

DELEGATED OFFICER REPORT

Application Ref: H/25/99341

Site Address: BADNAM COTTAGE, HIGH STREET, BURSLEDON, SOUTHAMPTON,
SO31 8DJ

Case Officer: Gregg Chapman

Description: Demolition of two existing garages and two existing outbuildings and replacement with one double garage and two attached outbuildings.

Particular Site Constraints?	Yes ☒	No ☐
• Old Bursledon Conservation Area • Old Bursledon Special Policy Area • Countryside		

Planning History?	Yes ☒	No ☐
• Z/15320/000/00 - Erection of garden shed and boat store – Permit – Oct 1974 • Z/15320/002/00 - Front and rear single storey extension – Permit – Jun 1985 • F/24/97033 - Demolition of existing dwelling and replacement with 1.no 4-bedroom dwelling – Approved – Jul 2024 • H/24/98546 - Demolition of existing detached residential annex building and replacement with a new detached residential annex – Approved, Jan 2025 • NC/25/99576 - 2no. Trees (T1 & T2) - Remove. To facilitate the landscaping proposal relating to the proposed garage and replacement trees are proposed – Pending Consideration.		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☒
Representations:	None		
Parish Council:	No objection to this application however if officers were minded to permit then the following conditions be attached to protect the conservation area; • No subdivision or habitable space from the main building • No business use.		
Ecology:	No objection subject to conditions		
Trees:	No objection. Separate consent will be required for tree removal of two trees.		

Site Visit:	Yes ☒	No ☐
Details: 10 th June 2025.		

Policy:
National Planning Policy Framework Planning Practice Guidance
Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are Strategic policies S1, S2, S5 and S8, and Development Management policies BU7, DM1, DM11, DM12, DM26 and DM30.
Supplementary Planning Documents: Quality Places; Residential Parking Standards; Character Area Appraisals (BHH 23); Old Bursledon Conservation Area Appraisal and Management Proposals.
Conservation Area

The site lies within a Conservation Area and Section 71(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 states:

“In the exercise, with respect to any buildings or other land in the Conservation Area of any powers (under the Planning Acts), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”.

Assessment:

The development is considered acceptable and complies with policies BU7, DM1, DM11, DM12, DM26 and DM30 from the 2016-2036 local plan, in that:

Setting

Badnam Cottage lies toward the western end of zone 7 of the Old Bursledon Conservation Area opposite The Vine public house and the eastern side of The Dolphin's garden, which is a listed building. Other listed buildings close by are The Old Cottage two doors to the east and Walnut Tree Cottage to the west of The Dolphin, the other side of Salterns Lane.

By virtue of both the topography (with the garden approximately 2 metres above the road level) and mature vegetation Badnam Cottage is not currently visible from the road.

Proposal

The application proposes the demolition of two existing garages and two existing outbuildings and replacement with one double garage and two attached outbuildings. The proposal also includes a landscaping scheme, which shows the removal of small trees and re-planting, and a gravel drive extension.

Principle

The proposal is situated in designated countryside, Conservation Area and Special Policy Area. Policies S5, S8, DM1, DM12, DM26 and BU7 are the most notable for assessing this scheme.

The Character Area Appraisal SPD for Bursledon, Hamble-le-Rice and Hound states under area BHH 23 that further development will be refused within the Special Policy Area with the exception of replacement dwellings, appropriate extensions or changes of use; proposals must preserve the loose-knit character of the area by avoiding significant increases in floorspace and the obstruction of open public views and maintain the character of the built environment in the use of form and materials. There is no reference to incidental outbuildings, but by definition they are incidental to the enjoyment of dwellings, are commonplace within gardens, and are allowed for within permitted development. The principle of such buildings is therefore acceptable.

Design, layout and impact on the Conservation Area & Special Policy Area

Policy DM1 states all new development should, inter alia:

- not have an unacceptable impact on, and where possible should enhance residential amenities of both new and existing residents; the character and appearance of urban areas, the countryside and the coast; biodiversity (avoiding significant adverse impacts); and the significance of heritage assets...
- 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 with adjoining uses and be well integrated with these in terms of mass, scale,

materials, layout, density, design and siting, both in itself and in relation to adjoining buildings, spaces and views.

Policy DM12 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. The more important the asset, the greater the weight that should be accorded to this criterion. Permission for development which results in substantial harm to, or loss of, designated assets of the highest significance will be wholly exceptional.

Policy BU7 states residential extensions and replacement dwellings in the Old Bursledon Special Policy Area will be permitted provided they:

- do not increase the volume of the original dwelling (as existing when the conservation area was first designated in 1982) by more than 25%. Further extension beyond this limit will not be permitted;
- have regard to the impact of the development on the space between buildings and the openness of the area, ensuring that the character of the undeveloped landscape between buildings is conserved and enhanced;
- do not create a dwelling disproportionately larger than the one that is being extended or replaced;
- are subservient to and in proportion to the existing building in form, scale and design;
- do not contribute to the cumulative urbanisation of the area; and
- are not otherwise detrimental to the character of the area as viewed from the River Hamble

Although these policies relate to residential extensions, they can be broadly applied in this case. Nonetheless, in relation to policy BU7, the 25% limitation does not apply to detached buildings only the extension of the original dwelling's-built form. The main dwelling is due to be replaced with a contemporary building approved at Local Area Committee in July 2024.

As stated in management proposal 4.152 of the Old Bursledon Conservation Area Appraisal and Management Proposals SPD, *"Planning proposals that would close the gaps between these properties or affect the setting of individual properties will not be supported by the local planning authority"*.

The proposed building would be approximately 22sqm larger than the existing buildings, totalling approx. 86.65 sqm. At their highest (the double garage) the buildings would be 4.4 metres. The buildings would be appropriate in terms of their scale, form and overall appearance, and are proposed to be sited broadly on the footprint of the existing buildings, and grouped together (which is not currently the case).

Although slightly larger than the footprint of the existing outbuildings, the proposed outbuildings would be grouped together, and would be located on the footprint of the larger of the existing buildings, and would therefore not further reduce any space between properties to a detrimental extent and as such would not create an urbanising effect. This accords with policy BU7. The removal of the collapsed garage fronting the highway would be a benefit to the scheme.

The scheme is considered to accord with policies S5, S8, DM1, DM12, DM26 and BU7 of the Eastleigh Local Plan (2016-2036).

Residential amenity

By virtue of the large plot sizes, the proposed use, and the dimensions of the proposed buildings, 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.

Other material considerations

- Landscaping/Trees

Three moderately sized trees are indicated to be replaced as part of the submitted landscape scheme for the site. The submission confirms that *“The rear garden of the main dwelling will be landscaped with the addition of 9 new native trees, new native hedging and a gravel driveway leading to the proposed double garage.”* On balance, this would be a benefit of the scheme. In addition, it is noted that the proposal includes the removal of the already collapsed garage at the road. This would be under existing trees towards the front of the plot.

The Tree Officer has confirmed no objection to the proposed development, but has advised that only one of the trees (the most easterly) is required to be removed as a direct consequence of the proposal, and that the other two trees will require Conservation Area Consent for their removal. This has subsequently been submitted (NC/25/99576) but not yet determined, but can be considered independently from the planning application. The landscape plan does show these trees to be removed, and therefore, a condition is to be added to make clear that the approval of this plan does not include removal of the two trees for the avoidance of doubt.

A landscape scheme is submitted with the application. It reflects the domestic scale of the proposal. Landscape schemes have been conditioned with the replacement dwelling application and the annexe application. Given the small, domestic incidental scale of the replacement consolidated outbuildings, the existing conditions, and that the buildings would not be visible from the street/Conservation Area, a condition for landscaping is not considered necessary or related in scale to the development, although the plan will be listed as an approved plan (other than in respect of the trees as set out above). However, it is noted that following the demolition of the frontage garage, gravel is indicated as being proposed to be laid, which is not considered to be appropriate, as this could migrate on to the highway. A condition requiring permeable non-migratory replacement surfacing is considered reasonable and necessary, for highway safety purposes and to ensure that water percolates to tree roots.

- Ecology

The Council's Ecologist has reviewed the updated Ecological Appraisal and advises that appropriate mitigation for bats, nesting birds, and great crested newts must be implemented. The previously consented replacement dwelling may result in the loss of non-breeding day roosts for common pipistrelle bats, requiring a pre-works update survey and supervision under a European Protected Species licence, with roost features integrated into the now proposed new garage. Tree works and vegetation removal will require checks for nesting birds, with removals to take place outside of the nesting season where possible. The site lies within a red impact risk zone for great crested newts, and the recommended reasonable avoidance measures must be followed to protect this species and hedgehogs during works. The proposed landscape plan including native planting, flowering plants for pollinators, and bat roost enhancements is acceptable from a biodiversity perspective. A post-development survey (for licence requirements) to confirm mitigation installation and function will be required/carried out. The proposal is, therefore, acceptable in respect of Ecology, and compliance with the Ecological Appraisal is to be conditioned.

- SPA.

There are no likely significant impacts on the SPA.

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:

Recommendation:	PERMIT ☒	REFUSE ☐
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Comments ...
