

NOTICE OF MEETING

Meeting: PLANNING COMMITTEE

Date and Time: WEDNESDAY, 11 MARCH 2026, AT 9.00 AM

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

Enquiries to: Email: joe.tyler@nfdc.gov.uk
Joe Tyler Tel: 023 8028 5982

PUBLIC INFORMATION:

This agenda can be viewed online (<https://democracy.newforest.gov.uk>). It can also be made available on audio tape, in Braille and large print.

Members of the public are welcome to attend this meeting. The seating capacity of our Council Chamber public gallery is limited under fire regulations to 22.

Members of the public can watch this meeting live, or the subsequent recording, on the [Council's website](#). Live-streaming and recording of meetings is not a statutory requirement and whilst every endeavour will be made to broadcast our meetings, this cannot be guaranteed. Recordings remain available to view for a minimum of 12 months.

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

NOTE: The Planning Committee will break for lunch around 1.00 p.m.

Apologies

1. MINUTES

To confirm the minutes of the meeting held on 11 February 2026 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 south of Salisbury Road, Calmore, Netley Marsh, SO40 2RQ (Application 25/10422) (Pages 7 - 66)**

Outline application with all matters reserved except for access from Salisbury Road for a phased residential development of up to 93 dwellings, to include a policy compliant mix of private and affordable homes (Use Class C3), associated infrastructure including vehicular, cycle and pedestrian access, areas of open space, ANRG and play provision, sustainable drainage and landscaping.

RECOMMENDED:

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

- i) the prior completion of a planning obligation entered into by way of a Section 106 Agreement to secure the matters as set out in the report.
- ii) The imposition of the Conditions, as set out in the report, and any additional / amended conditions or variation to the heads of terms as deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions.

(b) **Maple Field Farm, Martin Road, Martin, SP6 3LR (Application 23/10692) (Pages 67 - 82)**

Convert redundant agricultural building into two holiday units; add pergolas and bay windows; demolish existing polytunnel.

RECOMMENDED:

Refuse.

(c) **Shorefield Country Park, Shorefield Road, Milford-on-Sea, SO41 0LH (Application 25/10649) (Pages 83 - 98)**

Change of 12 touring caravan pitches to 12 static caravan pitches, alongside the relocation of ten static caravan pitches within the site.

RECOMMENDED:

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

- i) The completion of a planning obligation entered into by way of a Section 106 Agreement or Unilateral Undertaking to secure:
 - New Forest Habitat Mitigation contributions; and
 - Bird aware contributions
- ii) The imposition of the Conditions, as set out in the report, and any additional / amended conditions or variation to the Heads of Terms as deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions.

(d) **67 Wainsford Road, Everton, Hordle, SO41 0UD (Application 25/11151) (Pages 99 - 104)**

Detached outbuilding to the rear.

RECOMMENDED:

Grant subject to conditions.

(e) **61 Barton Lane, Barton-on-Sea, New Milton, BH25 7PJ (Application 25/11128) (Pages 105 - 112)**

Roof alterations in association with new first floor; partial demolition of existing structure; front & rear single-storey extensions; side dormer and rooflights.

RECOMMENDED:

Refuse.

(f) **Beach Hut 315, Hordle Cliff, Milford-on-Sea (Application 25/10215) (Pages 113 - 120)**

Replacement decking with balustrade and steps.

RECOMMENDED:

Grant subject to conditions.

(g) **Forest Farm, Barnes Lane, Milford-on-Sea, SO41 0RR (Application 25/11153) (Pages 121 - 138)**

Change of use of land for use as storage – open storage shipping containers and vehicles. (Retrospective).

RECOMMENDED:

Refuse.

(h) **57 & 59 Ashley Road, New Milton, BH25 6AZ (Application 25/10969) (Pages 139 - 154)**

Side & rear extensions to form maisonette. Removal of existing garage. Fenestration alterations, external staircase, and parking.

RECOMMENDED:

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

- i) the completion of a planning obligation entered into by way of a Section 106 Agreement or Unilateral Undertaking to secure:
 - Habitat Mitigation contributions; and
 - Air Quality Monitoring contributions
- ii) The imposition of the Conditions, as set out in the report, and any additional/amended conditions or variation to the heads of terms as deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions.

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

This page is intentionally left blank

Planning Committee 11 March 2026

Application Number: 25/10422 Outline Planning Permission

Site: Land south of SALISBURY ROAD, CALMORE, NETLEY MARSH SO40 2RQ (NB: PROPOSED LEGAL AGREEMENT)

Development: Outline application with all matters reserved except for access from Salisbury Road for a phased residential development of up to 93 dwellings, to include a policy compliant mix of private and affordable homes (Use Class C3), associated infrastructure including vehicular, cycle and pedestrian access, areas of open space, ANRG and play provision, sustainable drainage and landscaping

Applicant: Shorewood Homes

Agent: SLR Consulting

Target Date: 31/07/2025

Case Officer: James Gilfillan

Officer Recommendation: Service Manager - Grant

Reason for Referral to Committee: One of the Councils' Strategic sites

1 SUMMARY OF THE MAIN ISSUES

The issues are:

- A. The Principle of the Development, Housing Land Supply and Presumption in favour of Sustainable Development
- B. Housing Mix and Affordable Housing
- C. Design, Landscape, Trees and Open Space
- D. Highways and Access
- E. Flood Risk and Drainage
- F. Residential Amenity
- G. Heritage
- H. Ecology and Habitat Mitigation
 - i) Ecology and Protected Species
 - ii) Recreational Activity Impact on New Forest and Solent Habitats
 - iii) Nitrate Neutrality and Impact on the Solent Special Protection Area (SPA) and Special Area of Conservation (SAC).
- I. Other Matters including Developer Contributions

2 SITE DESCRIPTION

The application site is made up of agricultural fields, commercial parking and former garden land, on the southern side of Salisbury Road, to the north of Calmore on the edge of Totton. The application site is part of the Strategic Site 'Land North of Totton' allocated for mixed-use development by Local Plan policy SS1. The Local Plan allocation covers a much larger area of land surrounding the application site. Given it is allocated for development in the Local Plan the application site falls within the built-up area of Totton as defined by the local plan policies map.

There are residential dwellings adjoining the application site on Pauletts Lane to the south east and immediately to the west is a large residential dwelling (Calmore Croft House). The former gardens of Calmore Croft House provide some of the land within the application site and is enclosed by the application site on three sides of its curtilage. Calmore Croft House has its own vehicular access from Salisbury Road that crosses the land within the application site.

There is an area of small industrial units to the west using the existing access track along the west edge of the planning application site, from which some of the application site is formed.

There are mature trees across the centre of the application site and around the northern, eastern and southern boundaries protected by an Area Tree Preservation Order made in 1988. There is a shallow ditch on a north-south axis across the northern part of the site, extending to a ditch parallel to Salisbury Road. The application site land levels are varied with an approximate 10m drop in levels between the north-west and south-east.

3 PROPOSED DEVELOPMENT

Outline application with all matters reserved except for access from Salisbury Road for a phased residential development of up to 93 dwellings, to include a policy compliant mix of private and affordable homes (Use Class C3), associated infrastructure including vehicular, cycle and pedestrian access; areas of open space, ANRG and play provision, sustainable drainage and landscaping

The Matters under consideration by this application are:

- Principle: The principle of up to 93 dwellings across the application site and the provision of Public Open Space (POS) and Alternative Natural Recreational Greenspace (ANRG).
- Access: The means of accessing the site on foot, cycle and by car from the adjoining routes and roads.

The detailed Matters of; Appearance, Landscaping, Layout and Scale of the development; are reserved for consideration by future applications.

The planning application is supported by detailed proposals of one access for all modes of travel from Salisbury Road, to serve the site. Detailed plans also propose shared cycle-pedestrian (non-vehicular) access will be provided from Salisbury Road and Pauletts Lane.

Four parameter plans are provided to support the principle of the development.

- An Access and Movement Parameter Plan.
- A Land Use Parameter Plan.
- A Building Heights Parameter Plan.
- A Green Infrastructure Parameter Plan.

These plans set out the extent of land proposed for development, with a range of building heights across that land, on site management of surface water drainage and retention of existing landscape features to contribute to the provision of adequate Public Open Space (POS) and Alternative Natural Recreational Greenspace (ANRG). Opportunities to provide links to adjoining land for cyclists and pedestrians are indicated.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
None on the application site.			

Relevant applications close to the application site.

Adjoining land.

<u>Former Calmore Croft Farm</u> 26/10052 Reserved Matters application for appearance, landscaping, layout and scale pursuant to outline planning permission ref. 24/10199 "Erection of up to 22,000sqm of employment use for logistic/warehouses (Use Classes B2 and B8) and ancillary office space" and discharge of conditions 2, 6, 7, 8, 11, 17, 21, 22 and 26.		Under consideration	
24/10199 Outline planning application for the erection of up to 22,000sqm of employment use for logistic/warehouses (Use Classes B2 and B8) and ancillary office space with all matters reserved except for access.	08/05/2025	Granted Subject to Conditions	Decided

Land to the north of Salisbury Road.

<u>Bargate Homes. Hill Street</u> 22/10854 Erection of 60 dwellings with access from Hill Street.	18/02/2025	Granted subject to conditions	Decided
<u>Bloor Homes.</u> 24/10268 Reserved Matters Application for the approval of appearance, landscaping, layout, and scale for 269 dwellings, pursuant to Outline Planning Permission 20/10997	20/12/2024	Granted Subject to conditions	Decided
20/10997 Outline planning application with all matters reserved, except means of access to the highway, for the demolition of existing buildings and the residential (C3) development of the site with up to 280 dwellings, ANRG, and open space,	16/01/2023	Granted Subject to Conditions	Decided
<u>Bloor Homes (Phase 2)</u> 25/10449. New residential dwellings (Use Class C3), including new primary vehicular access with footways and cycleways, multi-functional community hub, and ANRG, POS and drainage infrastructure.		Under consideration	

Other sites within Local Plan policy SS1

<u>Land north of Cooks Lane.</u> 22/10219 Development of up to 196 Dwellings, including accesses from Cooks Lane and Pauletts Lane, provision of POS, ANRG and Drainage (Outline Application with details only of Access).	16/10/2025	Granted Subject to Conditions	Decided
---	------------	-------------------------------	---------

Land at Loperwood. 25/11154. Construction of 38 dwellings with access from Loperwood and associated internal roads, landscaping, public open space, utilities and drainage infrastructure		Under consideration	

5 PLANNING POLICY AND GUIDANCE

Relevant Legislation

Planning and Compulsory Purchase Act 2004.
 Planning (Listed Buildings and Conservation Areas) Act 1990
 National Parks and Access to the Countryside Act 1949
 Levelling Up and Regeneration Act ('LURA') (2023)

National Planning Guidance

National Planning Policy Framework (NPPF) 2024
 National Planning Policy Framework (NPPF) 2025 (Consultation draft)
 Planning Practice Guidance

Local Plan 2016-2036 Part 1: Planning Strategy

Policy STR1: Achieving Sustainable Development
 Policy STR2: Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park
 Policy STR3: The strategy for locating new development
 Policy STR4: The settlement hierarchy
 Policy STR5: Meeting our housing needs
 Policy STR8: Community services, Infrastructure and facilities

Strategic Site 1: Land to the north of Totton
 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 HOU2: Affordable housing
 Policy CCC1: Safe and healthy communities
 Policy CCC2: Safe and sustainable travel
 Policy IMPL1: Developer Contributions
 Policy IMPL2: Development standards

Local Plan Part 2: Sites and Development Management 2014

DM1: Heritage and Conservation
 DM2: Nature conservation, biodiversity and geodiversity

Local Plan Core Strategy 2009 (saved policy)

CS7: Open spaces, sport and recreation

Supplementary Planning Guidance And Documents

SPD - Air Quality in New Development.
 SPD - Housing Design, Density and Character

SPG - Landscape Character Assessment
SPD - Mitigation Strategy for European Sites
SPD - Parking Standards
SPD - Climate Change

Tree Preservation Order: 1425/18/88

Strategic Flood Risk Assessment 2024.

Infrastructure Development Plan 2020

Emerging New Forest Local Plan:

On February 4th 2026 a report to Cabinet recommended that this Council start the public consultation stage into the Regulation 18 version of the new Local Plan. This Regulation 18 version of the Plan will represent an early point in the plan-making process. At this stage, the National Planning Policy Framework (NPPF) paragraph 48 advises that only limited weight can be afforded to emerging plan policies when determining planning applications, as the weight given depends on the stage of preparation, the extent of any unresolved objections, and the degree of consistency with the NPPF. Given that the Regulation 18 draft is at the initial consultation stage and has not progressed to examination, it cannot be considered to carry significant material weight. Accordingly, while the emerging Local Plan is a material consideration in decision making and may provide helpful context, decisions should continue to be primarily guided by the adopted development plan unless other material considerations indicate otherwise.

6 PARISH / TOWN COUNCIL COMMENTS

Netley Marsh Parish Council: We recommend **PERMISSION**, subject to the matters listed below, but would accept the decision reached by the NFDC officer under their delegated powers.

A flood report being received with assurances that adequate and appropriate flood risk, water and sewerage services are provided and will not increase the problems already experienced on these issues in the Parish.

Proper provision being made for pedestrians and cyclists along the A36 Salisbury Road from Green Lane to Calmore roundabout in order for residents to safely access education, medical and retail facilities, with a cycle way being extended to Totton town centre and station.

7 COUNCILLOR COMMENTS

No comments received.

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

New Forest DC

Archaeology: No objection subject to condition (28/05/25)

The findings of the Archaeological Desk-based Assessment are agreed. But the potential for archaeological deposits is considered to be a little higher than stated in the assessment. Pre-determination archaeological trenched evaluation would be preferable. However, given the outline nature of the application, this evaluation

could be conditioned to occur prior to submission of reserved matter applications should the LPA direct it.

Conservation: No objection (05/06/25 & 06/01/26)

Calmore Croft House accessed off the A36, The Blue House, barn and cart shed accessed off Pauletts Lane all appear on early OS Maps and appear to be Non-Designated Heritage Assets. The heritage statement addendum assessing the impact on these is noted. There are no further comments.

Ecology: No objection subject to conditions and S.106 (11/06/25)

The proposal will give rise to recreational disturbance effects on New Forest and Solent habitats, that can be mitigated for by on site ANRG and financial contributions towards mitigation projects. On-site mitigation and enhancement should be secured and will avoid harm to habitats and species identified as being present on or near the site.

Environmental Design: Objection (22/10/25)

Raises concerns that ANRG does not meet certain quality and dimensional criteria. The proposed layout does not make provision for a link road as required by local plan policy and if the road can't be delivered will pedestrian routes be deliverable. Landscape framework does not include roadside planting along Salisbury Road. Proposals to incorporate sustainable drainage in the built area has not been included in the supporting Design and Access statement, nor has the drainage attenuation basin been designed to allow amenity use. The illustrative layout plan is over intensive and should not be considered an acceptable solution for reserved matter applications.

Environmental Health (Contamination): No objection (19/05/25)

Environmental Health (Pollution).

- **Air Quality. No objection subject to condition. (24/10/25)**

An adequate air quality assessment has been undertaken, the impact is predicted to be insignificant. A dust management condition should be included to minimise risks during construction.

- **Noise. Objection. (16/09/25)**

Properties along the north edge of the area of built development may suffer excessive noise disturbance and optimum acoustic design hasn't been considered in the orientation and layout of dwellings.

Housing: Comments (05/06/25)

The provision of a policy level of affordable units on this site is positive as is the proposal to provide a mix of unit sizes including smaller one bedroom and a couple of 4-bedroom dwellings. However, the proposed housing mix includes a greater percentage of 1-bed dwellings than the Objectively Assessed Need report, supporting the Local Plan, suggested was preferred.

Open Space: Comments (14/05/25)

A sufficient amount of children's play space has been identified, although the split location shown on the plans is likely to spread provision too thinly. Further details are required to demonstrate how provision can meet the needs of different age groups and be an appealing and safe opportunity for play. Connections to adjoining land are supported. Financial contribution towards formal POS should be secured. Landscape design including the SUDS basin requires additional review. A landscape maintenance plan should be secured, including provisions for access and parking for maintenance vehicles.

The large area of ANRG on the west could be secured in a way to allow 'dogs off the lead' exercise space.

Trees: No objection subject to conditions (10/06/25)

No objection to the removal of the tree to facilitate the proposed access, nor the proximity of the built development parameter to retained trees. Conditions should be imposed to ensure the recommendations of the arboricultural report are implemented.

Hampshire CC

HCC Education: No objection subject to S.106 (12/06/25)

The planning application will generate additional school age children. There is insufficient capacity in primary age schools in Calmore to accommodate the additional students. Financial contributions should be secured to contribute towards expansion of schools to meet the additional demand.

HCC Highways: No objection subject to condition and S.106 (08/12/25)

Revisions to the proposed vehicular access have addressed previous concerns. The remaining departure from HCC standards has been accepted by the Departure from Standards (DfS) board. An acceptable Road Safety Audit has been submitted. Opportunities to make provision for pedestrian and cyclist only access to the site have been made to promote sustainable travel. Off-site highway improvements and financial contributions have been identified and should be secured in a S.106 legal agreement. A construction traffic management plan should be secured by condition.

HCC Surface Water: No objection subject to condition (17/06/25)

Satisfied with the principles of the development and have no objection but recommend that the submitted flood risk assessment and drainage strategy is not considered as an approved document, and conditions are applied to secure a detailed drainage strategy that directly relates to the detailed design of the layout and scale of the development as approved by reserved matter applications.

Others

Hampshire Fire & Rescue Service: No objection (19/05/25)

The proposed project appears to involve a planning application deemed to present a low to medium level of risk. Best practice for fire safety and compliance with Building Regulations advice is provided.

Hampshire & IofW Constabulary: No objection (27/05/25)

Supports the application in principle. Footpaths to the rear of properties should be gated and communal parking courtyards well lit.

Hampshire & IofW NHS: No objection (20/11/25)

The planning application will give rise to new patients for GP surgeries in Totton, that currently do not have capacity to meet the increase in patient registrations that will arise. The only way to mitigate the impact is to increase the physical capacity of existing surgeries. A proportionate financial contribution is requested to contribute towards the costs of expanding local surgeries.

National Highways: No objection subject to condition (07/06/25)

Modelling undertaken demonstrates, to the satisfaction of National Highways, that Junction 2 of the M27 will remain within capacity. Requests a Construction Transport Management Plan is secured by condition.

Natural England: No Objection (20/02/26)

Subject to securing mitigation measures identified in the Councils Habitat Regulations Assessments, by way of planning obligations in a S.106 or planning condition, Natural England does not object to the planning application.

NatureSpace: Objection (12/06/25)

Whilst water bodies within the vicinity have been surveyed recently to support planning applications on surrounding sites, one water body within 35m has not been surveyed and the survey of another is over 3 years old, as such the presence of Great Crested Newts can not be ruled out.

Southern Water: No objection subject to condition (23/06/25)

Adequate sewerage capacity exists for the planning application. Requests a condition is imposed in respect of landscape close to public water apparatus.

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

- Concerns regarding surface water drainage and flood risk along Pauletts Lane and properties to the south of the application site.
- Concerns regarding disturbance of livestock and residential amenity.
- Concerns regarding the availability of medical and education services.
- Increase in vehicles giving rise to further damage to roads.

For: 0

Against: 3

10 PLANNING ASSESSMENT

A. Principle of the Development, Housing Land Supply and Presumption in Favour of Sustainable Development

i. Principle of Development

Local Plan policy STR1 'Achieving sustainable development' sets the overarching requirements expected of developments to achieve sustainable development. The first three requirements are particularly relevant to this application:

i) Ensuring housing needs are met by delivering development in sustainable locations;

ii) Requiring a context led approach to the design of development and secure a high quality design that maintains local distinctiveness, safeguards landscapes and heritage assets;

iii) Achieving environmental gains, avoiding or mitigating the impact of development on the integrity of protected habitats in the New Forest and Solent.

Policy STR3 presents the strategy for locating new development, seeking to direct development to accessible locations that help to sustain the vitality and viability of the towns and villages of the plan area.

Policy STR4 sets a settlement hierarchy for the New Forest. The site falls within Totton, included in the list of 'Towns', the largest settlements in the hierarchy, considered to be the most sustainable locations for large scale residential development, such as the scheme proposed by this application.

Policy STR5 sets the housing need targets and the trajectory for delivering the housing to meet the overall identified need, against which the five-year supply of land for housing is calculated. The delivery strategy identifies that circa 60% of the District's housing needs will be delivered by Strategic Site Allocations, of which this application site is located within.

The planning application site falls within the built-up area as defined by the proposals map. It is part of a larger site allocated for residential-led mixed-use development by Strategic Site policy SS1 (Land North of Totton), set out in full below:

Strategic Site 1: Land to the north of Totton

i. Land to the north of Totton, as shown on the Policies Map is allocated for residential-led mixed use development and open space and will comprise the following:

- At least 1,000 homes, dependent on the form, size and mix of housing provided.*
- A commercial core west of Pauletts Lane including around five hectares of land for business and employment uses.*
- A community focal point in a prominent location including ground floor premises suitable for community use.*
- Contributions to educational provision to include two hectares of land to be reserved for a primary school.*
- On-site provision of formal public open space.*

ii. The masterplanning objectives for the site as illustrated in the Concept Master Plan are to create a well-designed and integrated extension to Totton whilst maintaining the rural character of Hill Street and Pauletts Lane and a countryside edge to the New Forest National Park. Development will be required to:

- a. Create an integrated network of natural green spaces to frame development, using and enhancing important tree belts, hedgerows and woodland blocks (including Bog Plantation, Hatton's Plantation and Kilnyard Copse), and by making a positive feature of water courses, to connect new greenspace to existing footpaths and rights of way to Loperwood, Sharveshill Plantation, Wade Hill Drove and Testwood Lakes.*
- b. Set development behind the ridgeline on the northern and northwestern edges to maintain an open landscape and an appropriate westbound transition from urban Southampton to the countryside edge of the New Forest National Park.*
- c. Provide traffic calming and crossing points for the A36 (Salisbury Road) and creating a choice of vehicular routes including an alternative route west of Pauletts Lane between the A36 and Loperwood suitable for two-way traffic including buses, and an eastwest pedestrian and cycle route across Pauletts Lane.*

iii. Site-specific Considerations to be addressed include:

- a. The need for an agreed comprehensive development framework for the whole allocation to ensure the effective coordination between multiple land interests to deliver an integrated, whole-site approach to*

the provision of access, community facilities, open space and natural recreational greenspace for habitat mitigation.

- b. Design and other appropriate measures to mitigate potential noise and air quality impacts from the M27/A31, A36 and the A326.*
- c. To assess the need for, and to provide where necessary, enhancements to the A326 and A36 junctions to provide safe vehicular access for the development.*
- d. The Grade II listed building Broadmoor Cottage, Pauletts Lane should be retained within an appropriate setting so that its significance can be appreciated.*
- e. The preparation of a detailed site-specific Flood Risk Assessment (FRA) will be required which would demonstrate that there will be no inappropriate development within Flood Zone 3b.*

The illustrative concept master plan supporting the policy in the Local Plan presents a broad approach to the layout of development and open space across the wider site and indicates that the planning application site is considered appropriate for residential development and Alternative Natural Recreation Greenspace.

Policy SS1 (criterion iii (a)) recognises a need for the multiple land ownership interests to come together and prepare a comprehensive development framework for the entire allocation in order to ensure delivery of an integrated, whole site, approach to the provision of routes across it, the mix of uses and facilities and spread of green space. It has not been possible to secure such a development framework. However, this should not and can not preclude consideration of applications, assessment on their merits and discharge of the duty of the Local Planning Authority (LPA) to determine planning applications made to it.

The location of the development, within the defined built-up area of Totton is appropriate for the scale of the proposed development, in accordance with the requirements of STR3 and STR4. As such the planning application accords with criterion i) of STR1.

Being within the defined built-up area and on land allocated for housing-led mixed-use development, the principle of development within the application site is acceptable and accords with Local Plan policies STR3, STR4 and STR5 making a positive contribution to the successful implementation of the development plan's approach to meeting identified housing need.

ii. Housing Land Supply and Presumption in favour of Sustainable Development

In determining planning applications decisions should be made in accordance with the policies of the extant Development Plan unless material considerations indicate otherwise (Section 38(6) of the Planning & Compulsory Purchase Act). Material considerations include the planning policies set out in the National Planning Policy Framework (NPPF).

Paragraph 11 of the NPPF clarifies what is meant by the presumption in favour of sustainable development for decision taking. It states:

For decision-taking this means: ‘...

- c) approving development proposals that accord with an up-to-date development plan without delay; or*
- a) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - i. the application of policies in this Framework that protect areas or assets of particular importance 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.*

Taking NPPF paragraph 11(c), if the proposed development accords with the local plan it should be approved.

If the development does not accord with the local plan, the development must be considered against NPPF paragraph 11(d).

Footnote 8 to the NPPF paragraph 11 is clear that in such circumstances where a five-year supply of deliverable housing sites is not demonstrated those policies which are most important for determining the application are to be considered out-of-date meaning that the presumption in favour of sustainable development in paragraph 11 is engaged.

The most recent five-year housing land supply statement published by the Council confirms that there is 1.53 years of housing land available in the District.

Taking the first limb of paragraph 11(d), as this report sets out, in this case there are specific policies in the NPPF which protect areas of assets of particular importance referred to within footnote 7 of the NPPF, namely habitat sites, heritage assets and flood zones. Therefore, a judgement will need to be reached as to whether policies in the Framework provide a strong reason for refusing the development. Where this is found to be the case, the development should be refused.

The second limb of paragraph 11(d), namely whether the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits when assessed against the policies of the NPPF taken as a whole (the so called 'tilted balance'), will only apply if it is judged that there are no strong reasons for refusing the development having applied the test set out in the first limb.

The remainder of this report will assess the application against the relevant policies of the development plan and relevant material considerations. The report concludes with a balancing exercise as per the requirements of NPPF paragraph 11d, limb 2.

B. Housing Mix and Affordable Housing

Local Plan Policies HOU1 and HOU2 seek to ensure that new residential development provides a mix and choice of homes by type, size, tenure and cost. Current evidence suggests that there is a need for a greater proportion of new stock to be smaller-to-medium-sized homes. A supporting table (Figure 6.1) within the Local Plan sets out the need for different house types within the District.

	1-2 bed	3-bed	4+ bed
Affordable rental homes	60-70%	25-30%	5-10%
Affordable home ownership	55-65%	30-35%	5-10%
Market homes	30-40%	40-45%	20-25%

The outline application does not commit the scheme to a precise number of dwellings or a mix of sizes. It would be appropriate to ensure a suitable range of dwelling sizes is delivered to provide suitable diversity in housing choice as set out in policy HOU1. A condition would be imposed to set a range of open market dwelling sizes that closely matches that set out in the above table supporting Local Plan HOU1.

Adopted policy HOU2 sets the targets for delivery of affordable housing in the District. Falling within 'Totton and the Waterside' area in accordance with HOU2 criterion i) the proposal is required to deliver 35% affordable housing. Based on the proposed 93 dwellings there is a requirement for up to 33 dwellings to be made available for affordable tenures.

The applicant has confirmed, in the supporting Planning Statement (SLR received 25/04/25) that the proposal will include 35% affordable housing in line with Local Plan policy HOU2 criterion i).

The provision will be split 70:30 between affordable rent and affordable home ownership. The affordable rental properties would be split 50:50 between affordable and social rent in accordance with HOU2 criterion iii). This would be secured by a S.106 legal agreement.

The following Affordable Housing Mix has been agreed with the applicant:

	1-bed	2-bed	3-bed	4-bed
Social Rent	40-50%	5-15%	20-30%	0-5%
Affordable Rent	40-50%	5-15%	20-30%	0-5%
Shared Ownership	0%	40-50%	40-50%	0-10%

For example, if 93 dwellings are delivered on the application site then in terms of absolute numbers the Affordable Housing offer could provide the following:

	1-bed	2-bed	3-bed	4-bed
Social Rent	5	2	3	1
Affordable Rent	6	2	3	1
Shared Ownership	0	5	5	0

As such, the proposed affordable housing mix provides for a suitable mix of house sizes. The actual residential typology (flat, terraced house, semi-detached house) will be determined at the Reserved Matters application stage.

This supports a wide range of choices and costs within the market and housing needs and is supported by NFDC Housing officers. The proposed mix would reflect the District housing need and would also coincidentally be in line with identified needs in the Totton area which specifically includes smaller rented units.

As such, the scheme would deliver the social benefits of providing housing, in a mix of housing types and sizes, creating a mixed and balanced community as well as giving a wide choice.

Therefore, subject to a S.106 planning obligation securing the proposed affordable housing in perpetuity, and a condition ensuring a variety of dwelling sizes for the open market dwellings, the proposal accords with Local Plan Policies HOU1 and HOU2 and NPPF paragraph 61.

C. Design, Landscape, Trees and Public Open Space

Local Plan Policy Strategic Site 1 (Land to the north of Totton) criterion (ii) sets out the aim of the policy is *inter alia*:

"to create a well-designed and integrated extension to Totton whilst maintaining the rural character of Pauletts Lane".

Criterion (ii) (a) requires development to:

"Create an integrated network of natural green spaces to frame development, using and enhancing important tree belts, hedgerows and woodland blocks (including Bog Plantation, Hatton's Plantation and Kilnyard Copse)".

Local Plan Policy STR2 (Protection of the countryside and the adjoining New Forest National Park) sets out that development should not have an unacceptable impact on the special qualities and purposes of the adjoining New Forest National Park and its settings. In the determination and implementation of development proposals including planned growth, great weight will be given to ensuring that the character, quality and scenic beauty of adjoining New Forest National Park are protected and enhanced.

Local Plan Policy ENV3 (Design quality and local distinctiveness) sets out that all development should achieve high quality design that contributes positively to local distinctiveness, quality of life and enhances the character and identity of the locality by creating buildings, streets, places and spaces that are functional, appropriate and attractive. New development will be required to address specific design criteria (i) to (vii).

Local Plan Policy ENV4 (Landscape character and quality) sets out that where development is proposed there is a requirement to retain and/or enhance the following landscape features and characteristics through sensitive design, mitigation and enhancement measures, to successfully integrate new development into the local landscape context, addressing supporting design criteria (i) to (vi).

The national Planning Practice Guidance (PPG) sets out additional guidance over and above that set out in the National Planning Policy Framework (NPPF). The PPG confirms that applications for Outline planning permission seek to establish whether

the scale and nature of a proposed development would be acceptable before fully detailed proposals are put forward.

The PPG also confirms that Parameter Plans can include information on the proposed land use, building heights, areas of potential built development, structure of landscape and green infrastructure, access and movement and other key structuring and placemaking components. Parameter Plans can provide elements of the framework within which more detailed design proposals are generated, but they are not a substitute for a clear design vision and master plan and need to be used in a way that does not inhibit the evolution of detailed proposals. For example, setting maximum parameters for aspects such as building heights can still allow flexibility in determining the detailed design of a scheme.

Parameter Plans

The application is supported by Parameter plans setting out the following:

- An Access and Movement parameter plan (Thrive P4 received 18/12/25) - including vehicular, cycle and pedestrian access points
- A Land Use parameter plan (Thrive P4 received 18/12/25) - sets out the proposed built development areas, provision of public open space, Alternative Natural Recreational Greenspace, on-site play and drainage features
- A Building Heights parameter plan (Thrive P3 received 18/12/25) - setting out a range and location of different building heights.
- A Green infrastructure parameter plan (Thrive P2 received 18/12/25) overlaying veteran tree buffers with the proposed land uses

i) Access and Movement Parameter Plan

The supporting Access and Movement Parameter Plan (Thrive, December 2025) sets out the location of the single vehicular access point on the southern side of the Salisbury Road in the NW of the application site. The Access and Movement Parameter Plan also sets out the location of the main access road through the application site. The main access road includes a smaller roundabout located in the NW of the application site with four arms proposed to serve this development and other land within the Local Plan Allocation Site. A truncated private drive will provide vehicular access to Corner Croft House which will connect with the proposed main access road.

The supporting Access and Movement Parameter Plan also sets out four pedestrian and cycle access points on the boundary of the application site. This includes two on the northern boundary south of the Salisbury Road, one on the SE boundary adjacent to land also within the Allocation Site and one on the SW boundary which could in time provide access to other land in the Allocation Site. Various pedestrian walking routes within the application site are also set out.

The illustrative concept master plan supporting Local Plan policy SS1 does not include any primary points of access to this land from either Salisbury Road or Pauletts Lane, nor any non-vehicular accesses. However, there were no proposals for a roundabout on Salisbury Road in the Local Plan as has subsequently been granted planning permission (20/10997) to provide vehicular access to the land north of Salisbury Road. Notwithstanding this, the principle of using such infrastructure to provide vehicular access to the planning application site is considered appropriate and minimises the potential impact of providing a vehicular access in an alternative location on the local landscape.

The routes across the planning application site seek to make provision for connectivity with adjoining land for pedestrians and cyclists. Most notably linking ANRG green space across the wider land within Local Plan policy SS1 and access to public transport on Salisbury Road.

Essentially it is considered that the supporting Access and Movement parameter plan makes suitable provision for access and connectivity for vehicles, pedestrians and cyclists between the communities within the area of Local Plan policy SS1.

ii) Land Use Parameter Plan and Green Infrastructure Parameter Plan

The supporting Land Use parameter plan (Thrive P4 received 18/12/25) defines the area of the site considered appropriate for built development, including housing and roads, the arrangement of green infrastructure including Alternative Natural Recreational Greenspace (ANRG) and Public Open Space (POS). The indicative siting of a children's play area and surface water drainage infrastructure is also set out.

The proposed residential land use parcel has a size of 2.49 hectares and is predominantly located in the eastern half of the application site. Residential development will also be located north of the proposed main access route as set out in the Access and Movement Parameter Plan.

The proposed ANRG has a size of 2.3 hectares and is predominantly located in two parcels in the western half of the application site and also includes land adjacent to the northern, eastern and south-eastern boundaries. The proposed informal POS is located in the approximate centre of the application site comprising a tree belt which itself includes various veteran trees and open land adjacent to a large drainage basin. The proposed indicative location of a Local Equipped Area of Play in the western ANRG field and a Local Area of Play (LAP) is within the ANRG adjacent to the northern boundary of the application site. A pumping station is proposed in the south of the application site.

The Green Infrastructure Parameter Plan (Thrive P2 received 18/12/15) suitably reflects the Land Use Parameter Plan in terms of the extent of ANRG and POS. The Green Infrastructure Parameter Plan also sets out the existing trees and vegetation to be retained.

As this outline planning application has been made on a relatively small parcel of land within the overall site allocated by Local Plan policy SS1 for mixed-use development, and without an overarching development framework agreed by Local Plan Allocation Site landowners, the application has to make provision for its green infrastructure needs.

As such the Land Use Parameter Plan (Thrive P4 received 18/12/25) and Green Infrastructure Parameter Plan (Thrive P2 received 18/12/15) sets out how the application makes provision for on-site ANRG and POS commensurate with the calculations required by Local Plan policies ENV1 and CS7.

As set out the built development will occupy approximately 2.5ha of land, with over 3ha of land for supporting green infrastructure including a surface water drainage attenuation basin.

The area for built development is positioned towards Salisbury Road across the open area of the existing field. This is considered appropriate and preserves a landscape edge to the planning application and separation from important lines of trees, avoiding removal of or pressure on, high quality trees.

Green infrastructure is predominately located across the southern and western portions of the application site. This arrangement places the open space adjacent to existing fields to the south of the application site, consistent with the broad layout shown on the illustrative concept master plan supporting Local Plan policy SS1, contributing to an east-west green corridor to the north of the Public Right of Way between Pauletts Lane and Loperwood Lane.

Local Plan policy SS1 criterion i. describes the mix of uses to be delivered by the land subject to the policy, including provision of a community focal point in a prominent location including ground floor premises suitable for community use. The concept master plan supporting Local Plan policy SS1 outlines a large area of the land allocated for development, that falls within the planning application site, to be appropriate for the delivery of the 'Heart of the Neighbourhood', that could include a community focal point and school.

However, Local Plan policy SS1 does not define what a 'community focal point' actually is. This outline planning application does not make provision for any such community or commercial built form to support the new residential communities.

With respect to the reference by Local Plan policy SS1 to making land available for a school, the representation received from the HCC Education officer have not objected to the lack of provision of land for a new school, requesting financial contributions to mitigate the impact of the development on education infrastructure.

Whilst there is merit in the provision of additional facilities to support social wellbeing of residents, care needs to be taken to ensure such facilities are deliverable and be viable for the long term and do not compromise the efficient use of the land within Local Plan policy SS1 for residential-led development.

Essentially it is considered that this application for up to 93 residential dwellings, is not sufficiently large enough to be able to viably support provision of a building for such community use. As such, the lack of provision for a mix of uses that includes a community space is acceptable.

There is an existing community hall along Pauletts Lane within the land of Local Plan policy SS1. The Local Plan illustrative concept master plan has identified the land adjacent to the site of the existing hall as appropriate for built development and green infrastructure. As such, it is considered appropriate that opportunities to enhance the provision of community infrastructure within Local Plan policy SS1 can be explored during consideration of potential further development proposals within the Local Plan Allocation Site.

As such the principle of the arrangement of the area for built development and green infrastructure as shown on the Land Use parameter plan is consistent with the concept master plan and represents an appropriate distribution of land uses, that can support compliance with Local Plan policy SS1 and provide a suitable basis for more detailed design consideration at the Reserved Matters stage..

iii) Building Heights Parameter Plan

The supporting Building Heights Parameter Plan (Thrive P3 received 18/12/25) proposes a range of storey heights between 2 and 3 storeys. The application is proposed to be predominately 2 storeys high, with a central core of 2.5 storeys in the large eastern parcel and up to 3 storeys adjacent to the vehicular entrance to the site.

Relying primarily on 2 storey dwellings is consistent with the prevailing size of dwellings in the area and those being provided on other planning permissions within Local Plan policy SS1. The location of this application site within Local Plan policy SS1, where it is surrounded by other land subject to the policy it is not considered necessary to have lower scale of development heights to soften the edge of the planning application alongside the edge of the built-up area and countryside.

Taller 2.5 storey dwellings would readily be accommodated within the centre of the eastern area of the built development, where the 2 storey buildings provide a transition from the edge. 3 storey buildings are considered appropriate adjacent to the vehicular access to the planning application site to act as visual way-marking and a focal building alongside the main entrance road. Buildings of this scale are included close to Salisbury Road on the other planning permissions within the area of Local Plan policy SS1.

Whilst the appearance of the buildings at these heights is not under consideration by this outline planning application, it is considered that there is nothing unique about the planning application site, or any constraints that would restrict buildings up to such heights being successfully included.

Although the planning application proposes to alter ground levels to reduce the extent to which the ground levels drop from north to south across the proposed area for built development, the supporting Indicative sections plan (Thrive P1 rec'd 19/08/25) demonstrates how the planning application will retain a degree of sloping ground and could respond to the sloping topography across the planning application site. This could result in a suitably varied skyline and roof heights and ensure that the proposed storey heights will have a suitable transition at the edge of the application site.

As such, the Building Height parameter plan presents an appropriate distribution of storey heights that will enable efficient use of the site and respect the topography and surrounding built form context and provides a framework for attractive street scenes and skyline. The mix of buildings with different heights will also assist in the delivery of suitable smaller dwellings, both market and affordable, in line with Local Plan Policies HOU1 and HOU2.

Built Density

The application is not supported by a parameter plan setting out a range of densities across the area for built development. Based on the proposal for up-to 93 dwellings, the area for built development will have a density of approximately 37 dwellings per hectare. This is commensurate with densities approved across other developments within local plan site SS1 allocation. It is likely that there will be areas of higher density where 3-storey and 2.5-storey buildings occur and lower densities where detached housing is sited.

As considered under the assessment of the building heights parameter plan, the application site is surrounded by land within Local Plan SS1 site allocation, where extensive areas of built development will separate this application site from the countryside. As such it is considered unnecessary to have low densities to provide a transition from the built-up areas into the countryside.

As such, subject to consideration of reserved matter applications for layout and appearance the highest density achievable by this application is considered to be sympathetic to the emerging character across the Local Plan SS1 allocation site.

Therefore, subject to a condition ensuring detailed proposals for the Landscape, Layout and Scale of development comply with the principles established by the supporting parameter plans, it is considered that a framework for development that accords with Local Plan policy SS1 and the requirements of NPPF paragraph 129 and 135, has been established.

Trees

The principal landscape features within the planning application site are the mature trees. Many of these are located at the edge of the site providing extensive screening of the planning application site. As set out, there is also a notable line of veteran trees through the centre of the application site on a broad north-south axis. Retaining the primary existing landscape features of the site and accommodating them in the landscape proposals contributes to the requirement of Local Plan policy SS1 criterion ii. a. to "Create an integrated network of natural green spaces to frame development, using and enhancing important tree belts, hedgerows and woodland blocks" and perpetuates the contribution of those features to the overall character of the area.

The planning application is supported by an Arboricultural Impact Assessment and Method Statement (Eco Urban Arboricultural received 25/04/25). This includes a tree survey and classification.

Three category B trees are proposed to be removed, one to facilitate the proposed access and two from the avenue lining the existing drive to Calmore Croft house. The NFDC Tree officer has no objection to their removal and the extent of green infrastructure shown on the supporting Land Use parameter plan (Thrive P4 received 18/12/25) provides adequate opportunity for compensatory tree planting. Other category C and U trees are proposed for removal but are not considered to be a constraint to development and can be compensated for. Comprehensive details of tree planting will be considered by a reserved matter application for landscape.

The NFDC Tree officer is satisfied that accurate assessment of tree classification has been made, including veteran trees, and that accurate root zones have been identified and in the case of the veteran trees, adequate ecological buffers calculated.

The supporting Green Infrastructure parameter plan (Thrive P2 received 18/12/25) demonstrates that the area for built development will not directly conflict with the ecological buffers, or root zones of the veteran trees. Conditions can be imposed to ensure protective barriers and construction techniques are employed to avoid short term impacts during construction.

As such the application is satisfactory in arboricultural terms subject to suitable conditions and therefore accords with Local Plan policy ENV4 criterion i.

Landscape

The planning application is supported by a Landscape Visual Impact Assessment (LVIA) (Fabrik received 25/04/25) that recognises that the agricultural landscape character of the planning application site will be lost as a result of the scale of the development proposed by the application.

However, the principle of such a change has been accepted by allocation of this land for mixed-use residential-led development by Local Plan policy SS1. Furthermore, the application site is not within a sensitive designated landscape.

The context around the application site is changing, in accordance with Local Plan policy SS1, as other planning permissions for residential-led development are implemented. It is not considered possible to maintain the agricultural character of the application site and deliver the requirements of Local Plan policy SS1.

However, due to the extent of containment by existing mature trees, the LVIA considers that the agricultural appearance is only readily appreciated from a small range of vantage points, that are on-site or land within the Local Plan policy SS1 allocation, so will all be subject to change, the most significant of which is from the Public Right of Way to the south of the application site.

The application site does not abut the route of the Public Right of Way (PROW) located to the south, as such views of the planning application will be across existing fields and filtered by existing off-site trees and hedges or looking across existing residential curtilages that front on to the PROW. Furthermore, the area of built development, as shown on the Land Use parameter plan (Thrive P4 received 18/12/25) is set away from the boundaries of the planning application site, increasing the separation distance from public vantage points. As such, whilst the character of the area will change it is considered this would be a moderately minor adverse effect.

Landscape objectives of Local Plan policy SS1 include preservation of the rural character of Pauletts Lane, a countryside edge to the New Forest National Park (NFNP) and at criteria ii.a. to create an integrated network of green spaces to frame development, using and enhancing important tree belts and hedgerows.

The application does not share boundary with either Pauletts Lane or the NFNP, and as such it does not have an impact on, nor can it enhance the rural character or countryside edge in accordance with those objectives in Local Plan policy SS1.

The supporting Green Infrastructure parameter plan (Thrive P2 received 18/12/25) demonstrates how the important tree belts on the planning application site have been incorporated in the green space on site, maintaining their visual contribution to the landscape character of the area and planning application.

It is therefore considered that the application, subject to suitable conditions accords with the landscape objectives of Local Plan policy SS1.

The site survey plans supporting the Flood Risk Assessment (FRA) (Calibro received 24/05/25) identify a drainage ditch crossing the northern part of the site, following the line of veteran trees. It is shallow and is not a significant landscape feature largely obscured by undergrowth. The Land Use parameter plan (Thrive P4 received 18/12/25) does not identify it as a feature of the sustainable drainage.

However, it does fall within the area of retained green infrastructure and the preliminary surface water drainage plan supporting the FRA makes provision for its maintenance and retention, though does not appear to make use of it as part of the drainage strategy. Its retention will contribute positively to the appearance of the open space and contribute to preserving ground drainage conditions around veteran trees.

As shown on the supporting parameter plans, the planning application includes provision of a surface water drainage attenuation basin. The preliminary surface water drainage plan indicates 1:3 slopes to a depth of 3m. This would be a considerable change in on-site topography and the appearance of the southern part of the site, that would not be sympathetic to the prevailing gently sloped character.

Whilst such a feature will not be readily visible from outside the site, in the short term it will not be absorbed into the landscape on-site. However, as illustrated by the supporting Landscape addendum (Thrive received 14/11/25), the strategy for the design of the landscape of the drainage basin could ensure that in the long term the initial conflict will be reduced.

The supporting Landscape addendum describes how sustainable drainage could be incorporated in the design of the built area and how the design of the drainage basin has evolved to be a landscape led design. These details address some of the concern of the NFDC Environmental Design officer.

As indicated by the Green Infrastructure parameter plan (Thrive P2 received 18/12/25) the application makes adequate provision for a Local Plan policy ENV1 compliant quantum of greenspace as Alternative Natural Recreational Greenspace (ANRG). For a development of 93 dwellings in a housing mix consistent with figure 6.1 (supporting local plan policy HOU1) 1.96ha of ANRG is required. The application provides 2.30ha

The NFDC Mitigation for Recreational Impacts (Mitigation) SPD sets out design guidance for the provision of greenspace as ANRG. At the outline planning application stage, where Landscape is a reserved matter, the details relate to the dimensions of large spaces and green links connecting them.

Due to the shape of the planning application site and onsite veteran tree constraints, it has not been possible to adhere precisely to the guidance set out in the Mitigation SPD. The guidance expects a Primary Space to have a diameter of 120m and secondary spaces to have a diameter of 60m, with links between them of 20m. It has not been possible to achieve these aspects in the layout and arrangement of the ANRG proposed by the planning application.

The western field of the planning application site will achieve 120m across its width but is substantially below that dimension on a north-south axis. However, the reduced north-south diameter is in part mitigated for by the presence of open fields and garden curtilage on either side of the application site, ensuring a degree of visual openness and landscape setting beyond the boundary of the ANRG, contributing to the enjoyment of the space by users. Moreover, there is potential for the proposed ANRG to be extended to the south if further mixed-use planning applications within the Local Plan Allocation Site were to come forward in the future.

Paragraph A4.4.5 of the Mitigation SPD allows for deviation from the precise dimensions for the spaces.

Where non-strategic residential development sites of over 50 (but under 100) dwellings cannot reasonably accommodate an uninterrupted radius of 60m but requires on-site mitigation, the council will accept alternative dimensions for this main space, if it offers a space of equivalent area (i.e. at least 1.14ha) and maximises the breadth of the space where possible.

It is considered that the main space being provided by the planning application can rely on this flexibility to justify the layout and dimensions of its main space.

Furthermore, paragraph A4.5.9 refers to the use of land within the Strategic Sites allocated by the Development Plan.

For the allocated strategic housing sites, the Council has prepared Site Concept Masterplans to accompany the site specific policies. These are illustrative but indicate an approach to the distribution of all open space. Those areas of land which the Council views as needing to remain free from development are

marked. Notwithstanding other factors (such a flooding and ecology) that are subject to further survey and assessment, the space is defined as either those spaces which are large enough to qualify as ANRG or other areas where public open space may be of advantage but where dimensions prohibit the space being considered as ANRG.

Not only is the land to the south of the proposed ANRG main space currently open paddock grazing land, it is identified by the illustrative concept masterplan, supporting local plan policy SS1, as being appropriate for provision as ANRG. It is therefore considered reasonable to rely on this land as contributing to delivery of the openness and semi-natural open character required for the function of the ANRG space.

Furthermore, the east edge of the main space abuts the line of veteran trees through the centre of the planning application site and the buffer zone, of at least 30m width, required to preserve their ecological value will contribute to the perception of the overall size of the main space and provide a strong enclosing landscape feature screening the main space from the area for built development and as such is considered to contribute positively to the semi-rural character of the ANRG main space.

Secondary spaces of 60m diameter are achievable to the north of Calmore Croft House and along the southern boundary of the application site, in accordance with the guidance. However, it is not readily possible to connect the two spaces together by an ANRG corridor. The linking landscape consisting entirely of veteran trees, where direct public access would not be complimentary to the ecological value of the irreplaceable habitats. Essentially, in this instance, NFDC Officers have prioritised the long-term wellbeing of the veteran trees in this area over providing new footpaths in line with the access guidance set out in the Mitigation SPD

The supporting Movement and Access parameter plan (Thrive P4 received 18/12/25) includes the principle of a footway along the west edge of the area for built development that will link the ANRG open spaces and take advantage of the landscape setting of the line of veteran trees, without impacting their roots or ecological buffer zones.

Paragraph A4.4.5 describes links as

Links – links that allow such spaces to work cumulatively must be spacious in themselves. They should be an average of 20m wide (minimum 15m at any given point).

The ecological buffer around the veteran trees is required to be a minimum of 15m from the tree, as such the protected land either side of the line of veteran trees will have a width of at least 30m. In this case the paths will be located at the edge of the linking landscape rather than within it. However, subject to approval as part of Reserved Matter applications it is within the control of the LPA to ensure a design and layout of landscaped paths to provide an attractive routes across the planning application site, to the secondary spaces are delivered.

A second secondary space with 60m diameter is included for on the Green Infrastructure parameter plan. At the south of the planning application site, it is significantly dominated by the proposed surface water attenuation basin, which will compromise access to some of the space, although it will offer an open aspect. The Mitigation SPD includes guidance for the design and layout of ANRG and at paragraph A4.5.13 states:

Recreational mitigation land offers an opportunity for integral drainage design that fulfils the policy requirements for managing surface water from new residential developments. This may be in the form of above ground features such as ditches, swales, water storage areas and ponds.

As such it is considered there is no reason, in principle, to oppose the provision of the drainage basin within the ANRG.

The ANRG, as shown on the Green Infrastructure parameter plan crosses the area for built development, where a road is shown illustratively. The reserved matter application of Landscape and Layout can seek to ensure this is an attractive and pedestrian safe crossing, that follows the Mitigation SPD guidance for such circumstances. However, the importance of continuing the ANRG across to the north boundary of the Planning Application site is in order to tie in with ANRG being provided on the north side of Salisbury Road on the Bloor Homes site (20/10997) and establish the wider connectivity of ANRG across the land within the SS1 Allocation site in line with the masterplanning objective in criterion (ii)(a) of Local Plan policy SS1.

As such, whilst the ANRG being provided by the planning application does not strictly adhere to the dimensional guidance set out in the Mitigation SPD, given the constraints of the application site, it is considered that the ANRG proposed by this planning application will support the provision of an attractive alternative to sensitive habitats in the New Forest for residents across Local Plan policy SS1 and subject to detailed landscape planting specifications the planning application will accord with Local Plan policy ENV1. The proposed ANRG will also play, by virtue of its location at the approximate centre of Local Plan Allocation Site SS1, provide a valuable link between the public open spaces provided north of the Salisbury Road and those within the consented and potential schemes in the south of the Allocation Site. Therefore, subject to conditions requiring compliance with the parameter plans and the detailed consideration of reserved matter applications the application accords with landscape objectives of criteria (ii)(a) and (iii)(a) of Local Plan policy SS1, ENV3 and ENV4.

New Forest National Park

The national Planning Practice Guidance (paragraph: 039 Reference ID: 8-039-20250129) sets out:

Section 11A(2) of the National Parks and Access to the Countryside Act 1949, section 17A of the Norfolk and Suffolk Broads Act 1988 and section 85 of the Countryside and Rights of Way Act 2000 (as amended by section 245 of the Levelling Up and Regeneration Act 2023) require that 'in exercising or performing any functions in relation to, or so as to affect land' in National Parks and National Landscapes, relevant authorities 'must seek to further' the purposes for which these areas are designated. Guidance on the operation can be found in Defra guidance on this duty.

This duty is particularly important to the delivery of the statutory purposes of protected landscapes. It applies to all local planning authorities, not just National Park authorities, and is relevant in considering development proposals that are situated outside National Park or National Landscape boundaries, but which might have an impact on their setting or protection.

The site is close to the boundary of the New Forest National Park (NFNP). The proposed housing is located approximately 400 metres east of the NFNP. Whilst the principle of the use of the land for mixed-use purposes including housing has been considered in the Principle of Development sub-section above, in accordance

with the Levelling Up and Regeneration Act ('LURA') (2023) and Section 11(A) of the National Parks and Access to the Countryside Act 1949 and Local Plan policy STR2 it is necessary to assess the details of this outline scheme on the purposes and character of the NFNP itself.

In the determination and implementation of development proposals including planned growth, great weight will be given to ensuring that the character, quality and scenic beauty of adjoining NFNP are protected and enhanced.

In addition to Local plan policy STR2, criterion (ii(b)) of Local Plan policy SS1 seeks to direct development behind the ridgeline on the north western edge, maintain a landscape edge and west bound transition from urban Southampton to the countryside edge of the New Forest.

The application site does not have a contiguous boundary with the NFNP, the densely wooded corridor of the A326 dual carriageway and other land within Local Plan policy SS1, where planning permission for built form has been approved, separating the application site from the boundary of the NFNP.

The submitted Landscape and Visual Impact Assessment (Fabrik, April 2025) sets out that:

The Site does not perform a role in the perceived setting to the New Forest National Park and as such there will be no change to the setting of the Park. The Site will continue to be truncated in views from the New Forest National Park, ensuring there is no inter-visibility and as such no visual effects are anticipated

NFDC Landscape has commented (7/7/25) that the submitted LVIA is considered appropriate and adequate.

None of the development proposed by the planning application is any closer to the NFNP than envisaged by the concept master plan supporting Local Plan policy SS1. Furthermore, it is positioned on land illustratively shown for development, the separation distance mostly in excess of 0.4km, intervening buildings, permitted development (including an industrial estate) and retained landscape surrounding the proposed area of built development as shown on the Land Use parameter plan (Thrive P4 received 18/12/25) ensures the planning application will not have an impact on the NFNP.

Essentially, through the separation distance and change in levels between the housing development parcel and the National Park to the west in line with the conclusion drawn by the submitted LVIA the proposal will not impact on the setting of the NFNP

As such, the proposal would not impact upon the setting of the NFNP and therefore accords with Local Plan Policy STR2 and NPPF paragraph 189. Additionally, the proposal has suitably reflected Local Plan Policy SS1 in terms of providing housing in a planned location and hence it is considered that the purposes of the National Park are broadly furthered in this instance through suitable planning in a neighbouring LPA area where there is potential for impact and therefore the proposal accords with the LURA section 245 and the national PPG.

Recreation and Public Open Space.

Saved Local Plan Policy CS7 (Open spaces, sport and recreation) sets out that the aim is to provide as a minimum standard the equivalent of 3.5 hectares of public open space per 1000 population to serve the districts towns and larger villages. The

improvement of play, sports and other public open spaces provision will be implemented in various ways, both on and off-site.

Based on the illustrative housing mix the NFDC Open Space calculator confirms that the requirements for open space are:

- Informal public open space: 0.47ha
- Equipped play space: 0.05ha
- Formal public open space: 0.29ha

As presented on the Public Open Space POS calculations plan (Thrive received 18/12/25) the supporting Land Use parameter plan (Thrive P4 received 18/12/25) includes the provision of 0.94ha of informal public open space and play space.

As shown in more detail on the Green Infrastructure parameter plan (Thrive P2 received 18/12/25) the informal public open space is largely made up of areas of important trees and their protective ecological buffers. It is accepted that much of this area will not have public access for informal recreation. Furthermore, land along the edge of the illustrative access road and along the north edge of the application site beside Salisbury Road have also been included as informal POS, some of which it is considered will not make a meaningful or functional contribution to informal POS due to their size or location.

Saved Local Plan policy CS7 does not include a definition of what informal open space is considered to consist of, function it is expected to deliver or minimal requirements.

Paragraph 001 (Reference ID: 37-001-20140306) of the Open space, sports and recreation facilities, public rights of way and local green space chapter of the PPG states:

Open space, which includes all open space of public value, can take many forms, from formal sports pitches to open areas within a development, linear corridors and country parks. It can provide health and recreation benefits to people living and working nearby; have an ecological value and contribute to green infrastructure, as well as being an important part of the landscape and setting of built development, and an important component in the achievement of sustainable development.

It is considered that the informal open space provided by this application accords with this paragraph. Furthermore, it is important to preserve these significant landscape features in order to provide landscape setting to the planning application site and in doing so will contribute to the visual amenity of the site and delivery of Local Plan policy SS1 masterplanning objective ii criterion a, by creating an integrated network of natural greenspaces to frame development, using and enhancing important tree belts.

Discounting those parts of the site described above as considered unlikely to reasonably contribute to the provision of open space on site from the quantum of informal POS being proposed by the planning application does not result in an undersupply of informal POS as required by Local Plan policy CS7. So whilst approximately 0.1ha of the land proposed as informal POS is sub-optimal in respect of its quality, layout and location, the planning application delivers in excess of 0.7ha of informal POS, sufficient to meet the policy CS7 requirement of 0.47ha.

Furthermore the POS calculations plan presents an oversupply in respect of the amount of area being provided as Alternative Natural Recreational Greenspace (ANRG). As shown on the Green Infrastructure parameter plan the ANRG encircles the area of built development, as such it would be in close proximity to all residents, contributing to their amenity and informal recreation needs.

The supporting Land Use parameter plan and Green Infrastructure parameter plan, include reference to the provision of a Local Equipped Area for Play (LEAP) and a Local Area for Play (LAP). Despite the extent of green space proposed by the planning application, much of it is in close proximity to veteran and large trees, where it is not considered appropriate to provide such a destination to attract residents.

However, it is considered that the position for the LAP next to one of the principal routes through the green infrastructure, as shown on the Access and Movement parameter plan, is acceptable as part of comprehensive play provision across the land subject to Local Plan policy SS1.

Furthermore, opportunity for a LEAP has been included within the western field as shown on the Land Use parameter plan and Green Infrastructure parameter plan, within the western field. This will also be on primary pedestrian routes through the site, with opportunity to be easily accessible from land to the south of the application site, to contribute to comprehensive play across the land subject to Local Plan policy SS1.

In accordance with Local Plan policy SS1 and specific requirements identified by the Infrastructure Development Plan, financial contributions towards the provision of a MUGA style pitch and cricket pitch, to be delivered in Totton, are required, in order to meet the requirements for formal public open space off-site. This is consistent with other applications within Local Plan allocation site SS1, whereby the total cost of those two pieces of recreation infrastructure has been shared across the Local Plan policy SS1 target to deliver 1000 homes. A proportionate contribution of £398 per dwelling towards the provision of a MUGA and cricket pitch as formal open space projects will be included in the heads of terms for a planning obligations legal agreement attached to this recommendation.

The heads of terms for a planning obligation can include securing details of future management and maintenance of the open space and play equipment provided.

As such, subject to planning obligations, it is considered that based on the site-specific constraints the planning application presents an acceptable approach to the delivery of public open space that will benefit residents and make efficient use of the site in accordance with Local Plan policy CS7 and NPPF paragraph 96 (c).

D. Highways and Access

Access to the site is the only detailed 'Matter' under consideration as part of this Outline Planning Application.

In accordance with Local Plan policy CCC2 proposed development is required to deliver safe and sustainable travel, by prioritising safe and convenient pedestrian access within developments, provide or contribute to the provision of dedicated cycle routes and lanes, consider the impact of development on bridleways, provide sufficient car and cycle parking in accordance with the parking standards SPD, provide infrastructure for electric vehicles and contribute to the provision of highway or public transport measures.

It also recognises that the Strategic Site Allocation Policies may make site specific requirements. In this case Local Plan policy SS1, site specific consideration (iii) (c) requires assessment of the need to enhance the junctions between the A326 and A36.

Criterion ii. of Local Plan policy SS1 sets masterplanning objectives for development of the land subject to the policy. Sub-criterion c) states that development will be required to:

Provide traffic calming and crossing points for the A36 (Salisbury Road) and creating a choice of vehicular routes including an alternative route west of Pauletts Lane between the A36 and Loperwood suitable for two-way traffic including buses, and an east west pedestrian and cycle route across Pauletts Lane.

The application proposes to form an access from Salisbury Road into the application site, for all modes of travel, in order to achieve safe and sustainable access. A shared pedestrian and cycle way access will be provided to provide safe and direct access to the bus stop being provided on the south side of the Salisbury Road. Details of a shared pedestrian and cycle way to Pauletts Lane are also included.

Access

The application site includes the existing track serving the small industrial site, known as Brookes Hill Industrial Estate, adjacent to the planning application site. The new roundabout to be constructed on the A36, by Bloor Homes, to serve their residential development on the north side of Salisbury Road under construction, will retain this track as it's southern arm.

The application proposes to replace the existing single width access track with a new road of appropriate dimensions to accommodate two-way traffic and the volumes of traffic and types of vehicles that will be generated by the planning application and the existing neighbouring uses.

As demonstrated by the supporting detailed Site Access plan (Calibro rev 01 received 20/11/25) the proposed access has been designed, to the satisfaction of HCC Highways, to tie into the A36 roundabout to be constructed by Bloor Homes, in accordance with their planning permission (20/10997), and will be the southern arm of the four-arm roundabout. All aspects of visibility, capacity, road widths and swept paths have been demonstrated to meet the standards of HCC as Local Highway Authority.

The position of the 'give way' lines and vehicle entry position on to the roundabout from the proposed access does not comply with HCC standards. However, as set out in the HCC Highway representation, this departure has been approved by the Departure from Standards board at Hampshire County Council and is therefore acceptable on highway safety grounds.

Whilst, at the time of writing, construction of the roundabout by Bloor Homes, to provide vehicular access to their planning permission has not commenced. However, the planning permission has been implemented, and houses are under construction. The agreed phasing plan for the planning permission indicates, to the satisfaction of HCC Highway officers, that the roundabout will be operational prior to the occupation of 100 dwellings. It is therefore considered that there is sufficient confidence in delivery of the roundabout in advance of commencement of works on this outline planning application particularly given the need for both a subsequent Reserved Matters application and the need to agree a s278 agreement with the

Local Highway Authority. It is acknowledged there are efficiencies in delivering the access proposed by this planning application at the same time as the roundabout is delivered. Planning conditions could be written in to permit the access works, within the adopted highway, to proceed in advance of reserved matter applications, in order to co-ordinate delivery of the access with delivery of the roundabout.

As such, subject to a S.106 planning obligation to deliver the access, safe vehicular access can be provided to the planning application site.

Also shown on the supporting Site Access plan (Calibro rev 01 received 20/11/25) the planning application includes provision of a pavement along the south side of Salisbury Road and crossing refuges and dropped tactile kerbs across the new access and both the east and west arms of the roundabout that did not include such features when originally designed. These additions are required to ensure safe access across Salisbury Road for pedestrians and will benefit residents of this scheme and those of the developments north of Salisbury Road, allow safe access to onward routes through the respective developments.

The pavement along the south side of Salisbury Road will extend as far as the new bus stop to be installed by the Bloor Homes development, where a pedestrian crossing refuge will be provided on Salisbury Road by the Bloor Homes development. A new pavement, also being provided by Bloor Homes, will continue along the south side of Salisbury Road, from the bus stop as far as Pauletts Lane where pedestrians will be able to use the existing pavement following Salisbury Road as far as Calmore roundabout.

The new pavement along Salisbury Road from the access to this application site and the improvements for pedestrian crossing of the arms of the roundabout will be secured by way of a planning obligation within the legal agreement.

In addition to the above-described pavements, the supporting Site Access plan (Calibro rev 01 received 20/11/25) includes provision of a pavement alongside the access road as it extends into the site. Such a pavement will be a benefit for visitors and staff at the existing Brookes Hill industrial estate but more significantly will provide the opportunity for pedestrians to safely access the development approved planning permission to the west of this planning application. The outline planning permission granted for employment development on land at Calmore Croft farm included provisions to lay a shared pedestrian and cycleway to its east edge, where it abuts this planning application site.

Shown on the supporting Shared use footway cycleway link plan (Calibro rev 02 received 07/11/25) in the north-east corner of the application site the application proposes to provide a shared pedestrian and cycleway across the highway verge, from the edge of the application site to tie into the aforementioned pavement to be installed by Bloor Homes. This will provide direct access to the bus stop and access to cross Salisbury Road safely to access the east bound bus stop. It will also aid access for users, respectively, to access green public open spaces being provided by the planning permissions respectively.

The Access and movement parameter plan (Thrive P4 received 18/12/25) includes a potential access for pedestrians and cyclists from the east edge of the application site towards Pauletts Lane. However, this requires a link to the adopted highway to be provided across private land not yet subject to proposals for development in accordance with Local Plan policy SS1. As such is not currently deliverable by this application.

By way of alternative in order to make provision for pedestrians and cyclists towards Pauletts Lane, the application is supported by the Shared use footway cycleway link plan (Calibro rev 02 received 07/11/25) showing an option for such a route. In negotiation with HCC Highway officers, it is considered reasonable to secure a financial contribution towards such works in order to retain a degree of flexibility by

HCC as to how best achieve the need to deliver safe access towards Pauletts Lane for pedestrians and cyclists. Such a financial contribution has been included in the Heads of Terms for a planning obligation.

The application site also includes the access drive from Salisbury Road to the residential curtilage of Calmore Croft House. The house and its curtilage are not within the red line of the application or land within the control of the applicant. The Access and Movement parameter plan makes illustrative provision of a revised access drive to serve that existing residential dwelling, details of which will be secured as part of reserved matter details for the layout of the application. The consultation response from the HCC Highway officer indicates a requirement that the existing access will be closed in the interests of highway safety. Such a provision can be secured alongside works to provide the pavement along the southern edge of Salisbury Road.

Trip generation and vehicle movements.

The application is supported by a Transport Assessment (Calibro received 25/04/25) and an Addendum Technical Note (Calibro received 07/10/25) that undertakes sufficient modelling to identify likely trip generation and distribution. It includes assessment of cumulative growth from the combined development proposed by Local Plan policy SS1 and background growth. That modelling work is to the satisfaction of the HCC Highway officer and does not identify any material impact to the free flow of traffic on the highway network, including the operation of the access roundabout, or safety conflicts other than the ability of the A36/A326 junction to absorb the cumulative additional movements, identified by Local Plan policy SS1 site specific consideration criterion c. as infrastructure that will require enhancement.

Consistent with other planning permissions within the area of Local Plan policy SS1 a financial contribution of £1500 per dwelling will be secured towards delivery of alterations to the A36/A326 junction, based on the cost of the necessary alterations shared across the Local Plan policy SS1 target to deliver 1000 homes. Such an obligation will be included in Heads of Terms for a planning legal agreement.

The representation received from National Highways does not object to the impact of the planning application on capacity and vehicle movements at J2 of the M27 motorway.

The Access and Movement parameter plan (Thrive P4 received 18/12/25) demonstrates the routes the layout of a reserved matter planning application could deliver for pedestrians and cyclists that would contribute to wider improvements to sustainable and active travel across the land within Local Plan policy SS1.

Whilst several of these routes extend to the boundary of the application site they are identified as opportunities to connect to other land parcels within Local Plan Allocation Site SS1 and set a framework for a network or routes to potentially connect to attractors such as a local centre and employment opportunities, contributing to a reduction in reliance on the private car and the multiple benefits for air quality and health that arise from less carbon based miles and improved active travel.

The HCC Highway officer has requested a financial contribution towards projects improving access for cyclists and pedestrians. The Local Cycling, Walking Infrastructure Plan (LCWIP) seeks to enhance priority and safety for cyclists and pedestrians on routes to Totton Town Centre and train station. Based on predicted additional vehicle flows as a percentage of overall flows along Salisbury Road, a contribution of £178,940 towards the full cost of the package of improvements identified by the LCWIP, is required. Such an obligation will be included in Heads of Terms for a planning obligation.

The supporting Highway Addendum Technical note (Calibro received 07/10/25) includes a Walking Cycling Horse Riding assessment of local highway infrastructure. It has incorporated copies of the assessments undertaken to support planning permissions on land within the area of Local Plan policy SS1 as listed above at 'Planning History'. This is considered to be an acceptable approach because it is entirely probable that the same shortfalls in the existing highway infrastructure would be identified due to the position of the planning application within the land of Local Plan policy SS1.

The identified works will be included in the Heads of Terms for a planning obligations legal agreement, subject to their prior delivery by the other planning permissions within Local Plan policy SS1, already obliged to deliver such improvements.

Link Road.

As described above, Local Plan policy SS1 criterion ii c. requires development of the wider site to create a choice of vehicular routes including an alternative route west of Pauletts Lane between the A36 and Loperwood suitable for two-way traffic including buses.

The concept master plan supporting Local Plan policy SS1 provides an illustrative position for such a new route, linking Salisbury Road (A36) and Loperwood, largely routing the link through adjoining land located to the west and south of this application site.

Outline planning permission (24/10199) has been granted for land to the west of this planning application for industrial development, broadly as illustrated on the concept master plan supporting Local Plan policy SS1. Whilst layout of the approved outline planning permission is a reserved matter, the plans and transport assessments supporting that outline planning permission did not make provision for such a road to cross that planning application site.

The report considering the outline planning application advised:

The applicant does not wish to allow residential traffic to pass through their site due to the potential highway safety and security conflicts. In addition, it is their view that it would be poor urban planning, that is likely to result in commercial vehicles passing through residential areas. Furthermore, at this time there is no committed development to the south of this site for such a route to connect to and serve. The land to the south of this planning application site is fragmented and in multiple ownership, as such it is not clear whether there is a realistic prospect of development occurring on that land, which is illustratively shown by the concept master plan supporting the policy as being appropriate for greenspace to support the proposed development.

Hampshire CC Highway officers have not objected to the application for not making provision to include such a route. As such it is considered that there is no justification in highway safety and planning terms to resist this development

based on its failure to make provision for such a route as illustratively shown on the Local Plan concept master plan for SS1.

Since that decision to grant outline planning permission was made, there have been no proposals submitted to the Council seeking planning permission to develop the land located to the south of this outline planning application.

When outline planning permission was granted (24/10199) for employment development it was considered that the new roundabout on Salisbury Road (approved to provide vehicular access to land to the north of Salisbury Road) would present an appropriate alternative opportunity to provide the northern junction with Salisbury Road, for a new north-south link road as advocated by Local Plan policy SS1.

This application is supported by an application Position Statement (Calibro rev 01 received 25/04/25) regarding the provision of a north-south link road as described by Local Plan policy SS1, setting out the applicants reasons for not making provision, on their supporting Access and Movement parameter plan, for a link road. The principal reason relates to the lack of action on behalf of the owners of the land to the south of this planning application site in bringing forward any development proposals in accordance with Local Plan policy SS1. Furthermore, the residential properties and paddocks abutting the southern boundary of the planning application site are not identified by the illustrative concept master plan supporting Local Plan policy SS1, as having potential for built development. As such the applicant considers that there is a high risk that providing such a north-south link road, as far as their southern boundary, would not continue beyond.

The application Position Statement also identifies that a north-south link road was not included in Local Plan policy SS1 for highway safety and capacity reasons and highlights that the illustrative route shown in the concept master plan supporting Local Plan policy SS1 does not cross this application site. Whilst this latter factor is not entirely accurate, as the illustrative route passes through the south-west corner of the application site. However, the illustrative route would not be compatible with the location of the area for built development as proposed by the Land Use parameter plan (Thrive P4 received 18/12/25) and would not connect the built areas as aspired to by inclusion of such a link road in the illustrative concept master plan.

The policy aspiration for an alternative route between Salisbury Road and Loperwood is to provide connectivity between communities within Local Plan policy SS1 and to minimise the visual and character impact of changes to the highway along Pauletts Lane to accommodate additional vehicle movements arising as a result of the scale of development proposed by the policy.

Based on the shape of the planning application site, including the existing built form at Brookes Hill industrial estate and Calmore Croft farmhouse, the position of the proposed vehicular access and the significance and extent of trees across the site, a north-south link road crossing this site would not be very direct as an alternative to Pauletts Lane and is likely to result in the loss of a large number of trees and have a more significantly negative impact on the appearance of the landscape than alterations to the existing carriageway along Pauletts Lane are likely to require.

The representation from the HCC Highway officer does not raise an objection to this application for not making provision for such a link road on highway safety grounds. Whilst they do note the benefits for connectivity between future communities within the wider area of land included in Local Plan policy SS1, the supporting Access and

Movement plan (Thrive P4 received 18/12/25) does include options for routes for non-motorised forms of travel between this application site and those neighbouring parcels of land.

Other Highway matters.

A draft resident's travel plan has been submitted in support of the application, presenting measures that would be delivered to encourage use of alternative modes of travel, promoting schemes to encourage walking and cycling, support national lift share week and providing details of sustainable travel in the area. This has been accepted by the HA and would be captured by the S.106 planning obligations legal agreement.

Provision of on-site parking would be a matter to be assessed by reserved matter applications of layout, providing the details against which to assess the parking needs of the development. There is no reason to expect the scheme would not be able to comply with the adopted parking standards SPD.

Should flats be provided then communal bike storage facilities would be expected to be provided to encourage use and reduce reliance on the private car. It would be expected that houses would be designed to be capable of providing storage in garages or shelters in gardens.

Details of the Layout of the scheme would have to demonstrate it could be serviced by the Council's refuse collection fleet and ensure refuse is readily accessible for efficient collection in accordance with any adopted design guidance in place that reflects the Councils waste collection regime. A supporting tracking plan has been provided demonstrating a refuse vehicle can enter and exit the proposed access design.

If unmanaged, short-term impacts could occur for highway safety during construction. The representation from the HCC Highway officer and National Highways requests imposition of a condition to secure a Construction Traffic Management Plan will be required to manage the matter. Such a plan could consider matters regarding vehicle routing, deliveries and the transfer of equipment and materials, as well as wheel washing facilities and contractor parking. A condition is included in the recommendation to secure such a plan.

Subject to financial contributions, enhancement projects and suitable conditions the scheme would preserve highway and pedestrian safety and would make a positive contribution towards providing a network of routes that would encourage sustainable modes of travel. As such, the proposed accesses and highway works accord with Local Plan policies STR1, CCC2 and SS1 criterion (ii)(c) for pedestrian crossing points and (iii)(c) for safe access and highway improvements, and paragraphs 96(a), 109, 115 and 116 of the NPPF.

E. Flood Risk and Drainage

Local plan policy CCC1 seeks to ensure that development does not result in hazards that prejudice the health and safety of communities and the environment and also take opportunities to address existing hazards. It confirms that in areas of flooding, vulnerable development will not be permitted unless in accordance with the sequential and exceptions test. Paragraph 8.12 of the Local Plan confirms that the Council will apply national policy as set out in chapter 14 of the NPPF.

The planning application is supported by a Flood Risk Assessment and Drainage Strategy (Calibro received 25/04/24). The site is in Flood Zone 1, that having the lowest probability of a flood occurring, as such, in accordance with the NPPF there is no requirement for the layout of the development to be limited to avoid areas at risk of fluvial flooding.

There is a shallow ditch crossing the northern part of the site, following the line of veteran trees, joining a ditch alongside Salisbury Road, outside the planning application site. This ditch is extensively silted, and it is not clear whether it carries any water flows. There are ditches along the field edges on the east and south boundary of the planning application site.

The supporting Drainage Strategy has assessed the condition of the ground for the potential for soakaway of surface water on site. The Drainage Strategy concludes that due to the clay content of the ground there is insufficient permeability to rely on soakaways. The Drainage Strategy includes reference to swales alongside primary roads but principally relies on an attenuation basin to store surface water before releasing it at slower rates than existing green field rates, into the existing drainage ditch along the south boundary. A supporting illustrative Drainage Strategy plan (Calibro rev 02 received 25/04/25) demonstrates this arrangement in principle and includes reference to climate change and urban creep in its indicative calculations.

The representation received from the HCC Surface Water officer makes observations regarding the location of the final outfall to the ditch and the need to restore capacity of existing ditches but accepts the principle of the drainage strategy as submitted. However, noting detailed layout and scale plans of buildings and hard surfaces are yet to be designed and submitted, a condition seeking fully detailed plans and capacity calculations is requested. Such a condition is included in this recommendation.

Representations received raise concern regarding off-site flooding on Pauletts Lane. The area of this mapped surface water flooding is outside the planning application site. However, the Drainage Strategy plan (Calibro rev 02 received 25/04/25) acknowledges investigation of the condition of downstream drainage infrastructure is required. In their consultation response the HCC Surface Water officer accept they may be able to progress this as part of the land drainage role.

The supporting Drainage Strategy has been designed in principle to reduce the existing surface water discharge rates from the planning application site. In periods of high rainfall, the design discharge rate is significantly lower than existing and therefore considered to reduce the risk of downstream surface water flooding.

Foul Drainage

The supporting Drainage Strategy plan (Calibro rev02 received 25/04/25) includes, to the satisfaction of Southern Water, provision for an on-site sewerage pumping station to direct foul water up Salisbury Road where it can connect with existing sewers.

The representation from Southern Water does not require any phased or delayed construction of the development due to foul water drainage capacity concerns. As such subject to a condition securing implementation, the planning application accords with Local Plan policy CCC1 criterion i.

The representation from Southern Water requests imposition of a condition securing details of landscape proposals in order that Southern Water can assess the potential

impact on their infrastructure. Landscape design is a reserved matter for consideration under future application, Southern Water can be consulted on the receipt of such an application and provide comments accordingly.

As such, subject to conditions, suitable and sufficient drainage for surface water and foul water can be achieved and existing and future residents be protected from the risk of surface water flooding, in accordance with Local Plan policy CCC1 and paragraph 182 of the NPPF.

F. Residential Amenity

Local Plan policy ENV3 at paragraph (ii) requires development, to avoid unacceptable effects by reason of visual intrusion, overbearing, overlooking, shading, noise and light pollution.

There are residential neighbours located to south-east and south of the planning application, on Pauletts Lane and the existing house, Calmore Croft House, immediately abutting the west edge of the planning application site.

The supporting Land Use parameter plan (Thrive P4 received 18/12/25) demonstrates that the area in which residential dwellings are proposed will be in excess of 40m from the residential neighbours to the south and south east. This distance and the size of boundary landscape will avoid unacceptable effects from visual intrusion, overbearing and overlooking having a detrimental impact on the amenity of the existing residents of the adjoining dwellings.

Furthermore, the area proposed for the residential development is located to the north of those dwellings, thereby avoiding any likelihood of shading being cast in the direction of the existing dwellings.

The supporting Land Use parameter plan also demonstrates 55m separation to Calmore Croft House, which combined with the maturity and extent of tree coverage in the intervening space will avoid unacceptable effects from shading, overbearing, loss of outlook and loss of privacy.

The application uses land previously within the residential curtilage of Calmore Croft House, reducing the size of its garden. The supporting Land Use parameter plan demonstrates that this land will be used for green infrastructure to support the residential use proposed. As such the use of the former garden of Calmore Croft House as part of the planning application does not result in the proposed built form being any closer to the residential building itself, than if the garden was not used.

Details of the Appearance, Layout and Scale of the development would be subject to reserved matter applications, at which time the individual circumstances of each relationship will be suitably assessed in order to ensure amenity is preserved.

Concerns raised in representations received regarding the loss of views of open fields are acknowledged. However, the principle of residential development is established by adoption of the development plan. Whilst some residents would be able to see the proposed development from their property, that does not mean their outlook or privacy would be detrimentally compromised and the right to a view is not a material planning consideration.

Due to their location, the proposed accesses would not compromise the amenity of nearby residents. The residential nature of the scheme would not give rise to a type,

form or pattern of vehicle movements that would be out of character with the residential characteristics of the area or be materially detrimental to residential amenity.

Furthermore, ensuring amenity and privacy for residents of the proposed dwellings would be considered by reserved matter applications. The topography on site as presented by the illustrative site sections (Thrive P1 received 19/08/25) will require careful layout design and assessment in order to ensure reasonable privacy and amenity is achieved. However, it is considered by NFDC officers that this has clear potential to be achieved in a subsequent Reserved Matters application.

Existing residents would also have access to the new open space being made available on the site for informal recreation needs.

Pollution, nuisance and amenity.

Local Plan policy CCC1 sets out the health and safety of communities should not be prejudiced by pollution or hazards, including air quality. The Council has also adopted an Air Quality in New Development SPD.

With respect to air quality, the application is supported by an Air Quality Assessment (AQA) (Dice Environmental AQA V2 rec'd 25/04/25). The site is not in an area where existing air quality is a concern for residential amenity. The AQA includes detailed assessment of air quality impacts resulting from traffic generated by the development and potential air quality impacts on future residents of the proposed development.

To the satisfaction of the NFDC Environmental Health officer, the AQA is robust, the findings reliable and air quality impacts of the development are predicted to be negligible.

The proposed residential development is not considered to give rise to any activities or processes that would have an impact on the amenity of residents on site or surrounding, from dust or fumes. Electric vehicle charging points will be included for each dwelling, encouraging opportunities for electric car use.

There is potential for short term disturbance during construction, such impacts would be addressed by way of a Construction Management Plan to consider how to minimise the spread of dust and avoid noise disturbance when detailed design and layout plans are confirmed, and the construction process being considered. A condition could ensure a Plan is provided prior to the commencement of works.

With respect to noise, the application is supported by a Noise Impact Assessment (NIA) (Dice Environmental received 25/04/25). The main identified source of noise likely to impact residential amenity is road traffic noise from vehicles on nearby roads.

The NFDC Environmental Health officer has concerns that the NIA identifies that noise levels adjacent to Salisbury Road are expected to exceed British Standard levels for external amenity areas and optimum good acoustic design has not been incorporated in the design and layout of dwellings.

This outline planning application does not provide details of the appearance and layout of dwellings. Reserved matter applications will need to consider the layout, orientation and design of dwellings to demonstrate appropriate residential amenity has been achieved. It is noted that planning permissions for residential buildings on

land to the north of Salisbury Road, in similar proximity to this source of noise, have been granted, and as such it is considered that adequate mitigation can be achieved satisfying the concerns of the NFDC Environmental Health officer objection.

Each of the above-mentioned reports recognise that construction of the proposed development would give rise to short term temporary impacts on air quality, noise and lighting with the potential to be a nuisance to the amenity of neighbours around the site. Such impacts can be mitigated by preparation of a construction management plan. An appropriately worded condition can secure such a plan and is included in this recommendation.

Subject to conditions there is nothing about the proposals that would prejudice the amenity of future residents of the planning application. It would be entirely possible to reasonably preserve the amenity of existing residents in accordance with Policy ENV3, detailed assessment of which would be undertaken upon submission of reserved matter applications.

G. Heritage

Local Plan policy DM1 sets the policy approach to assessing the impact of development on heritage assets, seeking to conserve or seek to enhance the historic environment and heritage assets. A proportionate approach to the scale of harm should be considered, based on the significance of the asset and public benefits of a scheme may be considered to outweigh less than substantial harm. The presence of archaeological remains need to be considered and where appropriate mitigation measures included to reduce or avoid any impact.

Local Plan policy SS1 at section iii) sets site specific considerations that need to be addressed, criterion d) states:

The Grade II listed building Broadmoor Cottage, Pauletts Lane should be retained within an appropriate setting so that its significance can be appreciated.

There are no designated heritage assets on the site, nor is the site in or adjacent to a Conservation Area.

There are designated heritage assets at Broadmoor Cottage on Pauletts Lane, The Thatch Cottage and the Old Granary in its grounds on Hill Street and Little Testwood House, all Grade II listed buildings.

All of these listed buildings are circa 0.5km from the site of the planning application, as such there would be no direct impact on the fabric of the buildings, therefore preserving their special architectural and historic interest. Furthermore, it is considered that the planning application site does not fall within the setting of those listed buildings.

The first representation received from the NFDC Conservation officer, raised concerns that the relationship with Non-designated Heritage Assets (NDHA) close to the planning application site had not been assessed. That representation listed Calmore Croft House and The Blue House, with its barn and cart shed as NDHA's.

A Heritage Addendum (Tor&Co received 19/08/25) has been submitted to assesses the significance of those identified NDHA's and consider the impact of the planning application. It concludes that the planning application will result in no harm to the significance of the NDHA's or the contributory elements of their setting.

The NFDC Conservation officer has not provided a contrary view. Whilst the supporting Land Use Parameter Plan (Thrive P4 received 18/12/25) indicates green infrastructure will separate the site of the NDHA's from the area of built development proposed by this planning application, it is considered that the planning application will erode the agricultural and rural setting of the site and the historic association of this land with agricultural activities on and associated with the two houses, resulting in less than substantial harm to the significance of the NDHA's.

As the planning application proposes development consistent with the concept master plan supporting Local Plan policy SS1 and there does not appear to be a functional link between the occupiers of the two houses and agricultural activities undertaken on the land subject to this planning application, the contribution of this land to the significance of the NDHA is low in any event.

As such the weight afforded to this harm is very minor. In accordance with paragraph 216 of the NPPF, this harm will be considered in the balancing exercise undertaken with the conclusion at the end of this report.

Where there would be harm to a heritage asset Local Plan policy DM1 requires account to be taken of public benefits of a proposal that may outweigh the harm to the heritage asset. This balance will also be undertaken with the conclusion at the end of this report.

This conclusion is consistent with other planning applications, within the area of Local Plan policy SS1, for mixed-use development close to other NDHA's, where the proposed development will erode historic agricultural activities.

Archaeology

There are no previously identified features of archaeological interest on the site already identified as a constraint. The application is supported by an Archaeological desk-based assessment (Tor&Co received 25/04/25). The geophysical survey did not record any clearly defined evidence of archaeological remains. However, excavations on nearby sites have identified Middle Bronze Age, Iron Age and Roman activity close to the application site.

The representation received from the NFDC Archaeologist considers there is sufficient potential for the site to contain as yet unrecorded archaeological deposits that the planning application site be subject to archaeological trenched evaluation pre-determination of the planning application.

Based on the conclusion of the desk-based assessment, it is considered there is insufficient likelihood of significant archaeological remains to be discovered on the site, that will materially influence the principal of the supporting Land Use parameter plan (Thrive P4 received 18/12/25) to justify requiring the applicant to undertake a trenched evaluation in order to support a positive recommendation on this planning application.

Furthermore, as this planning application is for outline planning permission it is considered reasonable that the archaeological trenched survey and evaluation is undertaken once the principle of development is secured and in advance of reserved matter applications being submitted.

In respect of archaeology, subject to a suitable condition the planning application is considered to accord with Local Plan policy DM1. The heritage balance undertaken at the conclusion of this report will confirm compliance with Local Plan policy DM1 with respect to the impact on built heritage assets.

H. Ecology and Habitat Mitigation

There are no protected habitats on the application site. However, the application site is in close proximity to the following protected sites.

- The New Forest Special Area of Conservation (SAC), the New Forest Special Protection Area (SPA) and the New Forest Ramsar site;
- The Solent Maritime SAC, Solent and Isle of Wight Lagoons SAC, the Solent and Southampton Water SPA, and the Solent and Southampton Water Ramsar site; and
- The River Itchen SAC.

As such Local Plan Policy ENV1 (Mitigating the impacts of development on International Nature Conservation Sites) is directly relevant. The policy sets out that development will only be permitted where the Council is satisfied that any necessary mitigation, management or monitoring measures are secured in perpetuity as part of the proposal and will be implemented in a timely manner, such that, in combination with other plans and development proposals, there will not be adverse effects on the integrity of International Nature Conservation Sites (INCS).

Local Plan policy DM2 seeks to preserve or avoid impacts on features of nature conservation interest, including international, national and local designations and species. The development should include features to incorporate features to encourage biodiversity and retain and where possible enhance features of nature conservation value within the site. Conditions could be used to minimise damage, provide mitigation and site management measures and, where appropriate, compensatory and enhancement measures.

i) Ecology and Protected Species

The application is supported by sufficiently detailed ecological surveys (Ecological Assessment, Pro Vision Ecology, April 2025) of the site, confirming, to the satisfaction of the NFDC Ecologist that there are no habitats or species recorded as being present on site that prevent the principle of the scheme.

Furthermore, as described above at sub-section C of this report, important existing trees, hedgerows and ditches are proposed for retention. Most particularly the important trees, identified to be of veteran status, considered to be an irreplaceable habitat by NPPF paragraph 193 c), have influenced the arrangement of the built development and green infrastructure as shown on the supporting Land Use parameter plan. This contributes to minimising the overall impact of the development on features of ecological interest already present on the site.

The Ecological Assessment appraising the impact of the planning application and identifying appropriate mitigation measures, assesses the potential impact on the following protected species identified as being present on site.

Bats

Bat activity surveys identify the planning application site as being of local importance for foraging and commuting bats. To the satisfaction of the NFDC Ecology officer dark corridors around the edge of the site and following existing tree lines through the centre of the site are advocated by the Ecological Assessment in order to preserve foraging and commuting opportunities. The supporting Land Use

parameter plan accommodates such corridors within the proposed green infrastructure. However, a condition securing a sensitive external lighting strategy will be included in the recommendation in order to ensure the identified corridors remain dark.

Enhanced roosting opportunities for bats are proposed by the Ecological Assessment. Based on the illustrative housing layout, a condition will be included in the recommendation to ensure any Reserved Matter applications for Appearance, include such enhancements.

Birds

On site trees, hedgerows and scrub provide foraging and nesting opportunities for common bird species. The supporting Ecological Assessment indicates, to the satisfaction of the NFDC Ecology officer, that vegetation clearance will be undertaken outside the nesting season.

Furthermore, similar to the enhancement opportunities identified for bats, a condition will be included in the recommendation ensuring any Reserved Matter application for Appearance includes the inclusion of bird boxes in the design of the proposed houses.

Great Crested Newts (GCN)

The site presents terrestrial habitats suitable for GCN to be present on site. There are eight ponds within 500m of the planning application site. The applicant has not undertaken testing of the ponds for the presence of GCN in those ponds but has relied on survey work undertaken to support other planning applications on adjoining land. The consultation response received from NatureSpace objects to the failure to survey one of the closest ponds and the age of the survey on another. The NFDC Ecology officer does not object to the same circumstances and considers that the general lack of evidence of the presence of GCN over multiple surveys and years gives sufficient confidence that GCN will be absent.

As this is a planning application for outline planning permission, it is likely that the surveys for the presence for all species will be out of date by the time Reserved Matter applications are received, or development commences. As such a condition securing updated surveys is merited and would include reviewing the presence of GCN. NatureSpace have been contacted by NFDC officers and informally accepted this approach.

The precautionary regime of habitat clearance advocated by the Ecological Appraisal is considered, by the NFDC Ecology officer, appropriate to avoid harm.

Hazel Dormouse

Whilst hazel dormice weren't recorded on site during surveys, they have been identified on nearby sites. The supporting Ecological Assessment recommended, to the satisfaction of the NFDC Ecology officer, that a precautionary method of scrub removal is undertaken, with details secured as part of a Construction Environmental Management Plan. An appropriately worded condition will be included in the recommendation.

Reptiles

The planning application site provides suitable habitat for reptiles. Juvenile slow worms were recorded on site, indicating the presence of a breeding population. A similar approach to habitat clearance as proposed for GCN is considered appropriate to the NFDC Ecology officer.

The Ecological Assessment includes a proposal for creation of hibernacula to enhance opportunities for reptiles, final details of which can be incorporated with reserved matter application for Landscape.

Hedgehogs

Listed as a 'Priority Species' in the UK, the extent of open space provided by the planning application as shown on the Land Use parameter plan will retain extensive habitat for small mammals and being arranged around the edge of the planning application site will allow movement across boundaries to habitats on adjoining land. The Ecological Assessment advocates that any boundary enclosure structures, around the edge of the site and between residential curtilages, include gaps to allow hedgehogs to roam across the site. A condition will be included in the recommendation.

Veteran Trees

The supporting arboricultural implications assessment (Eco Urban Arboricultural April 2025) identifies 29 of the trees on site are veteran status trees. The NFDC Tree officer accepts this classification. Whilst the visual and arboricultural relationship of the proposals with trees across the planning application site is considered above at part C "Character, Layout, Landscape, Trees and Open Space", such veteran trees are considered to be irreplaceable habitats of significant ecological value. In accordance with NPPF paragraph 193 Local Planning Authorities should apply the following principles:

- c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists.

National guidance published by Natural England and the Forestry Commission (NE&FC) recognises that veteran trees may not be very old but have significant decay features that contribute to their exceptional biodiversity, cultural and heritage value.

The NE&FC guidance indicates that when assessing the relationship of proposed development with veteran trees, a buffer zone at least 15 times larger than the diameter of the tree, or at least 5m beyond the edge of the tree's canopy for narrower trees should be provided. The guidance goes on to say:

That buffer should:

- *contribute to wider ecological networks*
- *be part of the green infrastructure of the area*

A buffer zone should consist of semi-natural habitats such as:

- *woodland*
- *a mix of scrub, grassland, heathland and wetland*

The NE&FC guidance advises that direct and indirect impacts need to be considered. As indicated by the supporting Land Use parameter plan and Tree Protection Plan (Appended to the Eco Urban Arboricultural implications assessment) the planning application provides buffers of the required dimensions and places the area for built development outside those buffers, avoiding direct impacts such as damaging the trees, including their roots and the soils around them.

The Access and Movement parameter plan (Thrive P4 received 18/12/25) provides for routes across the planning application site largely outside buffer zones, most notably including a path along the west edge of the area for built development, to follow the central line of trees, linking areas of ANRG open space, to ensure access to the buffer zone of those central trees to be restricted.

However, one path will have to pass through the identified veteran tree buffer zones. Existing use of the land for agriculture has formed a path into the western field through the line of veteran trees. This field is proposed to be provide the large ANRG space, as such access will be required. Whilst the access route will pass through the buffer zone around the veteran trees, it is considered that making use of the existing access by pedestrians will not require any works that will have a direct impact on the ecological value of the trees and avoids potentially greater impact if an alternative route was formed.

The project ecological consultant has, to the satisfaction of the NFDC Ecology officer, provided commentary on these potential effects. There is no proposal to remove any of the veteran trees and therefore existing ecological connections between veteran trees, on and off-site will be maintained.

It is considered that a woodland management plan, to include maintaining the ecological contribution of the veteran trees, is an appropriate approach to avoiding these potential impacts. The strategy will require the central line of veteran trees to be enclosed in such a way to prevent public access in order to minimise disturbance and damage to any supporting semi-natural habitats, prevent fly-tipping and limit the risk posed by falling limbs. Other trees to the north and south, that are further from the area of proposed built development or on boundaries with neighbouring land where indirect pressure isn't as likely to arise could have a less restrictive approach, such as knee barriers or scrub planting, used to deter activity and disturbance occurring. A condition securing such a woodland management plan is included in the recommendation.

Further measures include a sensitive lighting strategy, considered necessary to support bats in the area. A construction environment management plan will limit dust spread during construction. Suitably worded conditions will be included in the recommendation.

The reserved matter applications for the appearance, landscape and layout of the planning application can also secure measures to avoid indirect impacts through the proximity of buildings, parking and roads, or additional intervening landscape setting.

As such, subject to suitable conditions it is considered that the application will not cause the deterioration of irreplaceable veteran tree habitats and therefore is in accordance with paragraph 193 of the NPPF.

Biodiversity Net Gain (BNG).

The scale of the scheme meets the requirement to make the mandated 10% BNG improvement. The existing baseline of habitats on the site has been assessed and a

BNG report (Biodiversity Net Gain Assessment, Pro Vision Ecology April 2025) and copy of the metric submitted in support of the application. Whilst the report confirms that the development will secure a net gain in hedgerow units, the development will result in a net loss of habitat units, and as such the development will need to secure BNG offsetting credits to achieve the required 10% BNG. The biodiversity baseline is agreed by the NFDC Ecologist and a decision to grant planning permission will be conditional on compliance with the legislative 10% net gain in biodiversity requirement.

Subject to conditions securing improved level of ecological enhancement and securing implementation of the mitigation strategies proposed by the applicant and receipt of a woodland and ecological management plan for the veteran trees, the planning application is considered to preserve and enhance features of nature conservation on the site in accordance with Local Plan policy DM2.

ii) Recreational Activity Impact on New Forest and Solent Habitats

Policy ENV1 of the Local Plan requires developments proposing more than 50 dwellings to make provision for ANRG on site as part of the proposed scheme. The policy expects 8Ha of ANRG to be provided per 1000 residents.

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 permission would adversely affect the integrity of the New Forest and Solent Coast European sites, in view of that site's 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.

Such adverse impacts would be avoided by provision of Alternative Natural Recreational Greenspace (ANRG), on the site as part of the design and layout of the scheme, in accordance with ENV1 and the design requirements of the Mitigation Strategy SPD.

Based on the Housing Mix (see Section B of the Planning Assessment), the proposed 93 homes generate a need for at least 1.86ha of ANRG.

The supporting Land Use parameter plan indicates the planning application makes provision for 2.3ha of ANRG on site, compliant with the policy requirements. There is a qualitative aspect to the design of the ANRG, this is discussed in consideration of the principles of the landscape design, concluding that the approach will achieve the outcomes of ANRG. NE have not objected to an Appropriate Assessment assessing the proposed ANRG. In principle, the scheme provides sufficient quantity of ANRG to meet the policy requirements. Secured for delivery by a S.106 legal agreement, that will include details for managing and maintaining the space, as expected for the on-site public open space, that responsibility is expected to be via a management company.

Furthermore, the applicant will enter into a S.106 legal agreement to secure a habitat mitigation financial contribution in accordance with the Council's Mitigation Strategy towards the costs of providing Access, Management and Monitoring.

The applicant will also agree to provide the financial contribution towards protecting Solent sites from recreational pressure, in accordance with the Bird Aware Solent strategy which will also be secured through a S.106 legal agreement.

iii) Nitrate Neutrality and Impact on the Solent Special Protection Area (SPA) and Special Area of Conservation (SAC).

Local Plan Policy ENV1, goes on to require all residential developments draining or discharging wastewater to the Solent and Southampton water make a financial contribution or other appropriate mechanisms to achieve nutrient-neutral development.

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 permission which includes an element of new residential overnight accommodation would adversely affect the integrity of the New Forest and Solent Coast European sites, in view of that site's conservation objectives having regard to nitrogen levels in the River Solent catchment. The Assessment concludes that the proposed development would, in combination with other developments, have an adverse effect due to the impacts of additional nitrate loading on the River Solent catchment unless nitrate neutrality can be achieved, or adequate and effective mitigation is in place prior to any new dwelling being occupied.

These adverse impacts would be avoided if the planning permission were to be conditional upon the approval of proposals for the mitigation of that impact, such measures to be implemented prior to occupation of the new residential accommodation. These measures to include undertaking a water efficiency calculation together with a mitigation package addressing the additional nutrient load imposed on protected European Sites by the development, likely to take the form of purchasing nitrate offsetting credits in a mitigation scheme.

A Grampian style condition has been agreed with the applicant and is attached to this recommendation.

Air Quality Monitoring

To ensure that impacts on international nature conservation sites are adequately mitigated, Local Plan policy ENV1 criteria (v) requires all residential development to make a financial contribution 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. There is potential for traffic-related nitrogen air pollution (including NO_x, nitrogen deposition and ammonia) to affect the internationally important Annex 1 habitats for which the New Forest SAC was designated, and by extension those of the other international designations.

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.

Subject to conditions and obligations secured by a S.106 agreement, the scheme would mitigate impacts on sensitive protected habitats off-site in the New Forest and Solent, these satisfy the objection of Natural England. On site ecology can be preserved and enhanced. Therefore, the scheme would comply with Policies ENV1 and DM2 contributing to the delivery of a sustainable development in accordance with policy STR1.

I. Other Matters

Contaminated Land.

Local Plan Policy CCC1 (Safe and healthy communities) criterion (i) sets out that development should not result in pollution or hazards which prejudice the health and safety of communities and their environments including air quality and the water environment. Criterion (iv)(c) sets out that on contaminated, polluted or unstable land unless it is first adequately remediated or otherwise made safe for the proposed use and for the local community prior to occupation.

The planning application is supported by a Preliminary Risk Assessment (Aviron Assoc's Ltd received 25/04/25) of the ground conditions. To the satisfaction of the NFDC Contaminated Land Environmental Health officer, the report concludes there is low risk of contamination being present on the site associated with the use of the land for farming and parking at the commercial repair garages in the north west corner of the site. It is considered that these sources of potential contamination do not pose a risk to the planning application and its future residents, that requires any remediation.

Crime and Disorder.

Local Plan policy ENV3 criterion iii. requires new development to create buildings, streets and spaces that minimise opportunities for anti-social and criminal behaviour or other public threats.

The representation from the Hampshire Constabulary raises concern about a risk of crime relating to rear garden access paths. That is a degree of detail relating to the potential layout of development that is not before the Council at this time. A reserved matter application for the detailed layout of development will need to consider the risk of crime posed by access paths to rear gardens. Hampshire Constabulary will however be consulted again in any future Reserved Matters application.

As such, there is no conflict in the Outline application with criterion iii. of Local Plan policy ENV3.

Education

The mix of uses proposed by Local Plan policy SS1 includes allocation of land for the provision of new school and contributions towards the provision of education. Local Plan policies STR8 and IMPL1 also seek to ensure developments mitigate their impacts on services and facilities in accordance with the Infrastructure Development Plan.

As part of the wider SS1 allocation, the scheme would give rise to a number of school age children that could not be accommodated in existing schools, despite the capacity identified across the wider network of schools in Totton. A proportionate financial contribution of £4765 per dwelling, to reflect the final number of dwellings may change, would be secured by a S.106 planning obligations legal agreement, to be used to provide additional primary age school places in accordance with a project identified by Hampshire County Council to enhance Calmore infant and junior schools.

There is sufficient capacity in Secondary age schools, that no impact requiring mitigation would occur.

Fire Safety

The consultation response from the Hampshire and IofW Fire and Rescue Service accepts the planning application is low to medium risk form of development. Any development granted planning permission will need to meet the current Building Regulation standards for fire safety.

Health care infrastructure

Local Plan policy STR8 seeks to ensure the provision of adequate infrastructure and services to meet the current and future needs of residents and businesses in the plan area by working with providers and developers to deliver mitigation for the impact of development on existing services and facilities in accordance with Local Plan policy IMPL1, Strategic Site Allocation policies and the Infrastructure Delivery Plan (IDP).

Local Plan Policy IMPL1 (Developer Contributions) sets out that all developments must provide or contribute proportionately to the provision of local infrastructure. Furthermore, the NPPF, at paragraph 58, sets out that planning obligations must meet three specific tests, namely:

- a) *Be necessary to make the development acceptable in planning terms;*
- b) *Be directly related to the development; and*
- c) *Be fairly and reasonably related in scale and kind to the development.*

The representation received from Hampshire & IofW NHS requests that financial contributions are secured to fund the provision of additional GP surgery infrastructure in Totton. The representation sets out how the financial contribution has been calculated to be proportionate and the proposed mitigation at GP surgeries in Totton is considered to be directly related to the location of the planning application.

Whilst the representation sets out a proportionate financial contribution and indicates that mitigation could be provided at one of the existing surgeries, a specific deliverable project has not been identified.

Local Plan policy SS1 includes site specific infrastructure requirements relating to the provision of education services, highway infrastructure and formal public open space. These are set out in detail in the IDP.

Provision of new health care infrastructure has not been included in the adopted policies supporting development of the land subject to this planning application. Taken with the lack of detail of a deliverable project it is considered, at this time, that the request for a financial contribution secured through a s106 planning obligation towards health care infrastructure is not directly related to the development and nor is it necessary to make the scheme acceptable.

However, if a suitable deliverable project for local healthcare in Totton was subsequently identified by service providers, the NHS has the future option of applying for NFDC Community Infrastructure Levy (CIL) funding.

Developer Contributions

Local Plan Policy IMPL1 (Developer Contributions) sets out that all developments must provide or contribute proportionately to the provision of local infrastructure.

Following assessment of this application and taking into consideration the requirements as set out in the Local Plan and Infrastructure Development Plan and the requirements of consultees the following are the proposed Heads of Terms for a Section 106 Agreement (Based on current rates as of 1 April 2025 as set out on the NFDC website).

Heads of terms

Air Quality Monitoring:

- Provision of £112 per dwelling towards monitoring air quality in the new forest protected habitats.

Recreational Habitat Mitigation:

- Infrastructure Habitat Mitigation: Phased delivery of 2.3ha of publicly accessible ANRG, with future transfer to a Management Company provision of a management plan including arrangements for the funding of the ANRG maintenance and a mechanism to ensure that the ANRG is maintained and managed in perpetuity should the management company fail to exist or fail to undertake the maintenance of the land in accordance with any management plan.
- Provision of New Forest non-infrastructure mitigation impact (access and monitoring) financial contribution in accordance with published rate per dwelling
- Provision of a financial contribution towards Bird Aware Solent in accordance with the published rate per dwelling

Highways:

- Delivery of site access, footway works along Salisbury Road and shared footway/cycle path to bus stop on Salisbury Road.
- Provision of a financial contribution of £1500 per dwelling towards A326/A36 junction improvement project.
- Provision of financial contribution of £1924 per dwelling towards improvements for cyclists and pedestrians off-site in accordance with LCWIP,
- Provision of enhancements to pedestrian routes identified in WCHAR report.
- Provision of residents travel plan.

Affordable Housing:

- Secure 35% of the dwellings subject to RM approval as affordable housing.
- Secure the indicated size and tenure mix.

Recreation:

- Secure on-site informal public open space provision of 0.89ha
- Secure on-site LEAP and LAP play area provision
- Provision of a financial contribution of £398 per dwelling towards the off-site provision of formal public open space.
- Phased provision and transfer to management company, including arrangements for funding the maintenance and a mechanism to ensure that the POS is maintained in perpetuity should the management company fail to exist or fail to undertake the maintenance in accordance with any management plan.

Education:

- Provision of a financial contribution of £4765 per dwelling towards the provision of education services.

Monitoring Charges:

- Recreational Habitat Mitigation Commencement Checks: £878.00
- Affordable Housing Monitoring: £878.00
- Recreational Habitat Mitigation on site monitoring: £12,620.00
- Biodiversity Net Gain on site monitoring: £5,414.00
- Public Open space on site monitoring: £7,112.00

As part of the development, subject to any relief being granted Community Infrastructure Levy will be payable, currently set at £123.08/sqm.

11 OTHER MATTERS

None

12 PLANNING BALANCE and CONCLUSION

Planning Committee Members will be aware that Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:

'If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.'

As set out earlier in this report, NPPF paragraph 11 clarifies the presumption in favour of sustainable development.

Paragraph 11(c) states for decision making this means approving development proposals that accord with an up-to-date development plan without delay.

The lack of a demonstrable five-year supply of land for housing development, means, that the presumption in favour of sustainable development in NPPF paragraph 11(d) is engaged for this application specifically the second limb which states permission should be granted unless:

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.

As such this concluding part of the report will undertake the so called "tilted balance" required by paragraph 11d(ii) of the NPPF.

Consideration of the planning application has identified harm would arise to the significance of the non-designated heritage assets at Calmore Croft House, The Blue House and its barn and cart shed. This harm is considered to be at the lower end of the scale of harm and in accordance with paragraph 216 of the NPPF this shall be taken into consideration.

It has also concluded, based on the parameter plans, that the design of the surface water drainage attenuation basin, shown in principle, would not be sympathetic to the landscape setting of the planning application contrary to the requirement of Local Plan policy ENV3 that development achieves a high-quality design that is sympathetic to its environment and context.

These harms are considered to be minor and in the case of ENV3 this does not relate to all criteria of the policy, or the planning application in its entirety and will only be readily appreciated on-site. As such these conflicts attract a low amount of weight to be balanced against the following benefits.

The scheme would have significant social benefits associated with it. The proposal is for new residential development of up to 93 dwellings which would make a positive contribution to the housing land supply in the District.

The scheme proposes flats and houses, in a mix of sizes, creating a mixed and balanced community as well as giving a wide choice of housing options. Furthermore, it would provide a Policy HOU2 compliant level of 35% of the housing as affordable housing, with an acceptable mix of Shared Ownership, Affordable and Social Rent that contributes positively towards the mix of affordable housing provision emerging across the planning permissions within Local Plan policy SS1.

Successful implementation of the Local Plan, by ensuring allocated sites deliver suitable housing using land effectively, significantly reduces the pressure to accept less desirable and less sustainable countryside locations and windfall sites subject to non-residential designations that are not planned for. Significant weight is afforded to this social benefit.

Although not in wealth generating or employment sectors prioritised by the development plan policies STR6 'Sustainable economic growth' and ECON1 'Employment land and development', the planning application would have short term significant economic benefits during construction, involving extensive employment in a wide range of sectors across the construction industry. Construction workers bring spend into local shops and services, as in due course would residents of the scheme, as well as their use of services at home.

The application would have environmental benefits of delivering development on an allocated site in a sustainable location where local services and facilities can be accessed by modes of transport other than the private car. It will also make provision of new sustainable travel infrastructure, both on and off site. It would deliver modern housing built to the most up to date building regulations, providing energy efficiency and high levels of insulation.

Furthermore, the application will preserve and protect irreplaceable habitats on site and deliver ecological enhancements including biodiversity net gain, contributing environmental benefits

Therefore, it is considered that the identified harms (as set out) very clearly do not significantly and demonstrably outweigh the identified benefits that the application will bring as set out in the above detailed report.

Overall, given the significant public benefits including specifically the delivery of needed and planned market housing and affordable housing, and the provision of new public open space in conjunction with that housing, the proposal is acceptable in line with relevant NFDC Local Plan Policies and the NPPF subject to suitable conditions and a S.106 planning obligation.

As such, given that the Council cannot currently demonstrate a five-year supply of land for housing, in accordance with paragraph 11(d) of the NPPF, on the balance of all material considerations, with significant weight placed on the market and affordable housing being bought forward and the lack of conflict with policies in the NPPF that protect areas or assets of particular importance as defined by footnote 7 to NPPF paragraph 11, the proposal comprises sustainable development in line with Local Plan Policy STR1 (Achieving Sustainable Development) and satisfies the site-specific criteria of Local Plan Policy SS1 (Land to the north of Totton).

Despite the conclusion of this so called 'tilted balance' exercise, the statutory status of the adopted Development Plan remains the starting point for decision making.

As set out in detail in the Planning Assessment, the proposal, subject to suitable conditions, will not have a harmful impact on heritage assets and archaeological remains, trees, air quality, noise and local general amenity including during the construction period. The proposal would not impact on the New Forest National Park and its setting and the special qualities and purposes of the National Park.

The application is considered to represent an optimal use of the site taking all material considerations into account and therefore the potential density represents efficient use of the site in line with the national planning guidance. The approach to the provision of on-site Alternative Natural Recreational Greenspace and Public Open Space reflects the need for effective use of land as a limited resource in light of the District's identified housing need.

Subject to conditions and planning obligations safe vehicular and pedestrian access to the site would be provided as well as enhancements to improve options to travel by public transport and non-vehicular modes including cycling. The lack of a north-south link road as required by criterion (ii)(c) of Local Plan policy SS1 does not result in an objection from HCC Highways and as set out in the considerations, Officers consider such a road could have a significant impact on the character and appearance of the area.

The proposal has received local objections that are not supported by the technical advice of consultees such as Hampshire County Council as Lead Local Flood Risk Authority. No substantive alternative evidence has been submitted to set aside the views of statutory consultees.

The development of part of this allocated site will undoubtedly change and have an urbanising impact on the local character, this must be balanced against the allocation of the site in the Local Plan for residential-led development and the need to deliver new housing including an element of affordable housing and recognise that this application site is immediately adjacent to other sub-parcels of Local Plan policy SS1 where planning permissions have been granted for development, with remaining land within Local Plan policy SS1 where further significant change will occur.

The planning consideration undertaken at chapter 10, demonstrates that, in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, the scheme is in broad accordance with the development plan, and post heritage balancing exercise, the visual impact of the proposed surface water drainage basin on the landscape character and appearance of the planning application site being the only unresolved minor conflict with Local Plan policy ENV3.

The Council has carried out an Appropriate Assessment under the Habitat Regulations (as amended) at this stage and concluded that the impact of additional Nitrogen entering the Solent will cause harm but that a scheme of mitigation can be brought forward to offset such harm. Furthermore, an Appropriate Assessment of the

recreational impacts demonstrate harm would occur to protected habitats in the New Forest, but that mitigation is delivered on site and by obligations in the S.106 legal agreement. The scheme will protect important landscape features on and around the site, support ecology including protected species, irreplaceable habitats and deliver biodiversity net gain.

The scheme has economic, environmental and social benefits that would secure a sustainable development. Subject to suitable conditions and a S.106 planning obligation, the proposal accords with NFDC Local Plan Policies SS1, STR1, STR2, STR3, STR5, STR9, ENV1, ENV3, ENV4, HOU1, HOU2, CCC1, CCC2, IMPL1, IMPL2, DM1 criterion (b), DM2 and CS7.

The application would not accord with Local Plan policy ENV3 in its entirety and therefore the Development Plan in its entirety. However, in accordance with S.38(6) of the Planning and Compulsory Purchase Act (2004) other material considerations can indicate such a conflict with the Development Plan should not render the planning application unacceptable. Such material considerations include compliance with NPPF (December 2024) paragraphs 11, 61, 96, 109, 111 criteria (b)(c) and (d), 115, 117, 129, 130, 181 criterion (c), 189, 193 (c), 198, 215 and 231, the Levelling Up and Regeneration Act ('LURA') (2023) section 245 and as the Council cannot demonstrate it has a five-year supply of land for housing the NPPF the presumption in favour of sustainable development and application of the so called tilted balance only adds weight to the conclusion that this planning application should be approved.

13 RECOMMENDATION

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

i) the prior completion of a planning obligation entered into by way of a Section 106 Agreement to secure the following:

Air Quality Monitoring:

- Provision of £112 per dwelling towards monitoring air quality in the new forest protected habitats.

Recreational Habitat Mitigation:

- Infrastructure Habitat Mitigation: Phased delivery of 2.3ha of publicly accessible ANRG, including detailed layout and design, planting schedules and infrastructure in accordance with Habitat Mitigation SPD.
 - Provision of an ANRG Management maintenance and monitoring plan for 90 year. The ANRG to be secured for its intended purpose and to ensure that the ANRG is functional for the entire 90 years .
 - The monitoring management plan, should include details such as maintenance of pathways, replacement of dog bins, furniture, management of recreational spaces etc. Inclusion of ANRG costings and tariff for in-perpetuity (90 years) management of the site, and confirmation of who will manage the ANRG in perpetuity.
 - Arrangements to include details of step in rights
- Provision for future transfer to a Management Company, provision of a management plan including arrangements for the funding of the ANRG maintenance and a mechanism to ensure that the ANRG is maintained and managed in perpetuity should the management company fail to exist or fail to undertake the maintenance of the land in accordance with any management plan.

- Provision of New Forest non-infrastructure mitigation impact (access and monitoring) financial contribution in accordance with published rate per dwelling
- Provision of a financial contribution towards Bird Aware Solent in accordance with the published rate per dwelling

Highways:

- Delivery of site access, footway works along Salisbury Road and shared footway/cycle path to bus stop on Salisbury Road.
- Provision of a financial contribution of £1500 per dwelling towards A326/A36 junction improvement project.
- Provision of financial contribution of £1924 per dwelling towards improvements for cyclists and pedestrians off-site in accordance with LCWIP,
- Provision of enhancements to pedestrian routes identified in WCHAR report.
- Provision of residents travel plan.

Affordable Housing:

- Secure 35% of the dwellings subject to RM approval as affordable housing.
- Secure the indicated size and tenure mix.

Recreation

- Secure on-site informal public open space provision of 0.89ha
- Secure on-site LEAP and LAP play area provision
- Provision of a financial contribution of £398 per dwelling towards the off-site provision of formal public open space.
- Phased provision and transfer to management company, including arrangements for funding the maintenance and a mechanism to ensure that the POS is maintained in perpetuity should the management company fail to exist or fail to undertake the maintenance in accordance with any management plan.

Education

- Provision of a financial contribution of £4765 per 2-bed+ dwelling towards the provision of education services.

Monitoring Charges

- Recreational Habitat Mitigation Commencement Checks: £878.00
- Affordable Housing Monitoring: £878.00
- Recreational Habitat Mitigation on site monitoring: £12,620.00
- Biodiversity Net Gain on site monitoring: £5,414.00
- Public Open space on site monitoring: £7,112.00

ii) The imposition of the Conditions and any additional / amended conditions or variation to the heads of terms as deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions.

Proposed Conditions:

1. **Reserved Matters timescales**

Application for approval of the reserved matters shall be made to the local planning authority before the expiration of three years from the date of this permission.

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. **Reserved matters**

Approval of the details of the appearance, landscaping, layout and scale ("the reserved matters") shall be obtained from the Local Planning Authority before any of the development is commenced. The development shall only be carried out in accordance with the details which have been approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990.

3. **Commencement time limits**

The development hereby permitted shall be begun before the expiration of two years from the date of approval of the last of the 'reserved matters' to be approved.

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).

4. **Approved detailed plans**

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

Location Plan ref: RLP.01 P4 received 25/04/25
Access plans GA ref:90-160 rev 01 received 20/11/25
Shared Use foot/cycleway link ref:90-165 rev 02 received 07/11/25

Reason: To ensure satisfactory provision of the development.

5. **Approved parameter plans.**

The Reserved Matters details to be submitted in accordance with conditions 1 & 2 shall be broadly in accordance with the Development Parameter Plans comprising:

Access & Movement Parameter Plan ref: AMP-01 P4 received 18/12/25
Building Heights Parameter Plan ref: BHP-01 P3 received 18/12/25
Green Infrastructure Parameter Plan ref:GI-01 P2 received 18/12/25
Land Use Parameter Plan ref:LUP-01 P4 received 18/12/25
Site Sections ref:CSS.01 P1 received 19/08/25

For the avoidance of doubt, the roads, footpaths and cycle routes shown on the Access parameter plan are for indicative illustrative purposes only and demonstrate the opportunities for connectivity.

Reason: To ensure satisfactory provision of the development.

6. **Phasing**

Prior to the commencement of development on site, a plan and strategy for the phased delivery of the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority. It shall demonstrate the order and how the scheme will be delivered, including provision of vehicular access to Calmore Croft House and Brookes Hill Industrial estate and proportionate delivery of ANRG and POS will be provided to match the rate of occupation. The approved strategy shall then be implemented.

Reason: In order to ensure timely and appropriate delivery of the development, preserve highway safety and to ensure it meets the recreation and habitat mitigation needs and in accordance with Policies STR1 and ENV1 of the New Forest District Local Plan Part 1: Planning Strategy 2020 and CS7 of the New Forest District Core Strategy 2009.

7. **Archaeology**

Prior to the submission of any application for any matter reserved by condition no.2 a Written Scheme of Investigation for Trench Evaluation of the site marked for development shall be submitted to and approved by the Local Planning Authority before trenched evaluation begins. The scheme shall include an assessment of significance and research questions; and:

1. The programme and methodology of site investigation and recording
 - a. This to include the provision for further investigation and recording, e.g. Strip, Map and Sample, subject to the findings of the evaluation.
2. The programme for post investigation assessment
3. Provision to be made for analysis of the site investigation and recording
4. Provision to be made for publication and dissemination of the analysis and records of the site investigation
5. Provision to be made for archive deposition of the analysis and records of the site investigation
6. Nomination of a competent person or persons/organisation to undertake the works set out within the Written Scheme of Investigation.

A Trench Evaluation report of the findings and any recommendations, including timetable for action to be taken, shall be submitted to and approved by the LPA and used to inform the design of any application submitted for the Reserved Matter of Layout and Landscape required by condition no.2 of this permission. The recommendations and timetable of the report shall then be implemented as approved.

Reason: In order to identify, document and assess the significance of any archaeological remains of features on the site and in accordance with DM1 of the New Forest District Local Plan Part 2: Sites and DM policies 2014 and NPPF.

8. **Detailed drainage design.**

No development shall begin until a detailed surface water drainage scheme for the site, based on the principles within the Flood Risk Assessment and Surface Water Drainage Strategy ref:24-241-60 rev 00 received 25/04/25, has been submitted and approved in writing by the Local Planning Authority. The submitted details shall include:

A technical summary highlighting any changes to the design from that within the approved Surface Water Drainage Strategy.

- a. Detailed drainage layout drawings at an identified scale indicating catchment areas, referenced drainage features, manhole cover and invert levels and pipe diameters, lengths and gradients.
- b. Detailed hydraulic calculations for all rainfall events, including the listed below. The hydraulic calculations should take into account the connectivity of the entire drainage features including the discharge location. The results should include design and simulation criteria, network design and result tables, manholes schedule tables and summary of critical result by maximum level during the 1 in 1, 1 in 30 and 1 in 100 (plus an allowance for climate change) rainfall events.
- c. The drainage features should have the same reference that the submitted drainage layout.
- d. Confirmation on how impacts of high groundwater will be managed in the design of the proposed drainage system to ensure that storage capacity is not lost, and structural integrity is maintained.
- e. Confirmation that sufficient water quality measures have been included to satisfy the methodology in the Ciria SuDS Manual C753.
- f. Exceedance plans demonstrating the flow paths and areas of ponding in the event of blockages or storms exceeding design criteria.

The approved details shall then be implemented and no dwelling shall be occupied until such time as its surface water drainage is provided.

Reason: In order to ensure sufficient and appropriate surface water site drainage is provided to protect the site and surroundings from flood risk and in accordance with policies ENV3, CCC1 of the New Forest District Local Plan Part 1: Planning Strategy 2020 and the NPPF.

9. **Open Market Housing Mix**

The open market dwellings to be delivered by the scheme shall accord with the following housing mix:

	<u>1&2 bed</u>	<u>3bed</u>	<u>4bed</u>
Open Market dwellings	25-35%	40-50%	25-30%

Reason: In order to ensure a variety of dwelling sizes to deliver a mixed and balanced community as required by policy HOU1 of the New Forest District Local Plan Part 1: Planning Strategy 2020.

10. **Tree protection**

The works hereby approved shall be undertaken in full accordance with the provisions set out within the ecourban Arboricultural Impact Appraisal and Method Statement reference 241610 - AIA2 received 25/04/25 or as may otherwise be agreed in writing with the Local Planning Authority.

Reason: To ensure the retention of existing trees and natural features and avoidance of damage during the construction phase in accordance 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.

11. **Woodland ecological management plan**

Prior to the commencement of development a ecological and arboricultural woodland management plan for the retained Veteran Trees, as identified on the ecourban arboricultural impact assessment (received 25/04/25) and shown on the Green Infrastructure parameter plan (received 18/12/25), shall be submitted and approved in writing by the Local Planning Authority. The plan shall include but not limited to, details of tree management, details of enclosures to manage access within ecological buffers and details of grounds maintenance within ecological buffers.

The agreed plan shall then be implemented prior to first occupation of the development hereby approved and thereafter complied with and retained.

Reason: In the interests of protecting irreplaceable habitats on-site and in accordance with policy ENV4 of the New Forest District Local Plan part 1: Planning Strategy 2020 and DM2 of the New Forest District Local Plan part 2: Sites and DM policies 2014 and NPPF (2024) para 193.

12. **Play details.**

The submission of Reserved Matters Application for Landscape, shall include details of the design, layout and type of play equipment to be provided on the site as indicated on the approved parameter plans.

Reason: In order to ensure sufficient and appropriate range of equipment is provided and integrated with the landscape design and layout of the scheme and in accordance with policy CS7 of the New Forest District Core Strategy 2009.

13. **Access provision**

No dwelling shall be occupied until the vehicular and non-vehicular accesses shown on the plans approved by condition 4 of this planning permission have been completed to the satisfaction of the Local Planning Authority.

Reason: In order to ensure appropriate and safe access for pedestrians, cyclists and motorists is provided in accordance with policy CCC2 of the New Forest District Local Plan part 1: Planning Strategy 2020.

14. **Construction Management Plan**

Prior to the commencement of development on site a Construction Management Plan (CMP) shall be submitted to and approved in writing by the Local Planning Authority. The CMP shall include, but not limited to, the following details:

- Development contacts, roles and responsibilities
- Public communication strategy, including a complaints procedure.
- Dust Management Plan (DMP) including suppression, mitigation and avoidance measures to control dust.
- Noise Management Plan, including assessment of noisy construction techniques likely to be used, 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.

- Details of parking and traffic management measures, site compound, delivery routes, construction access and storage areas.
- Measures to control light spill and glare from any floodlighting and security lighting installed.
- Pest control

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 CMP so approved.

Reason: In the interests of highway, pedestrian safety and residents amenity and to reflect the phased requirements of condition No.6 of this permission and in accordance with CCC1 of the New Forest District Local Plan Part 1: Planning Strategy 2020.

15. **Construction Environmental Management Plan**

Prior to the commencement of development, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority.

The plan shall include, but not be limited to, measures to provide:

- Protective fencing and buffering all retained hedgerows and trees;
- Dust control and minimisation
- Pollution prevention measures;
- Lighting control;
- Noise control and minimisation
- Vegetation removal under supervision / timing of works e.g. birds and dormice; and

- Methods to prevent badgers (and other mammals) getting trapped in excavations.

The agreed plan shall then be implemented and followed for the duration of construction as appropriate to the nature of the works and impact.

Reason: In the interests of protecting sensitive features of nature conservation and in accordance with Policy CCC1 of the New Forest District Local Plan Part 1: Planning Strategy 2020 and DM2 of the New Forest District Local Plan Part 2: Sites and DM policies 2014

16. **Revised ecological surveys and mitigation**

Prior to the commencement of development a revised ecological survey of the site shall be submitted and approved in writing by the Local Planning Authority. It shall follow the principles and species identified in the Provision Ecological Assessment received 25/04/25 and include details of proposed mitigation and enhancement measures, include a timetable for implementation and management and maintenance measures where appropriate.

This shall include completion and submission of the Councils Ecological Enhancement monitoring Schedule.

The approved details shall then be implemented in accordance with the timetable and thereafter retained and maintained as agreed.

Reason: Due to the passage of time before commencement of construction and in the interests of preserving and enhancing on site ecology and to assist in monitoring in accordance with policy DM2 of the New Forest District Local Plan part 2: Sites and DM policies 2014.

17. **Drainage maintenance**

Details for the long-term maintenance arrangements for the surface water drainage system shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of any of the dwellings. The submitted details shall include;

- a) Maintenance schedules for each drainage feature type and ownership
- b) Details of protection measures.

The approved details shall then be implemented in accordance with the timescales included therein.

Reason: In order to ensure the surface water drainage infrastructure is maintained to minimise the risk of surface water flooding occurring and in accordance with policies ENV3 & CCC1 of the New Forest District Local Plan Part 1: Planning Strategy 2020 and the NPPF.

18. **Water Efficiency and Quality**

The development hereby permitted shall not be occupied until:

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;

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.

19. **Pre-commencement site meeting**

Prior to the commencement of works (including site clearance, demolition and construction works) 3 working days notice shall be given to the Local Planning Authority Tree Officer to attend a pre-commencement site meeting to inspect all tree protection measures and confirm that they have been installed as illustrated and as specified within the submitted eourban Arboricultural Impact Appraisal and Method Statement reference 241610 - AIA2 received 25/04/25.

Reason: In order to ensure tree protection measures secured by condition 10 contained within the AMS reference 241610 - AIA2 received 25/04/25 are in place.

20. **Sensitive lighting strategy**

Prior to the commencement of development above damp proof course, a “site wide sensitive lighting design strategy for biodiversity” in line with BCT / ILP Guidance Note 08/18 ‘Bats and artificial lighting in the UK’ for all areas to be lit shall be submitted to and approved in writing by the local planning authority. The strategy shall:

- identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important commuting routes used to access key areas of their territory, for example, for foraging;
 - 1) Identify and take account dedicated bat roost features provided by the development; and
 - 2) Show how and where external lighting will be installed (through the provision of appropriate lighting contour (lux) plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places and that dark corridors will be maintained.

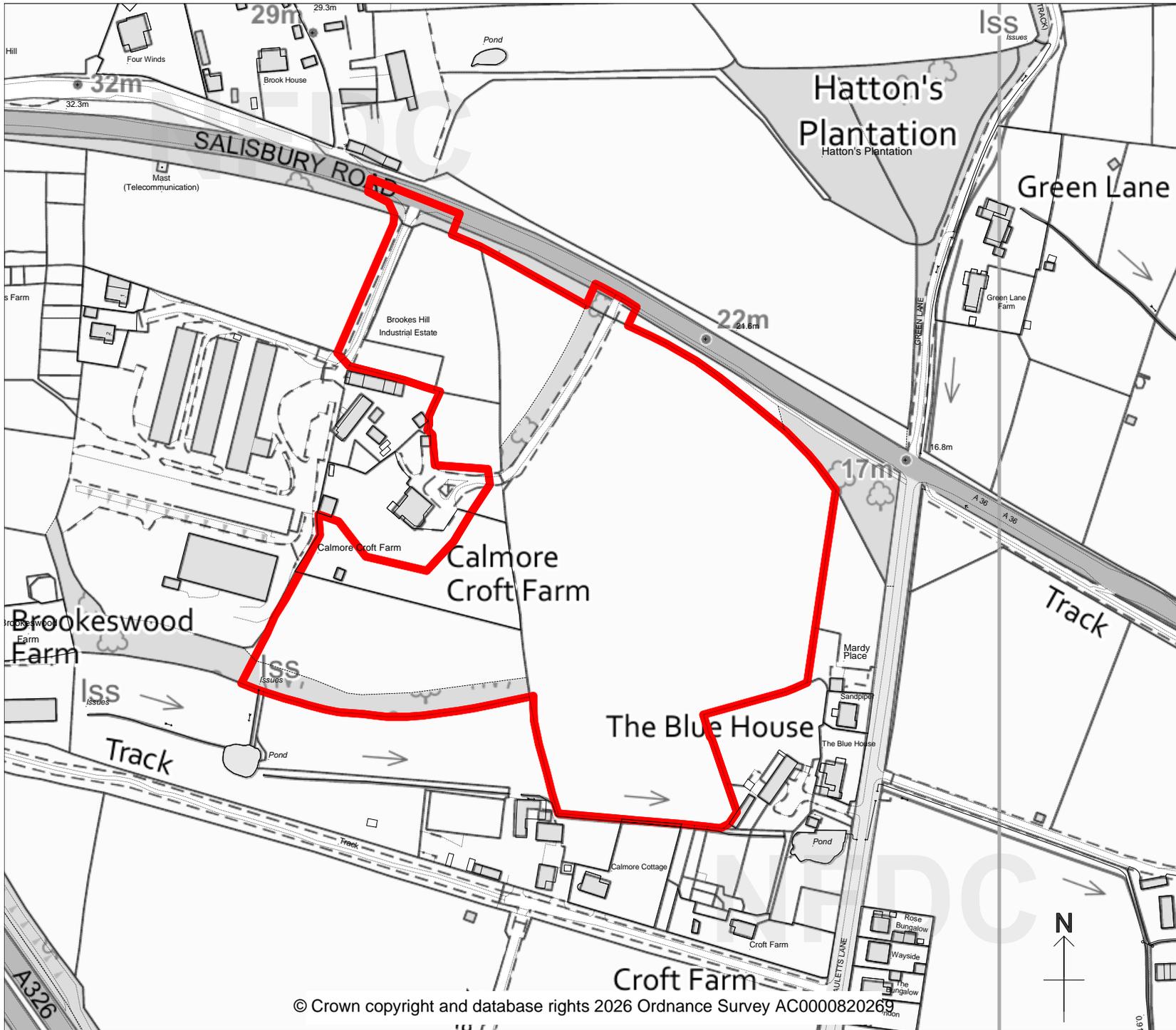
All external lighting shall be installed in accordance with the specifications and locations set out in the agreed strategy, and these shall be retained and maintained thereafter to preserve the strategy.

Reason: In the interests of visual amenity and supporting ecology in the area in accordance with policy ENV3 of the New Forest District Local Plan Part 1: Planning Strategy 2020 and DM2 of the New Forest District Local Plan Part 2: Sites and DM policies 2014.

Further Information:

James Gilfillan

Telephone: 02380 28 5797



New Forest

DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

Mark Wyatt
 Service Manager
 Development Management
 New Forest District Council
 Appletree Court
 Lyndhurst
 SO43 7PA

PLANNING COMMITTEE

March 2026

Land South of Salisbury Road
 Calmore
 Netley Marsh
 25/10422

Scale 1:2854

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

65

This page is intentionally left blank

Planning Committee 11 March 2026

Application Number: 23/10692 Full Planning Permission
Site: MAPLE FIELD FARM, MARTIN ROAD, MARTIN SP6 3LR
(PROPOSED LEGAL AGREEMENT)
Development: Convert redundant agricultural building into two holiday units;
add pergolas and bay windows; demolish existing polytunnel
Applicant: Mr & Mrs Snelgar
Agent: Planning Base Ltd
Target Date: 15/08/2023
Case Officer: James Gilfillan
Officer Recommendation: Refuse
Reason for Referral to Committee: Previous Committee Item with Revised Recommendation

1 Planning Committee Update. 11/03/26

- 1.1 On the 13th September 2023 members of the Planning Committee resolved to support their officers recommendation to approve the proposed development, subject to securing a S.106 legal agreement to deliver protected habitat mitigation.
- 1.2 More than two years have passed since the committee resolved to grant permission. There has been no progress in securing the required mitigation in that time.
- 1.3 In the absence of the required s106 agreement, the proposal would generate additional recreational activity within the New Forest's internationally designated nature conservation sites, adding to established recreational pressures that risk adverse effects on the integrity of these protected habitats. Evidence set out in the Council's Recreational Mitigation Strategy confirms that residential and overnight development within the district has the potential to harm these internationally important sites unless mitigation is secured through appropriate measures and developer contributions.
- 1.4 Policy ENV1 of the Local Plan seeks to protect the landscape character and quality of the New Forest, including the internationally designated habitats that form part of its special environment. In this case, no Section 106 legal agreement has been provided to secure the required recreational mitigation package and associated financial contributions. Without such an agreement, the development fails to mitigate its identified impacts and therefore conflicts with Policy ENV1 and the Council's adopted mitigation strategy.
- 1.5 Furthermore in the absence of such a Section 106 legal agreement being agreed, the Council would not be able to conclude that the planning application would pass an Appropriate Assessment of the scheme's impact on features of nature conservation interest as required by the Conservation of Habitats and Species Regulations 2017.

- 1.6 Since the previous committee resolution there has not been any material change in policy or circumstances such that these obligations are no longer relevant or necessary to make the scheme acceptable.
- 1.7 Given the time that has elapsed since the original resolution was reached and the failure of the applicant to engage with the Council, it is considered there is little prospect that the S.106 required to secure the mitigation will be delivered.

2 Planning Policy Update:

- 2.1 Since the previous resolution to grant permission by the Council, the statutory duty to be undertaken for development in a National Landscape (Cranborne Chase National Landscape, referred to as AONB in the report below.) was amended through the introduction of Section 245 of the Levelling-up and Regeneration Act 2023 (LURA). Under this duty, relevant authorities must “*seek to further*” the statutory purposes of Protected Landscapes, replacing the previous requirement merely to “*have regard to*” those purposes.
- 2.2 In re-assessing this proposal, officers have considered whether the development would conserve and enhance the natural beauty, special qualities, and distinctive character of the Cranborne Chase National Landscape.
- 2.3 The application has not materially changed since the committee last considered the application. The proposal solely comes back before the committee given the failure of the applicant to enter into the required legal agreement. The “Design, site layout and impact on local character and appearance of area” section of the original committee report, reproduced below, considered the impact of the works on the National Landscape (or AONB as it was named at that time). The assessment remains robust in light of the amended statutory test and the conclusions remain sound.
- 2.4 Accordingly, notwithstanding the revised recommendation, it is concluded that the proposal meets the relevant LURA tests, as it positively aligns with and seeks to further the purposes of this Protected Landscape.

Conclusion

- 3.1 Based on the position, set out above with regards to the failure of the applicant to enter into the necessary legal agreement pursuant to Section 106 of the Town and Country Planning Act 1990 the proposed recommendation is adjusted. This adjustment is contrary to the original recommendation and the conclusion set out below in the original case officer report, it is now recommended that the application be refused given the conflict with Policy ENV1 and the Council's adopted mitigation strategy:

3 RECOMMENDATION

Refuse

Reason(s) for Refusal:

1. The recreational impacts of the proposed development on the New Forest Special Area of Conservation, the New Forest Special Protection Area, the New Forest Ramsar site would not be adequately mitigated and the proposed development would therefore be likely to unacceptably increase recreational pressures on these sensitive European nature conservation sites, contrary to Policy ENV1 of the Local Plan 2016-2036 Part One: Planning Strategy and the Council's Supplementary Planning Document "Mitigation for Recreational Impacts on New Forest European Sites".

Original September 2023 report to committee is appended.

Further Information:

James Gilfillan

Telephone: 02380 28 5797

Application Number: 23/10692 Full Planning Permission
Site: MAPLE FIELD FARM, MARTIN ROAD, MARTIN SP6 3LR
Development: Convert redundant agricultural building into two holiday units; add pergolas and bay windows; demolish existing polytunnel
Applicant: Mr & Mrs Snelgar
Agent: Planning Base Ltd
Target Date: 15/08/2023
Case Officer: James Gilfillan
Officer Recommendation: Service Manager - Grant
Reason for Referral to Committee: Parish Council Contrary View

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Planning History
- 2) Impact on the character of the area.
- 3) Impact on protected New Forest and Avon Valley habitats

2 SITE DESCRIPTION

The site is on the north side of Martin Road at the west end of the village. It is opposite the Martin Club, a community hall. The site is largely surrounded by open countryside and falls within Cranborne Chase AONB.

There is a single storey barn and small polytunnel on site left over from previous agricultural and horticultural uses that have vacated the site.

The site is accessed from an unmade track that extends along the west edge of the field, serving a dwelling to the west and fields beyond. A Public Right of Way extends along the track. The track joins Martin Road adjacent to the south west corner of the site.

The adjoining field is being used as a temporary/pop-up camping site and the building has been used in connection with this use.

3 PROPOSED DEVELOPMENT

Convert redundant agricultural building into two holiday units; add pergolas and bay windows; demolish existing polytunnel

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status	Appeal Description
----------	---------------	----------------------	--------	--------------------

21/11160 Application for approval under paras 75-78 of the Conservation of Habitats and Species Regulations 2010 (General Development Order) for the continued use of the campsite	07/03/2022	Granted	Decided	
20/11417 Convert redundant Agricultural Buildings into two holiday units; bay windows; pergolas; demolish existing polytunnel	14/05/2021	Refused	Appeal Decided	Appeal Dismissed

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy STR1: Achieving Sustainable Development

Policy STR2: Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park

Policy STR3: The strategy for locating new development

Policy STR4: The settlement hierarchy

Policy STR6: Sustainable economic growth

Policy ENV1: Mitigating the impacts of development on International Nature Conservation sites

Policy ENV3: Design quality and local distinctiveness

Policy CCC1: Safe and healthy communities

Local Plan Part 2: Sites and Development Management 2014

DM2: Nature conservation, biodiversity and geodiversity

DM13: Tourism and visitor facilities

DM22: Employment development in the countryside

Local Plan Part 1: Core Strategy 2009. Saved Policy

CS19: Tourism

CS21: Rural economy

Supplementary Planning Guidance And Documents

SPD - Mitigation Strategy for European Sites

SPD - Air Quality in New Development.

National Planning Policy Framework

Cranborne Chase AONB Management Plan 2019-2024

6 PARISH / TOWN COUNCIL COMMENTS

Martin Parish Council: PAR 4 REFUSAL. The reasons for the refusal are as listed.

- These plans have been used before and were refused. The council could not see any improvements from the last application.
- A structural survey has still not been completed.
- A bat survey has not been completed and bats are known to fly from the eaves of this building.

- The building is still out of character for the area and does not protect or enhance the AONB.
- The drive is too close to a change in speed limit from 30mph to 60mph encouraging infilling.
- It is not believed to be a redundant building as it is currently used as a shower block for the campsite on the premises.
- Allowing the building to be changed to holiday lets would lead to more applications for buildings as a new shower block and toilets would need to be added for the campsite.
- It would set a precedent of building an agricultural building to turn it into a home.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

HCC Rights of Way: No objection, noting minimal risk of conflict between users of the Public Right of Way and the visitors to the proposed development, draws the applicants attention to ensuring the PROW is not obstructed during development.

Natural England: Confirm the proposed development would give rise to likely significant effects on features of nature conservation interest in the New Forest and Avon Valley, through increased recreational activity and nutrient impacts. The LPA should satisfy themselves that such effects can and are mitigated.

Cranborne Chase AONB Officer: Raises concerns regarding the effect of light spill on the Cranborne Chase dark sky reserve and conflict with NPPF.

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

- Impact on the character and appearance of the area and suburbanising effect on Martin.
- Harm to the character of the AONB
- Land should be kept for agricultural use
- History of flouting planning regulations
- Noise and disturbance harming amenity
- Insufficient amenities in the village to support the proposed use
- Existing B&B holiday accommodation in the village is already under used
- Concerns regarding highway and pedestrian safety
- Site is untidy and unkempt
- Building is not redundant

For: 0

Against: 9

10 PLANNING ASSESSMENT

The scheme proposes to convert the existing building on site to residential use as holiday accommodation. The existing building can accommodate two 2-bed units. Minor alterations to the building, including bay windows and porch pergolas would be

added for each unit. The polytunnel structures would be removed and space around the building divided to provide gardens. There is an existing access, gravel surfaced driveway and areas for parking.

This application is identical to that submitted in 2020, that was refused and dismissed at appeal due to the harmful impact such a development would have on water quality in the Avon valley that, at that time, could not be mitigated.

Principle of Development

The principle of the development was considered acceptable by the previous application, confirmed by the appeal decision, a material consideration.

The policy position, in this respect, has not changed and the development remains in accordance with policies DM13 and CS19. .

The Inspector concluded that the site was suitably located for the development proposed and would accord with policy STR3. This appeal decision was taken after the latest NPPF was published in 2021, as such it was made with the requirements of para.176 in place, whereby great weight should be given to conserving and enhancing landscape and scenic beauty. The building is already present so is a feature of the landscape and scenery of the AONB.

The application would bring the vacant building back in to use, that would attract visitors to the area, who would be likely to spend in local shops and pubs, supporting the rural economy. Servicing the commercial use, through cleaners, laundry or gardeners would also support employment locally.

The principle of the scheme has benefits that weigh in support of the proposal.

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

When under consideration, the buildings subject to this application were considered appropriately designed for the context and character of the area. The maturity and size of trees and hedge along the roadside, southern boundary, would obscure views into the site for much of the year, limiting the effect of the changes proposed on the appearance of the street scene and character of the wider area.

The alterations proposed and effect of conversion to a residential use would inevitably give the building a more domestic appearance and include the trappings of residential occupation, such as flues, vents, aerials or satellite dishes, some of which could be controlled by condition or would not be readily visible or appreciated from outside the site and would only be modest taking in account the buildings existing appearance.

External materials proposed to be used in the extensions would match those existing, compatible with the appearance of the building and in the case of removing the existing white UPVC, would enhance the appearance of the building.

Removal of the polytunnel and shade tunnels would enhance the appearance of the site as they have become unkempt and the site around the barn poorly maintained and generally untidy. However, removal is a requirement of previous permissions in any event, so minimal weight is given to such improvements.

Division of land around the site to enclose gardens would have little impact on wider character and appearance. A condition is proposed to secure a landscape scheme to ensure any external alterations to the drive, parking area and gardens around the

building respect the rural character of the area.

Policies STR 2 and ENV4 refers to the special qualities and purposes of Cranborne Chase AONB and their settings being retained protect landscape character through sensitive development and specific reference is made to areas of intrinsically dark skies (Policy ENV4(iv). The NPPF (para.176) requires decision makers to place great weight on the need to conserve the landscape and scenic beauty of the AONB.

There are existing buildings on the site although their existing agricultural use would have limited fenestration and light pollution from an agricultural use would be minimal. Additional fenestration is proposed but this is not unreasonable within its context and residential use is likely to lead to use of blinds or curtains. No first floor accommodation or rooflights are proposed. Furthermore, external lighting could be very subtle and low level bollard style, significantly reducing the potential for light spillage beyond the site and any likely impact on Dark Skies within the AONB. A condition is recommended to secure details of the colour of external features to minimise visual intrusion.

Ecology

The application is supported by a preliminary ecological appraisal produced in 2020 to support the previous application. Whilst it concludes no evidence of protected species on site due to supporting features not being present, that report is almost 3 years old.

Representations received from local residents suggest the presence of bats in the area. It would be reasonable, given the passage of time and periods of inactivity for habitation by bats to occur. A condition could be used to ensure a revised bat survey is undertaken.

The Council's Ecologist has advocated ecological enhancements that should be incorporated. The minimal construction required to convert the building would not give rise to material disturbance or threat to any other species, such as birds, that may be present in the wider area, to justify any form of ecological construction management or restrictions.

Habitat Mitigation

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 permission would adversely affect the integrity of the New Forest and Solent Coast European sites, in view of that site's 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 such adverse impacts would be avoided if the applicant were to enter into a Section 106 legal agreement to secure a habitat mitigation contribution in accordance with the Council's Mitigation Strategy. In this case, the applicant has entered into a Section 106 legal agreement, which secures the required habitat mitigation contribution.

Phosphate neutrality and impact on River Avon SAC

The appeal against the decision of the council to refuse planning permission for this development in 2021 was dismissed due to the inability of the applicant to deliver mitigation for the impact of the development on water quality in the River Avon.

In accordance with the Conservation of Habitats and Species Regulations 2017 ('the Habitat Regulations') an Appropriate Assessment was carried out as to whether granting planning permission would adversely affect the integrity of the River Avon European sites, in view of those sites' conservation objectives, having regard to phosphorous levels in the River Avon.

With regard to current proposals, Natural England agrees with the competent authority that the plan or project for new residential development, without mitigation, has a likely significant effect on the River Avon Special Area of Conservation (SAC). The site is also listed as a Ramsar site and notified at a national level as the River Avon System and River Avon Valley Sites of Special Scientific Interest (SSSIs). Listed Wetlands of International Importance under the Ramsar Convention (Ramsar) sites are protected as a matter of Government policy. Natural England considers that impacts of phosphates on the Ramsar interest features are likely to be similar to the impacts on the SAC. As the Council cannot now rely on the Interim Delivery Plan to address phosphate levels in the River Avon, there needs to be a mitigation project to provide this development with a phosphate budget that will enable the development's phosphate impact to be offset. Such a project has now been secured and a Grampian style condition can be imposed that will secure the appropriate level of phosphate mitigation.

New Forest Habitats Air Quality Monitoring

To ensure that impacts on international nature conservation sites are adequately mitigated, a financial contribution is required 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. There is potential for traffic-related nitrogen air pollution (including NO_x, nitrogen deposition and ammonia) to affect the internationally important Annex 1 habitats for which the New Forest SAC was designated, and by extension those of the other International designations. 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.

Highway safety, access and parking

The existing access and space available for parking would meet the needs of the development. The risk of conflict between visitors and pedestrians on the Public Right of Way, shared with the access drive, would be minimal due to the low number of vehicle movements.

Concerns regarding the lack of footways beside the road leading in to the village and the speed of vehicles at this point are noted, but are existing problems for all local residents. The scale of movements generated by this scheme would not materially increase existing conflicts.

Air Quality

In response to the requirements of the 'Air Quality Assessments in New Development SPD 2022, the development is not sited in an area where air quality would have an

impact on the health of residents. The scheme is not immediately adjacent to the road and new boilers would meet modern standards. It would not be proportionate to impose any further requirements on this scheme.

Residential Amenity

There are no residential properties adjoining the site. The nearest, across Martin Drove are far enough away to be unaffected by the building and proposed alterations. The proposed use would give rise to some noise and potential disturbance, but not at a scale, at only 2 bed units, duration or nature that would be out of keeping with the predominately residential uses in the area, the potential for disturbance from the neighbouring Martin Club and the agricultural uses that could arise from use of the building historically.

Developer Contributions

As part of the development, the following will be secured via a Section 106 undertaking securing:

- New Forest recreational mitigation infrastructure £8,452.00
- New Forest recreational mitigation non-infrastructure £1,322.00
- New Forest Air Quality monitoring £206.00

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	139		139	139	£80/sqm	£15,183.08 *

Subtotal:	£15,183.08
Relief:	£0.00
Total Payable:	£15,183.08

11 OTHER MATTERS

N/A

12 CONCLUSION / PLANNING BALANCE

There have been no changes in circumstances, context or policies that could support taking a contrary view to the Inspector on the acceptability of the proposals.

The scheme would make use of an existing building in a manner that has benefits. It would preserve the character and appearance of the area, including the scenic beauty of the AONB. Residential amenity would be preserved and there would be no material impact on highway or pedestrian safety.

The imposition of a condition can now be relied upon to mitigate the effect of the

development on water quality in the Avon valley, thereby overcoming the reason the appeal was dismissed.

It is considered that this proposal is acceptable in principle, as stated by the Planning Inspector.

Whilst the concerns of residents are understood, it is not considered that the issues raised would justify a recommendation for refusal.

13 RECOMMENDATION

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

- i) the completion of a planning obligation entered into by way of a Section 106 Agreement to secure the mitigation for the recreational and air quality impacts on New Forest Habitats
- ii) the imposition of the conditions set out below.

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:

Site location plan received 20/06/23

Site & block plans, elevations & floor plans ref:1919/2 rec'd 20/06/23

Reason: To ensure satisfactory provision of the development.

3. Notwithstanding the provisions of the Town and Country Planning (Use Classes) Order 2005 and the Town and Country Planning (General Permitted Development) Order 2015 and the Town and Country Planning (General Permitted Development) (Amendment) Order 2015 or any subsequent re-enactments thereof, the development hereby approved shall be used for short term holiday let purposes only, shall not be occupied by the same person or persons for more than one month in any one calendar year, and for no other use purposes, whatsoever, including any other purpose in Class C3 of the Town and Country Planning (Use Classes) Order 2005 or any subsequent re-enactment thereof.

Reason: To prevent change of use to other forms of residential

development permissible by the GPDO and permission is granted in this case in order to support sustainable rural tourism, in an area in which housing would normally be resisted in accordance with Policy DM13 of the Local Plan for the New Forest District outside of the National Park (Part 2: Sites and Development Management) and having regard to the objectives of the NPPF.

4. Before their installation, 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 building 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.

5. Details of the hard landscape layout, surfaces, lighting, for the entrance access drive, parking courtyard, rear gardens and their enclosure shall be submitted to an approved in writing by the Local Planning Authority. The approved details shall be completed before first occupation of the building for the use hereby approved and thereafter retained.

Reason: In the interests of the character and appearance of the site and in accordance with policy ENV3 of the New Forest Local plan Part 1: Planning Strategy 2020, the Dark Skies designation and Cranborne Chase AONB Management Plan.

6. The development hereby approved shall not be occupied unless
 - 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;
 - proposals for the mitigation or offsetting of the impact of phosphorus arising from the development on the River Avon Special Area of Conservation (SAC), including mechanisms to secure the timely implementation of the proposed approach, have been submitted to and approved in writing by the local planning authority. Such proposals must:
 - (a) Provide for mitigation in accordance with the Council's Phosphorus Mitigation Strategy (or any amendment to or replacement for this document in force at the time), or for other mitigation which achieves a phosphorous neutral impact from the development;

- (b) Provide details of the manner in which the proposed mitigation is to be secured. Details to be submitted shall include arrangements for the ongoing monitoring of any such proposals which form part of the proposed mitigation measures.

The development shall be carried out in accordance with and subject to the approved proposals.

Reason: The impacts of the proposed development must be mitigated before any development is carried out in order to ensure that there will be no adverse impacts on the River Avon Special Area of Conservation (SAC) (adding, when it is in place and as applicable), in accordance with the Council's Phosphorus Mitigation Strategy / the Avon Nutrient Management Plan.

7. Prior to the commencement of development a survey of the existing dwelling for the presence of bats shall be undertaken by an appropriately qualified consultant and submitted in writing to the Local Planning Authority. The survey should establish, in sufficient depth, the presence or absence of any bats.

Should evidence of the presence of bats be found, then prior to commencement of conversion works, emergence/entry surveys shall be undertaken and reported in writing to the Local Planning Authority, and full details of mitigation and compensation measures in respect of any protected species found shall also be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development, and the approved measures of mitigation and compensation shall thereafter be implemented in accordance with an approved programme of works.

Reason: To safeguard protected species in accordance with Policy DM2 of the Local Plan for the New Forest District outside the National Park (Part 2: Sites and Development Management).

8. Prior to first use of the development hereby approved, the following ecological features shall be installed on site:

2x bee houses on the south elevation
2x sparrow terraces on the north east gable end
2x hedgehog boxes within the grounds

These features shall thereafter be retained.

Reason: In the interests of securing bio-diversity enhancements in accordance with DM2 of the New Forest District Council Local Plan Part 2: Sites and DM policies 2014.

Further Information:

James Gilfillan

Telephone: 02380 28 5797

NFDC



New Forest
DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

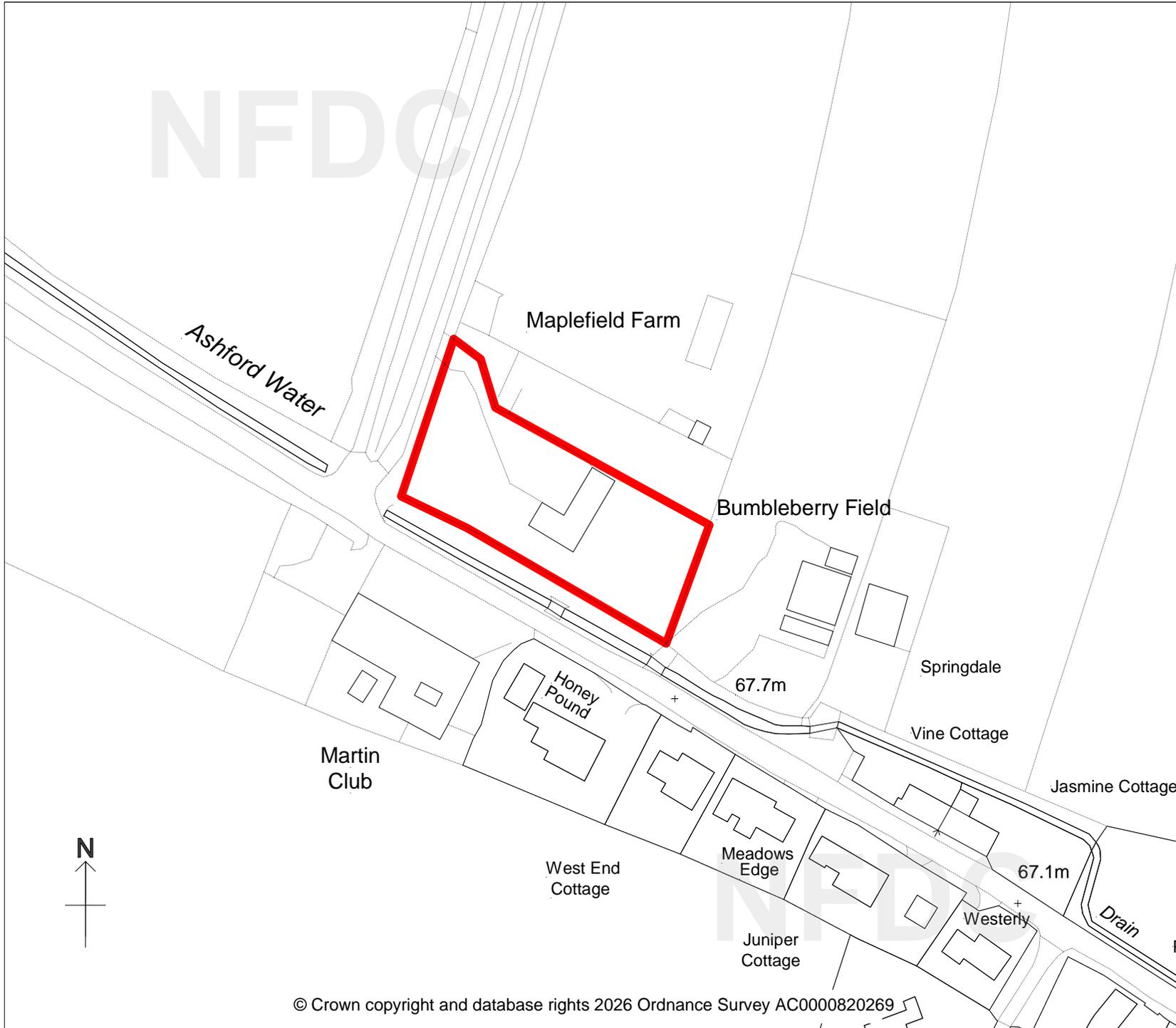
Mark Wyatt
Service Manager
Development Management
New Forest District Council
Appletree Court
Lyndhurst
SO43 7PA

PLANNING COMMITTEE

March 2026

Maple Field Farm
Martin Road
Martin
23/10692

81



Scale 1:1250

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

This page is intentionally left blank

Planning Committee 11 March 2026

Application Number: 25/10649 Full Planning Permission

Site: SHOREFIELD COUNTRY PARK, SHOREFIELD ROAD,
MILFORD-ON-SEA SO41 0LH

Development: Change of 12 touring caravan pitches to 12 static caravan pitches, alongside the relocation of ten static caravan pitches within the site

Applicant: Shorefield Holidays Limited

Agent: Ken Parke Planning Consultants

Target Date: 13/10/2025

Case Officer: Vivienne Baxter

Officer Recommendation: Service Manager - Grant

Reason for Referral to Committee: Parish Council contrary view

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Principle of the development
- 2) Green Belt
- 3) Impact on the character and appearance of the area
- 4) Impact on the residential amenities of the area
- 5) Highway matters including parking
- 6) Ecology and habitat mitigation matters

2 SITE DESCRIPTION

The site, formed from two parcels of land, lies within the countryside and Green Belt on the western edge of the village of Milford on Sea. It is part of an established holiday park (totalling 3.5ha) which extends predominantly to the north. Immediately south of the site and between the two separate parcels of land are privately owned residential properties. The south-western boundary of much of the site is a mature hedge forming the boundary with arable farmland.

The larger parcel of land (A) is approximately 1.8ha. It includes several static caravans and tarmaced roads together with ancillary facilities such as bin stores and areas of decking associated with the individual plots.

The smaller parcel of land (B), is approximately 0.36ha, and is separated from the access track by a post and rail fence and gate. There is a hardcore track through this area leading to another part of the holiday park to the east. Whilst the access track adjacent to this area is outside of the site area, it is privately owned by the applicant up to its junction with West Road.

3 PROPOSED DEVELOPMENT

The proposal entails the relocation of 10 static caravans from Area A to Area B and the provision of 12 static caravans within Area A, an increase of 12 pitches across

the site. An informal layout of Area B has been provided although it is not specified which caravans would be relocated.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
25/10025 Resiting of ten static caravans (Lawful Development Certificate that permission is not required for proposal)	28/02/2025	Was Lawful	Decided
24/10800 Siting of 12 touring caravan pitches (Lawful Use Certificate for a proposed use or operation)	09/10/2024	Was Lawful	Decided
XX/LYB/00011/1/CARA Caravan site	25/11/1964	Granted Subject to Conditions	Decided

5 PLANNING POLICY AND GUIDANCE

Emerging Local Plan

On February 4th 2026 Cabinet approved a report that recommended that this Council starts the public consultation stage into the Regulation 18 version of the new Local Plan. This Regulation 18 version of the Plan will represent an early point in the plan-making process. Consultation is being undertaken between 6th February until 20 March 2026. At this stage, the National Planning Policy Framework (NPPF) paragraph 48 advises that only limited weight can be afforded to emerging plan policies when determining planning applications, as the weight given depends on the stage of preparation, the extent of any unresolved objections, and the degree of consistency with the NPPF. Given that the Regulation 18 draft is at the initial consultation stage and has not progressed to examination, it cannot be considered to carry significant material weight. Accordingly, while the emerging Local Plan is a material consideration in decision making and may provide helpful context, decisions should continue to be primarily guided by the adopted development plan unless other material considerations indicate otherwise.

Local Plan 2016-2036 Part 1: Planning Strategy

Policy CCC2: Safe and sustainable travel
 Policy ENV1: Mitigating the impacts of development on International Nature Conservation sites
 Policy ENV2: The South West Hampshire Green Belt
 Policy ENV3: Design quality and local distinctiveness
 Policy ENV4: Landscape character and quality
 Policy IMPL1: Developer Contributions
 Policy STR2: Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park
 Policy STR3: The strategy for locating new development

Local Plan Part 2: Sites and Development Management 2014

DM2: Nature conservation, biodiversity and geodiversity
 DM13: Tourism and visitor facilities

Core Strategy

CS19: Tourism

Supplementary Planning Guidance And Documents

SPD - Mitigation Strategy for European Sites

Neighbourhood Plan

N/A

National Planning Policy Framework

NPPF Ch. 6 - Building a strong, competitive economy

NPPF Ch.13 - Protecting Green Belt land

NPPF Ch 15 - Conserving and enhancing the natural environment

National Planning Policy Guidance

6 PARISH / TOWN COUNCIL COMMENTS

Milford On Sea Parish Council, The Old Clock House

PAR 4: We recommend REFUSAL

The Parish Council do not support this proposal as it consists of a loss of much needed touring sites. Touring sites need to be protected.

The Parish Council question if there is a legal requirement to supply touring sites in this location to balance the already existing large number of static sites in this location.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

Forestry England

Comment only regarding ancient woodland, veteran trees and biodiversity

Ecologist

No objection subject to conditions

Environmental Health (Pollution)

No objection based on noise concern.

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

- light pollution from any associated street or patio lights
- loss of privacy
- noise from guests, pressure washers and grass cutters

- Common land has been cleared of vegetation.
- increased traffic
- adverse impact on tranquil nature of area
- negative impact on landscape and views from B3058
- additional water run-off and impact on ecosystem
- loss of biodiversity and disruption to wildlife
- previous extension of Shorefield had a detrimental impact on local residents
- development is getting closer to the village.
- proposals conflict with Conservation Awards awarded to Shorefield
- stress to residents having caravans on three sides of property.
- tree screens don't work for 6 months of the year
- Shorefields have no consideration for local residents
- there is a footpath across Area B
- concern about lack of notification of the previous LDC
- contrary to policies ENV4 and STR3
- Shorefield have failed to install adequate screening in the past
- there is no need for additional caravans
- Milford on Sea Development Plan states there should be no expansion to the existing site.
- the site includes vacant plots.
- money should be spent on improving the tired facilities.
- would result in a dwelling being surrounded by the park.

For: 0

Against: 10

10 PLANNING ASSESSMENT

Introduction

In October 2024, a Lawful Development Certificate (LDC) was issued for the provision of 12 touring caravan pitches within Area A (Ref 24/10800). This was in view of the implemented 1964 permission for a caravan site, condition 2 of which specified *"The setting aside of a part of the site to provide accommodation for touring caravans; this accommodation to comprise 15% of the total number of vans on the site"*. Whilst the touring pitches have not been implemented, the applicant is able to provide these 12 additional touring pitches within Area A without the need to relocate any existing pitches within this area.

The re siting of 10 static caravan pitches from Area A to Area B was considered lawful under a separate LDC issued in February 2025 (Ref 25/10025). This was in view of the proposed use of the land (Area B) not constituting a material change of use. The applicant therefore has consent to relocate 10 static pitches from Area A to Area B without the need for planning permission.

As such, there is a fallback position should permission be refused. The two lawful development certificates issued in 2024 and 2025 would allow for the provision of 12 touring caravan pitches within Area A and the relocation of 10 static caravans to Area B. The only difference between what could be provided and what is proposed is that the additional 12 pitches would be for static rather than touring caravans.

Principle of Development

Saved Policy CS19 of the Core Strategy is generally supportive of the local tourism industry where it maintains and enhances existing tourist facilities, relieves tourist pressures on the New Forest National Park and enhances the visitor appeal of coastal environments and settlements of Milford on Sea (amongst other places).

Policy DM13 of the Local Plan Part 2 allows for the provision of visitor accommodation outside of built-up areas where it is:

- part of a farm diversification project or through the conversion of existing buildings in accordance with Policy DM22; or
- to extend an existing hotel or guest house, to improve its operating efficiency or to maintain the viability of the business, and where any physical extension is of a scale and design which does not have an unacceptable impact directly or indirectly on the character and setting of the building or the surrounding area; or
- to relocate an existing camping or caravan site to a less sensitive location, thereby reducing the impact on nature conservation interests and the local environment; or
- to enable environmental improvements to be made at an existing holiday park, camping or caravan site; or
- to up-grade ancillary facilities at an existing holiday park, camping or caravan site, or visitor attraction, provided this does not materially increase the overall impact of the development.

Whilst the majority of these criteria do not apply in this instance, part of the proposal relates to the relocation of pitches, although this would be to allow space to provide the additional pitches rather than for the purposes of reducing the impact of the site on nature conservation interests. The proposal would therefore be contrary to Policy DM13 and the proposal represents a departure to the Development Plan.

Although part of the development plan, both of these policies are now quite dated and national planning policy within the NPPF has been published since their adoption.

Paragraph 88 of the NPPF states that planning '*decisions should enable sustainable rural tourism and leisure development which respect the character of the countryside*'. Paragraph 89 recognises that sites to meet local business needs in rural areas may have to be found adjacent to or beyond existing settlements and sites that are physically well-related to existing settlements should be encouraged.

This being the case, it is considered that the proposal complies with more recent policy in view of its proximity to the built up area of Milford on Sea approximately 132m away to the south although consideration is still required with regard to impact of the proposal on the countryside which is considered below.

Whilst the proposal is strictly contrary to Policy DM13 of the Local Plan Part 2, it is considered that the proposal is not in conflict with more recent, national policy. Further, the additional pitches can be provided without the need for planning permission and Area B can be used for 10 static pitches without the need for permission.

South West Hampshire Green Belt

Policy ENV2 of Local Plan Part 1 requires development within the Green Belt to be determined in accordance with national policy. Paragraph 154 of the NPPF states that development in the Green Belt is inappropriate unless one of the following exceptions applies:

- a) *buildings for agriculture and forestry;*

b) the provision of appropriate facilities (in connection with the existing use of land or a change of use), including buildings, for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;

c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;

d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;

e) limited infilling in villages;

f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and

g) limited infilling or the partial or complete redevelopment of previously developed land (including a material change of use to residential or mixed use including residential), whether redundant or in continuing use (excluding temporary buildings), which would not cause substantial harm to the openness of the Green Belt.

h) Other forms of development provided they preserve its openness and do not conflict with the purposes of including land within it. These are:

i. mineral extraction;

ii. engineering operations;

iii. local transport infrastructure which can demonstrate a requirement for a Green Belt location;

iv. the re-use of buildings provided that the buildings are of permanent and substantial construction;

v. material changes in the use of land (such as changes of use for outdoor sport or recreation, or for cemeteries and burial grounds); and

vi. development, including buildings, brought forward under a Community Right to Build Order or Neighbourhood Development Order.

Of these, part g) allows for the limited infilling of previously developed land. Clearly Area A is previously developed land and whilst Area B does not presently accommodate any buildings, it is associated with the wider holiday park. The definition of previously developed land in the NPPF states:

Land which has been lawfully developed and is or was occupied by a permanent structure and any fixed surface infrastructure associated with it, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed).

Whilst it is accepted that caravans are not considered to be permanent structures, the associated works such as access roads, bin store enclosures and communal buildings further afield within the holiday complex would be. On this basis, the proposal is considered to comply with part g) and is not contrary to national Green Belt policy in the NPPF. In terms of the impact of the proposal on the openness of

the Green Belt, it is acknowledged that there would be some impact in respect of Area B although this parcel of land is sited between existing residential properties and has a backdrop of trees. The 10 pitches within this area could also be implemented regardless of this application. As such, the overall impact of the proposal on the Green Belt is acceptable.

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

Policy ENV3 of the Local Plan Part 1 requires development to be sympathetic to its environment and context, respecting and enhancing local distinctiveness.

Area A of the application site contains approximately 70 mobile homes at present, all of which are serviced by tarmac roads, with grassed areas and decking for use by occupants of the units. They have allocated parking spaces and there is hedge and tree planting between and around some units. The area also includes a small parking area for tree houses within the adjacent part of the holiday park to the north. The south western boundary to this area is a mature hedge which separates the holiday park from adjoining arable farmland. As such, there are limited public views into this part of the site. The existing pitches are small scale, single storey static caravans, finished in a cream colour with grey roof. They are not prominent from public vantage points.

Whilst the submitted plans are not specific as to where the additional units would go, the supporting documentation states that the 10 units to be re-sited in Area B would be from within Area A. This would facilitate more space to accommodate the 12 new static pitches, resulting in just 2 additional pitches within Area A. The proposal to increase the number of units within this area by two would have a limited impact on the character of the area and its landscape setting.

Area B is presently a small paddock surrounded by mature trees to the north and east, a tarmaced pedestrian access into the holiday park, also shared as a vehicular access to the dwelling, Windward to the south west with further dwellings to the south. The access is separated from Area B by post and rail fencing with a gated vehicular access and as such, the area is more visible from the adjoining land, albeit privately owned.

Concerns have been raised with regard to the clearance of vegetation which has occurred in Area B in recent months although there are no designations which would prevent such clearance. Contrary to some local views, the land is not designated as Common Land and there are no public rights of way through the site although it is understood that the landowner has historically allowed the public to walk through this area which links different sections of the wider holiday park with West Road.

In considering the visual impact of the proposals for Area B the planning history needs to be considered. The Lawful Development Certificate (25/10025 February 2025) allows for the provision of 10 static caravans within this area but does not allow for any controls over landscaping. Whilst the provision of 10 static units within Area B would have an impact on the character of the area this would not be materially different from what could lawfully be provided on the site. In addition, as this is a planning application, there is scope to seek appropriate mitigation which could include conditions requiring landscape planting to ensure that the appearance of this area reflects the adjacent parts of the holiday park.

On this basis, securing the units in this location through the current planning application would be an enhancement of the extant position due to the ability to secure mitigation measures through planning conditions. As such, subject to the imposition of an appropriately worded condition requiring details of landscaping,

including the siting of the proposed units, the proposal is considered to be sympathetic to the immediate local context and so would comply with Policy ENV3.

Residential amenity

Policy ENV3 of Local Plan Part 1 requires development to avoid unacceptable effects on residential amenity through visual intrusion, overlooking, shading, noise and light pollution.

There are several residential properties which back on to the wider holiday park. Most of these dwellings have had little change in terms of the siting of pitches over many years. The park has however, expanded to the southern edge with the provision of additional pitches between The Bucklers and properties at the northern extent of West Road. These pitches are in excess of 20m from the front of the West Road properties and in view of the length of the rear gardens to these dwellings, the proposed relocated pitches would be at least 35m from the northern elevations of these dwellings.

Windward has been adjacent to several pitches in Area A along its north western boundary for many years and the proposal would result in further pitches adjacent to the south eastern boundary. This boundary comprises short sections of fence, interspersed with mature conifer hedging in excess of 2m in height. There is also a substantial outbuilding situated in the rear garden to this boundary with the property's drive running along the boundary to the outbuilding.

As single storey structures, the proposed new units are unlikely to have any harmful impact on the privacy currently enjoyed by the existing dwellings adjacent to the site and would not give rise to any significant shading or overbearing impact in view of the mature boundary vegetation between the site and residential gardens. The proposal does not include any additional external lighting within the site.

In view of the additional 12 pitches, mainly within Area B, it is accepted that there could be some increased in the current level of noise and disturbance to those properties adjacent to the site. However, as the relocation of 10 units into Area B could be implemented without planning permission (under the LDC reference 25/10025), it would be difficult to refuse the application on the grounds of increased noise and disturbance and resultant harmful impact on residential amenity. Environmental Health has considered the proposal and has not raised any objection to the scheme given the fallback position.

The proposal would not increase harm to residential properties over and above the lawful position and would therefore comply with Policy ENV3 of the Local Plan Part 1.

Highway safety, access and parking

Policy ENV3 (iv) and CCC2 of the Local Plan Part 1 requires development to integrate sufficient car parking spaces in a manner that would not impact on the character and quality of the area, or highway and pedestrian safety, and to prioritise the provision of safe and convenient pedestrian access within developments.

The proposal does not involve any alterations to existing access points onto the public highway. Whilst it is physically possible for vehicles to drive through Area A onto the access used by Windward and through to Area B and West Road to the south, there is a gate which restricts this with pedestrian access only allowed from Area A at its junction with Windward. In order to ensure continued pedestrian safety and minimise potential conflicts, it is considered appropriate to maintain this

restriction, requiring visitors to the proposed pitches to access the units through the holiday park and to the eastern side of Area B. This would also minimise conflict between holiday makers and domestic trips along this part of the private access road.

Subject to an appropriately worded condition, the proposal complies with Policy ENV3 (iv) and CCC2 of the Local Plan Part 1.

Ecology

Policy DM2 of the Local Plan Part 2 requires development proposals to incorporate features to encourage biodiversity and retain, where possible, features of nature conservation value within the site. Biodiversity net gain (BNG) is a mandatory requirement for this site in view of the provision of additional hardsurfacing exceeding 25m².

The application has been supported with an ecological appraisal which identifies a variety of habitats within the site although none are considered to be significant in view of the small size and nature of the development. The BNG metric has indicated that an additional 1.8 habitat units and 0.12 hedgerow units are required in order to achieve a BNG of 10%. This will require the purchase of units from a local habitat bank should it not be possible to provide them on the site.

The submitted report is detailed in relation to protected species and it is noted that the site offers limited habitat for the majority of the species identified (including bats, badgers and great crested newts). Precautionary working methods including the cutting of vegetation and removal of rubble and log piles are identified within the appraisal and should be incorporated into a Construction Environmental Management Plan to be submitted and agreed prior to the commencement of development. It is further recommended that ecological enhancements are secured prior to works commencing and implemented before occupation. Planning conditions are recommended to secure these matters.

Subject to these conditions, the proposal is considered to comply with Policy DM2 of the Local Plan Part 2.

Habitat Mitigation and off-site recreational impact

Habitat Mitigation

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 permission would adversely affect the integrity of the New Forest and Solent Coast European sites, in view of that site's 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 such adverse impacts would be avoided if the applicant were to enter into a Section 106 legal agreement to secure a habitat mitigation contribution in accordance with the Council's Mitigation Strategy. In this case, the applicant is working towards the completion of a Section 106 legal agreement, which would secure the required habitat mitigation contribution. This agreement will be completed before any planning decision is issued.

There is no requirement for the proposed use to contribute towards air quality monitoring.

Nitrate neutrality and impact on Solent SAC and SPAs

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 permission which includes an element of new residential overnight accommodation would adversely affect the integrity of the New Forest and Solent Coast European sites, in view of that site's conservation objectives having regard to nitrogen levels in the River Solent catchment. The Assessment concludes that the proposed development would, in combination with other developments, have an adverse effect due to the impacts of additional nitrate loading on the River Solent catchment unless nitrate neutrality can be achieved, or adequate and effective mitigation is in place prior to any new dwelling being occupied. In accordance with the Council Position Statement agreed on 4th September 2019, these adverse impacts would be avoided if the planning permission were to be conditional upon the approval of proposals for the mitigation of that impact, such measures to be implemented prior to occupation of the new residential accommodation. These measures to include undertaking a water efficiency calculation together with a mitigation package to addressing the additional nutrient load imposed on protected European Sites by the development. A Grampian style condition has been agreed with the applicant and is attached to this permission.

Developer Contributions

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

- Habitat Mitigation
- Bird Aware Solent

11 OTHER MATTERS

The Parish Council's concern over the loss of touring pitches is noted. However, permission for the touring pitches was granted in the 1960s as part of a wider application including permanent pitches, yet it was not implemented. The LDC determined under application 24/10800 confirmed that it would be lawful for these pitches to be implemented should the landowner choose to do so.

In this instance, the landowner has chosen to request permission for the touring pitches to be permanent static ones and as such, there is no loss of touring pitches.

12 CONCLUSION / PLANNING BALANCE

The planning history for this part of the wider holiday park clearly demonstrates that 10 new static pitches can be provided within Area B, relocated from Area A. Within Area A, 12 touring pitches can lawfully be provided. The proposal would result in the 10 relocated pitches in Area B and the provision of 12 static pitches in Area A. Both situations result in 12 additional pitches albeit one for touring (the LDC) and one for static pitches (the current planning application).

Whilst the proposal is strictly contrary to Policy DM13 of the Local Plan Part 2, it is considered that the proposal is not in conflict with more recent, national policy. Furthermore, the additional pitches in Area A and the static pitches in Area B can be used without the need for planning permission which makes this conflict acceptable in policy terms.

The proposal would not have any greater impact on the countryside or openness of the Green Belt when compared to the lawful use of the site, nor would it give rise to

unacceptable impacts on the residential amenities of those living nearby or highway safety than what could lawfully operate on site.

By determining a planning application, it is possible to include conditions in order to minimise the impact of the new pitches on the ecology of the area and ensure that appropriate landscaping enhancements are made, thus offering a benefit over the lawful position which could be implemented.

Permission is therefore recommended subject to the completion of a S.106 Agreement to secure the necessary habitat mitigation contributions.

13 RECOMMENDATION

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

- i. The completion of a planning obligation entered into by way of a Section 106 Agreement or Unilateral Undertaking to secure:
 - New Forest Habitat Mitigation contributions; and
 - Bird aware contributions
- ii. The imposition of the Conditions and any additional / amended conditions or variation to the Heads of Terms as deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions

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:

11 C - The Wildernesse site location plan
16 A - The Wildernesse general layout plan - existing
17A - The Wildernesse general layout - proposed

Preliminary Ecological Appraisal dated January 2026
Biodiversity Net Gain Assessment dated January 2026
Planning Statement dated June 2025.

Reason: To ensure satisfactory provision of the development.

3. Before development commences a scheme of landscaping of the site shall be submitted for approval in writing by the Local Planning Authority. This scheme shall include:
- a) the existing trees and shrubs which have been agreed to be retained;
 - b) a specification for new planting (species, size, spacing and location);
 - c) areas for hard surfacing, including the location of all relocated and new pitches, access provisions and parking areas and the materials to be used;
 - d) other means of enclosure;
 - e) a method and programme for its implementation and the means to provide for its future maintenance.

No development shall take place unless these details have been approved and then only in accordance with those details.

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.

4. Prior to commencement of development, an Ecological Enhancement Schedule (such as: [Ecological Enhancement Schedule - New Forest District Council](#)) supported by a plan showing the location of the agreed enhancement measure(s) shall be submitted to and approved in writing by the Local Planning Authority.

Prior to occupation, evidence shall be submitted to confirm installation of the agreed features, for example:

- A photographic record, and/or
- A signed statement by a suitably qualified ecologist.

The approved ecological enhancements to thereafter be retained in perpetuity.

Reason: To ensure biodiversity enhancements are delivered on the site in accordance with Local Plan Policy DM2 of the Local Plan Part 2 for the New Forest outside of the National Park

5. No development shall take place (including demolition, ground works and vegetation clearance) until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the Local Planning Authority. The CEMP shall include, but not be limited to, the following:
- a) Risk assessment of potentially damaging construction activities,
 - b) Identification of “biodiversity protection zones”,
 - c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts during construction (may be provided as a set of method statements),
 - d) The location and timing of sensitive works to avoid harm to biodiversity features,

- e) The times during construction when specialist ecologists need to be on site to oversee works,
- f) Responsible persons and lines of communication,
- g) The role and responsibilities of an ecological clerk of works (ECoW)/similarly competent person,
- h) Use of protective fences, exclusion barriers and warning signs,
- i) Details of site waste management and material storage, and
- j) Monitoring and compliance arrangements.

The approved CEMP shall be adhered to and implemented throughout the construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the local planning authority.

Reason: To ensure that construction activities are managed in a way that protects the environment, biodiversity, and the amenity of the surrounding area, in accordance with Policy DM2 of the New Forest District Local Plan Part 2 and the National Planning Policy Framework.

6. The development hereby permitted shall not be occupied until:

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;

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.

7. Vehicular access to Area B for those staying in the accommodation hereby permitted within that area shall be from the eastern side of Area B only.

Reason: To avoid conflict with pedestrian traffic along the private access road between West Road and Area A and in accordance with Policy ENV3 and CCC2 of the Local Plan Part 1 for the New Forest outside of the National Park

8. The static caravans hereby permitted shall not be used or occupied between January 6th and the last day in February.

Reason: To ensure the site remains a holiday facility in line with the rest of the Shorefield complex and not permanent accommodation.

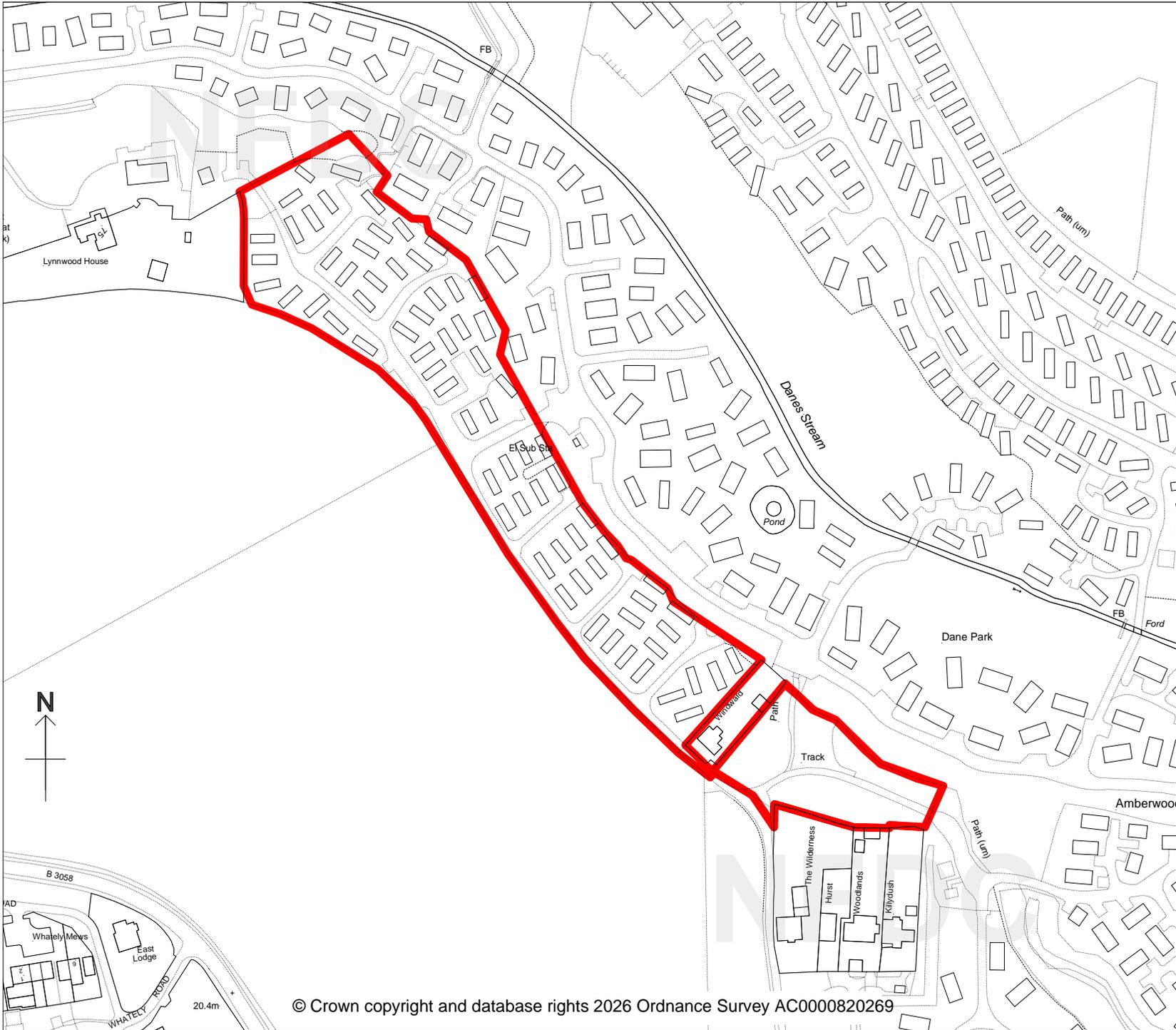
9. Any trees or plants within the approved landscaping scheme which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size or species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure the appearance and setting of the development is satisfactory 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.

Further Information:

Vivienne Baxter

Telephone: 023 8028 5442



New Forest
DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

Mark Wyatt
Service Manager
Development Management
New Forest District Council
Appletree Court
Lyndhurst
SO43 7PA

PLANNING COMMITTEE

March 2026

Shorefield Country Park
Shorefield Road
Milford on Sea
25/10649

Scale 1:2500

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

This page is intentionally left blank

Planning Committee 11 March 2026

Application Number: 25/11151 Full Planning Permission
Site: 67 WAINSFORD ROAD, EVERTON, HORDLE SO41 0UD
Development: Detached outbuilding to rear.
Applicant: Mr & Mrs Bell
Agent: Task Building Design
Target Date: 16/02/2026
Case Officer: Jacky Dawe
Officer Recommendation: Grant Subject to Conditions
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) The proposed use
- 3) Design, site layout and impact on local character and appearance of area
- 4) Residential amenity

2 SITE DESCRIPTION

The application property is located within the Hordle defined Built up Area and is also within an area that is covered by the Hordle Village Design Statement. A rural lane with a grass bank that flanks this part of the road with planting to the front. The properties are of a varied style and material, the application site is a detached bungalow, within a sizeable plot, the prevailing character here is the verdant nature of the road and the use of hedging as a front boundary treatment.

3 PROPOSED DEVELOPMENT

Permission is sought for a detached outbuilding in the rear garden for a gym, garden room and shower room

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
86/NFDC/33108 Extension to lounge and hall and addition of kitchen and bedroom.	12/11/1986	Granted	Decided

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy ENV3: Design quality and local distinctiveness

Supplementary Planning Guidance And Documents

SPD - Hordle Village Design Statement

National Planning Policy Framework

National Planning Policy Guidance

Plan Policy Designations

Built-up Area

6 PARISH / TOWN COUNCIL COMMENTS

Hordle Parish Council

Parish 4. We recommend Refusal.

The Parish Council were concerned about the proximity of the proposed outbuilding to adjacent neighbouring properties and the potential impact on residents, residential amenity; in respect of light, visual intrusion, noise and right to privacy. It was considered that information was missing - no inclusion of the height of the ridge or eaves on documents.

The Council is also concerned about the installation of services required for the shower, toilet and gym and notes that such provision allows for easy conversion to a dwelling not a "detached outbuilding?", ancillary to the main dwelling.

The Council is concerned about the impact on the character and appearance of the area, specifically the use of the open aspect gardens which would change and thus a precedent set for ever increasing garden building intrusion in the vicinity.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

No comments received

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

For: 0

Against: 1

- views from garden towards trees will be obstructed
- loss of greenspace
- a large building at end of garden
- with the inclusion of shower room could easily turn into B&B

10 PLANNING ASSESSMENT

Principle of Development:

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

Proposed use

The current application is for a detached outbuilding that would be used as a gym and shower room which is ancillary to the main dwelling

The Town Council has expressed concerns that the building could be occupied as a separate dwelling. However, that is not what is proposed. The proposal is intended for use as a gym/office and shower room ancillary to the main house. To use the building as a dwelling or B&B would result in a material change in the use of the building and such a change of use would require an express planning permission. The site would remain as a single planning unit and on this basis the proposed use is acceptable in planning terms.

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.

The Hordle Village Design Statement makes reference to Wainsford Road as predominantly bungalows with deep frontages, hedged boundaries and deep rear gardens, many of these features have been retained including the sizeable plots.

The proposed outbuilding that is subject of this application is situated to the rear of a generous plot and is not easily read from the front or rear due to existing trees and neighbouring built form.

The proposal is to replace an existing outbuilding in a similar position, within the rear garden of the application site.

The outbuilding has been designed to appear proportionate and subordinate to the existing dwelling. It would not appear prominent within the street scene and would not detract from the character and appearance of the area. The proposals therefore accord with the requirements of Policy ENV3.

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 proposal is for an outbuilding situated close to the rear boundary of the host dwelling and the rear boundaries of the adjoining neighbours, the roof form pitches away from the neighbouring gardens, at approximately 3.7m in height with the eaves at approximately 2.58m. The main windows face host garden, a side shower window will face the fence the properties number 3 and 5 Greenmead Avenue but these have long gardens of approximately 28m in length. Number 16 Everlea Close has a shorter rear garden however only a small section of the side boundary is adjacent to the application site, where an existing outbuilding is in situ.

The protection of views is unfortunately not a material planning consideration and the roof pitches away from the boundaries and would not be overbearing to any of the adjoining neighbouring properties.

The proposal has been carefully assessed on site. Due to the spatial characteristics of the application site and the adjacent properties, the design of the proposed development, its location and positioning in relation to the common boundaries and the neighbouring properties, the proposal would not cause unacceptable effects on the privacy, light and outlook available to the adjacent neighbours. The proposal is therefore considered to comply with Policy ENV3 of the Local Plan Part One.

Landscape impact and trees

Policy ENV4 seeks to retain and or enhance landscape features to successfully integrate new development into the local landscape.

The proposed outbuilding is in a similar position to an existing outbuilding and it is not proposed to remove any trees as part of the proposal and therefore it would comply with Policy ENV4.

11 OTHER MATTERS

None

12 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 proposal is considered to be an appropriate incidental outbuilding. It would have an acceptable impact on the character and appearance of the area and would not adversely affect the amenities of neighbouring dwellings or highway safety.

As such, the proposals comply with Policy ENV3 of the Local Plan Part 1 and therefore the recommendation is to grant planning permission.

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.

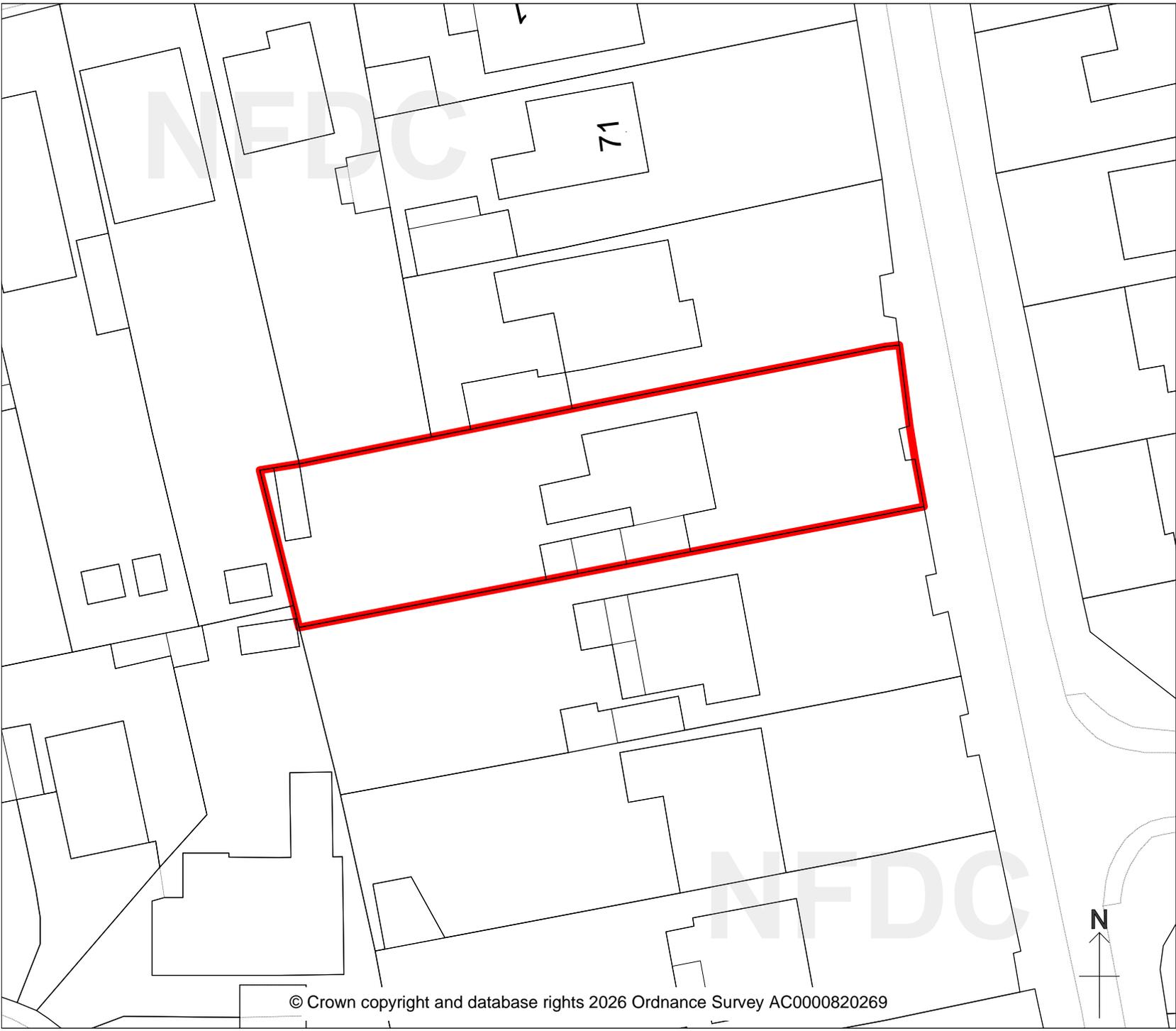
2. The development permitted shall be carried out in accordance with the following approved plans:

TBD-25-1327-01 REV 0 = SITE LOCATION AND BLOCK PLAN
TBD-25-1327-02 REV 0 = PROPOSED ELEVATIONS AND FLOOR PLANS

Reason: To ensure satisfactory provision of the development.

Further Information:

Jacky Dawe
Telephone: 023 8028 5447



103

71



New Forest

DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

Mark Wyatt
Service Manager
Development Management
New Forest District Council
Appletree Court
Lyndhurst
SO43 7PA

PLANNING COMMITTEE

March 2026

67 Wainsford Road
Everton
Hordle
25/11151

Scale 1:500

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

This page is intentionally left blank

Planning Committee 11 March 2026

Application Number: 25/11128 Full Planning Permission
Site: 61 BARTON LANE, BARTON-ON-SEA, NEW MILTON
BH25 7PJ
Development: Roof alterations in association with new first floor; partial demolition of existing structure; front & rear single-storey extensions; side dormer and rooflights.
Applicant: Mr & Mrs Manning
Agent: plans4home
Target Date: 11/02/2026
Case Officer: Kate Cattermole
Officer Recommendation: Refuse
Reason for Referral to Committee: Contrary Town Council view

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- (1) Impact on the street scene and character of the area
- (2) Residential amenity
- (3) Ecology

2 SITE DESCRIPTION

The application site consists of a detached hipped roofed bungalow, situated in an established residential road in the built up area of Barton on Sea. The bungalow forms part of a group of detached and semi-detached bungalows on the western side of Barton Lane, however the wider street scene has a more varied character of dwelling types and designs.

The existing dwelling is set back from the road, in line with a row of similar low profile dwellings with recessive front roof lines. On the front elevation are a pair of ground floor bay windows, and to the rear of the bungalow is a subservient gable and flat roofed conservatory alongside and the dwelling is render finish with clay tile roof over. To the rear of the dwelling is a detached garage, adjacent to the northern boundary with carport in front. The property has a reasonable sized plot, with the rear garden enclosed by fencing.

3 PROPOSED DEVELOPMENT

Roof alterations in association with new first floor which would result in the increase in the ridge height by a metre, the introduction of front and rear gables and a side dormer. Single storey front and rear extensions.

4 PLANNING HISTORY

None relevant

5 PLANNING POLICY AND GUIDANCE

Emerging Local Plan

On February 4th 2026 Cabinet approved a report that recommended that this Council starts the public consultation stage into the Regulation 18 version of the new Local Plan. This Regulation 18 version of the Plan will represent an early point in the plan-making process. Consultation is being undertaken between 6th February until 20 March 2026. At this stage, the National Planning Policy Framework (NPPF) paragraph 48 advises that only limited weight can be afforded to emerging plan policies when determining planning applications, as the weight given depends on the stage of preparation, the extent of any unresolved objections, and the degree of consistency with the NPPF. Given that the Regulation 18 draft is at the initial consultation stage and has not progressed to examination, it cannot be considered to carry significant material weight. Accordingly, while the emerging Local Plan is a material consideration in decision making and may provide helpful context, decisions should continue to be primarily guided by the adopted development plan unless other material considerations indicate otherwise.

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

Supplementary Planning Guidance And Documents

SPD - New Milton Local Distinctiveness

Neighbourhood Plan

New Milton Neighbourhood Plan
Policy NM4 - Design Quality
Policy NM13 - Barton-on-Sea

National Planning Policy Framework

National Planning Policy Guidance

Plan Policy Designations

Neighbourhood Plan New Milton
Built-up Area

6 PARISH / TOWN COUNCIL COMMENTS

New Milton Town Council

ACCEPTABLE (NON-Delegated)

(1) There is evidence of first floor living in bungalows close by to number 61.

(2) Precedent has already been set by permitted alterations to dwellings numbered 33 (App 10/96283) 35 (App 91/NFDC/48321) and 37 (App 90/NFDC/46573).

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

Ecologist

Holding objection - a PRA appraisal has been carried out which identifies that one bat emergence survey is required. An objection will be held to this application until the recommended survey is undertaken, and appropriate mitigation and compensation measures are provided.

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

For: 1

Against: 1

Support:

- Great addition to the Lane and would add to the aesthetic

Object

- Overlooking and loss of privacy to dwelling to rear

10 PLANNING ASSESSMENT

10.1 Principle of Development

10.1.1 This application is sited within the built up area of Barton on Sea where the principle of adapting and extending a dwelling are acceptable subject to the consideration of the impact on the street scene and character of the area, residential amenity and ecology. The relevant local plan policies are ENV3 of the Local Plan Part 1: Planning Strategy and Policy DM2 of the Local Plan Part 2 and the National Planning Policy Framework. These policies are considered in the following planning assessment..

10.2 Street scene and character of the area

10.2.1 Policy ENV3 of the Local Plan Part 1 requires that all development should achieve high quality design that contributes positively to local distinctiveness, quality of life and enhances the character and identity of the locality by creating buildings, streets, places and spaces that are appropriate, sympathetic to the environment in terms of context and attractive.

10.2.2 Paragraph 139 of the National Planning Policy Framework states that poor design should be refused, especially where it fails to respect local design policies and government guidance on design, including local design guidance and supplementary planning documents.

10.2.3 New Milton Neighbourhood Plan Policies NM4 and NM13 are relevant. These policies seek to ensure that all new development will be well designed to contribute to local distinctiveness. Policy NM13 specifically relates to Barton on Sea and states regard should be given to the New

Milton Local Distinctiveness Supplementary Planning Document. It also emphasises that in the area the application site falls within (Barton Gardens), there is:

xviii - Consistency of street rhythms, building lines, gaps between buildings, eaves heights and roof forms in bungalow area – predominantly uninterrupted hipped simple roofs and simple building forms . (NM13)

- 10.2.4 The New Milton Local Distinctiveness SPD was adopted in June 2010. Barton Lane is identified as one of the older pre car lanes , retaining a rural character. In regards to building format the following guidance is given:

Roof forms are particularly important across the area. Insensitive alterations not only make individual building appear as incongruous but by breaking the consistency and especially invading the skyline, impact on the whole neighbourhood.

- 10.2.5 The existing bungalow is in the northern section of Barton Lane and this part of the road has retained a semi rural character contributed to by the lack of pavements and the narrow width of the road. The existing bungalow sits within a group of low profile detached and semi-detached bungalows with recessive roof lines on the western side of Barton Lane, which coupled with their set back from the road created a spacious character on this side of the road. This is in contrast to the detached houses opposite which tend to be sited closer to the road boundary thereby having a different character than the western side of the road, in this section of Barton Lane.
- 10.2.6 The proposed extension would raise the ridge height by a metre and introduce front and rear gables over the original bungalow. This change in roof form would elongate the ridge line, introduce roof lights on the northern roof slope and a large side dormer on the southern elevation. An existing single storey element and conservatory on the rear elevation are to be demolished and replaced by a deeper dual pitched roof single storey extension. To the front of the dwelling, the pair of bay windows are to be removed and replaced with a 1.6m front extension taking the form of two single storey gable fronted extensions.
- 10.2.7 The increase in the footprint to the front and rear of the dwelling are quite modest and could be acceptably accommodated within the plot. The proposed single storey rear extension would consolidate the built form to the rear of the dwelling and would be appropriate in scale and form to the resulting dwelling. The single storey front extensions would still be a reasonable distance from the front boundary and would not project any further forward than the built form to the north at 63 Barton Lane, thereby making this part of proposals acceptable.
- 10.2.8 The creation of first floor accommodation in itself is acceptable in principle. However, the introduction of a front gable would result in the loss of the recessive front roof slope which is a distinctive and strong characteristic of the group of dwellings that provide the context for the application site. The gable roof form to the front elevation, coupled with the increase in the ridge height by a metre and large bulky side dormer, would result in a dwelling that would create an incongruous form of development that would be intrusive with the street scene and contrary to the distinctive character of the area . As such the proposed development would not comply with the NPPF, Policy ENV3 of the Local Plan Part 1 or Policies NM4 and NM13 of the New Milton Neighbourhood Plan. Neither would it accord with the guidance set out in the New Milton Local Distinctiveness SPD.

10.2.9 Three examples of similar development with the road have been cited in the comments submitted by New Milton Town Council (no.33, 35, and 37 Barton Lane) as setting a precedent for the current proposal. These three dwellings are sited about 145m south of the application site, close to the junction with Seacroft Avenue, and do not form the immediate context for 61 Barton Lane. The applications for 35 and 37 Barton Lane were approved over 30 years ago, and before the New Milton Local Distinctiveness SPD and New Milton Neighbourhood Plan were adopted. In the case of 33 Barton Lane, this reflected the two previous permissions on the immediate neighbouring properties which provided justification for approving these proposals. Furthermore, there is an example of an extended dwelling closer to the site (53 Barton Lane), which has created first floor accommodation within the existing roof and retained the front hipped roof slope. As such these previous developments do not provide justification for the current proposal which has been assessed on its individual merits.

10.3 Residential amenity

- 10.3.1 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.
- 10.3.2 An objection has been raised in regards to overlooking from the first floor rear window. The properties to the rear front Western Avenue, and are detached bungalows with modest rear gardens. The back to back distance between the dwelling on the application site and 17 Western Avenue would be over 30m and this distance is considered an acceptable relationship within the built up area, and would not result in an unacceptable loss of privacy to this dwelling to the rear.
- 10.3.3 The property to the south of the application site, 59 Barton Lane, is similar in form to the application site, albeit there are rooflights in the front and side roofslope, though there is no information as to what accommodation these rooflights are serving. The dwelling on the application site is sited quite close to the common boundary with this neighbouring property. The proposed extension would respect the existing eaves height and even though the roof would be increasing in height it would be pitching away from the boundary. By reason of the siting of the dormer in relation to the side rooflight on 59 Barton Lane there could be potential overlooking from this window into the neighbouring property. However, as this dormer window would be serving a bathroom this harm could be mitigated by conditioning the dormer window to be obscure glazed with restricted opening if the application was to be approved. Even though this application is recommended for refusal it would not be reasonable in this case to refuse the application on the grounds of loss of privacy, as the harm could be mitigated by an appropriate condition. The proposed dormer would sit on the eaves and would introduce a vertical element to the proposed build, which coupled with its proximity to the boundary and height would result in this part of the development being very visible to this neighbour. However, the dormer is reasonably narrow in its width and that there is a degree of separation afforded by the driveway at 59 Barton Lane and as such it is not considered that this part of the development would result in an unacceptable level of harm to this neighbour with respect to it creating an overbearing form of development.

10.3.4 The semi detached bungalow to the north of the application site is separated by the drive within the application site, and by reason of the relationship there are no identified concerns with regard to loss of light or overshadowing to this neighbouring property. The proposed rooflights would direct views skyward and even though the opening of the rooflights would not be restricted, any views would be over the existing roof of 63 Barton Lane, as such there would be no harmful loss of privacy to this neighbour arising from the proposed rooflights.

10.4 Ecology

10.4.1 Policy DM2 of the Local Plan Part Two seeks to conserve nature and enhance biodiversity and states that the Council will use planning conditions to provide mitigation and, where appropriate, enhancement measures.

10.4.2 A Preliminary Roost Appraisal has been undertaken on the property, and this concludes one bat emergence survey is required, but the survey period tends to run between May - September and therefore has not yet been undertaken . Without this information, the Authority cannot meet its statutory requirements, nor can it be certain that the proposal is capable of being made acceptable in planning or ecological terms. As such a further reason for refusal must therefore be introduced on ecological impacts.

10.4.2 As such the proposal would be contrary to Policy DM2 of the Local Plan Part 2.

11 OTHER MATTERS

None

12 CONCLUSION / PLANNING BALANCE

The principle of creating first floor accommodation is acceptable, however the proposed extension would be contrary to Policy ENV3 of the Local Plan Part 1 and Policies NM4 and NM13 of the New Milton Neighbourhood Plan, as it would result in an intrusive and incongruous form of development that would be out of character with the area, by reason of the introduction of the front gable, coupled with the increase in ridge height and bulky side dormer.

Furthermore, the proposed development would be contrary to Policy DM2 of the Local Plan Part 2, as to date a bat survey has not been undertaken due to the time of year. In the absence of this information, the Local Planning Authority cannot be satisfied that there would be no adverse impact on protected species or if suitable mitigation measures can be secured.

The recommendation is therefore refusal.

13 RECOMMENDATION

Refuse

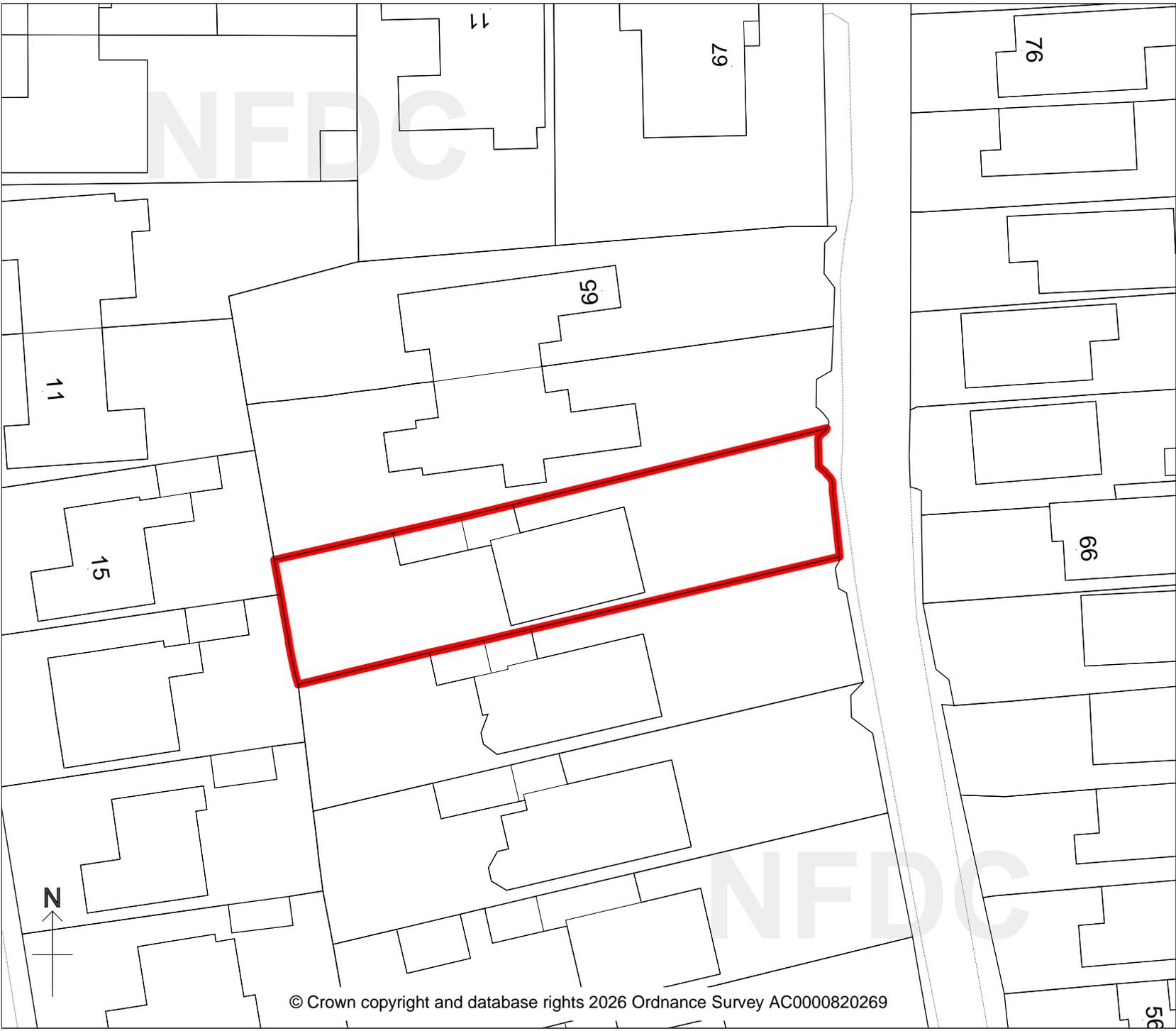
Reason(s) for Refusal:

1. By reason of the introduction of a gabled roof form, coupled with the increase in ridge height and bulky dormer, the proposed extension would result in an intrusive and incongruous form of development that would be harmful to the street scene and detract from the distinctive character of the group of dwellings that provide the context to the application site, as such the proposed development would be contrary to Policy ENV3 of the Local Plan Part 1, the New Milton Neighbourhood Plan and the New Milton Local Distinctiveness Supplementary Planning Document.
2. Insufficient information has been submitted to demonstrate that the proposed extensions can be carried out without adverse impacts upon protected species. In the absence of this information, the Local Planning Authority cannot be satisfied that there would be no adverse impact on protected species or if suitable mitigation measures can be secured. As such the proposed development would therefore be contrary to the provisions of Policy DM2 of the Local Plan Part 2 for New Forest District Council outside of the National Park.

Further Information:

Kate Cattermole

Telephone: 023 8028 5446



New Forest

DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

Mark Wyatt
Service Manager
Development Management
New Forest District Council
Appletree Court
Lyndhurst
SO43 7PA

PLANNING COMMITTEE

March 2026

61 Barton Lane
Barton-on-Sea
New Milton
25/1128

Scale 1:500

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

112

N

Planning Committee 11 March 2026

Application Number: 25/10215 Full Planning Permission
Site: BEACH HUT 315, HORDLE CLIFF, MILFORD-ON-SEA
Development: Replacement decking with balustrade and steps
Applicant: Mrs Jarman
Agent:
Target Date: 13/08/2025
Case Officer: Kate Cattermole
Officer Recommendation: Grant Subject to Conditions
Reason for Referral to Committee: Parish Council contrary view

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Impact on the character and appearance of the Green Belt
- 2) Impact on the character and appearance of the Site of Special Scientific Interest (SSSI)
- 3) Impact on the character and appearance of the area

2 SITE DESCRIPTION

The application site consists of a gable fronted beach hut with timber decking to the front of the hut enclosed with solid sides, and steps at the front. The decking area replaced a smaller area of decking and steps. The beach hut sits within the front row of huts facing the sea at Hordle Cliff, and is sited on the shingle beach at the base of the cliff. The beach huts are an established feature of this part of the coastline and there are a variety of styles, some with decking to the front.

The application site falls within the Highcliffe to Milford Cliffs Site of Special Scientific Interest (SSSI) and Green Belt.

3 PROPOSED DEVELOPMENT

Removal of the existing decking and replacement with a smaller area of decking with the sides to be enclosed by part solid and part timber balustrading to the sides of the deck, and steps to the front.

The initial application was to retain a new timber deck enclosed with solid panels with steps to the front of the deck stepping down to the beach, to the front of the existing hut. It replaced a previous smaller timber deck that had been enclosed with slatted balustrading and top rail on the sides of the decking and steps to the front. Amended plans were accepted to reduce the extent of the decking back to the size it was previously and the sides of the decking to be part solid enclosure closest to the hut, and the front section of the side enclosure to be balustrading and top rail.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
02/74789 Replacement beach hut	05/06/2002	Granted Subject to Conditions	Decided

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy ENV2: The South West Hampshire Green Belt

Policy ENV3: Design quality and local distinctiveness

Policy ENV4: Landscape character and quality

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

Green Belt

Countryside

SSSI

6 PARISH / TOWN COUNCIL COMMENTS

Milford On Sea Parish Council, 8 July 2025

The replacement decking boards, balustrades and installation of steps was deemed invasive, too large and not in keeping with the surrounding beach huts.

The Milford-on-Sea Parish Council wish to submit Par 4.

PAR 4: We recommend REFUSAL

Milford On Sea Parish Council, 3 February 2026

The decking boards, enclosure and installation of steps is deemed invasive, too large and not in keeping with the surrounding beach huts.

Milford-on-Sea Parish Council wish to submit Par 4.

Par 4: We recommend REFUSAL

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

Natural England

No objection - would not have significant adverse impact on statutory designated sites

Coastal Protection

Approve - The applicant should be aware that any structure within this location will always be at risk of erosion, flooding or inundation by the sea. The site at this location is at particular risk. The Council will not undertake any coast protection works to protect the beach hut or the site from erosion, flooding or inundation by the sea, and there is no requirement for existing defences to be maintained. There will always be a risk of having a beach hut in this location.

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

For: 0

Against: 10

objections on original proposal to retain existing decking:

- solid sides out of character with surrounding huts and loss of visibility
- loss of view and overshadowing to neighbouring beach hut decking
- size and design of decking out of character with neighbouring huts
- Spoils views along the beach
- would set a precedent
- the solid sides to the decking detracts from attractive and open character of the beach resulting in an invasive structure
- no other examples of solid sides to decking on the beach
- previous balustrade was not rotten
- could be subject to vandalism

1 objection received to amended plan:

- solid balustrade out of keeping with surrounding beach huts and obtrusive, previous balustrade was slatted
- loss of view

10 PLANNING ASSESSMENT

10.1 Principle of Development

10.1.1 Policy ENV3 of the Local Plan Part 1 requires new development to achieve high quality design that contributes positively to local distinctiveness and the character and identity of the locality.

10.1.2 This application is sited within the Highcliffe to Milford on Sea (SSSI) and Green Belt. National and local planning policies cite that development within a SSSI that would adversely affect the site will not be permitted unless the benefits of the development outweigh the adverse impacts upon the site. Development within the Green Belt is considered inappropriate, unless it meets one of the exception tests stated in the National Planning Policy Framework (NPPF) paragraph 154. These will be considered within the following planning assessment and the relevant local plan policies are ENV2, ENV3 and ENV4 of the Local Plan Part 1: Planning Strategy and Policy DM2 of the Local Plan Part 2 and the National Planning Policy Framework.

10.2 Green Belt

10.2.1 The application site falls within the South West Hampshire Green Belt. Local Plan policy ENV2 confirms that proposals will be considered in accordance with the policies of the NPPF. Chapter 13 of the National Planning Policy Framework (NPPF) regards the construction of new buildings as inappropriate in the Green Belt. However there are exceptions to this as identified in para 154, including :

154 c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;

154 d): the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces.

10.2.2 The proposal would reduce the size of the existing decking and result in changes to the side enclosures. As there has previously been similar development of the proposed footprint, it would meet the exceptions test as set out in paragraph 154c and d, as it would not be increasing the size of the original development in this location. Also the beach huts either side have decked areas, the decking would not be projecting any further forward than these so therefore would not be maintaining the openness of the green belt.

10.2.3 As such the proposal would be in accordance with the NPPF and local planning policy, as it would meet the exceptions test and not interfere with the openness of the green belt.

10.3 Impact on the SSSI

10.3.1 The NPPF states in respect of Habitats and biodiversity that when determining planning applications, local planning authorities should apply the following principles:

b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;

10.3.2 Policy DM2 of the Local Plan Part 2 states Development proposals within or outside a Site of Special Scientific Interest (SSSI) which would be likely to adversely affect the site will not be permitted unless the benefits of the development outweigh both the adverse impacts on the site and any adverse impacts on the wider network of SSSIs.

10.3.3 The presence of beach huts in the SSSI at Hordle Cliff adversely impact upon the SSSI, as they prevent the natural erosion of the cliffs to expose a diverse fossil mammal fauna. Notwithstanding this, the existing beach huts are established and traditional built form in this location, and like for like replacements are accepted by Natural England as they would not increase the existing harm to this sensitive area. As the existing decking is to be reduced in size, and would be no greater than originally established in this area, Natural England have raised no objection to the amended proposal.

On balance, the proposal would not be creating any additional harm to the SSSI and though contrary to national and local policy is acceptable in this sensitive location.

10.4 Character and appearance of the area

10.4.1 Policy ENV3 of the Local Plan Part 1 requires new development to achieve high quality design that contributes positively to local distinctiveness and the character and identity of the locality.

10.4.2 Policy ENV4 of the Local Plan Part 1 emphasises landscape character and quality and that proposed development retain and/or enhance landscape features including the transition between the settlement fringe and the coast.

10.4.3 Hordle Cliff is characterised by the presence of beach huts which are arranged in rows on the slope of the cliff with the front row of huts being sited on the shingle beach fronting the sea. The majority of huts have decking to the front and are varied in design and size. The hut on the application site originally had open balustrading to the side, but the proposal would amend this to part solid/part timber balustrading. Even though the proposed changes to the enclosure of the decking would change its original appearance, there are other examples of solid sides to decking on other beach huts to the west of the application site. As the proposed decking would replicate the size of the original decking (reducing the depth of the existing decking) and there are similar examples of solid sides and balustrading to the sides of decking on other huts, the proposed development would retain the distinctive character of this part of the beach in accordance with Policies ENV3 and ENV4.

10.5 Amenity

10.5.1 Objections have been raised to the application on the grounds of loss of a view. The huts are in private ownership but they have to the benefit of a licence from NFDC. This licence does not allow for overnight stays, and are only for day use. These huts, by their location have views and the only limitation would be when sitting on the neighbouring areas of decking, however right of a view is not a planning consideration.

11 OTHER MATTERS

As the proposal would rectify the current unauthorised development, it is considered appropriate to reduce the time period for this to be undertaken. A time period of 9 months has been verbally agreed with the applicant which would allow sufficient time to allow for the works to be completed.

12 CONCLUSION / PLANNING BALANCE

The proposed development would comply with policies ENV2, ENV3 and ENV4 of the Local Plan Part 1 as it would respect the Local Distinctiveness of the area, and would not interfere with the openness of the Green Belt. The existing beach huts, by their very presence in the SSSI are considered harmful, however the replacement of the decking to the size it originally was prior to the current structure being installed would not increase the overall footprint of the hut and decking from its original size and therefore would not create any additional harm to the SSSI.

To conclude the proposed development is considered acceptable and is recommended for approval.

13 RECOMMENDATION

Grant Subject to Conditions

Proposed Conditions:

1. The development hereby permitted shall be begun before the expiration of 9 calendar months 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:

- Site Location and Block Plan as deposited with the Local Planning Authority on 9 January 2026
- Elevations and Floor Plans as deposited with the Local Planning Authority on 9 January 2026

Reason: To ensure satisfactory provision of the development.

Further Information:

Kate Cattermole

Telephone: 023 8028 5446



New Forest DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

Mark Wyatt
Service Manager
Development Management
New Forest District Council
Appletree Court
Lyndhurst
SO43 7PA

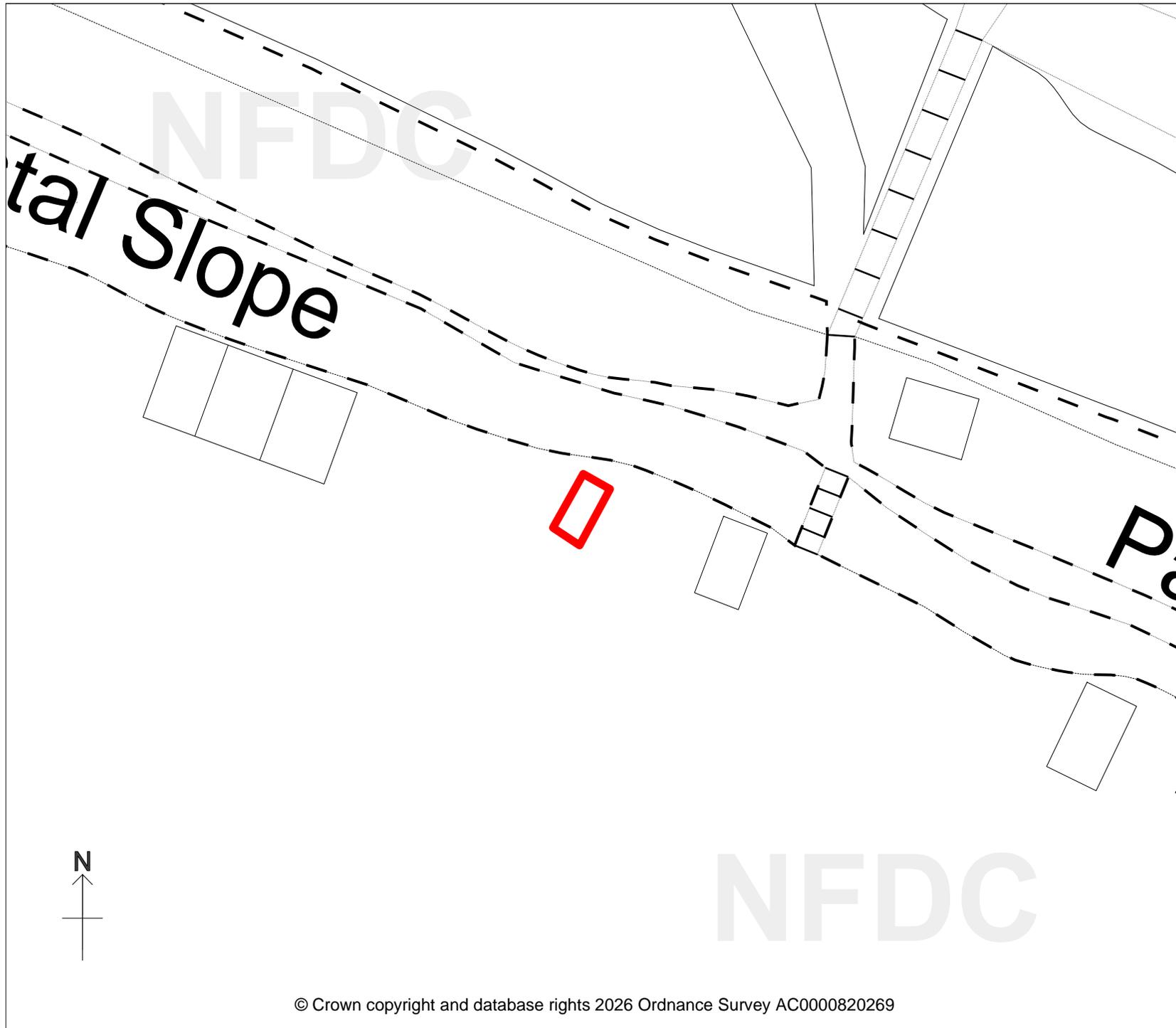
PLANNING COMMITTEE

March 2026

Beech Hut 315
Hordle Cliff
Milford-on-Sea
25/10215

Scale 1:250

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



119

This page is intentionally left blank

Planning Committee 11 March 2026

Application Number: 25/11153 Full Planning Permission
Site: FOREST FARM, BARNES LANE, MILFORD-ON-SEA SO41
ORR
Development: Change of use of land for use as storage - open
storage, shipping containers and vehicles. (Retrospective)
Applicant: Mrs Crawford
Agent: Acorus
Target Date: 06/03/2026
Case Officer: Jessica Cooke
Officer Recommendation: Refuse
Reason for Referral to Committee: Requested by Councillor Hawkins.

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Principle of development outside of the defined built-up area.
- 2) Design & the impact on the rural character of the area
- 3) Impact upon the South West Hampshire Green Belt
- 4) Residential amenity
- 5) Matters relevant to highway safety, access and vehicular parking
- 6) Air quality
- 7) Ecology
- 8) Climate Change

2 SITE DESCRIPTION

The application site comprises land associated with Forest Farm which is in a mixed use as an agricultural and equestrian facility. The wider site includes further agricultural land shown on the Location Plan within the blue line, though some of this land is used for equestrian uses.

The site lies outside of any defined settlement boundary and is within an area designated as part of the South West Hampshire Green Belt. The site is located in the middle of surrounding agricultural land parcels, with a row of detached dwellings to the east along Barnes Lane, and the nearby settlement of Milford on Sea to the south.

3 PROPOSED DEVELOPMENT

The proposal seeks a retrospective change the use of the land within the red line boundary to open storage and for the stationing of 30no. shipping containers and vehicles.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
25/10628 Change of use of land for use as open storage (shipping containers and vehicles) (Retrospective)	29/08/2025	Refused	Decided
24/10834 Use of land for open storage, storage containers and vehicles (Lawful Use Certificate for retaining an existing use or operation)	11/12/2024	Was Not Lawful	Decided
24/10095 Removal of condition 3 of planning permission 85/NFDC/29999 to allow removal of the agricultural occupancy condition	10/04/2024	Granted Subject to Conditions	Decided
23/11201 Occupation of dwelling without compliance with occupancy condition (Lawful Use Certificate for retaining an existing use or operation)	15/01/2024	Was Lawful	Decided
09/94001 Removal of agricultural occupancy condition 3 of Planning Permission 29999 (Lawful Use Certificate for retaining an existing use)	17/07/2009	Was Not Lawful	Decided
08/93300 Use of dwelling for persons other than agricultural worker, Condition 3 of Planning Permission 29999 (Lawful Use Certificate for retaining an existing use)	04/03/2009	Was Not Lawful	Decided
06/88509 Removal of agricultural occupancy restriction (condition 3 of planning permission 29999)	02/10/2006	Refused	Decided
06/86964 The continued use of land for commercial & private equine activities, including the use of Building A for stables with ancillary hay and feed store; the use of Building B as a hay barn; the use of Building C including calving/lambing, storage & repair of equipment, rest area for dual purpose of agriculture & equine; the use of the land for the stationing of a caravan for residential purposes; the use of the manege for commercial & private use (Lawful Use Certificate for retaining an existing use)	07/06/2006	Was Lawful	Decided

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy ENV2: The South West Hampshire Green Belt
 Policy ENV3: Design quality and local distinctiveness
 Policy ENV4: Landscape character and quality
 Policy STR1: Achieving Sustainable Development
 Policy STR2: Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park
 Policy STR3: The strategy for locating new development
 Policy STR4: The settlement hierarchy
 Policy CCC2: Safe and sustainable travel

Local Plan Part 2: Sites and Development Management 2014

DM2: Nature conservation, biodiversity and geodiversity

DM22: Employment development in the countryside

Core Strategy 2009 (Saved Policies)

Policy CS21: Rural Economy

Supplementary Planning Guidance And Documents

SPD - Planning for Climate Change

SPD - Parking Standards

SPD - Air Quality in New Development.

SPG - Milford-on-Sea Village Design Statement

National Planning Policy Framework

NPPF 2024

NPPG

Plan Policy Designations

Green Belt

Countryside

Emerging Local Plan

On February 4th 2026 Cabinet approved a report that recommended that this Council starts the public consultation stage into the Regulation 18 version of the new Local Plan. This Regulation 18 version of the Plan will represent an early point in the plan-making process. Consultation is being undertaken between 6th February until 20 March 2026. At this stage, the National Planning Policy Framework (NPPF) paragraph 48 advises that only limited weight can be afforded to emerging plan policies when determining planning applications, as the weight given depends on the stage of preparation, the extent of any unresolved objections, and the degree of consistency with the NPPF. Given that the Regulation 18 draft is at the initial consultation stage and has not progressed to examination, it cannot be considered to carry significant material weight. Accordingly, while the emerging Local Plan is a material consideration in decision making and may provide helpful context, decisions should continue to be primarily guided by the adopted development plan unless other material considerations indicate otherwise.

6 PARISH / TOWN COUNCIL COMMENTS

Milford On Sea Parish Council, The Old Clock House

Milford-on-Sea Parish Council recommends PAR 1 provided that relevant and adequate conditions are put in place.

Par 1: We recommend PERMISSION but would accept the decision reached by the District Council's Officers under their delegated powers.

7 COUNCILLOR COMMENTS

Cllr David Hawkins

I would like to call this to committee please.

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

No comments received.

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

- Housing schemes are given the green light, no justifiable reason why this application has not already been approved.
- Neighbours advise no noise disturbance or increased traffic.
- Concern the site will be used for other development if the application is rejected.
- Support from users of the storage containers.
- No impact on the landscape or visual intrusion from the containers.
- Need to support farmers.

For: 7

Against: 0

Cllr Fran Carpenter (Hampshire County Council Councillor)

I wish to express my strong support for this application. The applicant is a long-standing local farmer who cares deeply for his land and continues to manage a small herd of cattle and horses grazing the surrounding fields.

Like many farmers, he has responsibly diversified his activities to remain financially viable, in line with national planning guidance which recognises the importance of farm diversification in supporting rural economies. The storage containers are sited on existing hard standing, centrally located on the site, screened by trees and buildings and are not visible from outside the site. Traffic movements remain low and appropriate to the rural setting.

I recognise the council's duty to protect the Green Belt and I believe this proposal achieves that aim, while supporting a sustainable small rural business. In the current climate facing farmers, I respectfully urge officers and committee to look favourably on this carefully considered and proportionate application.

I would like to add to my earlier comments that, following the information coming out about the new NFDC Local Plan Review and the large sites nearby Forest Farm proposed for building within that plan, that comments regarding the Forest Farm application not respecting the 'openness of the countryside/Green Belt', or the 'rural character' of the area might be considered again. It seems very unfair to penalise a farmer trying to keep his Green Belt farm land for farming, when NFDC themselves are proposing removing huge swathes of Green Belt farming land from the Green Belt for unprecedented house building.

10 PLANNING ASSESSMENT

Introduction & Background

The proposal seeks retrospective planning permission for an unauthorised change of use of the land to open storage for containers and vehicles. This application is retrospective and the change of use of the land has already occurred unlawfully, and 30 storage containers have been sited on the land without the required express planning permission.

In relation to the planning history of the farm, a Lawful Development Certificate was issued for an existing use of the farm complex for agriculture and equine uses in 2006 (ref. 0686964). The site is therefore considered to be in a mixed use for planning purposes. Whilst there was no evidence of livestock or agricultural activity on the wider site during the site visit undertaken, and activities appeared to predominantly relate to equestrian, it is also acknowledged that agricultural activities may take place on the surrounding land parcels.

An application for a Lawful Development Certificate was made in September 2024 for the use of land for open storage, storage containers and vehicles (Lawful Use Certificate for retaining an existing use or operation) (ref. 24/10834). This application was refused by the Council for the following reason:

'It appears to the Council that the use described in the First Schedule in respect of the Land ebbed and flowed at a low level from 2008 and was of a sporadic nature which has gradually increased to the levels of storage that are present on the Land today. From the evidence the Council considers that the use described in the First Schedule has intensified to become a material change of use sometime after 2021. Consequently the Council considers that a material change of use to use for open storage, storage containers and vehicles was not begun more than 10 years prior to the date of the application and therefore the time for taking enforcement action has not expired.'

Following the refusal of this Lawful Development Certificate, a planning application (ref. 25/10628) was submitted to regularise the unauthorised change of use of the land for storage facilities. This application was refused by the Council under delegated powers in August 2025, with two reasons for refusal relating to the impacts of the proposal upon the South West Hampshire Green Belt. The reasons for refusal are summarised as:

- The proposed development would comprise inappropriate development in the Green Belt, resulting in an intensification of the use of the land and harmful impacts on the openness of the Green Belt. No very special circumstances have been demonstrated which would justify an exception to the established Green Belt policies.
- The proposed development, would result in an intrusive and unacceptable form of commercial development in the countryside and Green Belt where development is restricted unless specific criteria are met in accordance with both the Council's Development Plan and the NPPF 2024. The proposed development would not meet any of these specific criteria. By reason of the introduction of built form in this location and the utilitarian design of the containers, the proposal would constitute an intrusive and discordant form of commercial development that would be harmful to the visual amenities and special qualities of the countryside eroding the rural character of the location and its landscape character. As such, the proposed development is considered to constitute a contextually inappropriate development that would be contrary to the provisions of the Development Plan.

This current application is for the same use of the land as that of the 25/10628 application, with the only material change being a slight reduction in site area to the west of the site, nearby the 30no. storage containers.

Principle of Development

The site lies outside of any established settlement boundary and is within a sensitive area of open countryside designated as part of the South West Hampshire Green Belt. Policies STR1, STR2, STR3, STR4, ENV2 of the Local Plan seek to ensure that such areas are protected from any harmful development and this stance is reinforced by the NPPF.

Saved policy CS21 of the Core Strategy aims to encourage agricultural, horticultural and forestry enterprises and farm diversification projects where the environment would be enhanced and the development would contribute towards local distinctiveness.

Local Plan Part 2 Policy DM22 states that employment/business development will be permitted where it is part of a farm diversification project supporting a farm business making best use of existing permanent buildings. It goes on to state that where new buildings are necessary, they should be contained within the existing complex of farm buildings and be limited to ensure the development remains of a scale and character appropriate to its rural setting and the re-use of existing permanent buildings which are structurally sound so they can be re-occupied without major rebuilding or extension. For an established rural enterprise, the policy states the redevelopment of an existing employment site which results in local environmental benefits or the extension to an existing building in employment use will be supported.

As part of the application form with the planning application, there is a requirement for applicants to make a declaration as to whether or not any of the land is part of an agricultural holding or not. It is noted that under the 'Ownership Certificates and Agricultural Land Declaration' on the application forms for both this current application and the refused application (ref. 25/10628), the applicant has declared that the land is not part of an agricultural holding.

An agricultural holding is defined as land used for agriculture which is so used for the purposes of a trade or business, including horticulture, fruit growing, seed growing, dairy farming and livestock breeding and keeping, the use of land as grazing land, meadow land, osier land, market gardens and nursery grounds, and the use of land for woodlands where that use is ancillary to the farming of land for other agricultural purposes.

The application form can only be completed as factually true and this statement is a formal declaration that the land is not in an active agricultural use.

The supporting justification for the application relies on the change of use of the land for storage purposes, being part of the farm diversification with the intention that the proposal will support the farm. However, as the applicant has declared that the land is not part of an agricultural holding and therefore, the land is not being used for agricultural purposes of a trade or business, it is a reasonable conclusion to draw that farm diversification cannot therefore be relied upon as a justification for the proposal.

The proposal is for a change of use of the land within the red line boundary for open storage and an unspecified number of containers which are used for storage. However, 30no. metal storage containers have already been placed on the land without an express planning permission. The red line boundary extends beyond the area in which the existing containers are sited and includes additional land which is part of the wider land within the applicants ownership.

The Development Plan is broadly supportive of agricultural development and the rural economy, subject to compliance with other material planning considerations. The submitted Planning Statement, as well as the business history written by the applicant, sets out the applicant's justification for the proposal which states that agricultural/farming and equine activities remain on the site, though the applicant has sought to find alternative uses to ensure the holding can remain viable. This includes the commercial renting of the storage containers to members of the public and local businesses.

In assessing the proposal against Policy DM22, the proposal relates to open land and the retrospective stationing of storage containers, which are not permanent buildings. The proposal does not therefore make best use of existing permanent buildings and the existing development is not considered to be of a scale and character appropriate to its rural setting, given the extensive amount of containers and their utilitarian appearance, which is discordant with this countryside setting. Although the development is not readily visible from the public realm, its presence nevertheless results in intrinsic harm to the countryside by introducing an extensive and visually incongruous form of development that conflicts with the established rural character of the area. In addition, the proposal would not result in the redevelopment of an existing employment site or result in local environmental benefits.

In assessing the proposal against Policy CS21, whilst the numbers of containers are not specified on the application description, the existing containers do not enhance the environment and the storage containers are not considered to contribute to local distinctiveness by reason of their harsh and incongruous appearance and the proliferation of these containers has a significantly detrimental impact on the rural landscape character of the land. Even though the site is not visible from public viewpoints, the development still harms the countryside through the introduction of inappropriate, utilitarian structures in this setting. The change of use of the land would give the potential for a further increase in the commercial storage on the site, including the amount of storage containers given the extent of the red line. As such, the proposal is not considered to contribute to the rural character of the area or local distinctiveness.

On the basis of the above, there is an objection in principle to the proposal, which would be contrary to Policies STR1, STR3 and STR4 of the Local Plan Part One and Policy DM22 of the Local Plan Part Two and Saved Policy CS21 of the Core Strategy.

South West Hampshire Green Belt and Countryside

Policy ENV2 of the Local Plan Part 1 which attaches great importance to protecting the Green Belt and states that development proposals will be determined in accordance with national planning policy. Guidance in relation to development within the Green Belt is contained within Chapter 13 of the National Planning Policy Framework (NPPF). NPPF Paragraph 142 advises that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open, with the essential characteristic of the Green Belt being of openness and permanence.

The application site lies outside of the defined built-up area and within the Green Belt where NPPF Paragraphs 153 to 159 make clear that inappropriate development is, by definition, harmful to the Green Belt and should not be approved, unless it can be demonstrated that very special circumstances exist or if the development falls within one of the clearly defined exceptions. National policy further requires local planning authorities to ensure substantial weight is given to any harm to the Green Belt.

NPPF Paragraph 154 specifically advises that a local planning authority should regard development as inappropriate in the Green Belt. Subparagraph (a)-(h) sets out very specific, limited criteria for exceptions to inappropriate development in the Green Belt. Exceptions to this are:

- a) buildings for agriculture and forestry;
- b) the provision of appropriate facilities (in connection with the existing use of land or change of use) for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;
- c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- e) limited infilling in villages;

- f) limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and
- g) limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would:
 - not have a greater impact on the openness of the Green Belt than the existing development; or
 - not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.

- h) Other forms of development provided they preserve its openness, including mineral extraction, engineering operations, transport infrastructure, re-use of buildings, change of use, development brought forward by Community Right to Build Order or Neighbourhood Development Order

i) Is the development appropriate in the Green Belt by definition?

The proposal seeks to change the use of the land within the red line boundary to open storage and storage containers. There are already approximately 30 unauthorised storage containers on the land. With regard to whether the proposal would constitute inappropriate development in the Green Belt, the proposal does not meet any of the exception criteria of paragraph 154 of the NPPF, as set out above.

Accordingly, it is considered the proposal would constitute inappropriate development in the Green Belt, and on account of its size, scale including volume and mass and position within the landscape, it would have a materially harmful impact on the openness of the Green Belt land. Further consideration of 'very special circumstances' are set out below, however, if there are considered to be no clearly demonstrated "very special circumstances" to outweigh the harm to the

Green Belt and to warrant departure from Green Belt policy, the application must be refused.

When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt, by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations. The NPPF makes it clear that development is inappropriate in the Green Belt, unless the proposal would accord with the exceptions criteria set out within the NPPF. In this instance, no viability assessment has been provided to justify the proposal in relation to the viability the farm. Furthermore, farm diversification cannot be relied upon, given the farm is not part of an agricultural holding. Nor does the proposal meet any of the exception criteria and the proposal is not therefore justified in Green Belt terms. Accordingly, the proposed development amounts to inappropriate development in the Green Belt, which by definition is harmful to the Green Belt and contrary to Policy ENV2 of the Local Plan Part One and Chapter 13 of the NPPF.

ii) What would the effect of the development be on the openness of the Green Belt and on the purposes of including land within the Green Belt?

After considering the principle of the appropriateness of the proposed development in the Green Belt as set out above and within the NPPF (paragraph 154), the effect of the development on the openness of the Green Belt needs to be considered. The proposal does not fall under any of the sub-categories set out within para 154 (h), and by reason of the size, scale and massing, along with the proliferation of built form in this sensitive countryside setting, proposed containers would not preserve the openness of the Green Belt.

The proposed change of use of the land and storage containers on the site would add to a sense of visually sprawling development within the farm complex, which would be harmful to the openness of the Green Belt and has resulted in an uncharacteristically cluttered form of development across the wider site. As a result, the development would have an adverse impact upon the openness of the Green Belt. Whilst the site is screened from public vantage points, visibility does not preclude impact on openness. Additionally, whilst the visual impact of the development in itself should not be considered solely as the arbiter of openness, it is also considered that the use of the land for additional commercial development has an impact on openness, which is defined as the absence of development.

The effect of the development on the openness of the Green Belt is a secondary consideration to the principle of the appropriateness of the proposed development in the Green Belt (discussed at (i) above) and as set out within the NPPF (paragraph 154), development is inappropriate in the Green Belt, unless meeting the limited number exceptions that are stated.

In addition to the exemptions set out at paragraph 154 of the NPPF, it is noted that Paragraph 155 of the NPPF states that the development of homes, commercial and other development in the Green Belt would not be regarded as inappropriate where all of the following apply:

- a. The development would utilise grey belt land and would not fundamentally undermine the purposes (taken together) of the remaining Green Belt across the area of the plan;
- b. There is a demonstrable unmet need for the type of development proposed;

- c. The development would be in a sustainable location, with particular reference to paragraphs 110 and 115 of this Framework; and
- d. Where applicable the development proposed meets the 'Golden Rules'
- e. requirements set out in paragraphs 156-157 below.

The NPPF 2024 defines 'grey belt' land as land within the Green Belt comprising previously developed land and/or any other land that does not strongly contribute to any of the purposes (a) 'to check the unrestricted sprawl of large built-up areas', (b) 'to prevent neighbouring towns merging into one another' or (d) 'to preserve the setting and special character of historic towns' paragraph 143.

Aerial imagery demonstrates the land to which the containers are located was predominantly vegetated up until 2021 when hardstanding was laid down. However, the area annotated on the plan as open storage and parking/turning has been hardstanding since at least 1999. With regard to previously developed land (PDL), the NPPF definition states 'Land which has been lawfully developed and is or was occupied by a permanent structure and any fixed surface infrastructure associated with it, including the curtilage of the developed land'.

With regard to the proposal, whilst parts of the site could be considered to be PDL, the installation of hardstanding and the siting of the existing containers on this hardstanding have been implemented without the required express planning permission and the land has not therefore been lawfully developed, nor are storage containers and vehicles permanent structures as per the NPPF definition. In relation to this point, the site has not been lawfully developed and it is not therefore considered to meet the Framework's definition of previously developed land. The Council does not therefore consider that the existing hardstanding and current use of the site for the storage of containers can be considered as PDL or relied upon to provide any justification for the proposed development.

In relation to whether the site can be considered as grey belt land, the application site falls within the Council's adopted Green Belt Evidence Base (2016) for the current (adopted) local plan, within the Downton and Lea Green area (BA07). This Evidence Base (which was produced prior to the principle of grey belt being established in national planning policy) demonstrates the land within BA07 contributes strongly to Green Belt purposes b) and c) as set out in para 143 of the NPPF. If land contributes strongly to Green Belt purposes a), b) or d) of para 143, it cannot be considered as grey belt. As the site contributes strongly to Green Belt purpose b), the land cannot therefore be considered to be Grey Belt when using this green belt evidence base.

However, as part of the Council's Emerging Local Plan Review, a review of Green Belt areas has been undertaken having regard to the grey belt definition in the NPPF and draft grey belt maps have been produced. With regard to Forest Farm, the Council's Green Belt Study, Part 1 demonstrates the land within the application site could now be considered to be Grey Belt land. An assessment is made, therefore against the tests in paragraph 155 of the Framework, regarding whether the development can be considered grey belt in any case.

In relation to the proposal, the criteria of paragraph 155 are set out below:

- a. The development would not fundamentally undermine the purposes of the remaining Green Belt across the area of the plan.
- b. It has not been demonstrated there is a demonstrable unmet need for storage uses and storage facilities. There are a number of storage facilities located within the New Forest area, including within the nearby settlements of

New Milton, Lymington and Hordle and there is no evidenced needs within the Local Plan for this type of development.

- c. The development would be in a sustainable location, which is in close proximity to the village of Milford on Sea.
- d. Does not apply as the proposal does not propose housing.

Paragraph 155 specifies that all criteria must be met and as the proposal fails to meet criterion (b), the development is to be regarded as inappropriate development in the Green Belt in accordance with the terms of the paragraph.

In the absence of 'very special circumstances', the proposed development is considered to be inappropriate and unjustified development in the Green Belt. As such, the proposal does not comply with Policy ENV2, Policy STR1 or NPPF Paragraphs in Chapter 13 and the proposal would be contrary to local and national policy.

iii) Would there be any other non-Green Belt harm?

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

Local Plan Policy ENV3 (Design quality and local distinctiveness) is relevant to this application and requires that all development should achieve high quality design that contributes positively to local distinctiveness, quality of life and enhances the character and identity of the locality. In particular, development should be:

- Functional: well connected to surrounding uses, and logically laid out so that different elements work well together in a manner that is safe to access, easy to navigate, convenient to use and that makes effective use of both developed land and open spaces;
- Appropriate: sympathetic to its environment and context, respecting and enhancing local distinctiveness, character and identity; and
- Attractive: visually appealing and enjoyable to be in.

Chapter 12 of the NPPF 2024 seeks to achieve well-designed places. Paragraph 131 of the Framework states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve, and that good design is a key aspect of sustainable development. Paragraph 135 states developments should be visually attractive as a result of good architecture, and be sympathetic to local character, including the surrounding built environment and landscape setting, as well as establishing and maintaining a strong sense of place.

The site is located in the countryside and outside of any defined settlement boundary. The site is set back from Barnes Lane and is sited between the villages of Milford on Sea and Everton. The application seeks retrospective planning permission for a change of use of the land for open storage and storage containers. Whilst the land is already in use for open storage and c.30 storage containers, the containers were unlawfully sited on the land without the required express planning permission.

Whilst not all of the storage containers which have been stationed on the land are shown on the submitted block plan, there are 4 distinct groups/rows of containers sited to towards the western area of the red line boundary. The largest row of containers extends to approximately 54m in length, which introduces an overtly

utilitarian and industrial form of development to this sensitive countryside location and rural landscape. With regard to the scale, linear massing and harsh functional appearance, the containers appear visually intrusive and at odds with the established rural landscape character of the site. The change of use of the land would facilitate further commercial and storage development within the red line area and the likelihood is that the number of storage containers would increase than that of the existing situation as the storage business expands.

The introduction of the proposed commercial use would result in an intrusive and unacceptable form of development within the countryside, and would result in the proliferation of built form and storage paraphernalia to the farm complex. Given this context, there is not considered to be a compelling justification for the provision of the proposed commercial development in this location. Furthermore, it would be contrary to local planning policy as it would not meet any of the requirements of Policy DM22 of Local Plan Part 2 or saved policy CS21 of the Core Strategy.

The containers are of a utilitarian appearance and are not of any architectural merit and by reason of the site layout, positioning and cumulative clutter of urban sprawl within the site it would adversely affect its character and openness. Whilst the containers and open storage is not visible from public vantage points, this does not negate harm to the countryside or landscape setting of the site. Development can harm the essential qualities of the countryside even when these changes are not visible as rural character can include more than just views. As a whole, the introduction of this use in the countryside is considered to be unsympathetic to the rural character and landscape setting of the area and would harmfully erode the rural character and appearance of the area. As such, the proposal would result in a general intensification associated with the commercial use of the land and would result in an erosion of the Green Belt which would be harmful to the landscape character and rural setting, which is not considered to be appropriate to its location.

A Landscape & Visual Appraisal (LVA) has been submitted as part of this application. Paragraph 48 of the LVA states that the landscape value of the site is 'medium'. Paragraph 66 of the LVA states that the proposed landscape enhancements are the maintenance of all existing trees and hedge cover and the development of the recently planted hedge to the east of the hardstanding, and that the applicant is willing to discuss further landscape enhancement to be delivered by planning condition should the LPA consider this is necessary. The existing vegetation on the site is not considered to negate the impacts of the proposal upon the landscape character of the countryside and Green Belt. Officers do not consider that any planning conditions could make this development acceptable.

The introduction of this proposed commercial use in this sensitive location within the countryside and Green Belt would result in an intrusive and unacceptable form of development in the countryside and would be harmful to the visual amenities of the countryside. Overall, it is concluded that the proposal would result in an incongruous development in a sensitive landscape setting, which would be harmful to the character and appearance of the countryside. By reason of the introduction of new storage use and associated structures, there would be a resultant encroachment into the countryside which is contrary to local and national planning policy.

For the reasons set out above, the proposal is considered to be contrary to the provisions of the Development Plan and the NPPF. In particular, the proposal would fail to accord with the requirements of Policies ENV3, ENV4, STR1, STR3 and STR4 of the New Forest District Council Local Plan Planning Strategy (2020) which requires high quality development that contributes positively to local distinctiveness, being sympathetic to its context, and it would fail to meet the provisions of the aims

of Chapter 12 of the NPPF to achieve well-designed and beautiful places and Chapter 13 of the NPPF.

Highway safety, access and parking

The site is accessed via an existing access which is a private road abutting Barnes Lane, which connects Milford on Sea high street to Christchurch Road.

HCC Highway Authority were consulted on the previous application and raised no objection to the change of use of the land and therefore a reason for refusal on highway grounds cannot be substantiated.

The parking area set out on the plans is large and could accommodate a significant number of vehicles. The proposal is therefore considered to comply with Policy CCC2 of the Local Plan Part One and NFDC Parking Standards SPD.

Residential amenity

Policy ENV3 of the NFDC Local Plan Part 1 requires the impact on the residential amenity of existing and future occupiers to be taken into consideration in making planning decisions. NPPF Para. 135, subparagraph (f) states development should promote health and wellbeing, with a high standard of amenity for existing and future users.

The farm complex comprises a residential dwelling called Forest Farm which lies in close proximity to the site. Planning history for this dwelling demonstrates the property was previously subject to an agricultural tie, however, a Lawful Development Certificate was issued in April 2024 for the occupation of the dwelling by a person not employed in agriculture. It is understood from the planning history of this dwelling, that the occupier of Forest Farm is a relation of the applicant for this application.

The additional traffic movements associated with the commercial use of the site could result in additional noise and disturbance to this property with resultant detrimental impacts upon the residential amenities of this property. On the basis of the described use of the site for storage purposes, traffic movements and comings and goings associated with the commercial use of the site would likely be on an ad hoc basis and may not be materially different to the comings and goings of the agricultural and equestrian business. However, no information has been submitted to quantify these movements to allow for the full assessment of the impact upon the amenity of this residential property.

Aside from Forest Farm, the closest residential property to the site is located approximately 100m to the north east of the site. On this basis, it is not anticipated that the proposal would impact upon the residential properties to the east of the site given the separation distances.

On the basis of the above, and the information submitted, whilst the proposal has not fully demonstrated the impact on the residential amenities of Forest Farm, on balance, given the existing use of the site these amenity impacts may not be materially different. As such it would be difficult to justify a reason for refusal on this basis.

Ecology

As of 2nd April 2024, developers must deliver 10% Biodiversity Net Gain (BNG) on 'smaller' sites such as this as a requirement of planning permission. In this instance,

BNG is mandatory. However, as the application is retrospective, the application is exempt from the requirement to provide BNG.

Policy DM2 of the Local Plan Part Two seeks to conserve nature and enhance biodiversity and states that the Council will use planning conditions to provide mitigation and where appropriate, enhancement measures.

No ecological enhancements have been included within the proposal, although this could have been secured by planning condition if the proposal was otherwise acceptable. On this basis, it is not considered the proposal would adversely impact upon ecology and the proposal is considered to comply with Policy DM2 of the Local Plan Part Two.

Air Quality Statement

In response to the requirements of the adopted 'Air Quality Assessments in New Development Supplementary Planning Document 2022', the applicant is required to submit information explaining the measures that they will take to reduce the potential adverse impact new development can have upon air quality, thereby lessening the negative effects upon health and wellbeing. These measures are:

- Green infrastructure - The applicant has already planted a number of trees and other vegetation on site. Proposal will be to provide further planting if application is permitted and income from the use is received.
- Development designed to reduce exposure to pollutants - There is no kerbside development.
- Reduce exposure to pollutants - Not allow any open fires by users of the commercial storage.

iv) Do the matters which weigh in favour of the development clearly outweigh any harm to the Green Belt and any other harm and are there 'very special circumstances to justify allowing inappropriate development in the Green Belt?

As set out above, the proposed development amounts to inappropriate development in the Green Belt, which by definition, is harmful to the Green Belt and so it would be contrary to established planning policy as set out in the NPPF.

The proposals do not comply with any of the exception criteria as set out in the NPPF. As such any 'very special circumstances' that could justify an exception need to be carefully considered to see if they are sufficient to outweigh the identified Green Belt harm.

The submitted Planning Statement advises the retrospective commercial storage use of the site is to support the viability of the farm holding. The applicant has provided a written statement setting out the business history of the site, however, no independent viability assessment has been undertaken. Whilst Officers sympathise with the circumstances relating to the proposed use of the site, the proposed development is not considered to be an appropriate use of the land in this sensitive countryside and Green Belt setting as set out above. No independent financial or viability information been submitted to demonstrate that the farm is not viable as a justification for the proposal. As such, it is not considered that based on the planning submissions, that the current proposal can demonstrate any "very special circumstances" that would be sufficient to justify the proposal which would be inappropriate and harmful within the countryside and Green Belt.

There are not considered to be any material considerations which sufficiently weigh in favour of the development to outweigh the harm to the Green Belt and all other

harm identified above (i.e. not constituting sustainable development). The case put forward is not considered, on balance, to demonstrate that 'very special circumstances' exist and there are not considered to be any material considerations which weigh in favour of the development that clearly outweigh the identified harm to the Green Belt and countryside. The proposal would therefore result in harm and would be unacceptable in principle.

11 OTHER MATTERS

None.

12 CONCLUSION / PLANNING BALANCE

Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:

'If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise'

As set out earlier in this report the NPPF is a material consideration.

In considering the harm of the development, the site lies within a sensitive open countryside setting designated as Green Belt, in which the proposal would result in a change of use of the land for open storage and the stationing of an unspecified number of storage containers, of which there are already 30no. storage containers stationed on the land. The proposal would constitute inappropriate development within the Green Belt, affecting its character and openness by reason of the site layout, positioning and cumulative clutter of urban sprawl within the site. The introduction of the proposed use in a location that is outside of the defined settlement boundary and within the open countryside and South West Hampshire Green Belt, would be contrary to Policy STR2 of the Local Plan Part One and Chapter 13 of the NPPF. There are not considered to be any benefits of the proposal that constitute very special circumstances in accordance with the tests set out in the NPPF. The proposal would be an incongruous development which does not contribute positively to local distinctiveness, with harmful impacts to the visual amenities of the area.

Consequently, it is considered in this case that the application is not justified as there are no 'very special circumstances' that would be required for the Council to conclude that an exception to established policy could be justified or there is one that outweighs the demonstrable harm to the Green Belt as described above. Nor are there reasons that outweigh the demonstrable harm to the Green Belt and the area as a whole.

As such, the proposal would conflict with policies Policies STR1, STR3, STR4, ENV2, ENV3, ENV4 of the Local Plan Part One for the New Forest outside of the National Park, Policy DM22 of the Local Plan Part 2 for the New Forest outside of the National Park, saved Policy CS21 of the Core Strategy for the New Forest outside of the National Park, and Chapters 12 and 13 of the NPPF 2024.

The application is therefore recommended for refusal.

13 RECOMMENDATION

Refuse

Reason(s) for Refusal:

1. The proposed development would comprise inappropriate development in the Green Belt, resulting on an intensification of the use of the land and harmful impacts on the openness of the Green Belt. No very special circumstances that have been demonstrated which would justify an exception to the established Green Belt policies. As such, the proposed development would be contrary to Policy STR1 Achieving Sustainable Development and Policy ENV2 of Local Plan Part 1: Planning Strategy for the New Forest outside of the National Park and Chapter 13 (particularly paragraph 154) of the National Planning Policy Framework 2024.
2. The proposed development is located in this sensitive area of open countryside outside of a defined settlement boundary and within the designated South West Hampshire Green Belt. By reason of its stark and harsh appearance and proliferation of built form, coupled with the excessive length of existing storage containers on the site, the development would result in an intrusive and unacceptable form of commercial development in the countryside and Green Belt where development is restricted unless specific criteria are met in accordance with both the Council's Development Plan and the NPPF 2024. The proposed development would not meet any of these specific criteria. By reason of the introduction of built form in this location and the utilitarian design of the containers, the proposal would constitute an intrusive and discordant form of commercial development that would be harmful to the visual amenities and special qualities of the countryside eroding the rural character of the location and its landscape character. As such, the proposed development is considered to constitute a contextually inappropriate development that would be contrary to the provisions of Policies ENV2, ENV3, ENV4, STR1 and STR3 and STR4 of the adopted Local Plan 2016-2036 Part 1: Planning Strategy for the New Forest District outside the New Forest National Park, Policy DM22 of the Local Plan Part 2 of the adopted Local Plan Part 2: Sites and Development Management for the New Forest District Council outside of the New Forest National Park, saved Policy CS21 of the Core Strategy 2009 for the New Forest District Council outside of the New Forest National Park and Chapters 12 and 13 of the National Planning Policy Framework 2024.

Further Information:

Jessica Cooke

Telephone: 023 8028 5909

NFDC

NFDC



New Forest DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

Mark Wyatt
Service Manager
Development Management
New Forest District Council
Appletree Court
Lyndhurst
SO43 7PA

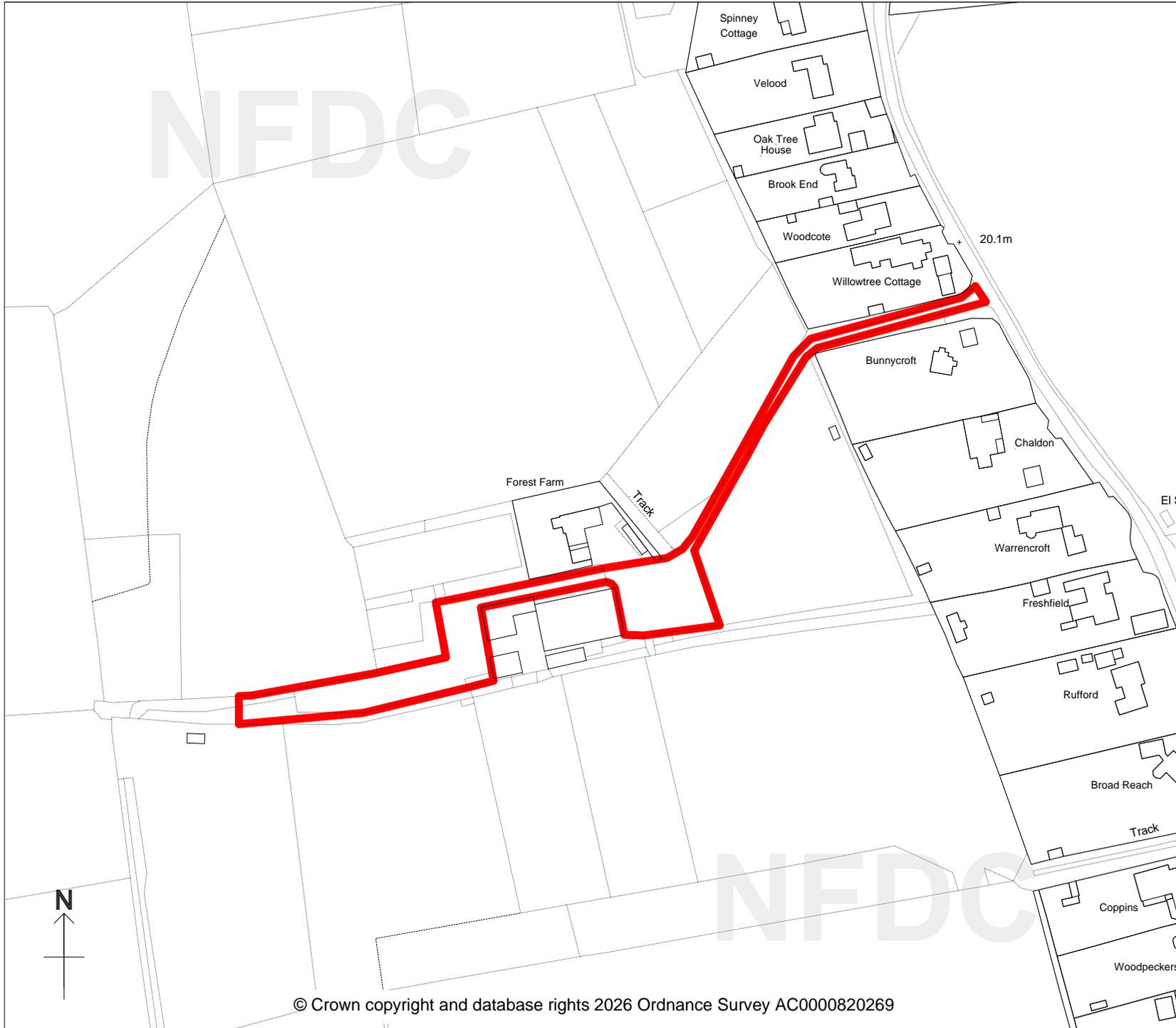
PLANNING COMMITTEE

March 2026

Forest farm
Barnes Lane
Milford-on-Sea
25/11153

Scale 1:2000

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



This page is intentionally left blank

Planning Committee 11 March 2026

Application Number: 25/10969 Full Planning Permission
Site: 57 & 59 ASHLEY ROAD, NEW MILTON BH25 6AZ
Development: Side & rear extensions to form maisonette. Removal of existing garage. Fenestration alterations, external staircase, and parking.
Applicant: Mr Sheppard
Agent: Mr John Maunsell
Target Date: 05/01/2026
Case Officer: Hannah McDougall
Officer Recommendation: Service Manager - Grant
Reason for Referral to Committee: Town Council contrary view

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Principle of development
- 2) 5-Year housing land supply
- 3) Design, site layout, and impact on the character of the area
- 4) Residential amenity
- 5) Highway safety, access and parking
- 6) Ecology
- 7) Habitat Mitigation
- 8) Nutrient neutrality and impact on Solent SAC and SPAs

2 SITE DESCRIPTION

The site lies within a residential area in the New Milton and Barton on Sea built-up area. The surrounding properties are a mixture of bungalows and two storey houses.

The application property is accessed from a cul-de-sac leading off the main part of Ashley Road which serves the application site as well as three other properties. The application site occupies the corner plot fronting onto the cul-de-sac with the side elevation facing Ashley Road.

The application site consists of a detached two-storey house which is divided into two no. two-bedroom maisonettes – one at ground floor and one at first floor. The building is situated within a large plot with there being a large garden area to the northern side and communal space surrounding the rest of the building. There is an existing garage and space for driveway car parking on the plot.

3 PROPOSED DEVELOPMENT

The proposed development is for the construction of side and rear extensions to the existing building in order to form an additional maisonette.

The proposed extensions are part two-storey and part single-storey with a pitched roof and would be constructed in matching materials to the existing building. Additionally, there is a proposed dormer included on the west elevation of the proposed extension.

This would result in a further two-bedroom residential unit in addition to the existing two no. residential units present on the property.

The proposed extension would be in the northern garden area of the plot, with the remaining undeveloped garden land to the north forming a private garden for the proposed maisonette. The existing maisonettes would have access to amenity space in the communal garden area to the west, south, and east.

The proposal will involve fenestration alterations which will move existing north-facing bedroom windows to the east. It is also proposed to move the existing external stairs leading to the first-floor unit to accommodate the fenestration changes.

It is proposed to remove the existing garage, freeing up space on the existing driveway. It is proposed to accommodate 5 car parking spaces on the driveway as well as one adjacent to the property fence close to the access junction between the cul-de-sac and Ashley Road.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
24/10819 Side & rear extensions to form maisonette	24/10/2025	Withdrawn by Applicant	Withdrawn
23/11151 Sever land to rear. Erect new dwelling; demolish existing garage	29/01/2024	Refused	Decided
23/10405 New dwelling; demolish existing garage	20/07/2023	Refused	Decided

5 PLANNING POLICY AND GUIDANCE

Emerging Local Plan

On 4th February 2026 Cabinet approved a report that recommended that this Council starts the public consultation stage into the Regulation 18 version of the new Local Plan. This Regulation 18 version of the Plan will represent an early point in the plan-making process. Consultation is being undertaken between 6th February until 20 March 2026. At this stage, the National Planning Policy Framework (NPPF) paragraph 48 advises that only limited weight can be afforded to emerging plan policies when determining planning applications, as the weight given depends on the stage of preparation, the extent of any unresolved objections, and the degree of consistency with the NPPF. Given that the Regulation 18 draft is at the initial consultation stage and has not progressed to examination, it cannot be considered to carry significant material weight. Accordingly, while the emerging Local Plan is a material consideration in decision making and may provide helpful context, decisions should continue to be primarily guided by the adopted development plan unless other material considerations indicate otherwise.

Local Plan 2016-2036 Part 1: Planning Strategy

Policy STR1: Achieving Sustainable Development

Policy ENV1: Mitigating the impacts of development on International Nature Conservation sites
Policy ENV3: Design quality and local distinctiveness
Policy IMPL1: Developer Contributions
Policy IMPL2: Development standards

Local Plan Part 2: Sites and Development Management 2014

DM2: Nature conservation, biodiversity and geodiversity

Supplementary Planning Guidance And Documents

SPD - New Milton Local Distinctiveness
SPD - Parking Standards
SPD - Air Quality in New Development.
SPD - Climate Change
SPD - Mitigation Strategy for European Sites

Neighbourhood Plan

New Milton Neighbourhood Plan
NM4: Design Quality

National Planning Policy Framework

NPPF 2024
NPPG

Plan Policy Designations

Built-up Area

6 PARISH / TOWN COUNCIL COMMENTS

New Milton Town Council

STRONGLY OBJECT (Non-delegated)

- 1) Cramped and contrived
- 2) Gross overdevelopment
- 3) Lack of parking
- 4) Lack of measures for policy NM4 on biodiversity and climate change mitigation
- 5) Lack of Preliminary Roost appraisal.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

Ecologist

No objection Subject to Conditions

The ecologist is satisfied with the ecological enhancements measures included in the Preliminary Roost Appraisal and has recommended the implementation of these recommendations be conditioned. Additionally, they recommend that measures be taken to secure recreational habitat mitigation and nutrient mitigation.

HCC Highways

No objection

The Highways authority is satisfied with the parking and access arrangements

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

For: 3

Representations were supportive of new housing in New Milton, making effective use of the plot, and the site's sustainable location.

Against: 3

Representations raised concerns relating to the design of the proposed development, potential impacts on residential amenity, and whether the parking provision would be sufficient.

10 PLANNING ASSESSMENT

Background

There have been two previous applications for a new dwelling on the site which were refused in 2023 (23/10405 and 23/11151) due to the proposals being cramped and overdevelopment of the site, impacts on amenity due to overlooking, the lack of a bat report, and the absence of an S106 agreement. Following this, an amended scheme (24/10819) was submitted in 2024 which was later withdrawn due to issues regarding the red line. At the time, although not determined, that planning application was considered to address all previous reasons for refusal. The current application is the same as what is proposed under the 2024 withdrawn scheme.

Principle of Development

The application site is located within the built-up area where there is a presumption in favour of residential development, subject to the consideration of material planning considerations.

5-Year Housing 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).

NPPF Paragraph 11 clarifies what is 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 date [8], granting permission unless:

i) the application of policies in this Framework that protect areas or assets of particular importance [7] 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 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.

NFDC cannot currently demonstrate a five-year supply of deliverable housing land. In such circumstances, para. 11(d) of the NPPF is engaged, and the proposal must therefore be considered in accordance with this paragraph. Subject to securing appropriate mitigation measures relating to the impacts of an additional residential unit on European habitats, none of the other constraints listed under footnote 7 apply to this application site. As such, the so-called 'tilted balance' applies and the application should only be refused if the adverse impacts of the development significantly outweigh the benefits.

In this case, the proposal would make a relatively minor contribution to the wider housing supply within the district. Nonetheless, the 'tilted balance' identified above applies. Notwithstanding this, the specific impacts of the proposed development must be carefully considered.

The remainder of this report will assess the proposal against the policies of the development plan and the relevant material considerations. The report concludes with a planning balance being applied as per the requirements of paragraph 11d) of the NPPF.

Design, site layout, and impact on the character of the area

Policy ENV3: Design quality and local distinctiveness of the Local Plan 2016-2036 Part 1: Planning Strategy requires development to:

create buildings, streets and spaces which are sympathetic to the environment and their context in terms of layout, landscape, scale, height, appearance and density and in relationship to adjoining buildings, spaces and landscape features.

The surrounding area contains a mixture of bungalows and two-storey houses with there being no clear pattern or style which is dominant within the area as a whole. The bungalows at the end of the cul-de-sac to the application site are fairly uniform in character and reflect a pleasant form of bungalow development within this secluded location.

The proposed extensions would complement the design of the existing building. Whilst it would result in an increase to the massing of the existing building, this impact would be mitigated by the fact that the proposed extensions are set back, giving it a subservient appearance and, thereby, reducing its visual impact upon the front elevation of the building and the surrounding street scenes of both Ashley Road and the cul-de-sac access. As such, the extensions would not appear out of character or visually intrusive within the street scene.

Additionally, due to its positioning within the plot, the proposed development would still retain a pleasant spatial gap with the property at No 61a Ashley Road, though this separation would be reduced from the existing.

By retaining a spatial gap between the proposed extension and 61a Ashley Road, the proposed development would not undermine the character of the cul-de-sac. Overall, as there is no strong architectural character present in the surrounding street scene, the proposed development would not appear as a dominant or incongruous feature, and as such would not result in harm to the character of the street scene or surrounding area.

The site is large and can comfortably accommodate the proposed additional building footprint. The extension would expand into a corner area of the garden and remain set back from the site frontage. Although the development would result in a building with an unconventional footprint, this is considered to be acceptable within the context of the existing site and it would not be contrary to the existing pattern of development present in the area.

In their objection, New Milton Town Council has raised concerns that the proposal is cramped and contrived and would result in overdevelopment – matters identified in the previous reasons for refusal in 2023. However, it is considered that the level of development proposed is appropriate within this relatively large plot, with adequate space about the building as previously described. The result being that the proposal would not result in the creation of an overly cramped development or the overdevelopment of the plot. Although the design could be considered somewhat unconventional in its form, this is in order to accommodate the existing constraints relating to the positioning of the existing dwelling and the adjacent neighbours. It is not considered to result in a form of development which is detrimental to the existing building, or out of keeping with the wider area. It is, therefore, considered that there is no justifiable reason for refusal on overdevelopment, design or character grounds.

Therefore, it is considered that the proposed development is sympathetic to the existing character of the site and surrounding area and is, thus, compliant with Policy ENV3.

Residential amenity

Policy ENV3 of the Local Plan 2016-2036 Part 1: Planning Strategy requires development to:

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.

Paragraph 135, subparagraph (f) of the NPPF states that development should promote health and well-being with a high standard of amenity for existing and future users.

The proposal would result in additional massing to the northern side of the site. However, the private garden space for the proposed maisonette is of an appropriate size and 8m depth, retaining a suitable degree of separation between the application site and the adjacent bungalow at 6a Ashley Road. Due to this relationship, the proposed development would not have an overbearing impact or result in significant overshadowing to the neighbouring plot. Whilst the proposed extension would be constructed only 1m from the western boundary with 55 Ashley Road, it is sited suitably far away from the dwelling to avoid unacceptable impacts to either outlook or loss of light. The extension is sweeping down at single storey adjacent to the boundary and, therefore, would not result in an overbearing two-storey construction directly adjacent to the boundary.

Regarding privacy, the only windows in the northern elevation of the new maisonette are at ground floor level and, therefore, do not raise any overlooking concerns for the neighbour at 61a Ashley Road. The two upstairs dormer windows to the east look towards the garden of 55 Ashley Road. However, these windows would serve a bathroom and stairs which are non-habitable rooms. These windows have been marked on the plans to be obscure glazed and this can be secured by a planning condition to ensure there will be no detrimental privacy impacts to this adjacent neighbour.

The proposal would result in an increase in fenestration to the east elevation of 57 & 59 Ashley Road. This is due to the relocation of the existing bedroom windows from the north to the east elevation, as well as the addition of a Juliette balcony to serve the proposed maisonette. This raises a potential impact on the privacy of the dwelling located opposite at 61 Ashley Road, particularly due to the elevated positioning of the application site in relation to this property. However, there is a separation distance of almost 24m between the buildings which exceeds standard-practice rear-to-rear separation distances of 21m. Further screening is also provided by hedging and trees situated within the garden of 61 Ashley Road which border the cul-de-sac. Additionally, the relationship between the application site and 61 Ashley Road is front-to-front across the road, where less privacy is typically anticipated, further lessening any perceived privacy impacts of the development.

The Juliette balcony of the proposed maisonette would be set back from the front of the eastern elevation, increasing the separation distance between this element and 61 Ashley Road to 25 metres. It is, therefore, considered that this relationship is acceptable and harmful overlooking or loss of privacy would not result. As such, the proposal would not result in an unacceptable impact upon the privacy of 61 Ashley Road.

The proposal would result in fenestration alterations to both the existing maisonettes, removing the bathroom windows and moving the northern bedroom windows to the east elevation on both floors. The bathroom window would be replaced by a mechanical ventilation system in both cases to ensure adequate bathroom ventilation is maintained. The moving of the bedroom window to the eastern elevation would not have a significant impact upon the overall amount of light received in either bedroom as the existing windows are north facing. These changes would result in a slightly poorer outlook for each bedroom – changing from looking onto the garden to looking out over the front parking area. However, it is considered that this would not result in substantial harm to the amenity of the occupants of these existing maisonettes.

Due to the northern positioning of the proposed extensions, this development would not result in a significant amount of overshadowing to the occupants of the existing maisonettes. The only south-facing window proposed to the new maisonette is on

the ground floor of the proposed maisonette and is proposed to be constructed 1.9m above floor level which would protect the privacy of the existing ground floor maisonette.

The extensions would result in a reduction in garden area available to the existing maisonettes. However, the plot is large and it is considered that the outdoor communal garden area retained to the east, south, and west would provide a sufficient outdoor amenity area to meet the reasonable amenity requirements of these residents.

As such, it is considered that the proposal would not result in detrimental impacts to the residential amenity of the occupants of the existing maisonettes.

Representations have raised concerns relating to the occupants of the proposed maisonette having poor outlook and a lack of light into habitable rooms. It is considered that the level of glazing to the ground floor kitchen and living space is sufficient to provide ample light given there are windows to the south, west, and north. Both bedrooms would have one east-facing window which would provide a level of light considered sufficient for these habitable rooms.

The northern doors leading onto the garden would provide an adequate outlook. The outlook towards the front parking area and street is not considered unduly harmful. As such, it is considered that the proposal would not result in negative impacts to the residential amenity of the occupiers of the proposed maisonette. Therefore, the proposed development would not result in unacceptable effects to the outlook, privacy or light available to the nearby residential properties. As such, the proposal is compliant with Policy ENV3 and there is no justifiable reason for refusal on residential amenity grounds.

Highway safety, access and parking

Policy ENV3 requires new development to:

Integrate 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.

Policy CCC2 of the Local Plan 2016-2036 Part 1: Planning Strategy requires new development to:

Provide sufficient car and cycle parking, including secure cycle parking in schools and colleges, workplaces, bus and rail stations, and in shopping areas in accordance with the adopted Parking Standards Supplementary Planning Document.

The NFDC Parking Standards SPD requires the provision of 2 parking spaces per 2-bedroom dwelling, meaning a total of 6 spaces would be needed for the proposed development. Additionally, it outlines minimum standards of two cycle parking spaces per 2-bedroom unit.

The HCC Highways Authority were consulted on this application and have raised no objection to the proposed parking arrangement. They have noted that the positioning of the sixth space alongside the access junction is not ideal, however, they are satisfied that it would not result in detrimental highway safety impacts. The proposal includes the removal of the existing garage which currently falls below the required dimensions for parking spaces; this would create more space on the existing driveway. It is proposed to provide 5 parking spaces on the site of the

existing garage and the existing driveway. A further parking space would be provided alongside the access junction, meaning a total of 6 onsite parking spaces would be provided overall. This would meet current parking standards.

The proposed parking layout includes the provision of tandem parking spaces. The NFDC Parking Standards SPD outlines that tandem parking is typically only acceptable for individual dwellings and not those with shared parking. However, in this instance, the proposed parking arrangement would be shared between a limited number of three dwellings and would likely be allocated appropriately between the maisonettes. This would prevent problems resulting from tandem parking. Additionally, there are unlikely to be any highway safety implications from the proposed parking layout as it leads onto the quiet cul-de-sac, rather than the main road.

The New Milton Town Council raised concerns relating to a lack of parking provision on site. However, this concern was raised prior to the removal of existing garage being clearly indicated in the application. Therefore, it is considered that this objection has now been addressed.

The proposal incorporates one cycle store in the south-west corner of the application site to serve the existing maisonettes as well as one shared bin and bike store to serve the proposed maisonette. This would result in sufficient cycle parking to serve the development and would, additionally, result in an increase upon the existing cycle parking provision on the application site.

Therefore, the proposal is compliant with the car and cycle parking standards in the NFDC Parking Standards SPD, as well as policies ENV3 and CCC2. Policy IMPL2 relates to development standards and places a requirement on new developments to make provision to enable the convenient installation of charging points for electric vehicles. Whilst the Council previously sought to secure EV charging points by planning condition in accordance with Policy IMPL2, changes to the Building Regulations require the provision of electric charging points on new dwellings. Therefore, such a planning condition is not considered necessary.

Ecology and Biodiversity Net Gain

Policy DM2 of the Local Plan Part Two seeks to conserve nature and enhance biodiversity and states that the Council will use planning conditions to provide mitigation and where appropriate, ecological enhancement measures.

As of 2nd April 2024, developers must deliver achievement of Biodiversity Net Gain (BNG) on 'smaller' sites such as this as a requirement of planning permission. The applicant has provided a BNG metric for the site. An exemption applies with regard to self-build development. Self-build refers to a development of a home on a piece of land owned by persons to be lived in by those persons. In this instance, a self-build exemption has been claimed with regard to Community Infrastructure Levy (CIL) and therefore the national BNG requirement is not applicable to this proposal.

Following concerns raised by the NFDC Ecologist and the New Milton Town Council, a Preliminary Roost Appraisal (PRA) was submitted with the application and the NFDC Ecologist now has no objection to the application. A planning condition is recommended to secure the implementation of the ecological enhancement details submitted in the PRA. These ecological enhancements also address the New Milton Town Council's objection relating to a lack of measures for biodiversity highlighted New Milton Neighbourhood Plan Policy NM4.

Subject to the inclusion of the above planning condition, the proposal is considered to comply with Policy DM2 of the Local Plan Part One for the New Forest outside of the National Park in respect of ecology and biodiversity net gain.

Air Quality SPD

In response to the requirements of the adopted 'Air Quality Assessments in New Development' Supplementary Planning Document 2022, the applicant has provided information explaining the measures that they will take to reduce the potential adverse impact new development can have upon air quality, thereby lessening the negative effects upon health and wellbeing. The measures submitted by the applicant are as follows:

- Design considerations to reduce user's exposure to pollutants:
 - No kerb side development
 - No opening windows adjacent to or facing emission release points
 - No installation of solid fuel domestic appliances
 - Gas boilers will meet the minimum standard of <40mgNOx/kWh
 - The heating system will be designed to utilise low carbon heating technologies

The proposal includes

- a minimum of 2 cycle storage points.
- The installation of an electric vehicle charging point.
- Solar panels on the dormer roof
- Proposal for landscape to include some native hedging and trees.

As such, the requirements of the Air Quality SPD are considered to have been satisfied.

Climate change SPD

In response to the requirements of the adopted 'Planning for Climate Change' Supplementary Planning Document 2024, the applicant is required to provide information explaining the measures that they will take to address climate change and sustainability through new development in the district. In this instance, the applicant has submitted a Sustainability Statement which addresses the matters required by the Planning for Climate Change SPD.

These measures serve to address the New Milton Town Council concern relating to a lack of climate change measures. Therefore, the proposal is compliant with New Milton Neighbourhood Plan Policy NM4.

Habitat Mitigation

The site lies in close proximity to the New Forest designated European sites. As the proposal would result in an additional dwelling, there is a likely cumulative impact on the New Forest European Sites from recreational disturbance, and habitat mitigation should be provided in line with the adopted mitigation strategy.

a) Recreational Impacts

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 European designated 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. However, these 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. This contribution will be secured by a completed Legal Agreement prior to the planning decision being issued.

b) Air Quality Monitoring

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 is required 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. This contribution will be secured by a completed Legal Agreement prior to the planning decision being issued.

c) Bird Aware Solent

The site falls within the catchment area for Bird Aware Solent and the Solent Recreational Mitigation Strategy area, which seeks to promote protection of birds at coastal sites and Solent Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). The necessary contribution will be secured by a completed Legal Agreement prior to the planning decision being issued.

Nutrient neutrality and impact on Solent SAC and SPAs

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 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 ensure 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 can be imposed and a further Appropriate Assessment carried out on discharge of this condition.

Developer Contributions

As part of the development, the following will be secured via a Legal Agreement prior to the decision being issued:

- Air quality monitoring: £112
- The Habitat Mitigation (Access Management and Monitoring): £719
- The Habitat Mitigation (Bird Aware Solent): £696
- The Habitat Mitigation (Infrastructure): £4,595

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	98.66	0	98.66	98.66	£80/sqm	£12,142.77 *

Subtotal:	£12,142.77
Relief:	£0.00
Total Payable:	£12,142.77

**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 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 consultees and third parties.

As set out earlier in this report, the NPPF is a material consideration. Paragraph 11 of the Framework is considered to be engaged and clarifies the presumption in favour of sustainable development. Paragraph 11(c) states that this means approving development proposals that accord with an up-to-date development plan without delay. The lack of a demonstrable five-year land supply however, means that the tilted balance in NPPF paragraph 11(d) is engaged for this application. In balancing out the benefits and harm of the proposal, it would provide 1no. new dwelling within a sustainable location which would make a modest contribution to the housing land supply; this is a clear benefit of the application. The proposal would be of an acceptable appearance within its context and would not be harmful to the character and appearance of the area. With the inclusion of appropriate planning conditions, no harm is identified to arise in respect of parking provision, highway safety, ecological interests or neighbouring amenity. Habitat mitigation measures will be secured through a completed legal agreement prior to the planning decision being issued for the application.

The demonstrable harms arising are considered to be minor. These harms are with reference to the parking layout adjacent to the lane as noted by the Highway Authority. Secondly, the above assessment identifies that the internal reconfiguration of the existing building results in a slightly less favourable outlook from the bedrooms over the parking area as opposed to the existing garden. These harms however are not, as per paragraph 11d) of the NPPF, considered to significantly and demonstrably outweigh the clearly identified benefits. Therefore, subject to a competed legal agreement and conditions, the proposal would be in accordance with the development plan. Thus, the application is recommended for approval.

13 RECOMMENDATION

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

- i) the completion of a planning obligation entered into by way of a Section 106 Agreement or Unilateral Undertaking to secure:
 - Habitat Mitigation contributions; and
 - Air Quality Monitoring contributions
- ii) The imposition of the Conditions and any additional/amended conditions or variation to the heads of terms as deemed necessary by the Service Manager (Development Management), having regard to the continuing Section 106 discussions to ensure consistency between the two sets of provisions.

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:
 - 2024/364/1A: Location Plan as deposited with the Local Planning Authority on 22 December 2025.
 - 2025.346.B: Proposed Site Layout Plan as deposited with the Local Planning Authority on 22 December 2025.
 - 2025/346.2: Proposed & Existing Streetscape as deposited with the Local Planning Authority on 22 December 2025.
 - 2025/346.3: Existing Elevations as deposited with the Local Planning Authority on 10 November 2025.
 - 2025/346.4: Existing Floor Plan as deposited with the Local Planning Authority on 28 October 2025.

- 2025/346.5: Proposed Elevations as deposited with the Local Planning Authority on 16 February 2026.
- 2025/346.6: Proposed Floor Plan as deposited with the Local Planning Authority on 04 November 2025.
- 2025/346.7: Proposed Roof Plan as deposited with the Local Planning Authority on 16 February 2026.

Reason: To ensure satisfactory provision of the development.

3. The external facing materials shall match those used on the existing building.

Reason: To ensure an acceptable appearance of the building 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. The first-floor bathroom and stairway dormer windows on the western elevation of the approved extension shall be:

- (i) obscurely glazed, and
- (ii) non-opening at all times unless the parts that can be opened are more than 1.7m above the floor,

and the windows shall be retained as such in perpetuity.

Reason: To safeguard the privacy of the adjoining neighbouring properties 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.

5. Ecological mitigation and enhancement measures shall be implemented in accordance with Sections 15 and 16 of the Phillips Ecology Ecological Appraisal, dated June 2025, and thereafter retained in perpetuity. Prior to first occupation, evidence shall be submitted to the Local Planning Authority to confirm installation of the agreed features, for example:

- A photographic record, and/or
- A signed statement by a suitably qualified ecologist.

Reason: To safeguard 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 Policies DM1, DM2 and DW-E12 of the Local Plan for the New Forest District outside the National Park (Part 2: Sites and Development Management).

6. The car and cycle parking spaces shown on the Proposed Site Layout Plan 2025.346.B for the parking of motor vehicles and cycles shall be provided prior to first occupation of the development hereby approved, and thereafter retained and kept available for the parking of motor vehicles and cycles for the dwellings hereby approved at all times.

Reason: To ensure adequate car and cycle parking provision 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. The development hereby permitted shall not be occupied until:

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;

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.

Further Information:

Hannah McDougall
Telephone: 02380 285632



New Forest

DISTRICT COUNCIL

Tel: 023 8028 5000
www.newforest.gov.uk

Mark Wyatt
 Service Manager
 Development Management
 New Forest District Council
 Appletree Court
 Lyndhurst
 SO43 7PA

PLANNING COMMITTEE

March 2026

57 & 59 Ashley Road
 New Milton

25/10969

Scale 1:500

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