site Characteristics and Character of the Locality

2. The application site comprises a generous plot occupied by a modest single-storey bungalow with an attached garage and four agricultural buildings situated towards the rear.
3. The property is located at the end of Peewit Hill, a no-through road. During a recent site visit, it was observed that some works have already commenced, including single-storey extensions built under permitted development rights and the construction of an outbuilding. A significant portion of the site, particularly to the front and sides, has been cleared to bare ground, with ground levels temporarily raised in preparation for the proposed development.
4. The surrounding area is designated as countryside, characterised by a mix of detached and semi-detached dwellings, including chalet bungalows, some set within larger plots that retain rural features such as hedging and trees.

5. To the west, the site abuts Junction 8 of the M27, while agricultural land lies to the north, and a green corridor connected to the Peewit Hill Site of Importance for Nature Conservation (SINC) runs along the eastern boundary

Background

6. The site has a complex planning and enforcement history characterised by multiple refused applications and unauthorised works.
7. Enforcement action commenced in March 2023 after reports of unauthorised groundworks, initially resolved as drainage improvements, but was restarted in February 2024 due to intensified activity and significant level changes. This included the site's temporary use as a construction compound by Mildren Construction for Hampshire County Council's A27 Providence Hill cycle path improvement project, with Mildren now vacating the site.
8. One enforcement case remains ongoing, arising from the H/24/97912 refusal and ongoing concerns over site activity, including the compound and a new vehicular access point. The current application (H/24/98601) seeks to address these matters retrospectively alongside the proposed extensions.

Description of Application

9. The current application seeks planning permission for side and rear extensions to the existing single-storey bungalow, the raising of the roof with dormer windows to provide first-floor accommodation, and the retention of temporary changes to ground levels, part of which are retrospective. The submitted drawings also indicate the addition of an open-fronted porch to the front elevation.
10. The proposed side extensions include one to the west and one to the east, each extending the full depth of the original dwelling. To the rear, a gabled extension is proposed, projecting outward to form a T-shaped footprint at ground floor level.
11. The roof is to be raised and reconfigured to a hipped design, incorporating dormer windows on both the front and side elevations. These alterations would create first-floor habitable accommodation comprising two bedrooms, each with an en-suite.
12. The development is proposed to be finished predominantly in facing brickwork at ground floor level, with additional external finishes to be confirmed.
13. The temporary changes to ground levels form part of this application as a part-retrospective element, where levels around the dwelling have been temporarily raised using crushed hardcore. These works were undertaken to facilitate site access, construction activities, material storage, and to improve drainage during building works. The applicant has confirmed a commitment to fully restore the ground levels to their original height upon completion of the dwelling works. According to the submitted information, this would involve the removal of the

temporary hardcore and reinstatement of topsoil and soft landscaping, including wildflower meadow planting, to return the site to its original landscaped character.

14. The applicant is currently progressing with single-storey side and rear extensions under permitted development rights. As these extensions are also shown on the submitted plans, they are considered as part of this application alongside the elements that require formal planning permission, including the roof alterations to create first-floor accommodation, dormer windows, and temporary ground level changes. For clarity, the proposal has been assessed in its entirety.

Relevant Planning History

- F/22/93432 - Erection of replacement dwelling - Refuse Planning Permission For - 06/09/2022
- F/23/94651 - Erection of replacement dwelling. - Refuse Planning Permission For - 30/03/2023
- H/24/97366 - Side and rear extensions and raising of roof to provide first floor accommodation along with temporary changes to existing ground levels (Part Retrospective) (Amended Description) - Refuse Planning Permission For - 28/06/2024
- H/24/97912 - Side and rear extensions and raising of roof to provide first floor accommodation, first floor side facing balcony and temporary changes to existing ground levels (Part Retrospective) (Amended Plans) - Refuse Planning Permission For - 21/11/2024

Representations Received

15. None were received.

Consultation Responses

16. **Parish Council:** No comments received.
17. **Ecologist:** No objection subject to conditions. Most of the roof has been removed, and the majority of vegetation on site has been stripped back to bare ground, resulting in the loss of any potential bat roost features. Given the current site conditions, further ecological surveys are not considered necessary. However, a biodiversity enhancement and landscaping plan should be secured by conditions to compensate for habitat loss and support biodiversity. In addition, as the replacement dwelling and associated hardstanding would be larger than the original, a surface drainage scheme should also be conditioned to ensure appropriate management of surface water run-off.
18. **Hampshire County Council Highways:** There are no objections to the proposal from a highway perspective, subject to the submission of a Construction Site Management Plan.

19. **Hampshire Countryside Services:** General information received, no comments specific to application.
20. **Hampshire Country Council Minerals and Waste Policy Team:** No comments received.

Policy Context and Designations Applicable to Site

- Within Designated Countryside
- Within the Settlement Gap

Development Plan Local Plan Policies

Submitted Eastleigh Borough Local Plan 2016-2036

The most relevant policies are:

Strategic policies:

- S1 (Sustainable Development);
- S2 (Promotion of New Development);
- S5 (New development in the countryside); &
- S6 (Protection of settlement gaps)

Development Management policies:

- DM1 (General Development Criteria);
- DM2 (Environmentally Sustainable Development);
- DM11 (Nature Conservation);
- DM14 (Car Parking); &
- DM26 Residential extensions and replacement dwellings in the countryside;

Supplementary Planning Documents

- Quality Places (November 2011);
- Residential Parking Standards (January 2009);

National Planning Policy Framework

21. At national level, the National Planning Policy Framework (the 'NPPF' or the 'Framework') is a material consideration of significant weight in the determination of planning applications. The National Planning Policy Framework (the 'NPPF' or the 'Framework') states that (as required by statute) applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise and sets out a general presumption in favour of sustainable development.

National Planning Practice Guidance

22. Where material, the Planning Practice Guidance which supports the provisions and policies of the NPPF should be afforded weight in the consideration and determination of planning applications.

Assessment of Proposal: Development Plan and / or Legislative Background

23. Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require a Local Planning Authority determining an application to do so in accordance with the Development Plan unless material considerations indicate otherwise. Plan comprises the Policies of the Eastleigh Borough Local Plan Review 2016-2036 and the Hampshire Minerals and Waste Plan 2013 (which is not applicable in this case). The NPPF and the Planning Practice Guidance constitute material considerations of significant weight.

Policy and Principle

24. 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.
25. The site also lies within a settlement gap between Hedge End and Bursledon. Strategic Policy S6 restricts development within the 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 of the separate identity of the adjoining settlements.
26. 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.

Layout, design, and impact upon the character of the area

27. Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) stipulates that all new development should respect the character and appearance of urban areas, take full and proper account of the context of the site including the character, appearance and land uses of the locality or neighbourhood, and be compatible in terms of mass, scale, layout density, design, and siting.
28. The current proposal represents an enhanced and more sympathetic scheme that has been revised to address the concerns raised in the previously refused

applications.

29. A key improvement is the reduction in the bulk and prominence of the roof, achieved by altering the roof form to a hipped design and lowering the ridge height. These amendments help to moderate the overall scale and massing of the roof, resulting in a form that is less visually intrusive and more respectful of the modest, low-profile character of the original bungalow. The hipped roof in particular would soften the roofline and reduce the visual dominance of the proposed first-floor accommodation when viewed from the surrounding area.
30. Another important enhancement is the omission of the previously proposed first-floor side-facing balcony, which now simplifies the side elevation. This revision results in a more coherent appearance, better suited to the setting and the character of surrounding properties.
31. In terms of detailed design, the proposal incorporates dormer windows and gabled elements on both the front and rear elevations. These features are modest in scale and proportionate to the roof form, ensuring that the new first-floor accommodation would sit comfortably within the built form of the site. The use of dormers and gables is also consistent with the immediate context, where nearby properties such as Glendale and Longacre to the west exhibit similar architectural features. Accordingly, the proposed design would not appear incongruous but would instead reflect the prevailing character of the area.
32. The site's layout and positioning further mitigate any potential visual impact. Derry Dacy is located at the end of Peewit Hill, a quiet no-through road, and benefits from a generous setback from the highway. The site is also well screened by mature hedging, established trees, and a front entrance gate. This relatively secluded position, together with the boundary treatments, ensures that the proposed development would not be prominently visible from public vantage points. Consequently, the visual impact on the surrounding countryside and the strategic settlement gap between Hedge End and Bursledon would be minimal, thereby preserving the rural separation and local character.
33. While it is acknowledged that the scale of the proposed dwelling would be larger than the original bungalow, the revised scheme is considered a proportionate and balanced response to the site's context. On balance, the proposal is not considered to give rise to an unacceptable impact on the character or appearance of the surrounding area, nor would it result in harm to the visual amenities of the wider countryside to a degree that would warrant refusal.
34. In addition, temporary changes to ground levels form part of this application as a part-retrospective element, where levels around the dwelling have been temporarily raised using crushed hardcore to facilitate site access, construction activities, and material storage. While these temporary ground level changes give rise to some short-term visual impact, this is considered to be a temporary construction measure. The applicant has committed to fully reinstating ground

levels to their original height upon completion of the works, with topsoil and soft landscaping, including wildflower meadow planting, to restore the site's landscaped character. Subject to an appropriate condition securing the reinstatement within a specified timeframe, it is not considered that the ground level changes would give rise to any long-term harm to the character or appearance of the site or its wider countryside setting.

Residential Amenity

35. Policy DM1 of the Eastleigh Borough Local Plan (2016-2036) amongst other matters, stipulate that all new development should not have an unacceptable impact upon residential amenities of both new and existing residents.
36. The property most directly affected by the proposed development is Glendale, located immediately to the west of the site. However, the relationship between the two properties, together with existing boundary treatments, ensures that no significant harm to residential amenity would arise.
37. Firstly, there is extensive mature hedging and vegetation along the shared boundary with Glendale, which would provide effective and continuous screening between the two properties. This established boundary treatment, combined with the sufficient separation distance, would prevent the proposed development from appearing overbearing or visually intrusive when viewed from that neighbouring property.
38. It is also important to note that Glendale is a 1.5-storey dwelling with existing first-floor accommodation. Given this established form, it is not considered that the proposed additional roof accommodation would introduce a level of massing or height that would cause any unacceptable loss of outlook.
39. In terms of overlooking and privacy, no first-floor windows are proposed on the western (side) or southern (rear) elevations facing Glendale, thereby preventing any opportunity for direct overlooking of the neighbouring garden or habitable rooms. A dormer window is proposed on the eastern elevation, which would face away from Glendale and overlook only the host property's rear garden and Junction 8 of the M27. As such, this element would have no impact on Glendale or any other neighbouring properties and would not give rise to overlooking or loss of privacy.
40. With respect to the temporary changes to ground levels, although the levels around the dwelling have been raised to facilitate construction activities, this is a temporary measure that would be reversed as part of the scheme. The applicant has committed to restoring ground levels to their original height upon completion of the works, with associated landscaping. Accordingly, the temporary ground level changes are not considered to result in any lasting harm to residential amenity, including concerns related to overlooking, or overbearing impact.

Ecology

41. Policy DM11 of the Eastleigh Borough Local Plan (2016-2036) stipulates that the Borough Council will work with statutory and voluntary agencies and developers to; protect, conserve and enhance areas subject to international, national and local nature conservation designations, and promote the net gain of biodiversity on all sites through the protection, enhancement and connection of existing provisions and new habitats and features compatible with the native biodiversity characteristics of the Borough.
42. The Council's Ecologist initially raised concerns, noting that the submitted ecological reports were out of date and that, due to site clearance and uncertainty over which works had been completed, updated ecological information was required. She also highlighted the presence of records for protected species in the surrounding area (including bats, dormice, birds, and reptiles), and advised that further surveys might be necessary to ensure the development would not result in adverse impacts on biodiversity. In particular, she identified the need for an updated Preliminary Ecological Appraisal (PEA) and confirmed that insufficient ecological information had contributed to the refusal of previous applications.
43. However, following a review of more recent site photos, the Ecologist has provided an updated response, acknowledging that the roof has been completely removed and the site cleared to bare earth. On this basis, she advised that no further ecological surveys are required at this stage, as the site conditions no longer provide suitable habitat that would warrant additional investigation.
44. Nevertheless, to compensate for the loss of potential bat roost features and to support biodiversity, she recommends that a biodiversity enhancement and landscaping plan be secured by condition should the application be approved

Access, Parking and Transport Matters

45. Policy DM14 of the Eastleigh Borough Local Plan (2016-2036) requires residential development to provide off-highway parking which is adequate in terms of highway safety/traffic management.
46. The proposal would result in a four-bedroom dwelling, which requires the provision of three off-street parking spaces in accordance with the Council's adopted Residential Parking Standards Supplementary Planning Document (SPD).
47. The submitted site plan demonstrates that the frontage of the property would be capable of accommodating at least four vehicles within the existing driveway area, thereby exceeding the minimum parking requirement. Furthermore, the driveway is of sufficient size to allow vehicles to turn on site, ensuring that vehicles can enter and exit in forward gear, which is welcomed in highway safety terms.
48. Hampshire County Council (HCC) Highways has confirmed that the proposal is acceptable from a highway perspective. The existing gate is set back from the

highway, allowing sufficient space for vehicles to wait off-road if necessary. Given that Peewit Hill is a quiet cul-de-sac, vehicle movement are expected to be minimal.

49. However, it is acknowledged that during recent site visits, mud and debris from ongoing construction activities have been observed tracking onto Peewit Hill. To address this and ensure appropriate site management during the construction phase, HCC Highways has recommended that a Construction Site Management Plan be secured by condition. This plan would include measures for managing construction traffic, parking, deliveries, and importantly, preventing dirt and mud being transferred onto the public highway.
50. It is also acknowledged that a vehicular access point has been created onto Peewit Hill. However, it is important to clarify that Peewit Hill is an unclassified road, and under Class B, Part 2, Schedule 2 of the General Permitted Development Order (GDPO) 2015 (as amended), the formation of a means of access to a dwelling from an unclassified road is permitted development and does not require separate planning permission.
51. Subject to a condition securing a Construction Site Management Plan, and given the availability of sufficient on-site parking and the lawful status of the access point, the proposal is not considered to give rise to any highway safety or access concerns.

Sustainability Measures and Climate Change:

52. 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.
53. 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.
54. 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.

Equalities Implications:

55. 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.

56. 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:

57. In summary, the proposal represents a revised and improved scheme that seeks to address the previous reasons for refusal. The development is not considered to result in harm to the character of the area, residential amenity, or highway safety, and the temporary ground level changes are proposed to be fully reinstated following completion of construction.

58. Furthermore, for clarity, the use of part of the site as a compound in connection with Hampshire County Council's cycleway project falls outside the scope of this application and is not a matter for consideration under this proposal. In any case the compound and its facilities have now been removed from the site following enforcement negotiations.

59. Subject to the recommended conditions, the development is considered to comply with relevant planning policies and is therefore acceptable in planning terms.

