

DELEGATED OFFICER REPORT

Application Ref: H/25/100020

Site Address: ORCHARD LODGE, GOSLINGS TURNING, BURSLEDON,
SOUTHAMPTON, SO31 8LP

Case Officer: Charlie Vallis

Description: Retention of open-sided outbuilding and associated brick patio,
including excavation to create a level platform.

Particular Site Constraints?	Yes ☒	No ☐
• Within designated countryside • Within the settlement gap • Adjacent to Bursledon Windmill Conservation Area (which contains the Grade II* listed Bursledon Windmill and Grade II listed Granary) • South-eastern corner of the site is within the urban edge		

Planning History?	Yes ☒	No ☐
H/23/96397	Convert existing workshop into personal gym	Approved Jan 2024
X/19/86880	Variation of condition application for condition 10a (energy efficiency) for planning permission F/17/80282 construction of 1no. detached four bedroom dwelling	Refused May 2021
F/17/80282	Construction of 1no. detached four bedroom dwelling	Approved Sep 2017
F/16/79496	Erection of 3no. 5 bed dwellings with associated parking and gardens.	Approved Feb 2017
F/16/78690	Erection of 3no. 5 bed detached dwellings with garages.	Withdrawn Jul 2016
C/16/77959	Reserved matters application: Residential development of 29no. dwellings with associated parking and public open space (landscape to be considered).	Approved Nov 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 & scale to be considered).	Approved Jan 2016
Z/29420/003	Construction of two storey extension for triple garage and first floor annexe	Approved Jun 2002
Z/29420/002	Construction of detached garage with first floor residential annexe	Withdrawn Apr 2002
Z/29420/001	Two storey side extension and alterations	Approved Jan 1990
Z/29420/000	Erection of double garage	Approved Jun 1987

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☒
Representations:	None were received		
Parish Council:	No objection to this application, however requested that a condition is attached that the structure is not to become fully enclosed.		
Built Heritage Consultant:	No objection - in view of the particular circumstances of this structure being largely out of sight on an existing building of little architectural merit.		
Tree Officer:	No arboricultural objection to the retention of the outbuilding and associated works.		

Site Visit:	Yes ☒	No ☐
Details: 20/10/2025		

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, S2, S5, S6 and S8; and Development Management policies DM1, DM2, DM11, DM12, DM14 and DM26.

Supplementary Planning Documents:

Quality Places; Residential Parking Standards; Character Area Appraisals.

Assessment:Policy and principle:

The majority of the application site lies outside the urban edge and falls within an area designated as countryside and settlement gap, and adjacent to the Bursledon Windmill Conservation Area. Policy S5 makes provision for residential extensions within the countryside through policy DM26, which sets out that development will be permitted subject to the general development criteria and transport policies of the Local Plan and additional criteria, for example, provided that extensions are not disproportionate in size to the existing dwelling, neighbouring properties, or its plot.

Policy S6 refers to the protection of settlement gaps, requiring new development to not undermine the physical extent and/or visual separation of settlements, and not have an urbanising effect detrimental to the character of the countryside or the separate identity of the adjoining settlements. In this instance, the gap serves to separate the settlements of Hedge End to the northeast, Bursledon to the south and Southampton to the west.

Site and surroundings:

This property lies just outside the Bursledon Windmill Conservation Area to the south-west and, prior to the development of Goslings Turning, the site extended eastward from Windmill Lane as far as the first row of terraced houses in line with the western boundary of Hillcrest Lodge. The property was not included in the conservation area as there was no connection to the windmill or any outstanding architectural quality in the building itself.

The conservation area contains two listed buildings and three surrounding buildings considered important. This includes the Grade II listed late 18C timber-framed granary relocated from Hiltonbury Farmhouse in 1984 and the windmill itself which is Grade II* listed and of national importance. The important adjacent buildings are the timber framed barn on site used in conjunction with the mill, the Mill House and to the north a Victorian cottage known as Ivor Lodge.

Design, layout and impact on adjacent heritage assets:

The design of the outbuilding and associated landscaping is suited to the host dwelling in terms of its form, scale and appearance, creating a sheltered outdoor space for the applicant which would be incidental to the use of the existing dwellinghouse. The development would not be an overdevelopment of the site, with sufficient amenity space retained and parking arrangements and requirements unaffected.

In consultation with the Council's Built Heritage consultant, as this property and those surrounding it have substantial fencing and walling around them, with a hedge along the northern boundary at the top of the slope, there is little chance of the structure being seen by those other than the residents of Orchard Lodge and possibly anyone on the reefing stage of the windmill. As such, in general terms, this addition will cause little extra harm to

the setting of the heritage assets in the vicinity mentioned above, so the harm caused could be classed as less than substantial. The structure is also sited so as not to be visible from the street scene of Goslings Turning or Windmill Lane and would not physically or visually undermine the settlement gap.

The retention of the existing outbuilding is therefore considered to accord with policies S6, DM1, DM12 and DM26 (Local Plan 2016-2036) in that the outbuilding is not disproportionate to the host dwelling or its plot, and its design, scale and siting of the outbuilding takes account of the character of the locality, does not diminish the settlement gap, nor detract from the significance or special interest of the adjacent Conservation Area.

Residential amenity:

The siting of the structure away from neighbouring properties is such that the proposal accords with policy DM1 and the guidance set out in the 'Quality Places' SPD, in that there is no unacceptable impact on the amenity of the neighbouring properties in terms of loss of privacy, light or outlook. In addition, although an open sided structure, it is not likely to result in significantly increased noise disturbance.

The condition suggested by the Parish regarding its enclosure, is not considered necessary given that the size of the structure does not lend itself to a use beyond purposes incidental to the main dwellinghouse, and enclosing the structure is not likely to result in an additional impact on neighbouring residential amenity or the character of the locality.

Other matters:

As confirmed in consultation with the Council's Tree Consultant, there will be no adverse impact upon trees or other natural features worthy of retention. 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 ☐
Comments ...		