

NOTICE OF MEETING

Meeting: PLANNING COMMITTEE

Date and Time: WEDNESDAY, 14 MAY 2025, AT 9.00 AM

Place: COUNCIL CHAMBER - APPLETREE COURT, BEAULIEU ROAD, LYNDHURST, SO43 7PA

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PUBLIC INFORMATION:

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PUBLIC PARTICIPATION:

Members of the public are entitled to speak on individual items on the public agenda in accordance with the Council's [public participation scheme](#). To register to speak please contact Planning Administration on Tel: 023 8028 5345 or E-mail: PlanningCommitteeSpeakers@nfdc.gov.uk

Kate Ryan
Chief Executive

Appletree Court, Lyndhurst, Hampshire. SO43 7PA
www.newforest.gov.uk

AGENDA

Apologies

1. MINUTES

To confirm the minutes of the meeting held on 9 April 2025 as a correct record.

2. DECLARATIONS OF INTEREST

To note any declarations of interest made by members in connection with an agenda item. The nature of the interest must also be specified.

Members are asked to discuss any possible interests with Democratic Services prior to the meeting.

3. PLANNING APPLICATIONS FOR COMMITTEE DECISION

To determine the applications set out below:

(a) **Land to West of Whitsbury Road, Fordingbridge (Application 24/10809) (Pages 5 - 34)**

Reserved matters application for 74 residential dwellings and associated Alternative Natural Recreational Greenspace, public open space and ancillary infrastructure, and discharge of conditions 7, 12, 15, 17, 18, 21, 22, 23, 25, 27, 28, 29, 30, 31, 32, 33, 34, 36, 38, 40 & 41. (Details of appearance, landscaping, layout & scale, pursuant to Outline Planning Permission 21/10052).

RECOMMENDED:

To APPROVE the reserved matters and details pursuant to conditions applied for subject to any final details required and conditions set out in the report.

(b) **83 Commercial Road, Totton, SO40 3AF (Application 24/10445) (Pages 35 - 56)**

Conversion of the site use to residential and the construction of a building of nine flats with parking and amenity space.

RECOMMENDED:

Grant subject to conditions.

(c) **Little Acre, 8 Dark Lane, Blackfield, Fawley, SO45 1WB (Application 25/10210) (Pages 57 - 62)**

Two-storey side extension; roof alterations to single-storey front projection and main roof in association with new first floor, including the addition of dormers and rooflights.

RECOMMENDED:

Refuse.

Please note, that the planning applications listed above may be considered in a different order at the meeting.

Please note that all planning applications give due consideration to the following matters:

Human Rights

In coming to this recommendation, consideration has been given to the rights set out in Article 8 (Right to respect for private and family life) and Article 1 of the First Protocol (Right to peaceful enjoyment of possessions) of the European Convention on Human Rights.

Equality

The Equality Act 2010 provides protection from discrimination in respect of certain protected characteristics, namely: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or beliefs and sex and sexual orientation. It places the Council under a legal duty to have due regard to the advancement of equality in the exercise of its powers including planning powers. The Committee must be mindful of this duty inter alia when determining all planning applications. In particular the Committee must pay due regard to the need to:

- (1) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
- (2) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
- (3) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

To:

Councillors:

Christine Ward (Chairman)
Barry Rickman (Vice-Chairman)
Jack Davies
Philip Dowd
Richard Frampton
Matthew Hartmann
David Hawkins

Councillors:

Dave Penny
Joe Reilly
Janet Richards
John Sleep
Malcolm Wade
Phil Woods

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Planning Committee 14 May 2025

Application Number:	24/10809 Reserved Matters Application
Site:	Land to West of Whitsbury Road, Fordingbridge
Development:	Reserved matters application for 74 residential dwellings and associated Alternative Natural Recreational Greenspace, public open space and ancillary infrastructure, and discharge of conditions 7, 12, 15, 17, 18, 21, 22, 23, 25, 27, 28, 29, 30, 31, 32, 33, 34, 36, 38, 40 & 41. (Details of appearance, landscaping, layout & scale, pursuant to Outline Planning Permission 21/10052)
Applicant:	Pennyfarthing Homes
Agent:	tor&co Limited
Case Officer:	Stephen Belli
Officer Recommendation:	Approve Reserved Matters Application
Reason for Referral to Committee:	One of the Council's Strategic Sties

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- a) Principle of Development
- b) Reserved Matters from outline planning permission 21/10052
 - 1. Landscaping
 - 2. Layout
 - 3. Scale and Appearance
- c) Other Matters

2 SITE DESCRIPTION

The site is located within the settlement boundary of Fordingbridge as shown in the adopted Local Plan 2016-2036, and forms part of Strategic Site 17 'Land at Whitsbury Road'. The site comprises a parcel of land of 6.4 hectares situated in the south-eastern corner of the Strategic Site bordering Marl Lane to the south, a public right of way footpath 78a to the west, Avon Meade residential estate and open space and woodland to the east, and an area of open land and woodland to the north. The site forms a flat plateau of land falling away to the northeast. The land is in use predominantly for horse grazing at present.

The site contains a number of protected trees in woodland groups and individual trees covered by a Tree Preservation Order. Public access to the site at present is only on foot via four public rights of way. There are a number of vehicular access

points to the site at present via private agricultural field gates from Marl Lane and Puddleslosh Lane which are public right of way bridleways.

3 PROPOSED DEVELOPMENT

24/10809 is an application comprising two distinct elements pursuant to Outline planning permission 21/10052:

- i. Reserved Matters (Appearance, Landscaping, Layout and Scale) for Phase 1c only of 21/10052 comprising 74 residential dwellings and associated Alternative Natural Recreational Greenspace (ANRG), Public Open Space (POS) and ancillary infrastructure; and
- ii. The approval of details pursuant to Conditions 7, 10, 12, 16, 17, 18, 21, 22, 23, 25, 27, 28, 29, 30, 31, 32, 33, 34, 36, 38, 40 and 41 of planning permission 21/10052.

Discharge of conditions.

The application seeks approval of details pursuant to a number of conditions related to each residential phase applied to the outline planning permission 21/10052 as follows –

7. Site levels
10. Construction Environmental Management Plan (CEMP)
12. Noise levels post occupation

16. Construction Traffic Management Plan (CTMP)
17. Final details of road infrastructure
18. Car and cycle parking
21. Waste collection strategy
22. Incidental mineral extraction
23. Electric vehicle charging points
25. Framework for lifespan of ecological reports
27. Bats and lighting
28. Badger pre-construction survey
29. Reptiles – addressing information gap in surveys
30. BNG securing 10% uplift
31. BNG additional statement
32. BNG monitoring and management plan
33. Ecological enhancement measures
34. Landscape and ecological management plan
36. Protection of trees – submission of additional details
38. Final landscape details for each phase
40. Lighting – Site and wider Cranborne Chase Dark Skies Reserve
41. Street furniture, play equipment and information boards

For reference, Condition 15 (Surface Water Drainage) was originally included within the Outline conditions included within the application but was withdrawn on 2 May 2025 and will now be addressed through a separate Discharge of Condition application.

Background to the current application

The outline planning permission is for 342 new dwellings, and all associated infrastructure works, on a site which covers the whole of Strategic Site 17 'Land at

Whitsbury Road' south of the Sweatfords Water. The outline permission has a first phase of development split into three parts.

Phase 1a being a new offsite woodland walk to be created to compensate for the loss of recreation land belonging to a separate earlier development known as Augustus Park. Phase 1a has already been approved and work has just commenced.

Phase 1b is the principal road access into the site from Whitsbury Road comprising a new roundabout, bridge over the river and stretch of new access road leading to phase 1c. Phase 1b is the subject of a separate application (see planning history below).

Phase 1c is the application before Committee and comprises a development for approval of reserved matters relating to appearance, landscaping, layout and scale for the first residential zone comprising 74 no. dwellings, including associated access and highway works and works to public rights of way, 2.4 hectares of alternative natural recreational greenspace (ANRG), 0.84 hectares of informal public open space, landscaping, and ecological enhancements including biodiversity net gain (BNG), pursuant to outline planning permission 21/10052.

The more detailed phasing of the wider outline development including each individual development parcel is governed by condition 3 of the outline permission. This has not been submitted as part of this application but will need to be agreed prior to any construction taking place.

Highways Matters

In terms of the wider highway network the outline permission assessed this impact and considered the proposal for 342 dwellings on the whole site to be acceptable in capacity terms, so this application considers localised site wide impacts only as well as linkages with future phases and existing path networks including public rights of way.

The development of this parcel, known as phase 1c, is linked with phase 1b which deals with the details for the roundabout, bridge and main access road into the site. Construction cannot get underway on phase 1c until that development has been approved and a construction road is formed.

4 PLANNING HISTORY

Strategic Site 17 contains a number of separate parcels of land and the planning history of the strategic site as a whole is set out below. Planning permissions 25/10145, 24/10651 and 21/10052 relate to the current site under consideration.

25/10145

Reserved matters application for Permanent Access Road, comprising Roundabout, Bridge and Carriageway, and associated landscaping and drainage works; pursuant to Outline Application 21/10052 and partial discharge of conditions 4, 7, 10, 13, 15, 16, 17, 20, 22, 27, 28, 29, 30, 31, 33, 34, 36, 38, 40, and 41. Pursuant to outline planning application ref. 21/10052
SS17 LAND TO WEST OF, WHITSBURY ROAD, FORDINGBRIDGE
Application not yet determined.

24/10976

68-bed care home (use class C2); 8no. dwellings (use class C3), public open space,

provision of an extended residential curtilage for 'Fairmile', new access to Whitsbury Road; closure of the existing access to Whitsbury Road; parking, landscaping, sustainable drainage, and other associated works.

SS17 Land east of WHITSBURY ROAD, TINKERS CROSS, FORDINGBRIDGE, SP6 1NQ

Committee resolution to approve subject to S106 - 12/03/25
Highwood Ventures 19 Ltd.

24/10651

Construction of temporary access road, bridge and associated works, in connection with the construction of Phase 1 of Land west of Whitsbury Road (Application 21/10052)

SS17 LAND TO WEST OF, WHITSBURY ROAD, FORDINGBRIDGE

Approved 11/12/24 – works not commenced
Pennyfarthing Homes

21/10052

Residential development and change of use of land to Alternative Natural Recreational Greenspace and all other necessary on-site infrastructure (Outline planning application all matters reserved except means of access only in relation to a new point of vehicular access into the site)

LAND TO WEST OF, WHITSBURY ROAD, FORDINGBRIDGE

Application approved 6/09/24 subject to S106 – works not commenced
Pennyfarthing Homes – main outline site

20/11469

Erection of 64 dwellings, change of use of land for Alternative Natural Recreational Greenspace, new accesses onto Whitsbury Road, and all necessary on-site infrastructure

LAND AT TINKERS CROSS, WHITSBURY ROAD, TINKERS CROSS, FORDINGBRIDGE SP6 1NQ

Approved 2/11/22 subject to S106. Site now virtually complete.

Pennyfarthing Homes – Whitsbury Green development under construction

17/10150

Development of 145 dwellings comprised: 39 detached houses; 31 pairs of semi-detached houses; 1 block of 8 flats; 1 block of 7 flats with terrace of 3 houses; 1 block of 7 flats; 1 terrace of 6 houses; 2 terraces of 5 houses; 1 terrace of 3 houses; garages; parking; SANG; public open space; access onto Whitsbury Road; associated infrastructure; associated development works; landscaping

LAND in WHITSBURY ROAD, FORDINGBRIDGE SP6 1NQ

Approved 26/03/18 – site now complete

Pennyfarthing Homes Augustus Park development – now completed

5 PLANNING POLICY AND GUIDANCE

Local Plan Part 2: Sites and Development Management

Policy DM1 Heritage and Conservation

Policy DM2 Nature conservation, biodiversity and geodiversity

Local Plan Review 2016-2036 Part One: Planning Strategy

- STR1 Achieving sustainable development
- STR2 Protection of the countryside, Cranborne Chase AONB, and New Forest National Park

- STR3 Strategy for locating new development
- STR5 Meeting our housing needs
- STR9 Minerals safeguarding
- Strategic Site 17 – Land at Whitsbury Road
- ENV1 Mitigating the impact of development on International Nature Conservation sites
- ENV3 Design quality and local distinctiveness
- ENV4 Landscape character and quality
- HOU1 Housing type, tenure, size, choice and tenure
- HOU2 Affordable Housing
- HOU3 Residential accommodation for older people
- CCC1 Safe and healthy communities
- CCC2 Safe and sustainable travel
- IMPL1 Developer contributions
- IMPL2 Development standards

Supplementary Planning Guidance and other Documents

- SPD Planning for Climate Change adopted April 2024
- SPD Air Quality adopted June 2022
- SPD Parking standards adopted April 2022
- SPD Mitigation Strategy for Recreational Impact adopted 2021
- SPD Housing design, density and character adopted April 2006
- Ecology and Biodiversity Net Gain Interim Note

Relevant Hampshire County Guidance

- Local Transport Plan Four (February 2024)
- Hampshire Minerals and Waste Plan (2013)

Relevant Legislation

- Planning and Compulsory Purchase Act 2004
- Habitat Regulations 2017
- Listed Buildings and Conservation Areas Act 1990
- Environment Act 2021 (including Local Nature Recovery Strategies)
- Levelling Up and Regeneration Act 2023

Government Planning Guidance

- National Planning Policy Framework 2024 (with February 2025 amendments)
- Planning Practice Guidance
- National Design Guide
- Technical housing standard- nationally described space standard March 2015

6 PARISH / TOWN COUNCIL COMMENTS

Comments received 21 November 2024

Recommend refusal under PAR4 as there is insufficient information to proceed

7 CONSULTEE COMMENTS

The following is a summary of comments received. Full details can be seen on the Council's web site. Only the latest consultation responses are set out below and available at the time of writing this report. Any late comments will be reported as part

of any update sheet to the Planning Committee.

Cranborne Chase National Landscape – Comments only

Comment that original lighting survey was inadequate and that the scheme may impact adversely on the International Dark Skies Reserve through external lighting and rooflights.

Hampshire and Isle of Wight Fire Services – No comments

We do not wish to comment on this application.

HCC Education and Children’s Services – No objections

The revised application does not alter HCC’s previous position in relation to the required developer contribution towards education within local schools.

Hampshire County Council (HCC) Highway Authority – No objections subject to S38 and S278

There are no objections to the revised details detailing the access road into the site and the layout of the site. However, any final plans will be subject to a technical approval stage and a requirement for an Agreement under Section 38 and Section 278 under the Highways Act. This fact needs to be made known to the applicant if it your wish to approve the details and the relevant conditions at this stage.

HCC Countryside Service – No objection subject to S278 Agreement

Earlier concerns expressed about works to a number of public rights of way that cross the site, and their proper protection and surfacing have now been addressed with the revised plans. Works also need to be agreed under a S278 Highways Act Agreement.

HCC Minerals – No objections

Having reviewed the amended application and supporting information, I can confirm that we have no objection to the discharge of Condition 22 – Incidental Mineral Extraction, of planning permission 21/10052.

Natural England – No comments

Refer to standing advice on protected species and veteran trees. The Planning Authority needs to satisfy itself that all necessary measures are in place as part of any permission.

Nature Space – No objections subject to informative

With regard to protection measures for Great Crested Newt (GCN) satisfied that a precautionary working method informative can be applied in this case given the distance of this phase from the GCN breeding pond

New Forest District Council (NFDC) Conservation – comments only

Forres Sandle Manor lies to the south of Marl Lane, to the south of this site. This is a Grade II listed building now used as part of an Independent Prep School. The grounds of the Manor are included on the Hants Gardens Trust Register as a non-designated heritage asset. This current application for Reserved Matters, whilst separated from the heritage assets by Marl Lane, may be considered to impact the

setting of the Grade II listed Manor and the developer is advised to carry out the necessary assessment.

NFDC Ecologist – No objections

No objections relating to the impact on protected species with mitigation measures now agreed. Biodiversity net gain figures for this phase of development are also agreed. Recommends adherence to terms of outline permission, and an informative relating to Great Crested Newts be applied to any permission. Pre commencement badger walkover survey also required as per the outline permission condition

NFDC Environmental Design – Objection

Previous comments have included detailed analysis of the drawings, drawing out and suggesting resolution to numerous design issues. Throughout the evolution of the design, various amendments have been made to improve the scheme throughout a collaborative design process. These improvements are welcomed.

While the design retains some areas of concern, the overall impression is that this would mostly offer an acceptable quality of place, with greenspace surrounding the projects as a setting and amenity for residents and visitors.

Buildings are generally of pleasant design, with some variation and highlights where needed.

Edges to the greenspace are considered at lower density, with some frontage gardens and tree planting to help soften the countryside edge.

There is some valuable ANRG and greenspace, which is pleasantly laid out.

Some of the streets and dwelling groups create a modicum of character to help offer a sense of place

However – there are some areas of concerns, and the proposal does not accord with ENV3

In summary these are

- The edge of the development along side plots 62-66 and 47-50 does not offer a good enough boundary to the open space – should be a hedgerow
- At the entrance to the site the mismatch of pathways resulting from the Public right of ways (PROWs) being maintained on their original line instead of being diverted along new paths results in a contrived landscape
- The revised layout for the greenspace (play area) with the PROW running through it is a poor design solution which depletes the landscaped quality of this part of the scheme.

NFDC Environmental Health (Air Quality) – No objections

The applicant has submitted a Construction Environmental Management Plan (February 2025) and associated Dust Management Plan (Phase 1c – February 2025).

The Plans detail the potential impacts from construction dust on local receptors and provides site specific mitigation to reduce the potential impacts, including monitoring of weather conditions and site dust. The Plans are accepted.

NFDC Environmental Health (Contaminated Land) – No objections subject to condition

It is recommended that standard planning condition with regards to unidentified contamination is imposed. This is to ensure that any potential contamination that could pose risks to human health and/or the environment found during the proposed development on this site will be dealt with in accordance with the Environment Agency's technical guidance.

Reports have been submitted and approved that deem the site suitable for the proposed use with no remediation requirements. However, the above condition is recommended so, if unexpected contamination is discovered during construction, it will be dealt with using appropriate guidance and procedures.

NFDC Environmental Health (Pollution) – no objection subject to condition

NFDC Environmental Health refer to the current applications concerning SS17 (phases 1b and 1c) - planning references: 25/10145 and 24/10809. These applications have included a number of constructions related management plans (environmental, ecological, transport). It has been noted that construction hours have varied across the submitted documents, and therefore it is advised that the applicant needs to ensure the hours are detailed correctly with the expected construction hours (including deliveries to site) being:

- Mon- Fri 08:00hrs - 18:00hrs
- Sat - 08:00hrs - 13:00hrs

No construction work or deliveries on Sundays or Bank Holidays

NFDC Open Spaces – Comments only.

Various comments made regarding the submitted proposal and the amount of play space proposed in this phase together with the details of play and landscaping. Noted that the next phase will provide the main equipped play area in line with the Parameter Plan. Comments also made regarding the design of, pathways through open spaces and long-term maintenance.

NFDC Trees – No objection

The following recently submitted documents:

- Barrell Tree Consultancy Arboricultural impact appraisal and method statement Ref 23131-AA5-DCSS17 dated 16th April 2025
- Barrell Tree Consultancy Tree Protection Plan Ref: 23131-10 (this document references the specification of the installation of the hard surfacing within the RPA of trees retained on site and is cross referenced with the document below).
- Barrell Tree Consultancy Manual for managing trees on development sites v3.0

Meets the requirements of the reserved matters relating to the protection and retention of trees on site.

NFDC Waste Management – No objections

Have considered the waste collection points on the revised application plan which

are satisfactory. However, each collection point must have a dropped kerb close so collection crews can manoeuvre wheeled bins up and down paths in a safe way.

PLANNING ASSESSMENT

A. Principle of development

The site has the benefit of an extant outline planning permission for 342 dwellings (21/10052). This permission establishes the principle of development on this site as part of Strategic Site 17. The outline permission also had details of the access road into the site and considered those details at that stage. The application submitted is for reserved matters approval following the grant of outline permission.

The outline planning permission contained a number of approved parameter plans which set out how the site would be developed. These parameter plans cover matters of land use, building heights, densities, access and movement. Any reserved matters application that follows the outline needs to reflect those approved parameter plans.

This report will assess if the proposals as set out follow the approved parameter plans in relation to this phase.

With regard to matters of principle, the proposal accords with Local Plan Policy STR1, and Strategic Site 17 and the principle of development is therefore established.

B. Reserved Matters: Design and Landscape

The national Planning Practice Guidance (which supports the National Planning Policy Framework, December 2024) sets out what Reserved Matters are.

Reserved matters are those aspects of a proposed development which an applicant can choose not to submit details of with an outline planning application, (i.e. they can be 'reserved' for later determination). These are defined in article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 as:

- 'Access' – the accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network.
- 'Appearance' – the aspects of a building or place within the development which determine the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture.
- 'Landscaping' – the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes: (a) screening by fences, walls or other means; (b) the planting of trees, hedges, shrubs or grass; (c) the formation of banks, terraces or other earthworks; (d) the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and (e) the provision of other amenity features;
- 'Layout' – the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development.

- ‘Scale’ – the height, width and length of each building proposed within the development in relation to its surroundings.

As set out, this Reserved Matters element of this application is to determine landscaping, layout, scale and appearance for Phase 1c of the Outline permission.

1. Landscaping

Policy STR 2 seeks to protect the designated landscapes of the New Forest National Park and Cranborne Chase National Landscape. The principle of developing this site has already been agreed and it was confirmed at outline stage that there were no concerns regarding the impact of the development on the setting in landscape terms of the designated landscapes.

Policy ENV3 seeks the retention and/or enhancement of landscape features and characteristics through sensitive design, mitigation and enhancement measures to successfully integrate new development into the local landscape context.

Local Plan Policy ENV4 provides guidance on ensuring landscaping is successfully integrated with local features and that green infrastructure links are provided and wildlife corridors protected. The landscaping setting of the development and transition between settlement and are successfully managed.

Strategic Site Policy 17 includes two key requirements on landscaping:

- a. *Protecting and enhancing the landscape and ecological value of the woodlands, wetlands and watercourse features that make up a central belt of green infrastructure through the site, centred around Sweatford Water and the woodland tree groups west of the stream and along the former railway line; and*
- d. *The loss of healthy specimen trees to accommodate development or provide access should be minimised*

The application includes a landscape masterplan of the site (DRL 001H), a set of detailed hard and soft landscaping plans, planting schedule and tree protection measures (April 2025).

The national Planning Policy Guidance (PPG) sets out above breaks down landscaping into the following matters. Officers provide a commentary on each element.

i. Screening by fences, walls or other means

The plans provide a detail of all walls and fence boundaries within the residential zone and the open space areas of the site. The walls comprise a mix of facing brick or combination of brick and timber fence panels up to a height of 1.8m. Fencing is predominantly 1.8 metre with high close boarded fencing where needed in rear gardens for privacy. The scheme exhibits good design in that where such features are clearly visible from the public domain close boarded fences are replaced with brick and combination brick/fence panel walls to improve the appearance of those boundaries. Around the main apartment block a more traditional feature of metal railings is used and this adds character to this part of the site. In open parts of the site used for public open space or alternative natural recreational greenspace (ANRG) fencing takes the form of more rural cleft chestnut post and rail fencing. This

provides a more suitable rural type of fence. The play area is to be kept as a natural area rather than a fenced playground again to support the character of this part of the site.

The proposed details are considered acceptable and in line with Local Plan policies ENV3 and ENV4

ii. Planting of trees, hedgerows, shrubs or grass

The Council's landscape officer has considered the planting plans and finds these to be acceptable. The proposals contain measures to protect all trees which border the residential zone with the major woodland block in the southeastern corner of the site fully protected. This woodland block is also subject to the need to submit a Woodland Management Plan as part of the Section 106 Agreement pursuant to the outline permission. The existing trees and woodland block within the site are formally protected by a Tree Preservation Order.

Existing large trees within or close to the residential zone are retained and used to provide key features. The Council's Tree Officer has considered the protection measures and find these acceptable.

The planting schedule submitted on 10 September 2024 and latest soft landscaping plans submitted in April 2025 indicate a significant number of new trees to be planted (300+) which will constitute a major enhancement for the central part of the site, which is mostly devoid of trees, helping to assimilate the new residential housing blocks within the local landscape. The important trees along the edges of the site are to be fully retained in their current form as the residential development allows for a buffer area between the edge of the housing and the landscaped features, and the installation of protective fencing.

The proposed details are considered acceptable and in line with Local Plan policies ENV3 and ENV4 and Strategic Site 17 criterion (a) and (d).

The design objection raised by the Environmental Design service has been considered by the case officer and the applicant. The applicant wants this boundary to be more open and for the estate development to flow into the open space areas without a planted boundary between. It is the case that there are a number of options here and the applicant has chosen a more open option with a knee rail. There is some merit in both, but on balance, it is not considered the application could be refused on this design detail.

iii. The formation of banks, terraces or other earthworks.

The site forms a generally flat plateau so there are no major banks or terraces or significant changes of site levels requiring major retaining walls etc. The site will be excavated in three principal areas to form surface water drainage basins. One large basin will be in the northern part of the site and one in each southern corner. The drainage basins are not intended to be steep sided but will be gently sloped so that they form an attractive and accessible landscape feature which can double as a recreational amenity area with their own planting regime.

The site will contain three major water features which are surface water drainage basins., but the basins as shown are shallow features with 1 in 4 slopes at a maximum. The basins will be for the most part dry without water. Only one of the basins will be lined and likely to contain water for most of the year. The basins will be landscaped and will form attractive features contributing to the landscaping of the

site.

Essentially, it is considered that notwithstanding any final amendments to the proposed drainage basins, their gradients and their depth which may arise from the discharge of condition 15 of the Outline permission (Surface Water Drainage), which for reference will now be addressed under a separate application, there is sufficient capacity in the proposed public open space within which they are sited to be suitably accommodated without having a significant harmful impact on the local landscape. The site layout will not, it is considered, change in any fundamental way.

iv. *The laying out or provision of residential gardens*

All new dwellings apart from the apartments have their own private rear garden areas with patio and turfed areas. The gardens are generally at least 10 metres in depth from the rear wall of the dwelling to the fence line and provide an acceptable level of amenity for those residents.

The proposal is considered to be acceptable in terms of rear gardens as such is in accordance with Local Plan policy ENV3.

v. *The provision of other amenity features*

The hard landscape plans show a number of benches, bins, information board signs, pathways, cycleways and an informal play area included in the proposal. These details have been considered by the consultees and are acceptable. The play area details are also covered below.

The proposal for these amenity features is considered acceptable and in accordance with Local Plan Policy ENV3

vi. *Public open space, play areas, and alternative natural recreational greenspace (ANRG)*

The approved landscape and land use parameter plan from the outline planning permission set out a site layout showing where the open spaces, play and ANRG areas would be located. This Reserved Matters proposal for Phase 1c follows those approved plans. It was anticipated that the first phase would contain a larger element of ANRG and informal public open space than that likely to be needed for the phase and which could count towards later phases.

This phase provides 2.4 ha of ANRG land which represents an overprovision for the number of dwellings proposed of 0.82 ha. The proposal also delivers some 0.8ha of informal open space (an overprovision of 0.4ha) and a small play on the way area of 0.068ha (over provision of 0.02ha). The site is attractively laid out with the residential parcel surrounded on all four sides by open spaces with the eastern edge which has an interface with the existing Avon Meade residential estate being separated from it by a large area of ANRG and woodland. The ANRG fulfils the SPD requirements of allowing for off lead dog exercise and this is coupled with some attractive new opportunities for walking routes linking to the new woodland walk to the northwest via the Augustus Park recreation land, and further woodland walks in the southeastern area. The open space areas and ANRG will also actively link with the public rights of way to Avon Meade and Marl Lane and Puddleslosh Lane.

As such, the proposal fulfils the requirements for informal open space and ANRG

land and the opening up of these large areas for both the new residents and existing residents will be a major benefit and addition to green infrastructure and recreational opportunities for local residents.

All hard surfaced pathways will be constructed either in tarmac where they are close to the dwellings or with a natural stone hoggin finish within the open landscape areas. The pathway through the southwestern woodland block will be in a bark mulch finish to ensure there is no harm to the integrity and health of this woodland area. All hoggin pathways will be timber edged to give them some future integrity. The exception will be in regard to public rights of way which will be finished with a natural hoggin finish in line with the guidance from the Hampshire County Council Countryside Service.

With regard to the impact of the public rights of way being surfaced the NFDC Environmental Design comments are concerned that this will lead to a poor layout and a contrived landscape solution. The rights of way should ideally be diverted legally, and this could then allow new routes to be better assimilated into the newly designed landscape. The applicants have however taken a choice of not diverting the rights of way because of the potential challenge to doing so from third parties, but instead to incorporate them into the layout and simply surface them along their existing routes. Whilst this is noted there is no overall harm in landscape terms it is considered to surfacing these pathways. It does give people choice over which route they wish to walk and maintains the integrity of the route of the public right of way in legal terms. On balance therefore and taking into account the guidance of the County Council Countryside Service and the objections of the Environmental Design service it is considered there are no objections in landscape terms that could form a sustainable reason for refusal

The proposal is considered to be acceptable in terms of public open space, including ANRG, and the pedestrian routes, and as such is in accordance with Local Plan policies ENV1, ENV3 and ENV4. The ANRG area provided is in accordance with ENV1 and the Council's SPD guidance on layout of ANRG areas.

vii. Children's play areas

An informal play area is included in this phase in the northwestern corner of the site. This is an informal area without standardised play equipment. An equipped play will be located in the next phase to the west as part of a latter phase of development.

The approved land use and landscape parameter plan shows just one small play area within this phase of Site 17. The play area proposed is designed as an informal play and gathering area with natural play equipment. The size of the play area is in line with the overall quantum needed on the site and is proportionate and meets the area measurements required for this phase as set out in Local Plan Policy. In landscape terms the proposal is low key and will add to the character of this part of the site.

The objection to the surfacing of the public right of way through the play area is noted but it is considered that this could not in itself form a sustainable reason to refuse the development.

viii. Ecology

The only matters to deal with under conditions are in relation to Biodiversity Net Gain (BNG), protected species mitigation, and on-site ecological enhancements. Matters relating to recreational habitat mitigation, phosphate nutrient neutrality and air quality

mitigation, have already been dealt with under the earlier outline application and are subject to planning conditions or the collection of contributions via the S106 Agreement.

The Council's Ecologist has commented and has no objections to the appropriate conditions being discharged subject to the development being carried out maintained and monitored in accordance with the terms of those conditional approvals. As such, the proposed BNG, protected species mitigation and on-site ecological enhancements are in accordance with the proposed landscaping strategy for this phase.

ix. Minerals Safeguarding

Local Plan Policy STR9 and the Hampshire Minerals and Waste Plan are material considerations.

Site 17 lies within a mineral safeguarding zone as defined in the Hampshire Minerals and Waste Plan (October 2013). At outline planning permission stage, the HCC Minerals Authority asked for a standard condition to be applied to allow for the potential re-use of any minerals that might be recovered from the site during construction.

The applicants have submitted an updated Minerals Statement dated February 2025 which addresses the requirements of condition 22 of the outline planning permission and the County Council Minerals Officer is satisfied that the condition can be discharged

To conclude the landscape section of this report Officers consider that overall the landscaping of the site will be acceptable, and the development as put forward complies with Local Plan policies ENV1 ENV3, ENV4 and Strategic Site 17 as set out in more detail at the end of this section of the report.

2. Site Layout

Policy ENV3 of the Local Plan states that development should contribute positively to local distinctiveness, quality of life and enhance the character and identity of the locality by creating buildings, streets, places and spaces that are functional, appropriate in appearance and attractive. New development should be accessible for those with different needs with realistic levels of car parking, and attractive and appropriate green spaces.

i. Pattern of streets

The approved parameter plans for the site included a strategic access and movement plan. This showed a single point of access from the main spine road with a series of links to other development parcels. The public rights of way that cross the site were shown to be protected and incorporated into the movement pattern.

The main road into the site is to be offered for public adoption to the local Highway Authority. Cul de sac and parking courtyards are to remain as privately managed and maintained. All roads and junctions within the site meet the design requirements for emergency and other large service vehicles to safely access and turn around.

The site is laid out in a series of perimeter blocks with housing facing the main or cul de sac access roads forming a good sense of enclosure and new streets to these

roadways. The housing has car parking closely associated with the housing to which it relates to either to the side of the units or to the rear. The exception to this permitter block layout is the creation of an apartment block referred to as a Manor House typology with a large building located at the 'entrance' to the site from the main access road at the prominent part of the site as you approach the development from the north. The manor house creates a landmark gateway feature to the built development part of the site and is formed in an area of its own grounds in the traditional manner.

The street pattern follows a simple, logical and easy to understand layout with clear circulation routes assisted by pavements and pathways which provide good opportunities to carucate through and to access each of the new dwellings both for occupiers and visitors. Where possible pathways are segregated from the vehicular access roads to provide an increased sense of separation for vehicles and people to enhance living and recreating within the site.

ii. Public rights of way

The public rights of way that cross the site impact on the residential zone and the open space and ARNG areas. They raise dual issues of landscape and site layout. The earlier response of the County Council Countryside Service raised concerns regarding the treatment and protection of the public rights of way that cross the site. The applicants have addressed these concerns in their latest submissions which show every right of way route being protected and surfaced with the line of each public right of way unaffected by buildings or new tree planting or major landscape works.

The surfacing works to the rights of way will need to be the subject of a separate agreement under Section 278 of the Highways Act between the developer and the local Highway Authority. This matter is also covered in the S106 Agreement that governs the outline permission for this development site. Other safeguards such as temporary diversion orders will need to be in place during construction works and again these matters can be covered by regulatory processes outside of this application. The concerns raised have therefore been adequately addressed. HCC Countryside Service has now confirmed no objections

iii. Car and cycle parking

Local Plan policy ENV3 requires that development

iv. Integrates sufficient car and cycle parking spaces so that realistic needs are met in a manner that is not prejudicial to the character and quality of the street, highway safety, emergency or service access or to pedestrian convenience and comfort.

The Site Layout sets out a vehicular parking strategy based on providing spaces both on-plot and in two large rear courtyards as shared/communal parking. Final amended plans were received on 2 May 2025.

Essentially, it is considered that the design of the proposed vehicular parking is acceptable and that overall it meets the standard number of parking spaces required, and assists in facilitating a block perimeter boundary largely devoid of surface parking through the focus on internal parking courtyards.

The proposed parking courtyards provide an opportunity to remove parked cars from the wider street scene in the block which contains units 1 to 24. This assists in facilitating landscaped frontages around the large flatted block and for units 17 to 24

which front onto the green corridor and play area. The second rear parking courtyard serves the proposed affordable dwellings 25 to 28 and 40 to 43. Again, by locating parking spaces away from the street and building frontages this courtyard helps facilitate a more positive wider streetscene including onto the green corridor on the western side of the application site. Both parking courtyards will have ample surveillance from the first floors of the dwellings in the block within which they are sited.

The residual dwellings within the Phase all have on-plot vehicular parking.

The NFDC Parking SPD sets out that for shared/communal parking the following standards apply:

- 1 bed: 1.4 spaces
- 2 bed: 1.5 spaces
- 3 bed: 2.5 spaces
- 4 bed: 3.0 spaces

Therefore, the cumulative requirement for the 31 dwellings with communal/shared parking is 51 spaces. The proposal sets out 61 spaces which is an over-provision of ten (10) parking spaces and as such each of the proposed dwellings, including the proposed one-bed flats, with communal/shared parking has at least met the SPD requirements.

The NFDC Parking SPD sets out that for on-plot parking the following standards apply:

- 1 bed: 2.0 spaces
- 2 bed: 2.0 spaces
- 3 bed: 2.5 spaces
- 4 bed: 3.0 spaces

Therefore, the cumulative requirement for 43 dwellings with on-plot parking is 113 parking spaces. The proposal sets out 97 parking spaces which is an under-provision of on-plot 16 spaces.

However, there are 13 additional visitor parking spaces provided, which would result in an overall shortfall of only 3 parking spaces.

Each of the proposed two and four bed dwellings with on-plot parking satisfy the NFDC Parking SPD requirements. As such, the shortfall is accounted for by the fact that the majority of the proposed three-bed dwellings provide two on-plot parking spaces rather than the 2.5 spaces set out in the SPD. This is nonetheless considered to be an acceptable arrangement taking into the account the proposed visitor parking spaces and the broader design aim of the avoiding parking dominated streetscenes. This approach to vehicular parking for three-bed units also reflects that taken on other strategic site applications.

Where there are any parts of the site that are liable to pressure from ad hoc street parking or pavement parking garages are swapped to car ports to ensure that the buildings are used for that purpose. A condition can be applied to the car ports to ensure they remain open fronted. Plots 32 and 33 show a garage at the rear which should be changed to a car port to serve each plot plus a surface space particularly as the location of these plots near a bend and with other visitor parking on street could cause a highway safety conflict. This can be secured through a suitable condition.

All properties will have access to secure cycle storage in line with the SPD guidance either with lockable sheds or garages to support modal shift away from private vehicle use.

Finally, on car parking all properties will have access to electric vehicle charging infrastructure to enable individual householders to install their own charging point. This matter is now addressed through Building Regulations.

In summary, the proposed vehicular parking strikes an appropriate balance between the SPD requirements and securing a design with streets that are not dominated by parked cars. As such, subject to suitable conditions, the proposed parking accords with Local Plan Policy ENV3.

iv. Context and Density

The context of this site is different from the Avon Meade development to the east which has a higher density of 40-50 dwellings per hectare (dph). The approved density parameter plan for this new site however shows a lower density which is more appropriate to a transition site between the settlement and the countryside with a range of 20-30 dph on the countryside edge moving up to 45 dph in the central part of the site. The site has an interface with the countryside to the south, west and north. To the east there will be a large buffer area of retained woodland and open space ANRG land. The variation in density is reflected in the phase 1c proposals where the highest density of 40 dph area is located in the northwestern corner of the site with the southern and eastern edges bordering the countryside edges feature a reduced density of 20-30 dph.

Notwithstanding the need to have a more sensitive but generally lower density pattern, there is also a need to ensure that there is an efficient use of land. In this case the development as proposed strikes an appropriate balance between making best use of land and facilitating a suitable transition between the existing built form of Fordingbridge and the open countryside to the west.

The outline permission established a total overall figure of 342 units on this part of Site 17 which represents an uplift on the minimum number of houses required by the Local Plan allocation of 270. This phase provides 74 new units which is considered a reasonable number demonstrating best use of the land given its context.

In summary the proposal is in line with the approved density parameter plan and with para 129 of the NPPF which requires development to be with a density that takes into account the need for different types of housing, viability, sustainable travel, respecting local character, and to secure well designed attractive and healthy places.

v. Housing Mix

As the housing mix and tenures relates to the proposed layout it is considered appropriate to assess the current application and how it relates to the outline approval.

The proposed housing mix for this first residential phase is as follows

Affordable housing

Total = 18 units

- 2 x 1 bed shared ownership apartments
- 4 x 2 bed affordable rent houses
- 2 x 3 bed affordable rent houses

- 4 x 3 bed shared ownership houses
- 6 x 2 bed First Homes houses

Open market housing

Total = 56 units

- 4 x 1bed apartments
- 5 x 2 bed apartments
- 3 x 3 bed apartments
- 27 x 3 bed houses
- 7 x 4 bed houses
- 7 x 2 bed bungalows
- 3 x 3 bed bungalows

This breakdowns to a range of 6x1 bed, 22 x 2 bed, 39 x 3 bed, and 7 x 4 bed. This represents a slightly higher figure for 3 bed units and lower figure for 4 bed units than set out in Table 6.1 of the Local Plan.

The proposal equates to 22% of the total number of units permitted for the whole outline site.

The proposal equates to 21% of the total number of affordable units for the whole outline site.

The proposal equates to affordable housing delivery of 24% of the total number of units in this first phase. This reflects the ratio of affordable housing to open market achieved on the site as a whole.

In terms of housing mix there is a reasonable spread of sizes and tenures it is considered ranging from one, two and three bed apartments as well as two, three and four bed houses and bungalows which broadly complies with Local Plan policies set out above. The units are split between apartments and houses with 10 bungalows included in this phase reflecting the lower densities on rural edge parts of the site. There is an emphasis here on smaller family units with less 4 bed units which are likely to come forward in later phases.

The number of affordable units is also reasonable in terms of the size and tenure split of this parcel and what will come in later phases.

Overall, it is considered that the balance of housing mix and tenures in this first phase broadly complies with the spread envisaged in the Local Plan Policy HOU1 and table 6,1 in the supporting text of the policy and is an appropriate response taking into account the characteristics of and constraints of this part of the site.

vi. Amenity and Environmental Protection

Local Plan policy ENV3 sets out that the development should -

ii. Avoid unacceptable effects by reason of visual intrusion or overbearing impact, overlooking, shading, noise and light pollution or other adverse impacts on local character or residential amenity.

iii. Create buildings, streets and spaces which are accessible to those with disabilities or of reduced mobility, that are safe and easy to navigate, and that minimise opportunities for anti-social and criminal behaviour or other public threats

Local Plan Policy CCC1 requires that development will not adversely affect human health through pollution or hazards which prejudice the health and safety of communities and their environments.

In this case the buildings are designed not to be overbearing or lead to unacceptable levels of overlooking or shading of each other. The houses provide for a sufficient means of privacy for future residents. The streets created are accessible for those with differing needs with level pathways and an avoidance of steps. Street lighting is at a level to deter criminal behaviour but still balancing the need to protect wildlife and dark skies.

The impact on existing residents will be limited to construction noise, dust and lighting. The NFDC Environmental Protection Officer considers that the proposals put forward through the Construction and Environmental Management Plan will limit any adverse impact on existing residents during the construction phase. The development of the new estate is also some distance away from existing residents (over 900 metres) so any noise and disturbance are likely to be at an acceptable level.

There will be some limited impact from car headlights at night shining towards existing residents when travelling on the main road into the site. The road comes within 25 metres of four existing dwellings but for the most part will be over 30m plus away from the Avon Meade residents' homes. This matter was dealt with in the outline application and the position of the road was agreed at that stage. Street lighting as now proposed for this first phase will not be harmful to human health for the adjoining estate residents particularly given the distances involved between the new development and existing residential buildings.

The applicants have submitted details to satisfy conditions 12 (Noise) and 40 (Lighting) and in a later submission the details of a CEMP required by Condition 10.

NFDC Officers will update Planning Committee on Condition 10 and the CEMP through the Committee Update Sheet w/c 12 May 2025.

a. Contaminated land

The Council's contaminated land officer recommends a condition is imposed to deal with any unexpected contamination that arises during the construction process. A condition is recommended which mirrors condition 9 on the outline permission. However, as this condition is still extant there is no need to repeat this condition on the reserved matters application.

b. Lighting

Condition 40 requires a lighting assessment to ensure that any external lighting of the site causes no harm to human health, wildlife or adversely impacts on the Cranborne Chase International Dark Skies Reserve. The Council's Environmental Health Officer has no objections to the submitted lighting assessment and confirms there will be no adverse impact on human health. Officers consider the lighting assessment put forward satisfies any potential detrimental impact on the International Dark Skies Reserve.

vii. Site street lighting

Condition 40 of the outline planning permission requires the submission of a lighting scheme to be agreed. Street lighting has an impact on layout and on landscaping. The scheme needs to take into layout design factors, and consideration for the

safety and health and well-being of those living on the site and visitors to the site as well as the wider impact of lighting when viewed from outside the site particularly in relation to the Cranborne Chase International Dark Skies Reserve. Members should note that they are only required to take into account the lighting for the site itself as this is a layout and landscaping matter and one of residential amenity for the new residents.

A lighting scheme (Lighting Assessment July 2024) has been submitted which officers consider represents a technically safe solution to ensure public safety for residents and visitors to the site and which will be acceptable in layout and landscaping terms. There is no lighting proposed for the landscaped areas. Streetlights will be supplemented by coach house style lanterns for each dwelling. The lighting scheme set out is in line with the higher standards set by the Institution of Lighting Professionals as it will result in no upward light emissions. The proposal complies with Dark Skies Reserve best practice provided by the Institute.

viii. Refuse collection

The Council's Waste Officer has considered the latest plans submitted and finds them acceptable in how the site will function for refuse collection. The new Waste Strategy now implemented by the Council requires a number of wheeled bins to be accommodated. The courtyards and other roadside locations also provide for bin collection points. The apartment block has its own bin collection building and collection point where communal bins can be accessed.

In summary, subject to suitable conditions, the proposed layout is considered to be acceptable and as such the proposal accords with Local Plan Policy ENV3.

3. Scale and Appearance

Local Plan Policy ENV3 requires buildings to be high quality design and demonstrate that they are functional, appropriate and attractive, creating buildings, streets and spaces which are sympathetic to the environment and their context in terms of layout including height, appearance and density.

The proposal provides a range of house types based on a traditional design model of one and two storey developments with a larger feature apartment building located near the entrance to this phase overlooking large areas of open space. The apartment block is designed to represent a traditional manor house style with traditional fenestration detailing. To the rear of this building a new courtyard will be created with a rear parking area. Other perimeter blocks will also be provided with rear parking courts with some frontage and side parking to the houses as well. The houses will use a traditional design palette and are considered acceptable in design terms. The buildings will be mostly brick with a render facing for the apartment block all under slate and tile roofs. The use of chimneys assists in breaking up the roofscape.

i. Height of buildings

The approved parameter plan set out a building height throughout the site. This part of the site is predominantly shown with a 2-storey height of up to 9.5 metres or less with a central part of the site nearest the spine road up to 11.5 metres in height. The proposed plans meet with that requirement with the manor house being shown with a 10-metre ridge height and all the two storey dwellings below the 9.5m height specified. Where the site borders the southern and southeastern fringes of the site the height of buildings drops to single storey, and this is considered appropriate

taking context of that part of the site into account.

ii. Massing and scale

The site is laid out in a series of streets with a mix of detached, semi-detached and link block buildings. The massing and scale is less suburban than that experienced in the town centre for example with no terracing as this would look out of place in this location. The arrangement of the housing units does not dominate the landscape of this part of the site or its surroundings. Parts of the site are more intimate with small private drives with housing of a suitable scale arranged those access routes.

The massing of the manor house is however taller and greater to reflect its appearance as a gateway building into the site and reflecting traditional architectural idioms where this design typology does represent a more dominant feature than the smaller houses around it. The massing of the buildings in terms of their depth of front to back measurements are generally acceptable but there are one or two example of house types with a wider 9m wide gable, but these do not dominate and for the most part those gable ends are not exposed to wider public view. The use of single storey building blocks on the more sensitive exposed edges of the development are welcomed.

iii. Appearance of buildings

Local Plan policy ENV 3 requires buildings to be attractive respecting local vernacular. The applicant has submitted a Design and Access Statement to support their proposals within which they demonstrate that they have regard to the local vernacular design styles prevalent in the town. They have on some plots expressed this in what they term special house types to reflect those Victorian style design features such as narrower gables and steeper roof pitches with traditional sash type windows. The design of the buildings is complemented by a traditional palette of materials well suited to the local vernacular i.e. red facing bricks, with slate and tiled roofs. Chimneys are added to some units to provide more interest to the roofscape of the development. The buildings design portfolio submitted subject to suitable conditions are overall considered to be appropriate in design taking sufficient account of local distinctiveness' and character. The only matter that is still outstanding is the type of window openings and the details of the external balconies on the apartments. This has been conditioned.

iv. Sustainable building design

Local Plan Policies STR1, CCC1, CCC2, and the Council's Climate Change SPD require development to be sustainable in location, design and layout. The sustainable design of the buildings can have an impact on both layout and appearance.

The applicants have provided a Climate Change Statement to support their application in which they set out various measures that have been incorporated into the development to ensure suitable levels of sustainability performance in their view.

It is proposed that the development will be constructed following a fabric first approach to meet, and exceed where possible, the current Building Regulations, with insulation standards and air leakage improved beyond the minimum compliance levels. In addition, consideration has been given to building design, passive solar design and energy efficient site-layouts, where possible, taking account of the parameters and principles established by the outline planning consent. Measures will

be built in to avoid buildings overheating.

In terms of energy use all dwellings will employ air source heat pumps rather than gas boilers. No fossil fuels are to be used within the dwellings on the site. The fabric first approach however starts from a premise of using less energy to start with. Such reductions of demand are a key factor in controlling climate change. Solar panels will be used on the apartment block as these are more cost effective and practically effective. The design and layout of the buildings also seek to employ solar gain where possible and reduce heat loss through the buildings. All dwellings will also have access to electric vehicle charging facilities allowing residents to install charging points should they wish to.

In line with the Building Regulations water efficiency measures will also be employed to limit water consumption through appliances. This will have other allied benefits of reducing phosphate impact through less wastewater being emitted from the site.

The Statement demonstrates that, following a fabric first approach to demand reduction, the proposed development will deliver a level of energy performance beyond the current Building Regulation standards whilst addressing a range of additional sustainable design considerations including how various sustainable transport provisions, such as EV charging facilities have been designed into the site. Cycling and Walking provision has also been designed into the scheme from the first stage, as detailed in the submitted Planning Design and Access Statement.

This Statement demonstrates that by following a fabric first approach and with the implementation of renewable technology, the development will reduce carbon emissions over a Part L 2021 baseline, which in itself presents a 31% reduction over previous regulatory standards.

The carbon reductions and use of renewable technologies will accord with Policies STR1, ENV3, CCC2, DM4 and IMPL2 of the NFDC Local Plan 2016-2036 (Parts 1 and 2).

v. Impact on Heritage Assets

Paragraph 208 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, where appropriate securing its optimum viable use.

The approved land use parameter plan sets out the residential zone for the development and this provides an adequate degree of separation to the designated and non-designated assets and was agreed at outline stage. The current proposal is in line with the parameter plan.

The scale and appearance of the development, and layout of the site may impact on the setting of any designated or non-designated heritage assets. The layout in this case demonstrates a sensitivity to the countryside edge which constitutes the setting of the Listed Building at Forres Sandle Manor School, by providing a sufficient buffer area between built development and the site boundary. Similarly, the scale and appearance is considered appropriate and will not have an adverse impact on the setting of this designated asset. There are no adverse impacts on the non-designated gardens of the Listed Building.

An assessment has been carried out with regard to heritage assets and it is confirmed that the impact on both designated and non-designated assets is very

limited. There are significant public benefits and a small degree of harm to balance as required in line with NPPF. The change in the former isolation of the school and its buildings as part of the countryside is identified as harmful. The benefits include the release of much needed housing with an element of affordable, social benefits and economic benefits in terms of short-term occupation, significant benefits in terms of new public open space, and environmental benefits associated with significant levels of new tree planting and other landscaping. In addition, the proposal brings forward biodiversity enhancements and 10% net gain in biodiversity.

The scale and appearance of the buildings is acceptable and in accordance with Local Plan policy ENV3 and NPPF design and heritage guidance as set out in paragraphs 131, and 135 and 208.

C. Design Summary

Officers consider that the landscaping, site layout, scale, appearance and design of the proposals as put forward are now considered to be acceptable and will provide a development of an appropriate house style design, set in an attractive site layout, and landscaping in accordance with Local Plan policies ENV1 ENV3, and SPD guidance on ANRG land, and which also meets the guidance set out in the NPPF regarding creating attractive places.

The proposals in particular fulfil the policy requirements set out in ENV3 criterion (i) to (vii) and Strategic Site 17 relating to criterion ii (a), (b) and (c) and iii (d) creating a functional and attractive site layout and building designs which enhance existing landscape features, provide significant amounts of new landscaping, whilst safeguarding existing landscape features, and which will provide an attractive living environment for new residents and one which existing residents will be able to enjoy through increased recreational activity.

Essentially, subject to suitable conditions, the proposal is suitably designed in accordance with local and national planning guidance.

D. Other Matters

i. Construction Traffic Management Plan

The applicants have submitted a Construction Traffic Management Plan (CTMP), and the Highway Authority have been consulted. This sets out how the development will be carried out and how construction traffic will be managed within and outside the site. This is required by Condition 16. This needs to be read in conjunction with the earlier CTMP submitted for the temporary access road and bridge approved under planning permission 24/10651 which covers the use of the phase 1b part of the site. That permission also makes provision for a construction compound adjoining Whitsbury Road. The Highway Authority have confirmed they have no objections.

ii. Fordingbridge Town Council representation

Officers note the representation from Fordingbridge Town Council. However, Officers are of the view that the applicant has provided sufficient information in order for the application to be determined.

CONCLUSIONS AND PLANNING BALANCE

The proposal is for approval of reserved matters for 74 new dwellings including 18

affordable houses. The proposal brings forward a new housing development which overall is considered to be well designed, with significant areas of new tree planting, and the protection of existing trees and woodlands, as well as a range of other public benefits relating to the provision of significant areas of public open space and ANRG land.

The development will result in social and economic benefits and will release much needed housing taking into consideration the lack of sufficient housing land within the District. The development will also safeguard and bring into more beneficial use a number of public rights of way which cross the site.

The proposal will result in less than substantial harm to the setting of one Listed Building with the new development having what is considered to be a limited impact on the setting of the asset and no appreciable impact on the non-designated Hampshire Gardens site when balanced against the public benefits

The applicants removed Condition 15 (Surface Water Drainage) from the application on 2 May 2025 and, as such, any outstanding material considerations arising from consultation with the Environment Agency (EA) and Lead Local Flood Authority (LLFA) will be determined through a separate Discharge of Condition application. Therefore, there are no residual technical objections to the application.

Overall, it is considered that the balance of considerations is one of clear approval taking into account the public benefits when considered against the identified limited environmental harm to a designated heritage asset.

The proposal is considered to comply with Local Plan Policies DM1, DM2, STR2, STR5, STR9, Strategic Site 17, ENV3, ENV4, HOU1, CCC1, CCC2 NPPF 2025 paragraphs 11, 61, 63, 96, 103, 105, 109, 112, 115, 117, 124, 129, 131, 135, 136, 163, 167, 181, 182, 187, 189, 193, 198, 208, 214, 224, and 231.

RECOMMENDATION

To APPROVE the reserved matters and details pursuant to conditions applied for subject to any final details required and conditions set out below.

CONDITIONS

1. Time Limit for Commencement of Development

The development of phase 1c shall be begun no later than two years from the final approval of details of that phase.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. Approved plans and reports

The development permitted shall be carried out

- in accordance with any approved plans and conditions as applied to outline planning permission 21/10052, and

- in accordance with the following approved plans and submitted reports:

Reports and details received 23 and 22 April 2025

Construction Traffic Management Plan

Agent's email of 23 April 2025 re construction access route from works compound

Reports and plans dated 17 April 2025 on the Council's web site

Tree protection plan 23131-10

SGN Manual for tree protection v2

Arboricultural briefing note

Arboricultural impact & method statement

Boundary wall detail 1 of 2 PSD EXT 01

Reports and plans dated 15 April 2025 on the Council's web site

DR C 526 rev P06	Long sections
DR C 527 rev P06	Levels overview plan
DR C 528 rev P02	Highway long sections
DR C 529 rev P02	Road 1 cross sections

DR A P382 Substation Plan

GA 443 & 444 rev B	Refuse vehicle swept path
GA 305 rev AE	Site access road alignment
GA 406 rev N	Street layout and visibility splays
GA 407-409 rev J	Swept path analysis
GA 410 rev K	Swept path analysis
GA 426 rev D	Adoption plan
DR C 530 rev P03	Maintenance responsibility plan

Plan GA 425 rev E	Bin collection plan
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EXW02 rev B	Close boarded fence detail
EXW08 rev C	Brick boundary wall detail
EXW09 rev C	Wall details and caps

BNG assessment and habitat mitigation and management plan

BNG metrics

Landscape and Ecological Enhancement, Mitigation and Management
Plan including Badger Method Statement

DR L 001 rev H	Landscape master plan
DR L 002 rev F	Open space and ANRG calcs
DR L 003-007 rev D	Hardworks and boundary plans
DR L 008-010 rev D	Softworks 1, 2, 3
DR L 011-012 rev E	Softworks 4 & 5
• DR L 014 rev F	Doorstep play area
• DR A P101 rev C	Masterplan/site roof plan
• DR A P102 rev C	Unit mix, type and tenure plan
• DR A P103-107 rev C	Site levels parking and access plans 1
• DR A P103-107 rev B	Site levels parking and access plans 2 to 5
• DR A P108-112 rev C	External materials plans 1-5
• DR A P108-112 rev B	External materials plans 2-5

- DR A P113 rev. D Parking, Servicing and EV Charging Provision Plan

House type plans dated 15 April 2025

- DR A P309-310 rev A Bolderbury plots 59,69
- DR A P319 rev B Special house type plots 11-14
- DR A P336-337 rev B Penbury plot 46
- DR A P373 rev A Harwood/Setwood elevations plots 19-22, & 40-41
- DR A P378-379 Hatchwood pair plots 23-24
- DR A P380-381 Ashbury Bay plot 39

Other details dated 5 March 2025

- DR L 013 Planting schedules
- A1 interpretation boards Ecology v 3
- DR C 531 rev P02 Suds and highway drainage plan

Reports received 19 February 2025

- Ecological Impact Assessment dated February 2025
- Ecological Enhancement Schedule
- Habitat Management and Monitoring Plan
- Biodiversity Habitat Management, Mitigation and Monitoring Plan
- Dust Management Plan
- Minerals Statement received 14 February 2025

House type plans dated 14 &19 February 2025

- DR A P307-308 rev A Bishopdale bungalow plots 50,60 & 68
- DR A P311-312 rev A Denbury plots 53,57 & 58
- DR A P313-314 rev A Fernwood plots 31-32, 35-36, 55-56, 72-74
- DR A P315 rev A Special house type plans plots 33-34
- DR A P316 rev B Special house type elevations sheet 1 plots 33-34
- DR A P317 rev B Special house type elevations sheet 2 plots 33-34
- DR A P318 rev A Special house type plans plots 11-14
- DR A P320-321 rev A Flats over garage plots 15-16
- DR A P322-323 rev A Harwood/Setwood plots 37-38
- DR A P326-327 Hatchwood type plans plot 54
- DR A P334-335 rev A Parkdale bungalow plots 48-49 & 62-63
- DR A P338-339 rev A Rushbury house type plots 44-45 & 70
- DR A P340-341 rev A Whitsbury house type plots 47,61 & 67
- DR A P350-352 rev A Manor house plans plots 1-10
- DR A P353 rev C Manor house north and west elevations
- DR A P354 rev C Manor house south and east elevations
- DR A P355 rev A Manor house outbuildings
- DR A P356 rev A Manor house roof plan
- DR A P360 rev A Single car port
- DR A P361 rev A Double car port
- DR A P362 Carport/garage plots 67-68
- DR A P363 Carport/garage plots 69-70
- DR A P370-371 Hatchwood/A3S plots 29-30

- DR A P372 Harwood/Setwood plans plots 19-22 & 40-41
- DR A P376-377 Hatchwood/Poundwood plots 50-51

House type plans dated 10 September 2024

- DR A P301-302 rev A House type A2S plots 25-28 & 36-37
- DR A P303-304 rev A House type A3S plots 25-28 & 36-37
- DR A P305-306 rev A Birch bungalow plots 65,66,68

Reports received 10 September 2024

- Energy and Sustainability Assessment
- Lighting Assessment
- Noise impact assessment dated June 2024

Reason: To ensure satisfactory provision of the development.

3. Lighting

All new lighting standards shall be in accordance with the Lighting Assessment dated July 2024. Any other security or on dwelling lights shall be subject to the requirements set out in Condition 40 of the outline planning permission 21/10052.

Reason: to protect the Cranborne Chase International Dark Skies Reserve, human health and wildlife.

4. Details of all windows

Prior to any works taking place to the dwellings other than installation of floor slab, the exact details of all new windows in the dwellings hereby approved including the apartment block units 1-10 shall be submitted to and agreed in writing with the Local Planning Authority. The details to be submitted shall include all window reveals, window headings, cills, and means of opening. The development shall not be carried out other than in accordance with the details so agreed.

Reason: Insufficient details have been submitted and in the interests of the appearance of the development.

5. Details of balconies for units 1-10

Prior to any works taking place on the apartment block other than the installation of the ground floor slab, the exact details of the balconies for units 1-10 including any decorative metal work and screen boundaries between plots shall be submitted to and agreed in writing with the Local Planning Authority. The development shall not be carried out other than in accordance with the details so agreed. All balconies, railings and screens shall be installed prior to first occupation of the units to which they relate and maintained as such thereafter.

Reason: insufficient details have been submitted and in the interests of the appearance of the development.

6. Retention of car ports as open structures

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no doors, gates, structures or other means of enclosure shall be erected on the approved car ports.

Reason: In the interest of retaining an adequate supply of parking provision for these plots and in the interests of highway safety.

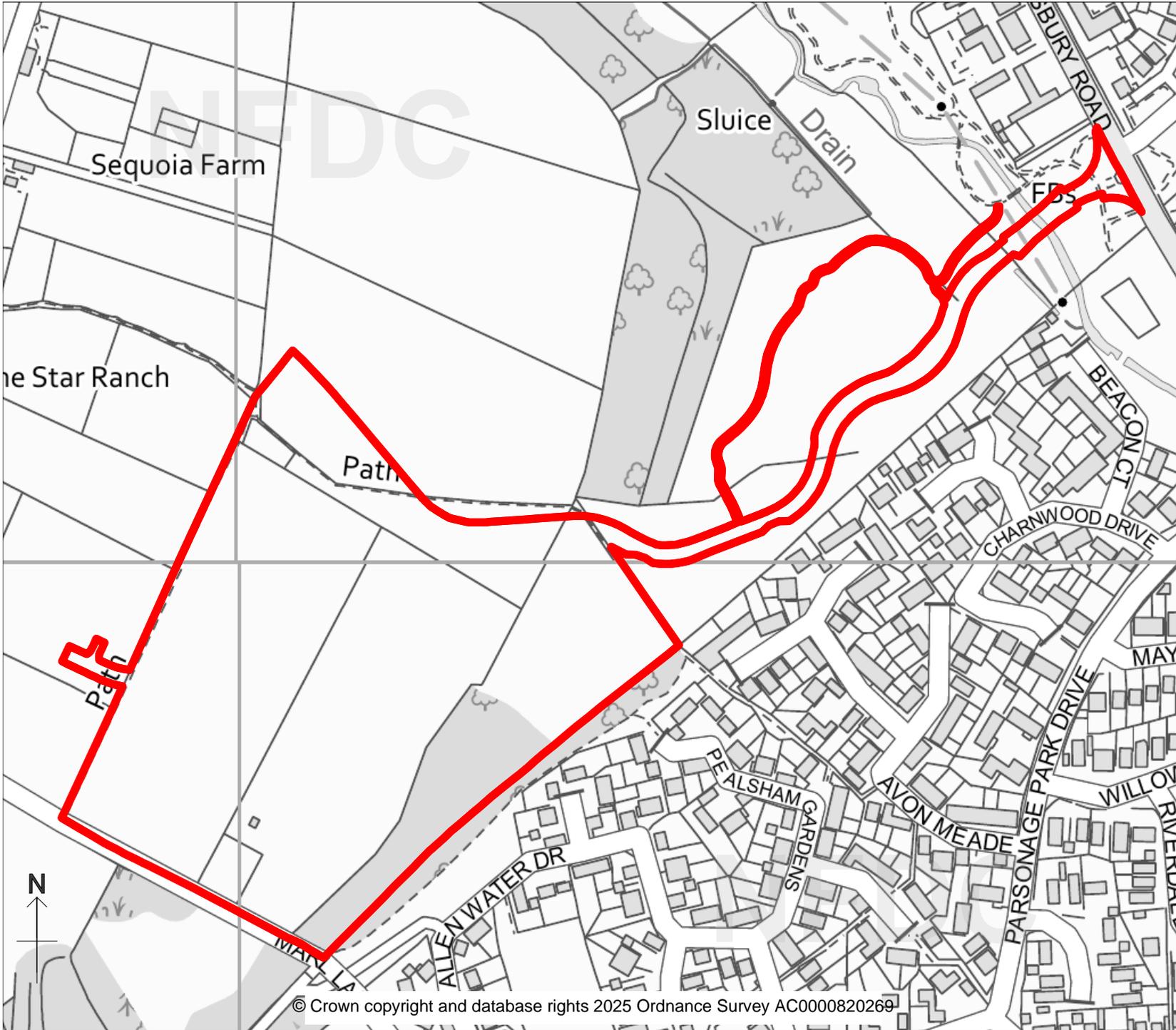
7. Garage substitution for car port

Notwithstanding the site levels, parking and access plan ref DR A P106 rev B the spaces marked as 32-1 and 33-1 shown as garages on plots 32 and 33 shall be changed to car ports and retained as such thereafter.

Reason: In the interest of retaining an adequate supply of parking provision for these plots and in the interests of highway safety.

Further Information:

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DISTRICT COUNCIL

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PLANNING COMMITTEE

May 2025

Land to West of
Whitsbury Road
Fordingbridge
24/10809

Scale 1:3000

N.B. If printing this plan from
the internet, it will not be to
scale.

33

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Planning Committee 14 May 2025

Application Number: 24/10445 Full Planning Permission
Site: 83 COMMERCIAL ROAD, TOTTON SO40 3AF (NB: SUBJECT TO LEGAL AGREEMENT)
Development: Conversion of the site use to residential and the construction of a building of nine flats with parking and amenity space.
Applicant: Dentons SIPP R G Newman
Agent: Crafted Architects
Target Date: 15/07/2024
Case Officer: John Fanning
Officer Recommendation: Grant Subject to Conditions
Reason for Referral to Committee: The recommendation is contrary to Policies DM16 and TOT15 of the Local Plan.

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Principle of development
- 2) The scheme's design and its impact upon the character and appearance of the area
- 3) Amenity considerations
- 4) Flood risk
- 5) Ecology
- 6) Highway and transportation impacts
- 7) Habitat mitigation and nitrate neutrality

2 SITE DESCRIPTION

The site is on the north side of Commercial Road, within the defined Totton town centre in the built-up area. It is currently screened by a combination of high timber and palisade fencing across the frontage and is hard surfaced, with the site currently being operated for valeting and associated car storage. The site has a centrally positioned access point off Commercial Road. A footpath runs to the eastern edge of the site, providing pedestrian access to Causeway Crescent to the north. There is a substation situated to the north-east corner of the application site which will be retained.

The surrounding area contains a mix of residential and commercial uses and is situated in close proximity to Totton railway station to the south-east.

3 PROPOSED DEVELOPMENT

The application proposes the redevelopment of the site to create a residential block of 9 dwellings (7x 2-bed, 2x 1-bed) with an undercroft access in the middle to a parking and amenity space to the rear. A separate cycle store is proposed on the site's rear boundary.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description
17/11315 24 bedroom hotel (Outline application with details only of access, appearance, layout & scale)	16/05/2018	Withdrawn by Applicant
14/10186 Use as hand car wash & valeting business; portable cabin; store; access alterations	29/04/2014	Withdrawn by Applicant
13/11087 Use as hand car wash & valeting business; portable cabin; store	25/10/2013	Withdrawn by Applicant
12/99017 Display 4 internally illuminated fascia signs; 1 internally illuminated pole sign (Application for Advertisement Consent)	15/10/2012	Granted in Part
12/99016 Use as vehicle hire; office building; wash-bay with canopy; fencing	12/10/2012	Refused
08/91814 2.4 metre high boundary fence	17/04/2008	Granted Subject to Conditions
07/91201 2.4 metre boundary fence	31/12/2007	Refused

07/90587 Demolition of timer hall (Demolition Prior Notification Application)	14/08/2007	Details not required to be approved
02/74489 Change of use to storage and car valeting (Retrospective)	13/06/2002	Granted

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy CCC1: Safe and healthy communities
 Policy CCC2: Safe and sustainable travel
 Policy ECON2: Retention of employment sites and consideration of alternative uses
 Policy ECON5: Retail development and other main town centre uses
 Policy ENV1: Mitigating the impacts of development on International Nature
 Conservation sites
 Policy ENV3: Design quality and local distinctiveness
 Policy ENV4: Landscape character and quality
 Policy HOU1: Housing type, size, tenure and choice
 Policy IMPL1: Developer Contributions
 Policy IMPL2: Development standards
 Policy STR1: Achieving Sustainable Development
 Policy STR3: The strategy for locating new development
 Policy STR4: The settlement hierarchy
 Policy STR5: Meeting our housing needs

Local Plan Part 2: Sites and Development Management 2014

DM2: Nature conservation, biodiversity and geodiversity
 DM16: Within town centres, outside Primary Shopping Areas and Secondary
 Shopping Frontages
 TOT15: Totton town centre opportunity sites

Supplementary Planning Guidance And Documents

SPD - Air Quality in New Development. Adopted June 2022
 SPD - Mitigation Strategy for European Sites
 SPD - Parking Standards
 SPD - Housing Design, Density and Character

National Planning Policy Framework

National Planning Policy Guidance

Plan Policy Designations

Town Centre Boundary
 Built-up Area

6 PARISH / TOWN COUNCIL COMMENTS

Totton & Eling Town Council: We recommend PERMISSION, for the reasons listed, but would accept the decision reached by the District Council's Officers under their delegated powers.

The development has been well designed; it would be in-keeping with the existing residential properties and would sit well within the plot. The addition of a communal garden would be well received.

Whilst the development is welcomed, there are concerns regarding vehicular access in and out of the site. Vehicles turning right out of the site would cross traffic in both directions, alongside navigating the nearby pedestrian crossing.

In terms of sustainability, the addition of solar panels on the building should be strongly considered. A further recommendation would be the inclusion of bat and swift boxes.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

HCC Highways:

No objection following submission of additional details in relation to access. A Condition is recommended to secure details of construction management to avoid impact on highways.

HCC Rights of Way:

No objection

Ecologist

No objection. Suitable mitigation should be secured, associated with the impacts of additional overnight accommodation on sensitive habitats within the Solent and New Forest area. Recommends that suitable ecological enhancement measures should be secured as part of the development.

9 REPRESENTATIONS RECEIVED

2 letters of objection received from nearby residents::

- Existing surface water drainage issues would be exacerbated
- Potential disruption associated with refuse collection
- Concern about use of Causeway Crescent for overflow parking
- Impact on light and loss of privacy for nearby residential uses
- Disruption during construction works
- Visual appearance of development would be out of character with surrounding area
- Access will result in disruption of traffic flow on Commercial Road

10 PLANNING ASSESSMENT

Principle of development

The site lies within the Totton town centre boundary but not within the defined primary or secondary shopping frontages. In accordance with Policy DM16, retail and 'appropriate non-retail uses' (uses providing a direct service to the public and specifically excluding residential accommodation) will be permitted in such locations. The policy further indicates that residential development will only be permitted where it does not result in a loss of a retail, appropriate non-retail or other employment or

business use and also where it is not on the ground floor of a defined town centre opportunity site.

Policy DM16 is reinforced by Policy TOT15 which identifies this area as a town centre opportunity site being appropriate for 'retail/office/entertainment' uses. It is noted that Policy TOT15 covers a wider site area than the current application site (81-97 Commercial Road). Notwithstanding this, permission has been granted for a fully residential development on a nearby site at 93-95 Commercial Road under application 21/10106.

The existing use of the site is for the storage and valeting of vehicles. The proposed scheme is fully residential in nature, with no commercial element. As such, it would be contrary to the provisions of policies DM16 and TOT15 of the Local Plan. The remainder of the report will therefore consider whether there are any material considerations that would justify a decision contrary to these policies.

Justification for no employment

In this case, while the existing use of the land does constitute a business / employment use, it is considered that the use is not an ideal use within a town centre location, particularly with regard to the prominent visual location of the site and the use's negative townscape impact at this important gateway position at the eastern entrance to the town. This factor alone would not justify a fully residential redevelopment because townscape improvements could equally be achieved through a policy compliant commercial redevelopment.

It is noted that Policy DM16 and TOT15 were adopted as part of the Local Plan Part 2: Sites and Development Management document in 2014. The original permission for the current storage and valeting use of the site was granted in 2002. Since that date, no other permissions have been granted to change the use of the plot, with the most recent application being a proposal for a 24-bed hotel in 2017, which was withdrawn prior to determination.

It has not been demonstrated through the application that any of the other identified uses would be unviable. However, the age of the policy, adopted in 2014, has to be considered in the light of the subsequent changes to national planning guidance and the balance that now needs to be had for the delivery of sustainable development, including residential uses. This therefore weighs in favour of permitting an alternative scheme wholly of residential redevelopment.

Importantly, while the proposal would conflict with the policies identified above, it would still deliver significant benefits. With regard to Policy HOU1 (and with particular reference to section 6.6-7), there is a defined need within the district for more smaller homes to meet the variety of housing needs within the district, providing opportunity for affordable new homes and to free up larger dwellings by allowing existing residents to downsize. Policies STR3 and STR4 encourage the siting of development within accessible town centre locations and highlight Totton as being one of the most sustainable locations within the district. Furthermore, the increase in population will also help sustain the vitality and viability of other town centre uses.

In addition, the proposal would have minor economic benefits during construction and benefits for existing commercial premises and businesses in Totton from increased footfall and potentially the employment of local contractors.

5 year land supply

In determining planning applications, there is a presumption in favour of the policies of the extant Development Plan unless material considerations indicate otherwise (Section 38(6) of the Act). Material considerations include the National Planning Policy Framework (NPPF).

Paragraph 11 of the NPPF clarifies what it meant by the presumption in favour of sustainable development. It states that for decision making it means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁸, granting permission unless:

- i. The application of policies in this Framework that protect areas or assets of particular importance⁷ provides a strong reason for refusing the development proposed; or*
- ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.*

Footnote 8 of the NPPF clarifies that:

This includes, for applications involving the provision of housing, situations where: the local planning authority cannot demonstrate a five year supply of deliverable housing supply of deliverable housing sites (with the appropriate buffer as set out in paragraph 78); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.

The Council cannot currently demonstrate a five-year supply of deliverable housing land supply, with the most up to date housing land supply position identifying 2.39 years of deliverable housing land supply. On this basis, key local plan policies would be considered to be out-of-date, and the provisions of paragraph 11(d) are engaged.

Taking the first limb of paragraph 11(d), as this report sets out, there are specific policies in the NPPF which protect areas or assets of particular importance referred to within footnote 7 of the NPPF. This includes habitats sites and designated Sites of Special Scientific Interest. Therefore, a judgement needs to be reached as to whether policies in the Framework provide a strong reason for refusing the development.

The second limb of paragraph 11(d), identifies that development should be granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits with regard to policies outlined within the NPPF (with particular reference to paragraphs 66, 84, 91, 110, 115, 129, 135 and 139 of the NPPF). The report below assesses the merits of the application in this context, and an assessment of the scheme against the requirements outlined in paragraph 11(d) is included in the Conclusion/Planning Balance section of the report.

Design and impact on the character and appearance of the area

Policy ENV3 emphasises the importance that high quality design plays in the planning process and requires all development to connect with surrounding uses and integrate within the surrounding context in a sympathetic and visually appealing fashion.

Paragraph 129 of the NPPF indicates that development should be supported which makes efficient use of land but noting that appropriate consideration should be given to the desirability of maintaining an area's prevailing character and setting, as well as to the importance of securing well-designed, attractive and healthy places. This is further supported by paragraphs 135 and 139 which emphasise the importance of design and character in the decision making process, making it clear that development which is not well designed should be refused.

With its austere and high front boundary to Commercial Road (screening cars being stored on the site), the application site does not currently contribute positively to the local townscape or the visual amenities of the surrounding area. Indeed, while the area has a mixed commercial and residential character, the existing frontage and use provide a poor quality of visual amenity within a prominent town centre location. As such, the redevelopment of the site is in principle welcome, in terms of its potential to improve the character and appearance of the area. Notwithstanding this, any redevelopment must integrate acceptably with neighbouring properties and the surrounding street scene.

The application proposes a new building across the width of the site. The building would have a mainly 2-storey eaves height but would include some accommodation within the roof form to provide three stories of accommodation. The site is bordered to the west by a single-storey garage building, with 2-storey semi-detached dwellings beyond. On its eastern side, there is currently a large gap between the site and the nearest 2-storey building. The surrounding area incorporates a variety of mainly two-storey development.

The proposed development is for a relatively large building in this context, being somewhat larger than the nearby dwellings to the west. However, given the site's town centre context, the plot is considered large enough to be able to accommodate a more significant flatted development without causing harm to the visual amenities of the area. Nevertheless, any proposed development must have an acceptable visual relationship to adjacent buildings.

The proposed development has a ridge height of 9.7m and an eaves height of 5.9m. The plot as a whole has a width of 37m, with the development covering 32m across the plot. This building therefore has a greater scale and massing than other nearby development. For example, the single-storey garage immediately to the west has a ridge height of around 5.5m, and the semi-detached hipped roofed properties beyond have a ridge height of around 9.15m and much smaller roofforms. Notwithstanding this contrast, it is considered that the proposed development's scale and mass would not appear harmfully discordant, noting that the single-storey structure to the west and the gap in development to the east would provide a visual break in the street scene and prevent the development creating a single continuous built form. There is also a recent precedent for a larger building - with the (unimplemented) development granted planning permission under application 21/10106 to the east having a continuous width of 27.5m.

The proposal incorporates a large central projecting element around the undercroft access and includes bay features which break up the visual massing of the

development within the context of the surrounding street scene. The bays partially replicate the design of the nearby semi-detached properties to the west (though with a differing style and roof form), thereby helping the development to visually connect to these smaller properties. To the rear, the development incorporates a number of projecting features, including dormers and a flat roofed section, which have the effect of emphasising the third storey of accommodation within the roof form when compared to the front elevation which retains more of a two-storey character. However, it is felt the scale and mass of the building's rear aspect is sufficiently articulated, with tile hanging being deployed to break up the appearance of the building.

The surrounding area contains a mix of built form, including both semi-detached and terraced residential units, as well as a mix of commercial buildings of varying sizes. There is no single consistent style within the surrounding area, which is notable for its mix of development types. As such, the site is able to absorb the development's built form without it appearing out of context.

The proposal seeks to roughly continue the building line of the nearby residential properties to the west, with a small set back proposed to be retained across the frontage of the site. It is considered that the building's setback from the street would be appropriate, providing necessary definition and containment to the street.

The proposed development strikes an appropriate balance between the scale of the larger commercial buildings within the surrounding street scene and the typically smaller residential properties within the Commercial Road frontage. The use of the bays, undercroft and central projecting feature help to satisfactorily break up the massing of the building and reduce the sense of a continuous built form.

The use of the undercroft to facilitate parking to the rear allows for an efficient use of this town centre site, whilst ensuring parked cars are set to the rear so as not to result in a car dominated frontage. The development would fill an unsightly gap within the street scene, with the retained gaps on either side being sufficient to ensure an acceptable visual relationship to neighbouring buildings.

To the rear, the 3-storey scale and nature of the development is more visually obvious, but as this is also a less prominent part of the site, it does not impact materially on how the building is perceived from Commercial Road. Whilst the rear aspect of the building would be visible from Causeway Crescent, it is considered that the set back and existing layout of development would mean it would not be harmfully intrusive.

The 'Totton Town Centre - Urban Design Framework' highlights the mixed character of the area and identifies the importance of improving the streetscape. Policies DM9, ENV3 and ENV4 highlight the importance of green infrastructure within settlements and the positive impact that green spaces can provide not just in terms of ecology but also with regard to creating attractive and appealing places within the built environment. A low level wall with railings and landscaping are proposed along the site frontage, which would help define and soften the frontage within the street scene and provide a more attractive frontage to the site than the existing arrangement, adding greenery and generally enhancing the space and entrance into the Totton town centre. A larger landscaped area is proposed to the rear of the site. Only indicative details have been proposed at this stage, and it is considered it would be necessary to secure a more detailed landscaping plan by condition. This area would be screened at ground floor level, but there would be views into part of the site from the rear. Some of the land to the rear is proposed to be retained to

serve as car parking for the development. However, the landscaping of the rest of the site would represent a substantial visual improvement when compared to the existing hard surfacing and car storage that takes place on site at present.

It is important to recognise that the site is in a town centre location where a higher density of development is justified. Overall, it is considered that the development would integrate acceptably into the mixed pattern of development within the surrounding area; and subject to suitable conditions to secure a high quality of material finish and landscaping on the site, it would represent an appropriate form of development within the context of the surrounding area. As such, the proposal is considered to address the requirements of paragraphs 129, 135 and 139 of the NPPF and policy ENV3 of the Local Plan.

Amenity

Policy ENV3 of the Local Plan seeks to ensure that developments achieve a high quality of design through the provision of an attractive living environment for proposed occupiers, whilst avoiding unacceptable impacts on neighbouring properties through overlooking, overshadowing or the creation of an overbearing form of development.

Paragraph 135 of the NPPF identifies that development should achieve a high standard of amenity for existing and future users, while paragraph 139 identifies that development which is not well designed should be refused, with significant weight being given to integration with the layout of surrounding development.

The development has been laid out with a communal amenity space to the rear of the application site adjacent to the designated parking area. The landscaping incorporates around 150m² of open communal amenity space, along with other landscaped areas to the edges and internal areas of the site. In addition to the above communal area, some additional external spaces to the rear have been allocated for the use of the ground floor flats (23m² for Flat 1, 20m² for Flat 2 and 19m² for Flat 3). On balance, given the town centre context, it is considered that the proposal provides a reasonable quantum of useable external amenity space, sufficient to meet the needs of the proposed occupiers.

The development has been designed with each unit having a dual aspect with outlook to the front and rear, with bedrooms typically situated facing to the rear. Generally speaking, it is considered that the proposal provides a good quality of outlook for proposed occupiers. Flat 9, which is set within the building's roofspace, has a somewhat unusual internal layout, wrapping around the communal staircase and largely relying on rooflight windows for outlook. Notwithstanding this arrangement, it is considered that the flat has a reasonable amount of living space and while the rooflight windows would be set 1.8m from floor level, it is considered that the rooms would retain light and outlook suitable for a habitable living space. It is considered that the proposal provides a reasonable quality of internal living environment for the proposed occupiers.

In terms of neighbouring occupiers, the application proposes a substantial alteration to the site both in terms of built form and the change of use. With regard to the physical form of the proposed development, the site at present has a high level fence but otherwise no substantive above ground development. The application proposes three stories of accommodation, with the third storey being accommodated

within the roof form of the building.

To the west, the site is immediately adjacent to a larger single-storey commercial garage building. This existing building is set back within the frontage, with the immediate frontage of the site being hard surfaced and used for car parking associated with the use. The proposed building would be set further forward than the neighbouring commercial building. However, taking into account the commercial nature of the neighbouring use, it is not considered that the proposed building would have an overbearing or otherwise harmful impact on the neighbouring commercial property. The proposed development would be well separated from other residential development to the west, and so would not have a materially harmful impact on the amenities of those properties. It is noted that the layout of the development to the rear has placed the parking on the western side of the site adjacent to the commercial use, which would help to minimise the impact of this use on future residential occupants.

A footpath access runs to the east of the site. Beyond this there is a currently vacant plot, with the former building on the land (which operated as a premises for the Royal British Legion) having been demolished following the grant of consent for demolition under application 21/11545 and consent for a 2m fence to screen the site under application 21/11541. No planning permission has subsequently been sought for an alternative use of the land. The proposed development would be partially set off the immediate eastern boundary, and the layout would provide a generous gap to the east of the site which is considered sufficient to ensure no adverse impact on properties in Commercial Road to the east of the site.

To the rear, the development is set between 19m and 22m from the rear boundary of the site with the property at 1 Causeway Crescent, with the closer sections of the building looking towards the building rather than the garden area. It is considered that this degree of separation is sufficient to mitigate potential overlooking concerns. The properties at 71 and 72 Causeway Crescent are set closer to the rear and have their rear windows and gardens partly facing into the rear of the application site. However, these properties are set at an angle to the application site, and the proposed development has incorporated a number of features to address potential overlooking. The proposed rooflight windows would be set at a high level (with the bottom of the window being set at 1.8m above internal floor level), which will still provide light/outlook but limit the potential for direct overlooking into neighbouring sites. The closest first floor level window (serving the room identified as 'Bed 1' in Flat 7) has been angled away from these properties. The closest of the remaining windows would be set around 14m from the edge of the garden land for 72 Causeway Crescent and around 17.5m from the closest part of the building. Taking into account the increased set back from the edge of the site, these windows would have a more oblique relationship with the neighbouring property and so would not directly overlook the properties in Causeway Crescent. On balance, taking into account window positions / designs, it is considered that separation distances are sufficient to ensure that the neighbouring properties at 71 and 72 Causeway Crescent would not be harmfully overlooked.

Taking into account the scale of the proposed development, it is considered appropriate to secure a suitable condition in respect of construction management to limit and control the impacts of the development during construction. On this basis, and with regard to the matters outlined above, it is considered that the development would not have a harmful impact on the amenity of neighbouring properties or future occupants and, as such, is compliant with Policy ENV3 of the Local Plan and paragraph 135 of the NPPF.

Highway and transportation impacts

Policy CCC2 identifies that development should ensure safe and convenient pedestrian access as well as suitable car and cycle parking. This is reinforced by Policy ENV3 which identifies that developments should secure appropriate car and cycle parking to meet the needs of the proposed residents. These local policies are supported by paragraph 115 of the NPPF which advises that sites should secure appropriate transport options, including safe and suitable access to the site.

The application proposes to utilise the existing vehicular access to provide access to the rear of the site through an undercroft. An additional pedestrian access is proposed to be formed to the east, with a lower level front boundary wall and planting along the rest of the frontage.

It is noted that the site has an existing vehicular access to the highway, with the lawful use of the site being for the storage and valeting of cars. The application has been supported by a transport statement which indicates that the proposed residential development would result in a net reduction in trip rates, though it is noted this is based on generic data rather than measurements of the existing use of the site. Regardless, it is considered that the proposal would result in a change in the existing pattern of use on the site.

The proposal includes amendments to the access and has been supported by vehicle tracking to demonstrate that the access can comfortably accommodate two-way traffic for vehicles entering and leaving the site at the same time, as well as appropriate on-site turning capacity. These details have been reviewed by the Highway Authority, who have raised no objection to the scheme. Given the busy nature of Commercial Road and the scale of proposed development, a condition is recommended to secure a construction management statement to detail how the site will be managed during construction works.

Third Party comments have identified concerns at the potential for off site parking in roads to the rear (north) of the site. Section 4 of the Parking Standards SPD identifies that a 2-bed dwelling has a recommended provision 2 on-plot parking spaces, or 1.5 in a shared/communal parking arrangement, while a 1-bed dwelling has a recommended provision of 2 on-plot spaces or 1.4 for a shared/communal parking arrangement. The proposed development has been designed with a communal parking area to the rear, which would result in a recommended provision of 13.3 spaces. The proposed development has been designed with 10 identified parking spaces (with an additional area identified to be kept free for vehicle turning). As such, there is a shortfall of 3.3 spaces below the recommended standards. Section 4.4-5 and 15 of the Parking Standards SPD outline that there are situations in which relaxation of the parking standards can be considered to be acceptable, particularly noting that in areas with good access to facilities and alternative transport options such as town centre locations, it can be appropriate to offer a reduced car parking provision. The application site is situated within the defined Totton local centre and is situated around 200m from the nearby Totton Shopping Centre to the west and Totton Train Station to the south-east, with a number of bus stops also within that radius. Overall, taking into account the proximity of the site to nearby facilities and access to sustainable transport options, it is considered that the level of parking provision proposed is adequate and would not be materially harmful to highway safety.

With regards to cycle parking, Section 10 of the Parking Standards SPD identifies that a 2-bed dwelling should provide 2 secure long stay cycle spaces per unit and a 1-bed dwelling should provide 1 secure long stay cycle space per unit. This would result in a total provision of 16 spaces for the proposed development. The application has proposed a communal cycle store within the rear amenity area to provide 16 space in accordance with the identified standard.

With regard to the criteria outlined above, it is considered that the proposed alterations to the access and use of the site would have an acceptable impact in terms of the surrounding highway network. Suitable parking facilities would also be provided for future occupants. As such, it is considered that the proposal complies with the requirements of policies CCC2 and ENV3 of the Local Plan and the provisions of paragraph 115 of the NPPF.

Ecology

There is a mandatory requirement to achieve biodiversity net gain laid out in section 90A of Part III and Schedule 7A of the Town and Country Planning Act 1990 (as amended). In this case, it is noted that the site is currently fully hard surfaced. With regard to Regulation 4 of The Biodiversity Gain Requirements (Exemptions) Regulations 2024, where a development does not impact an onsite priority habitat and impacts less than 25m² of onsite habitat with a biodiversity value greater than zero (and less than 5m in length of onsite linear habitat), then the development will be considered to be exempt from the requirement to achieve a mandatory biodiversity net gain. At present, the site is hard surfaced. In the context of the existing on-site habitat, it is considered that the proposal would be exempt from this requirement.

Notwithstanding the above, Policy DM2 identifies that development proposals will be expected to secure biodiversity enhancement as a principle of securing a wider distribution and improvement of ecological networks within the district.

Introduction of bat boxes is proposed, though no details have currently been provided, and the Council's ecologist has requested further swift boxes. It is recommended that further details of proposed ecological enhancements be secured by condition to include number and location. It is further noted that the proposed development incorporates substantial additional soft landscaping of the site, both to the front and rear, which is considered to represent an improvement on the existing hard surfacing.

Subject to suitable conditions to secure additional details of the proposed landscaping and biodiversity enhancement measures, it is considered that the proposal would result in improved on-site biodiversity. As such, it is considered that the proposal would be compliant with Policy DM2.

Flood risk

With regard to Policy CCC1, it is noted that development should not be permitted in areas of identified flood risk unless in accordance with appropriate sequential and exception tests, with the risk being appropriately managed and mitigated.

The application site does not lie within an area of identified flood risk, though the site does lie in close proximity to the River Test to the east. With regard to section 3.1.21 of the Partnership for South Hampshire Level 1 Strategic Flood Risk Assessment (February 2024), the site does lie within an area indicated as being potentially sensitive to future possible increase in flood risk associated with climate change.

With regard to the above, while the site is not situated within an area of defined flood risk, the proposal would result in a change in the built form of the site. The existing site is hard surfaced and no details have been provided of the existing drainage arrangements. While there is the potential for the increase in soft landscaping on site to improve the drainage capacity of the site, in order to ensure any offsite drainage is managed it is considered appropriate to secure details of a drainage strategy by condition to ensure that the proposal does not result in additional localised surface water drainage issues.

Habitat Mitigation and Nitrate neutrality and impact on Solent SAC and SPAs

a) Recreational Impacts

Policy ENV1 identifies that all development must ensure appropriate mitigation is secured to protect designated habitats within the New Forest and Solent area. In accordance with the Conservation of Habitats and Species Regulations 2017 ('the Habitat Regulations'), an Appropriate Assessment has been carried out as to whether granting planning permission would adversely affect the integrity of the New Forest and Solent European sites, in view of those sites' conservation objectives. The Assessment concludes that the proposed development would, in combination with other developments, have an adverse effect due to the recreational impacts on the European sites, but that the adverse impacts would be avoided if the planning permission were to be conditional upon the approval of proposals for the mitigation of that impact in accordance with the Council's Mitigation Strategy or mitigation to at least an equivalent effect. A legal agreement has secured an appropriate mitigation contribution. As such, it is considered that the proposal complies with Policy ENV1 and no objection is raised in this regard.

b) Air quality monitoring

Policy ENV1 identifies that all development must ensure appropriate mitigation is secured to protect designated habitats within the New Forest and Solent area. Since July 2020 the Council is required to ensure that impacts on international nature conservation sites are adequately mitigated in respect of traffic-related nitrogen air pollution (including NOx, nitrogen deposition and ammonia). Given the uncertainties in present data, a contribution is required to undertake ongoing monitoring of the effects of traffic emissions on sensitive locations. A monitoring strategy will be implemented to provide the earliest possible indication that the forms of nitrogen pollution discussed (including ammonia concentrations) are beginning to affect vegetation, so that, if necessary, measures can be taken to mitigate the impact and prevent an adverse effect on the integrity of the SAC habitats from occurring. A financial contribution has been secured (through a Section 106 legal agreement) towards monitoring and, if necessary (based on future monitoring outcomes) managing or mitigating air quality effects within the New Forest SPA, SAC and Ramsar site. As such, it is considered that the proposal complies with Policy ENV1 and no objection is raised in this regard.

c) Nitrate neutrality and impact on Solent SAC and SPAs

Policy ENV1 identifies that all development must ensure appropriate mitigation is secured to protect designated habitats within the New Forest and Solent area. There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. Natural England have now raised this

with the Council and other Councils bordering the Solent catchment area and have raised objections to any new application which includes an element of new residential overnight accommodation unless nitrate neutrality can be achieved or adequate and effective mitigation is in place prior to any new dwelling being occupied. To ensure that the proposal may proceed as sustainable development, there is a duty upon the local planning authority to ensure that sufficient mitigation is provided against any impacts which might arise upon the designated sites. The Council has a policy in its Local Plan, which seeks to safeguard against any adverse impact and that suitable mitigation is in place to avoid any harmful impact on sites of importance for nature conservation. An Appropriate Assessment as required by Regulation 63 of the Habitat Regulations has been carried out, which concludes that the proposed project would have an adverse effect due to the additional nitrate load on the Solent catchment. As the Competent Authority, NFDC consider that there needs to be a mitigation project to provide this development with a nitrate budget. A Grampian condition is recommended to secure these details and a further Appropriate Assessment will be carried out on discharge of this condition. Subject to this condition it is considered that the requirements of Policy ENV1 have been addressed.

Developer Contributions

As part of the development, the following has been secured via a Section 106 agreement:

- Air Quality Monitoring Contribution: £981
- Habitats Mitigation (Access Management and Monitoring) Contribution: £5,829
- Habitats Mitigation (Bird Aware Solent) Contribution: £5,627
- Habitats Mitigation (Infrastructure) Contribution: £37,756

As part of the development, subject to any relief being granted the following amount Community Infrastructure Levy will be payable:

Type	Proposed Floorspace (sq/m)	Existing Floorspace (sq/m)	Net Floorspace (sq/m)	Chargeable Floorspace (sq/m)	Rate	Total
Dwelling houses	777	0	777	777	£80/sqm	£93,479.08 *

Subtotal:	£93,479.08
Relief:	£0.00
Total Payable:	£93,479.08

**The formula used to calculate the amount of CIL payable allows for changes in building costs over time and is Index Linked using the RICS CIL Index (<https://www.rics.org/uk/products/data-products/rics-community-infrastructure-levy-index/>) and is:*

Net additional new build floor space (A) x CIL Rate (R) x Inflation Index (I)

11 OTHER MATTERS

N/A

12 CONCLUSION / PLANNING BALANCE

As set out earlier in this report, the Council cannot currently demonstrate a 5-year supply of deliverable housing sites, which means that paragraph 11(d) of the NPPF is engaged.

In this case, the application site potentially has an impact on designated habitat sites within the Solent and New Forest area. However, as outlined in the report above, it is considered that these impacts can be addressed by the legal agreement associated with the proposal, as well as appropriately worded conditions. On this basis, it is considered that there is not a strong reason for refusing the development in accordance with 11(d)(i).

As such, it is then necessary to consider where any adverse impacts of the development would significantly and demonstrably outweigh the benefits of the proposal with particular regard to the key policies identified within the NPPF relating to directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes.

The site has previously been identified within local plan policies as a town centre site with the potential to accommodate a commercial or mixed use development. The failure to deliver an appropriate use in terms of the development plans policies for this town centre Opportunity Site is a clear adverse impact arising from the proposal. However, due to the lack of a 5-year housing land supply, the Council's local plan policies are out-of-date, and residential development that makes a positive contribution to meeting the district's housing needs is considered justified and acceptable, subject to demonstrating compliance with wider considerations, including integration with local character.

There is a defined need for new dwellings within the local area, with the proposal providing a mix of smaller dwellings within a highly accessible location within the district. Furthermore, and as described above, the proposal will still contribute towards the vitality and viability of the town both through construction and once occupied. The site will ensure that appropriate ecological enhancements are secured. It is considered that these factors weigh materially in favour of the proposed development.

The proposed development would be a significant new building in this context, but being a town centre site, larger buildings are not uncharacteristic of the area, which has a mixed commercial and residential character. The plot is a prominent part of the entrance way into the Totton town centre from the east, and it is considered that the proposed additional landscaping and greening of the site would represent an opportunity to enhance the existing street scene in a sustainable town centre location. As such, it is considered that the proposal does represent an appropriate use of the land within the town centre location and would integrate acceptably with its wider context.

On the basis of the above and within the context of the relevant national planning policies, it is considered that the residential development of the site would be appropriate; and taking into account the weight afforded to the Council's pressing housing need, it is considered that the adverse impacts of the development (in terms of a loss of the site's employment function) would not significantly and demonstrably outweigh the benefits associated with the proposed additional housing. As such,

notwithstanding that the proposal would be contrary to the provisions of Policy DM16 and TOT15, the application is therefore recommended for conditional approval.

13 RECOMMENDATION

Grant Subject to Conditions

Proposed Conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development permitted shall be carried out in accordance with the following approved plans:

Drg No: Oak_23-056 A (Topographical survey)
Drg No: PP-12922306v1 (Location plan)
Drg No: D228 (Accessway elevations)
(Transport Statement)
Drg No: NJC-004 C (Swept path tracking - service vehicle)
Drg No: NJC-002 C (Swept path tracking)
Drg No: NJC-001 C (Sightlines)
Drg No: D-120 A (Proposed landscaping)
Drg No: D-220 E (Proposed ground floor plan)
Drg No: D-221 E (Proposed first floor plan)
Drg No: D-222 E (Proposed second floor plan)
Drg No: D-224 A (Proposed sections)
Drg No: D-225 A (Proposed street scene)
Drg No: D-226 A (Proposed block plan)
Drg No: D-227 (Proposed cycle store)
Drg No: D-310 F (Proposed elevations)
Drg No: D-500 E (Illustrative images)
Drg No: D-501 D (Illustrative images)

Reason: To ensure satisfactory provision of the development.

3. Before development proceeds above damp proof course level, samples or exact details of the facing and roofing materials to be used shall be submitted to and approved in writing by the Local Planning Authority. The development shall only be implemented in accordance with the approved details.

Reason: To ensure an acceptable appearance of the development in accordance with Policy ENV3 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

4. Prior to construction (including demolition) commencing on the site, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP shall include the following details:

- Development contacts, roles and responsibilities

- Public communication strategy, including a complaints procedure
- A programme of and phasing of demolition and construction work (to include construction methodology)
- A strategy for the management of contractor parking
- A strategy for deliveries associated with construction works
- Access and egress arrangements for plant and machinery during construction works
- Location of temporary site buildings, compounds, construction material and plant storage areas
- Management Plan to cover methodology for suppression, mitigation and avoidance measures for dust and mud during construction
- Noise reduction measures, including use of acoustic screens and enclosures, the type of equipment to be used and their hours of operation
- Use of fences and barriers to protect adjacent land, properties, footpaths and highways

The approved details shall be implemented before the development hereby permitted is commenced and retained throughout the duration of construction. The development shall only be carried out in accordance with the CEMP so approved.

Reason: In order that the Local Planning Authority can properly consider the effect of the works on residential amenity and highway safety and in accordance with Policy ENV3 of the Local Plan Part 1 Planning Strategy.

5. Before development above damp proof course level, a scheme of landscaping of the site shall be submitted for approval in writing by the Local Planning Authority. This scheme shall include :

- a) a specification for new planting (species, size, spacing and location);
- b) areas for hard surfacing and the materials to be used;
- c) the treatment of the boundaries of the site and other means of enclosure;
- d) a method and programme for its implementation and the means to provide for its future maintenance.

Development shall thereafter only take place in accordance with the agreed details and shall be fully implemented in accordance with the agreed details within the first planting and seeding season following the occupation of the buildings or completion of the development (which is the sooner). Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size or species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure that the development takes place in an appropriate way and to comply with Policies ENV3 and ENV4 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

6. The development hereby permitted shall not be occupied until the access and parking spaces as well as refuse and cycle stores (as shown in Drg No. NJC-001 Rev C, Drg No. D-227, Drg No. D-220 Rev E and D-228) have been provided in accordance with the submitted details. The areas identified for the parking and turning of motor vehicles and the storage of refuse and cycles shall be retained and kept available for these purposes for the dwellings hereby approved at all times.

Reason: To ensure adequate provision for access and necessary facilities for the proposed development is made in the interest of highway safety and in accordance with Policies ENV3 and CCC2 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

7. Before first occupation of the development hereby approved, a surface water sustainable drainage system (SuDS) shall be designed and installed to accommodate the run-off from all impermeable surfaces including roofs, driveways and patio areas on the approved development such that no additional or increased rate of flow of surface water will drain to any water body or adjacent land and that there is capacity in the installed drainage system to contain below ground level the run-off from a 1 in 100 year rainfall event plus 30% on stored volumes as an allowance for climate change as set out in the Technical Guidance on Flood Risk to the National Planning Policy Framework.

Infiltration rates for soakaways are to be based on percolation tests in accordance with BRE 365, CIRIA SuDS manual C753, or a similar approved method.

In the event that a SuDS compliant design is not reasonably practical, then the design of the drainage system shall follow the hierarchy of preference for different types of surface water drainage system as set out at paragraph 3(3) of Approved Document H of the Building Regulations.

The drainage system shall be designed to remain safe and accessible for the lifetime of the development, taking into account future amenity and maintenance requirements.

Reason: In order to ensure that the drainage arrangements are appropriate and in accordance with Policy ENV3 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park and the New Forest District Council and New Forest National Park Authority Strategic Flood Risk Assessment for Local Development Frameworks.

8. The development hereby permitted shall not be occupied until:
- a) A water efficiency calculation in accordance with the Government's National Calculation Methodology for assessing water efficiency in new dwellings has been undertaken which demonstrates that no more than 110 litres of water per person per day shall be consumed within the development, and this calculation has been submitted to, and approved in writing by, the Local Planning Authority; all measures necessary to meet the agreed waste water efficiency calculation must be installed before first occupation and retained thereafter;

- b) A mitigation package addressing the additional nutrient input arising from the development has been submitted to, and approved in writing by, the Local Planning Authority. Such mitigation package shall address all of the additional nutrient load imposed on protected European Sites by the development when fully occupied and shall allow the Local Planning Authority to ascertain on the basis of the best available scientific evidence that such additional nutrient loading will not have an adverse effect on the integrity of the protected European Sites, having regard to the conservation objectives for those sites; and

The mitigation package shall include a timetable for implementation and measures for retention and maintenance of that mitigation package, which shall thereafter be implemented.

Reason: There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. The PUSH Integrated Water Management Strategy has identified that there is uncertainty as to whether new housing development can be accommodated without having a detrimental impact on the designated sites within the Solent. Further detail regarding this can be found in the appropriate assessment that was carried out regarding this planning application. To ensure that the proposal may proceed as sustainable development, there is a duty upon the local planning authority to ensure that sufficient mitigation for is provided against any impacts which might arise upon the designated sites. In coming to this decision, the Council have had regard to Regulation 63 of the Conservation of Habitats and Species Regulations 2017.

9. Before development commences above slab level, a scheme of ecological enhancements shall be submitted to and approved in writing by the Local Planning Authority. Prior to the first occupation of the development hereby approved (or within such other timeframe as is agreed in writing with the Local Planning Authority), the ecological enhancement measures shall be installed in accordance with the approved details.

Reason: To safeguard and enhance biodiversity and protected species in accordance with Policies ENV3, ENV4 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policy DM2 of the Local Plan for the New Forest District outside the National Park (Part 2: Sites and Development Management).

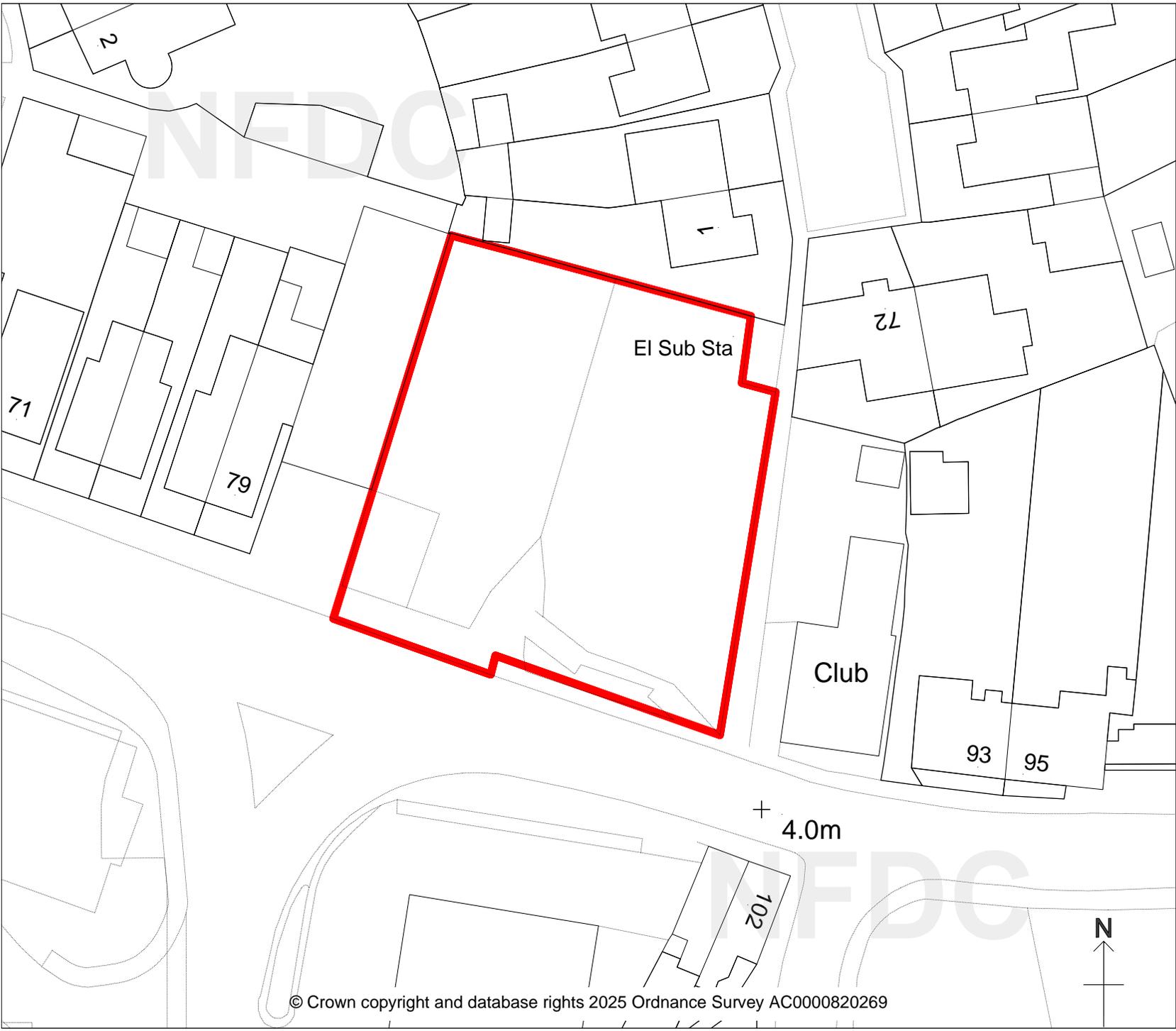
10. Before development commences, the proposed slab levels in relationship to the existing ground levels set to an agreed datum shall be submitted to and approved in writing by the Local Planning Authority. Development shall only take place in accordance with those details which have been approved.

Reason: To ensure that the development takes place in an appropriate way in accordance with Policy ENV3 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

Further Information:

John Fanning

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PLANNING COMMITTEE

May 2025

83 Commercial Road
Totton

24/10445

Scale 1:500

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the internet, it will not be to
scale.

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Planning Committee 14 May 2025

Application Number: 25/10210 Full Planning Permission
Site: LITTLE ACRE, 8 DARK LANE, BLACKFIELD, FAWLEY
SO45 1WB
Development: Two-storey side extension; roof alterations to single-storey front projection and main roof in association with new first floor, including the addition of dormers and rooflights.
Applicant: Mr & Mrs Miller-Harris
Agent: Sanders Design Services Ltd
Target Date: 30/04/2025
Case Officer: Julie Parry
Officer Recommendation: Refuse
Reason for Referral to Committee: Parish Council contrary view

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) The principle of development
- 2) Design and impact on local character and appearance of area
- 3) Residential amenity

2 SITE DESCRIPTION

The application site comprises a modest single-storey bungalow set within the built-up area. The land opposite the front of the property is designated as Countryside outside the New Forest. The application site can be viewed along Dark Lane and New Road, as it sits on a prominent corner plot adjacent to the highway. Additionally, this specific part of Dark Lane is characterised by a series of uniform low-level bungalows. It is noted that New Road slopes steeply downwards towards Dark Lane, with the property sited lower than the closest adjacent property along New Road. There are a mixture of properties along New Road which include both bungalows and two-storey dwellings.

3 PROPOSED DEVELOPMENT

The proposal seeks to provide an additional storey to the dwelling within the roofspace, with bedroom accommodation proposed at first floor and within a two-storey pitched-roofed extension to the north-western side, facing New Road, which would also incorporate a newly built utility room at ground floor. The 2-storey extension would have a much greater eaves height than the eaves height of the existing dwelling. Elsewhere, the existing eaves height would be largely retained, with a large dormer proposed within the north-west facing roof space and rooflights proposed in the south-east facing roofscape. The dwelling's ridge height is proposed to be raised by just under 1 metre in height.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
23/10839 Side & rear extensions & roof alterations to single-storey front projection and main roof to facilitate new first floor including the addition of dormers and roof lights	11/10/2023	Granted Subject to Conditions	Decided

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy ENV3: Design quality and local distinctiveness

Local Plan Part 2: Sites and Development Management 2014

DM2: Nature conservation, biodiversity and geodiversity

National Planning Policy Framework

National Planning Policy Guidance

Plan Policy Designations

Built-up Area

6 PARISH / TOWN COUNCIL COMMENTS

Fawley Parish Council: We recommend permission.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

HCC Rights of Way:

No changes to Public Right of Way; however, applicant should be made aware of the requirements to protect the Right of Way during development which can be added as an informative on any approval.

Ecologist:

A Preliminary Roost Appraisal has been undertaken and no suitable features have been identified on the building, and therefore it has been assessed that bats are unlikely to be present. The findings of the appraisal are accepted.

Environmental Health:

No concerns related to land contamination.

9 REPRESENTATIONS RECEIVED

None

10 PLANNING ASSESSMENT

Principle of Development

As the site is located in the built-up area, the principle of development is acceptable, subject to the consideration of other relevant considerations as set out below.

History

A previous planning application was approved in 2023 which was for roof alterations and a single-storey addition, including dormers. This proposed development has commenced in that the single-storey side extension has been built which forms the utility room. However, this has been constructed larger than the approved plans.

The current application includes these previous additions and alterations, but now includes a two-storey side extension facing New Road. The design of the dormer(s) facing New Road has also been amended.

Design, site layout and impact on local character and appearance of area

Policy ENV3 requires new development to achieve high quality design that contributes positively to local distinctiveness, quality of life and the character and identity of the locality.

Paragraph 131 of the NPPF sets out that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 135 of the Framework also seeks to ensure that decisions add to the overall quality of the area and are visually attractive (criteria a and b).

The principle of altering the roof to increase the ridge height and introduce dormers and rooflights has been set, given that planning permission has already been approved in 2023. Work has commenced on site in the form of building the utility room. However, this has been constructed larger than previously approved. The application description has therefore been changed to include this larger side extension to form part of the proposed two-storey side extension which was not included in the previous planning permission.

As set out above, there is a clear and consistent rhythm of low-level properties along Dark Lane. However, it is recognised that the form of development is more mixed along New Road, which also slopes steeply, so the property to the south 'Springfalls' is set higher. Given that the property is located on a corner position of Dark Lane and at the bottom of New Road, the slight increase in the roof height of the main dwelling is considered acceptable.

However, the proposed two-storey side extension would introduce a starkly discordant feature in a prominent location. With its high eaves and shallow pitched roof, the proposed two-storey extension would not be sympathetic to the scale and proportions of the rest of the dwelling. It would appear as a heavy and incongruous addition, poorly related to the host property and with an awkward relationship with the proposed side dormer.

Furthermore the dormer itself is finished with a hipped roof which is an alien architectural element given the rest of the house is gabled. The dormer is additionally, due to its length, designed with an extensive flat roof which makes this

part of the proposal more tantamount to a first floor roof extension rather than a simple, more traditional dormer window. The design of this part of the proposal creates an awkward juxtaposition of features in the roofscape adjacent to the proposed two storey extension further compounding the harm in the street scene.

The extension's visual harm would be compounded by its prominence within the streetscene, with the extension projecting uncharacteristically close to New Road - such that the built form would be further forward than the other properties in New Road, projecting beyond the perceived building line. The extension would also be awkwardly undercut at ground floor level, thereby emphasising its top-heavy appearance. The resulting development would appear as a disparate addition on the side of the property, compounded by the use of cladding that would simply emphasise the gabled extension's discordant appearance. The extensions as a whole would be too dominant in the street scene along New Road and also out of keeping with the low level bungalows along Dark Lane.

As such, the proposed two-storey extension and associated dormer would appear poorly designed and out of keeping with the bungalow, resulting in an intrusive addition within the street scene, which would detract from the character and appearance of the area. The proposals therefore would not accord with the requirements of Policy ENV3 in terms of high quality design.

In addition to policy ENV3 and to further support the recommendation, paragraph 139 of the NPPF advises that development that is not well designed should be refused.

Highway safety, access and parking

Policy ENV3 requires the integration of sufficient car parking spaces so that realistic needs are met in a manner that is not prejudicial to the character and quality of the street.

The proposed development would increase the number of bedrooms from 3 to 4 bedrooms. Parking is available within the front garden of the property, and there also appears to be ample scope to park safely on the highway. Therefore, there would not be any highway safety concerns from the increase in bedrooms available on the site. As such, the proposals would comply with Policy ENV 3 in relation to parking provision.

Residential amenity

Policy ENV3 states that new development will be required to avoid unacceptable effects by reason of visual intrusion or overbearing impact, overlooking, shading, noise and light pollution or other adverse impacts on residential amenity.

The design of the proposed development is such that the eaves height alongside the shared boundary with Woodacre, 7 Dark Lane, is set at the existing height, with the increased roof sloping away from the boundary. Additionally, its location set off the boundary and positioning in relation to the common boundary would ensure that the proposal would not cause unacceptable effects on the available light or outlook to the adjacent neighbour.

The neighbour to the rear of the site, Spring Falls in New Road, is positioned to the southwest and is positioned sufficiently distant from the development that the proposal would not have a detrimental impact on their outlook or light.

Given that the higher level rooflights on the southeast roof slope would be 1.7m above finished floor levels and the lower rooflight, serving the stairwell, would be set within a non-habitable room, with the stairs proposed to rise up towards the landing, there is not considered to be a need to obscurely glaze these windows.

The proposed windows to the rear elevation would serve a bedroom at first floor and would have views to the side elevation of Spring Falls. With the degree of separation and position of the properties, there would not be an unacceptable loss of privacy on this neighbour's back garden.

Overall, the proposal would not cause unacceptable effects on the privacy, light and outlook available to the adjacent neighbours and, as such, would comply with the requirements of Policy ENV3 in relation to neighbour amenity.

11 CONCLUSION / PLANNING BALANCE

The application has been considered against all relevant material considerations, including the development plan, relevant legislation, policy guidance, government advice and the views of interested third parties.

The proposed two-storey side extension would introduce a large, incongruous addition to the bungalow; with its top-heavy gabled design, high eaves and low pitched roof, along with its awkward relationship with the large side dormer, it would create a poorly designed and dominant addition to the dwelling which would be detrimental to the street scene and character of the area. These adverse effects would be compounded by the extension's intrusive and uncharacteristic forward siting within the New Road streetscene. For these reasons, the proposal would be contrary to Policy ENV3 of the Local Plan Part 1 Planning Strategy for the New Forest outside of the National Park and the provisions of Chapter 12 and in particular paragraphs 131 and 135 of the National Planning Policy Framework (2024), and therefore the recommendation is to refuse planning permission.

12 RECOMMENDATION

Refuse

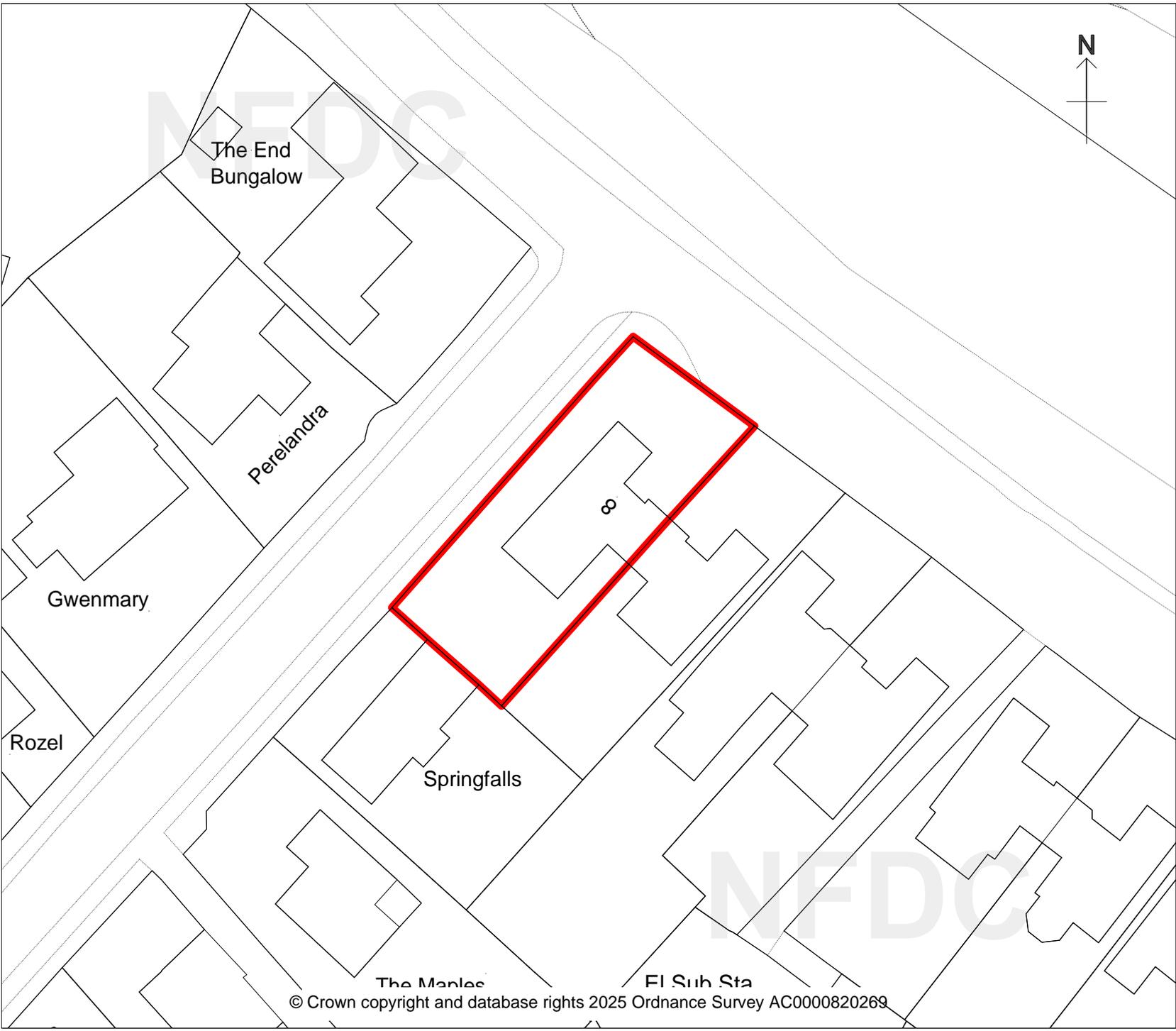
Reason(s) for Refusal:

1. The proposed two-storey side extension would introduce a large, incongruous addition to the bungalow; with its top-heavy gabled design, high eaves and low roof pitched roof, along with its awkward relationship with the side dormer, it would create a poorly designed and dominant addition to the dwelling which would be detrimental to the street scene and character of the area. These adverse effects would be compounded by the extension's intrusive and uncharacteristic forward siting within the New Road streetscene. For these reasons, the proposal would be contrary to Policy ENV3 of the Local Plan Part 1 Planning Strategy for the New Forest outside of the National Park and the provisions of Chapter 12 and in particular paragraphs 131 and 135 of the National Planning Policy Framework (2024).

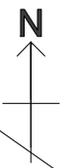
Further Information:

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PLANNING COMMITTEE

May 2025

Little Acre
8 Dark Lane
Blackfield, Fawley
25/10210

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