

Application Number: H/25/100201
Case Officer: Dorothy Hei-Tung-Hoh
Received Date: Monday 6 October 2025
Site Address: CHERRY COURT, SALTERNS LANE, BURSLEDON,
SOUTHAMPTON, SO31 8DH
Applicant: Patrick Reilly
Proposal: Erection of a single-storey rear extension and a first-floor
front extension, demolition and replacement of the existing
garage with a pitched roof and modest forward projection,
removal of the existing chimney, installation of front-facing
rooflights, and associated alterations to fenestration and
internal layout (Amended description)
Recommendation: Permit subject to conditions

CONDITIONS AND REASONS

- 1 The development hereby permitted shall be implemented in accordance with the following plans: Location Plan, Exist PRCC 01, Exist PRCC 02, Exist PRCC 03, PROP PRCC 04, PROP PRCC 05, PROP PRCC 06, 10203/01/1, and Mass 01.

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 materials to be used in the construction of the external surfaces of the development hereby permitted shall match in type, colour and texture those used on the existing building.

Reason: To ensure a satisfactory visual relationship between the new development and the existing.

- 4 No excavation, demolition or development related works shall take place on site until a scaled and referenced tree protection plan, as per British Standard 5837:2012 (Trees in Relation to Design, Demolition and Construction – Recommendations), is submitted and approved by the LPA. The approved tree protection plan must be adhered to in full and may only be modified subject to written agreement from the LPA.

Reason: to retain and protect the existing trees which form an important part of the amenity of the locality.

Note to Applicant: To safeguard wildlife, the development must proceed in accordance with the following precautionary working method:

- All building materials to be stored on hard standing or on pallets, as far as possible from hedgerows, scrub or potential habitat.
- Any excavations must be covered at night or be fitted with a small animal escape ramp.
- No fires can be lit on site.
- Waste must be stored in a skip and not be allowed to accumulate in piles which could be used by wildlife. Any chemicals and fuels must be stored carefully and away from potential wildlife habitat.
- Any animals found on site should not be handled but be allowed to move away to a place of safety on their own.

Note to Applicant: The applicant is encouraged to incorporate biodiversity enhancements such as a bat brick/box and a swift nest box in the building. These should be positioned following best practice guidance, away from artificial light sources and with suitable orientation.

Note to Applicant: In the unlikely event of any bats being found during demolition or construction, all work must stop immediately, and Natural England must be informed. Additional information is available on the Bat Conservation Trust website at <https://www.bats.org.uk/advice/im-working-on-a-building-with-bats/ive-found-a-bat-during-works>.

Note to Applicant: Any vegetation to be removed to facilitate the development must be removed outside of bird nesting season (which is usually between the beginning of March and the end of August). If this is not possible then vegetation can be cleared only after being checked for nesting birds by a suitably qualified ecologist up to 24 hours before the start of works. If any active nests are found, work must stop, and a 5 m buffer must be erected around the nest to protect it from disturbance until after the birds have fledged and left the nest.

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 Holland, Cllr Cross, Cllr Bains, Cllr Holes, Cllr Craig, and Cllr O'Sullivan.

Site Characteristics and Character of the Locality

2. The application site sits on the outside of the sharp corner halfway along Salterns Lane in a part of the lane which is very mixed in terms of property sizes, ages and architectural styles. It lies outside the urban edge and is within the Old Bursledon Conservation and Special Policy Areas. Neighbouring development is almost entirely residential in nature, with the surrounding area being made up of predominantly detached dwellings on generous plots separated by mature boundary planting and trees.
3. The application site is triangular in shape, with its northern point being where the site is accessed from Salterns Lane. It follows the natural topography, being fairly level at the northern (top) end of the site before sloping down towards the river in a south-eastern direction. The north-eastern boundary is the longest boundary which runs down the slope to the railway line, which is in a cutting at this point. The boundary is marked by a line of mature trees and shrubs. The south-eastern boundary is formed by the railway line and is open to views towards the River Hamble and the opposite bank of the river. The final western boundary follows a sunken lane which runs down the natural slope, over a railway bridge, to the river where there are a number of houseboats.
4. The existing house is a sizable two storey dwelling originally dating from around the 1960s. It appears to have been extended to the southern end in the early 1970s to form a garage and ancillary annex accommodation. The house is predominantly finished in a cream-coloured render with a light-coloured stone-clad finish to the lower levels. The roof is of a low pitch and finished in basic concrete tiles. The 'street' side of the dwelling is quite austere in its appearance, having minimal windows and sitting at a slightly lower level than the driveway, following the natural topography of the site. Albeit much of the dwelling is screened from public view by the mature evergreen hedge to the street frontage. The rear elevation in contrast is much more open, with large horizontal windows and a first-floor covered balcony, all taking in the views of the river and beyond.

Description of Application

5. The application seeks planning permission for the erection of a single-storey rear extension and a first-floor front extension. The proposal also includes the demolition and replacement of the existing garage with a pitched roof and a modest forward projection, the removal of the existing chimney, the installation of front-facing rooflights, and associated alterations to fenestration and the internal layout of the dwelling.
6. The first-floor front extension would infill an existing recess within the principal elevation, resulting in a more continuous building line. As a consequence of this alteration, the existing chimney stack above the garage would be removed.

7. At ground floor level, a single-storey extension is proposed to the rear of the dwelling. The extension would be finished with a flat roof. It is noted from the submitted drawings that an existing covered but unenclosed area at the south-western corner of the dwelling would be infilled, thereby enclosing existing built form.
8. The existing garage would be demolished and replaced with a rebuilt structure incorporating a pitched roof. In order to accommodate the revised roof form and associated internal reconfiguration, the replacement garage would extend marginally forward of the existing footprint by approximately 1 metre.
9. Minor alterations to the fenestration are proposed, alongside the introduction of front-facing rooflights.
10. The description of the application has been amended for clarity to better reflect the submitted drawings. The nature and extent of the proposed works remain unchanged.

Relevant Planning History

11. The most recent planning history for the site related to proposals to construct a replacement dwelling. The first scheme being withdrawn and a following revised scheme being refused and subsequently dismissed at appeal on the grounds of impact upon the character and appearance of the conservation and special policy areas.
12. The only other planning history relating to the site dates from the 1970s for the construction of a two storey side extension and garage.
 - F/24/97376 - Construction of 7 bedroom detached dwelling over three levels and associated landscaping following demolition of existing dwelling - Appeal Dismissed - 13/11/2024
 - F/23/96152 – Construction of five bedroom detached dwelling over three levels, together with topographical changes to the rear garden, following demolition of existing dwelling – Withdrawn January 2024
 - Z/18534/000/00 – Bungalow and garage – Refused April 1978
 - WIR2033000100 – Alterations and additions – Approved May 1970

Representations Received

13. None were received.

Consultation Responses

14. **Parish Council:** Bursledon Parish Council objected to this application on the grounds that the information provided was not clear on the impact and design or

that the 25% increase in size had been demonstrated satisfactorily.

15. **Built Heritage Consultant:** No objection.

16. **Ecologist:** No ecology objection.

17. **Tree Consultant:** No arboricultural objection to the proposal, subject to condition.

Policy Context and Designations Applicable to Site

- Outside the Urban Edge
- Within the Old Bursledon Conservation Area
- Within the Old Bursledon Special Policy Area

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); &
- S8 (Historic Environment).

Development Management policies:

- DM1 (General Development Criteria);
- DM2 (Environmentally Sustainable Development);
- DM11 (Nature conservation);
- DM12 (Heritage Assets);
- DM14 (Parking);
- DM26 (Residential extensions and replacement dwellings in the countryside);
- BU7 (Residential extensions and replacement dwellings, Old Bursledon Special Policy Area).

Supplementary Planning Documents

- Quality Places (November 2011);
- Residential Parking Standards (January 2009);
- Old Bursledon Conservation Area Appraisal and Management Proposals (February 2012);
- Trees and Development (April 2022);
- Biodiversity (December 2009)

National Planning Policy Framework

18. 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 NPPF 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 unless material considerations indicate otherwise. A deliverable five-year supply of housing within each local authority area is required, and if this is not demonstrated a tilted balance in favour of the development applies.
19. Three dimensions of sustainability are to be sought jointly: economic (supporting economy and ensuring land availability); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst local circumstances should also be taken into account, so that development responds to the different opportunities for achieving sustainable development in different areas.

National Planning Practice Guidance

20. 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

21. 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. The Development Plan comprises the policies of the Eastleigh Borough Local Plan 2016-2036 and the Hampshire Minerals and Waste Plan 2013. The NPPF and the Planning Practice Guidance constitute material considerations of significant weight.
22. The site also lies within a Conservation Area and Section 72(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".

Policy and Principle

23. The application site lies outside the urban edge where the principle of further development is not usually considered to be acceptable. However, Policies S5

and DM26 do allow for residential extensions and replacement dwellings in the countryside provided certain criteria are met (see below). Also of relevance are Policies DM1, DM12 and BU7.

24. In relation to residential extensions and replacement dwellings Policy S5 directly refers to the need for proposed development to accord with the requirements of Policy DM26, which states that “The extension or replacement of a permanent dwelling in the countryside will be permitted subject to the general development criteria and transport policies of the Local Plan and provided: the extension or replacement dwelling will not be disproportionate in size to the existing dwelling, neighbouring properties or in relation to its plot, or involve any extension to its curtilage.
25. Policy DM1 requires new development to have no unacceptable impact upon the “amenities of new and existing residents; the character and appearance of urban areas, the countryside and the coast”, make efficient use of the site, as well as “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.” It goes on to state that “Where adjoining development is poor in urban design terms, new development should contribute to improving the character of the area”.
26. Policy DM12 relates to heritage assets, which include nationally and locally listed buildings, as well as conservation areas, and states that: *“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. Development which involves the demolition or destruction of any part of other heritage assets will not be permitted unless its removal or replacement would enhance or better reveal the significance of the asset.”*
27. Policy BU7 relates specifically to the Old Bursledon Special Policy Area and states that:

“Residential extensions and replacement dwellings in the Old Bursledon Special Policy Area as defined on the policies map will be permitted provided they:
 - a. 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;*
 - b. 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;*
 - c. do not create a dwelling disproportionately larger than the one that is being extended or replaced;*

- d. are subservient to and in proportion to the existing building in form, scale and design;*
- e. 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.”*

28. In principle therefore, additions and alterations to the existing dwelling are acceptable. However, any planning approval will be dependent upon how well that proposed is considered to accord with the above policies and supplementary planning documents.

Layout, Form, Scale & Design

29. The current proposal retains the existing dwelling and comprises a series of extensions and alterations, including a single-storey rear extension, a first-floor front extension, and the demolition and replacement of the existing garage with a pitched roof. The site lies within the Old Bursledon Conservation Area, where development is required to preserve or enhance its character and appearance.

30. The Council's Built Heritage Consultant has been consulted and raises no objection to the proposal. The Consultant notes that, following the dismissal of the previous replacement dwelling scheme, the current proposal represents a more sensitive approach which focuses on altering and extending the existing building rather than redeveloping the site. In this respect, the proposal is considered to respond positively to the character of the host dwelling and its conservation area context.

31. In terms of the front elevation, the first-floor extension would square off an existing recess, resulting in a more coherent and clearly defined main building block. The removal of the existing chimney and the introduction of fenestration reflective of the host dwelling, together with rooflights, would further rationalise the appearance of the principal elevation. Importantly, the addition of a pitched roof to the rebuilt garage would reduce the prominence of what might otherwise have been a more expansive area of blank wall, thereby reducing the overall visual bulk of the front elevation and assisting the extension to integrate more comfortably within the street scene. The Built Heritage Consultant considers that these changes would not appear visually harmful and would better reflect the prevailing roofscape of Old Bursledon.

32. The single-storey rear extension is considered consistent with the existing architectural character of the dwelling. The presence of a full-length eaves line along the rear elevation would be retained, ensuring that the proposed extension integrates with the existing roof form and does not appear visually discordant. Due to its siting to the rear of the property, the extension would have limited visibility from the public realm.

33. The proposal would also infill an existing covered but unenclosed area, enclosing existing built form rather than introducing a new extension or materially extending the footprint of the dwelling. As a result, the proposal

would not give rise to an undue increase in bulk or massing and would remain subordinate to the main building, thereby limiting its visual impact on the character and appearance of the dwelling and the surrounding Conservation Area.

34. Overall, the proposed extensions and alterations are considered to be entirely in keeping with the existing building. The use of matching materials and a design approach that reflects the established architectural character of the dwelling would ensure that the development remains subordinate to the host property. On this basis and having regard to the no objection response from the Built Heritage Consultant, the proposal is considered to preserve the character and appearance of the Old Bursledon Conservation Area.

Impact upon the Old Bursledon Conservation and Special Policy Areas

35. The application site lies within the Old Bursledon Conservation Area and the Old Bursledon Special Policy Area. Therefore, special attention must be paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area.
36. The proposed development avoids the introduction of a new or materially more prominent built form within this sensitive riverside context. Instead, the scale of change proposed would remain consistent with the established pattern of development within the Old Bursledon Conservation and Special Policy Areas.
37. Policy BU7 seeks to ensure that development within the Old Bursledon Special Policy Area remains proportionate in scale and does not exceed a 25% increase in the volume of the original dwelling, or as it existed at the time of designation of the Conservation Area in 1982.
38. In this case, while the dwelling was enlarged following its original construction in the 1960s, the available planning history indicates that these works were undertaken in the early 1970s, prior to the designation of the Old Bursledon Conservation Area in 1982. There is no record of the dwelling having been enlarged since that time. On this basis, officers are satisfied that the existing volume of the dwelling, as it currently stands, represents the appropriate baseline for calculating any subsequent increase in volume.
39. Volume calculations submitted in support of the application confirm an existing building volume of 1326 cubic metres and a proposed volume of 1499 cubic metres, representing an increase of 173 cubic metres, or approximately 13%. Even when taking into consideration minor discrepancies in measurement, this would still leave a comfortable margin below the 25% limitation set out in Policy BU7. As such, it has been demonstrated that the proposal accords with the volume limitation of Policy BU7.
40. The proposal would therefore comply with the scale and volume limitations of the Special Policy Area and would not result in overdevelopment or harm to the wider character of the area.

Residential Amenity

41. The single-storey rear extension would be modest in scale and confined to the rear of the dwelling. Given its height, siting and relationship with neighbouring properties, it is not considered to result in an unacceptable loss of light, outlook, or an overbearing impact to adjoining residential properties. The rear extension would be read as a subordinate addition and would be largely screened from neighbouring views by the existing boundary treatment.
42. The first-floor front extension would infill an existing recess within the principal elevation and would not project significantly beyond the established front building line. As such, it would not materially alter the relationship between the dwelling and neighbouring properties, nor would it result in any harmful overlooking or loss of privacy. The proposed rooflights, due to their siting and height, are not considered to give rise to any additional overlooking.
43. The demolition and replacement of the existing garage, including its modest forward projection, would not materially alter the spatial relationship with neighbouring dwellings. The garage would remain a domestic-scale structure and, due to its siting and height, would not give rise to unacceptable amenity impacts.
44. No new windows are proposed in locations that would result in direct overlooking of neighbouring habitable room windows or private amenity spaces.

Ecology

45. 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.
46. The application site lies within a red impact risk zone for great crested newts, with ponds and records of great crested newts identified in the surrounding area. Records of bats, Eurasian water shrews, hedgehogs and nesting swifts have also been identified in the vicinity of the site.
47. The Council's Ecologist has reviewed the proposal. An Ecological Appraisal and Bat Roost Assessment was previously submitted in support of earlier applications on the site, which concluded that the dwelling had negligible bat roost potential at that time. As that report was more than two years old, an updated ecology walkover survey and letter update report were requested.
48. The applicant has now submitted an updated ecology walkover survey dated November 2025, which has been reviewed by the Council's Ecologist. The updated survey confirms that the proposal would have no implications for great crested newts and that no impacts on protected species are anticipated as a

result of the development. On this basis, the Ecologist raises no objection to the proposal, and the previous ecological advice is confirmed as remaining valid.

49. The Ecologist advises that a precautionary working method should be implemented during construction to minimise the risk of harm to wildlife. This should include measures relating to the storage of materials, the protection of excavations, the management of waste and chemicals, and appropriate safeguards in relation to vegetation clearance during the bird nesting season.
50. In addition, the Ecologist advises that biodiversity enhancements should be incorporated in accordance with Local Plan policy DM11 and the National Planning Policy Framework. These may include the installation of a bat box and a swift nest box, positioned in accordance with current best practice guidance.

Trees

51. The application site contains a number of trees and lies within the Old Bursledon Conservation Area. As such, any tree with a stem diameter of 75mm or greater, measured at 1.5 metres above ground level, is afforded protection.
52. The Council's Tree Consultant has been consulted and raises no objection to the proposal. It is acknowledged that, unlike the earlier and more substantial applications on this site, no arboricultural information has been submitted in support of the current proposal. However, given the reduced scale of the proposed development, this is considered less critical in this instance.
53. Notwithstanding this, the Tree Consultant advises that it remains necessary to demonstrate that existing trees can be appropriately retained and protected during the construction phase, particularly in relation to construction activities and site access.
54. Accordingly, the proposal is considered acceptable from an arboricultural perspective, subject to a condition requiring the submission and implementation of a Tree Protection Plan in accordance with British Standard 5837:2012. Subject to compliance with this condition, the development is not considered to result in an unacceptable impact on existing trees or the amenity of the surrounding area.

Access, Parking and Transport Matters

55. 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.
56. The proposal would increase the number of bedrooms from four to five. However, in accordance with the Council's adopted parking standards, the minimum off-street parking requirement for a dwelling of four or more bedrooms is three spaces. As such, the proposal would not give rise to an increased parking requirement.

57. The existing driveway is considered capable of accommodating the required level of off-street parking to serve the dwelling. In addition, the replacement garage would continue to function as a parking space. The demolition and rebuilding of the garage, including its modest forward projection, would not adversely affect the functionality of the access or the availability of on-site parking.
58. On this basis, it is considered that adequate off-street parking provision would continue to be provided, and the proposal would not result in unacceptable parking pressure within the locality or have an adverse impact on highway safety.

Sustainability Measures and Climate Change:

59. 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; (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.
60. 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. When considering the impact of climate change, the proposed development is expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.
61. 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:

62. 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.

63. 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:

64. In conclusion, having regard to the scale, siting, and design of the proposed works, it is considered that the development would be appropriately subordinate to the host dwelling and would preserve the character and appearance of the Old Bursledon Conservation Area. The proposal accords with Policy BU7 in respect of scale and volume, with the proposed increase remaining well within the 25% threshold. Furthermore, the development is not considered to result in unacceptable impacts on residential amenity, ecology, trees, parking provision or highway safety. Subject to appropriate conditions, the proposal is therefore considered acceptable in planning terms. On this basis, it is recommended that planning permission be granted.

