

Application Number: 23/11142 Full Planning Permission
Site: LAND ADJACENT TO STATION HOUSE,
HINTON WOOD LANE, HINTON ADMIRAL, BRANSGORE
Development: 2 x residential bungalows with associated parking, bin &
cycle storage
Applicant: Mr & Mrs Furniaux
Agent: Studio Homer
Target Date: 09/01/2024
Case Officer: Vivienne Baxter
Officer Recommendation: Refuse
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) Habitat mitigation and ecology

2 SITE DESCRIPTION

The site lies adjacent to the railway line at Hinton Admiral Station. It is currently a fenced off area with large sliding gate to the station forecourt. A large electricity pylon stands adjacent to the north east corner of the site. Station House, to the west, is used as a holiday let. The garage associated with this property (currently used for storage) is accessed through the application site. To the east, is a further holiday let occupying a building previously used as a garage.

Within the site are metal storage containers and between these containers and the northern site boundary are two trees.

3 PROPOSED DEVELOPMENT

The proposal is for the erection of a pair of semi-detached bungalows comprising 2 bedrooms, a bathroom and open plan kitchen, dining and living area. Each dwelling would have bin and bike stores. The site would be open to the frontage onto the station forecourt where access would be provided for four parking spaces.

The storage containers would be removed and vehicular access to the existing garage on adjacent land would be prevented through the siting of the bin/bike store to plot 1. The applicant has advised that the garage is used predominantly for domestic storage accessed through a pedestrian door from the patio garden area of Station House.

4 PLANNING HISTORY

| Proposal | Decision Date | Decision Description | Status |
|--|---------------|-------------------------------|---------|
| 23/10483 Construction of a pair of double garages | 30/08/2023 | Refused | Decided |
| 21/10697 Conversion of existing garage into single-storey dwelling | 11/11/2021 | Granted Subject to Conditions | Decided |
| 10/96506 One pair of semi-detached houses; detached garage (Outline application with details only of access, layout & scale) | 22/03/2011 | Refused | Decided |
| 08/93317 Detached garage | 02/01/2009 | Granted Subject to Conditions | Decided |

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

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 IMPL1: Developer Contributions

Policy IMPL2: Development standards

Policy STR1: Achieving Sustainable Development

Local Plan Part 2: Sites and Development Management 2014

DM20: Residential development in the countryside

Supplementary Planning Guidance And Documents

SPD - Design of Waste Management Facilities in New Development

SPD - Housing Design, Density and Character

SPD - Air Quality in New Development. Adopted June 2022

SPD - Mitigation Strategy for European Sites

SPD - Parking Standards

Neighbourhood Plan

Not applicable

National Planning Policy Framework 2023

National Planning Policy Guidance

6 PARISH / TOWN COUNCIL COMMENTS

Bransgore Parish Council

The committee had no objection to the proposals and felt that they were in keeping with and would enhance the area.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

Network Rail - Southern Region: no objection

Ecologist: no objections

HCC Highways: no objection

Natural England: no objection

Environmental Health (Pollution): recommend refusal due to lack of information on potential noise and vibration issues from the railway line to the proposed dwellings.

Wessex Water: no objection

9 REPRESENTATIONS RECEIVED

None

10 PLANNING ASSESSMENT

Principle of Development

The site lies within the countryside and Green Belt. Policy DM20 relates to residential development in the countryside. New build residential development is not usually acceptable unless it is for the purposes of agricultural, forestry workers or it is affordable housing. The proposal does not meet any of these criteria and so would be contrary to Policy DM20.

South West Hampshire Green Belt

The provision of new buildings in the Green Belt is considered to be inappropriate. There are a limited number of exceptions set out in para 154 of the NPPF where new buildings are not considered to be inappropriate in the Green Belt. The only one of these exceptions which is relevant in this particular case is para 154 part g) which allows for *"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"*

The site and adjacent land to the east have changed significantly in appearance over the last 20 years. The site was predominantly a grassy area with trees and appeared to be the garden for Station House in 2008. Around 15 years ago this changed with open storage (containers and vehicles) and the construction of the garage building to the east, which is now a holiday let with a further outbuilding. This outbuilding now associated with the holiday let to the east does not appear to have planning permission but is considered to be lawful by default. The 2008 permission for a garage relates to the garage to the west of the site. The existing storage containers do not benefit from planning permission.

It should also be noted from the planning history of this site that there were refusals of planning permission for a pair of oversized double garages (in 2023) and a pair of semi-detached houses (in 2010).

Vegetation cover for the area has been significantly decreased over time resulting in the site having being hard surfaced with a more open and harsher appearance and it is enclosed by 2m high boundary fencing. The agent considers that by the removal of this existing high boundary fence, setting the dwellings back within the site and keeping a low ridge line to the proposed dwellings, the proposal would preserve the feeling of openness.

However, officers do not accept this assessment and consider that this is an important visual gap and the provision of a pair of dwellings, albeit of a single storey height, in this location would not preserve the openness of the site. The indicative street scene plan that has been submitted demonstrates that there would be a significant intrusion into the Green Belt should this development be permitted. As such the proposals would not comply with the provisions of the NPPF para 154 (g) as the openness of the Green Belt would not be preserved.

The submitted details refer to the presumption in favour of sustainable development and the tilted balance given that there is a lack of a 5 year housing land supply under NPPF (paragraph 11). The Council cannot demonstrate a five-year supply of deliverable housing land and the updated housing land supply position will remain below the required 5 years. In such circumstances the NPPF (para 11d) indicates that the tilted balance is engaged, whereby in applying the presumption in favour of sustainable development even greater weight should be accorded in the overall planning balance to the provision of new housing (and affordable housing). The current proposal is for a very modest level of housing provision and harm is identified in respect of impact on the openness of the Green Belt and countryside. The NPPF clearly indicates that permission should not be forthcoming where the application of policies in the Framework that protect assets of particular importance such as the Green Belt provide a clear reason for refusing the development proposed. This is discussed below.

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

The proposed dwellings would be single storey and would be sited between two detached garages on adjoining land. It is noted that the dwellings each have a front gable which reflects the span of the holiday let building (garage conversion) to the east although as a pair of gabled fronted dwellings, the overall impact is of a building with a significantly greater footprint and massing than other adjacent single storey structures. This massing is also at odds with the proportions of the original Station House.

The layout of the site is such that parking would be provided in a single block on the sites frontage and this would be open to the station forecourt, increasing the impact it would have within the street scene particularly due to the amount of hard surfacing which would be visible in this location. The submitted street scene shows the existing gate piers would be relocated with a lower section of fencing and piers either side of the opening, however this is not reflected on the proposed site plan.

Whilst the views of the Parish Council with regard to the dwellings being in keeping with the area have been noted, for the reasons given above it is considered that the proposal represents an inappropriate form of development which would not enhance local distinctiveness and would be contrary to policy ENV3 of the Local Plan Part 1.

Residential amenity

The proposal is for single storey properties only and in view of the existing boundary treatment, the proposed dining area and bedroom windows would not adversely affect the amenity of those occupying the holiday lets either side of the site. It is further noted that Station House does not have any first floor side windows which may impact on privacy to plot 1.

The dwellings have been designed so the main outlook is over the small amenity space provided at the side of each dwelling. These garden areas would be subject to noise and disturbance from the railway and it is further noted that the second bedroom in each property is just 1m from the boundary fence separating the site from the platform. The dwellings would not offer a very good level of amenity as a result.

The application site is immediately adjacent to the platform of the London-bound railway line. As a relatively small station, not all trains stop at this location and there are several trains which travel straight through. Dwellings which are sited within 60 metres of railway tracks (those proposed are approximately 8m away) must be subject to an assessment of the impact of the vibration from the railway. Such assessment should include details of recommended remedial measures if vibration levels are found to be unacceptable.

As the application has not been supported with any such information, it has not been demonstrated that the proposed dwellings would not suffer from noise and vibration impacts associated with the adjacent railway line. The proposal would therefore be contrary to Policy ENV3 of the Local Plan Part 1 in that it would not offer an attractive place to live through unacceptable noise impacts on future residential amenity.

Highway safety, access and parking

At present, there are station car parking spaces parallel to the site boundary commencing adjacent to the garage associated with the single storey holiday let. Two of these spaces are immediately adjacent to the site boundary although these are not indicated on the proposed plan. As part of these proposals, the existing sliding gate would be removed and the brick gate pier to the east relocated approximately 8m further east resulting in an opening from the station car park into the site, of 15.4m. This is likely to result in the loss of one or both of the parking spaces outside of the site although does not appear to have been considered by the applicant.

The Highway Authority has indicated that whilst parking provision is not a matter for them to consider, further details would be useful. The application states that there would be an altered access to the public highway however the land here is not public highway and so this needs to be clarified with the applicant.

The proposal provides two parking spaces for each dwelling together with a small storage facility for secure cycle parking. It is considered that this complies with the appropriate recommended level of parking. The provision of electric vehicle charging points is also welcomed. However, as stated above, it is likely that the parking spaces for plot 2 would not be accessible if agreement has not been made to relocate the station parking facilities. A second station parking space would impact on the proposed visibility splay for these spaces too.

The potential loss of station parking is a private matter for the applicant to resolve with the land owner. If the proposed on site parking is not possible to achieve as a

result of these spaces being maintained, it is not considered that a shortfall of parking could be supported as a reason for refusal in this particular location. This would also be the case for the loss of parking for Station House.

Ecology and Trees

There are no significant concerns with regard to the potential impact in ecology given the current status of the site. However, the proposal does not include any ecological enhancements which could easily be incorporated in the development such as bat/bird boxes which could be secured by a planning condition if the application was otherwise acceptable.

There are two trees on site which are not shown on either existing or proposed site plans. Due to the proximity of the electricity lines, it is unlikely that they could be considered suitable for inclusion in a Tree Preservation Order although they do provide some public amenity value to this side of the station forecourt which is quite a harsh environment. They are acknowledged on the application form and it is likely that neither would be affected during construction. The plans do not show their crown spread but due to their location north of the proposed dwellings, it is unlikely that they would result in significant harm to future amenity through overshadowing/shading.

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. Although the adverse impacts could 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, no such legal agreement has been completed in this instance. As such, it is not possible, in respect of recreational impacts, to reach a conclusion that adverse effects on European sites would be avoided.

Air Quality

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.

In response to the requirements of the recently adopted 'Air Quality Assessments in New Development Supplementary Planning Document 2022, should permission be forthcoming, the applicant would be required to provide 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. In view of the recommendation, this has not been requested at this stage.

Nutrient neutrality

The site is situated within the Mude catchment which drains to Christchurch Harbour. At present, there is no requirement for nutrient neutrality as neither The Solent or the River Avon are affected by the proposal.

Developer Contributions

As part of the development, the following would need to be secured via a Section 106 agreement:

- Habitat Mitigation
- Air Quality Monitoring

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 | 124 | 0 | 124 | 124 | £80/sqm | £14,536.62 * |

| | |
|----------------|------------|
| Subtotal: | £14,536.62 |
| Relief: | £0.00 |
| Total Payable: | £14,536.62 |

11 OTHER MATTERS

N/A

12 CONCLUSION / PLANNING BALANCE

The proposal constitutes inappropriate development in the countryside and Green Belt which would not meet the exceptions for new development and would harm the rural character and openness of the Green Belt making it unacceptable in principle. Furthermore, the design and layout of the site is such that it would not enhance the character or appearance of the area. The proposal is therefore considered to be contrary to policies ENV2 and ENV3 of the Local Plan Part 1, Policy DM20 of Local Plan Part 2 and the NPPF.

With regard to the residential amenities of future occupants, it has not been demonstrated that they would not suffer from noise and vibration disturbance which would be harmful to their enjoyment of the properties.

In view of these concerns, refusal is therefore recommended with a further reason included in respect of a lack of mitigation for air quality monitoring and habitat mitigation.

13 RECOMMENDATION

Refuse

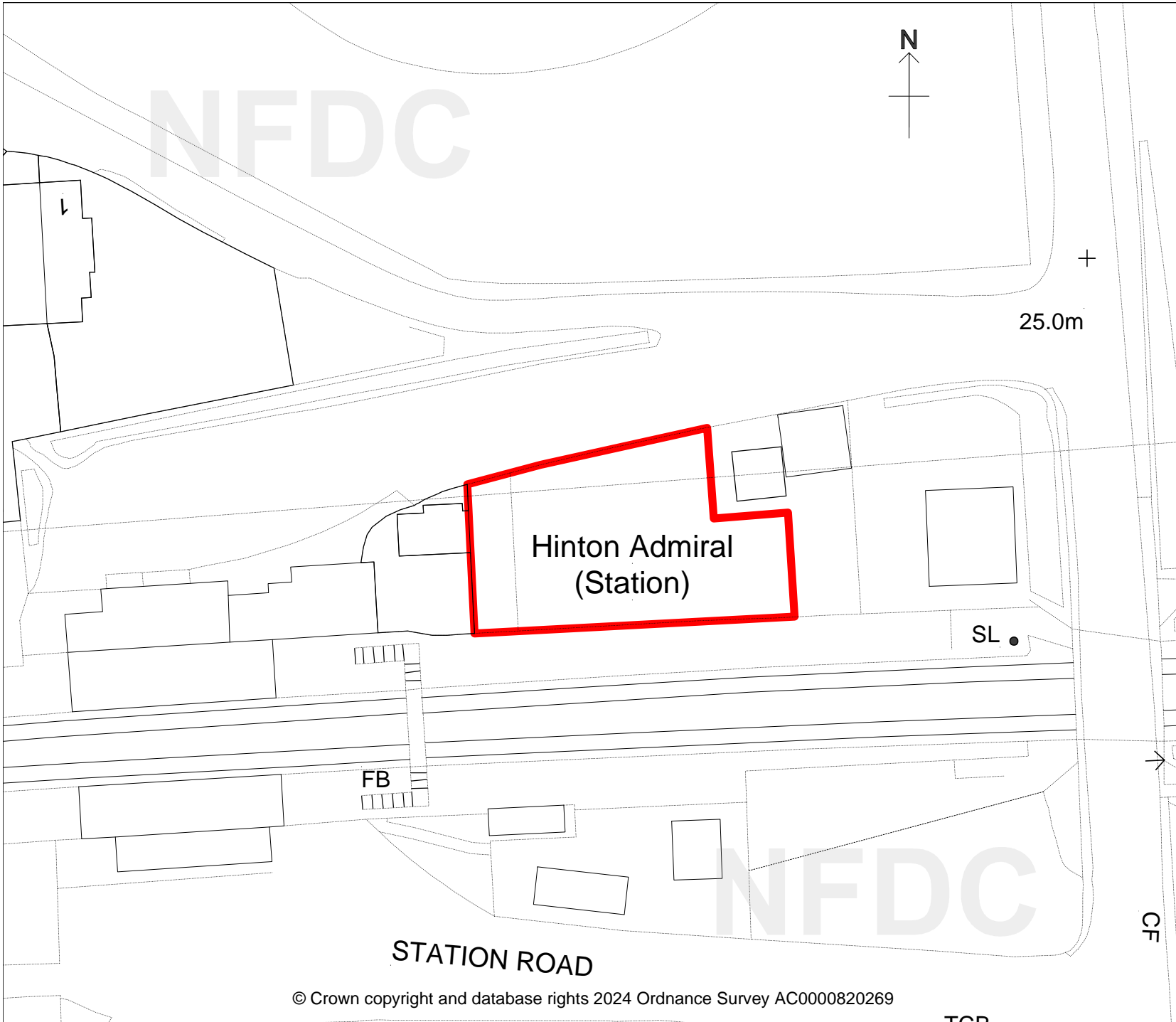
Reason(s) for Refusal:

1. The proposal for two new dwellings represents an inappropriate form of development in the countryside and Green Belt and would fail to meet any of the specified exceptions for allowing new development in this area. As such it would result in a harmful impact on the rural character of the area and the openness of the Green Belt resulting in the loss of an important visual gap and would be contrary to Policy ENV2 of the Local Plan Part 1 Planning Strategy, Policy DM20 of the Local Plan Part 2: Sites and Development Management for the New Forest outside of the National Park and NPPF para 154.
2. The proposed dwellings would by reason of their mass, appearance and layout be contrary to the established character of the area and would have an adverse impact upon the locality contrary to Policy ENV3 of the Local Plan Part 1 for the New Forest outside of the National Park.
3. It has not been demonstrated that the proposal would not give rise to unacceptable living conditions for future occupiers by way of unacceptable noise and vibration in view of the proximity of the proposed dwellings to the railway line. As such, the proposal has the potential to result in unacceptable impacts on the residential amenity of future occupants contrary to Policy ENV3 of the Local Plan Part 1.
4. The recreational and air quality impacts of the proposed development on the New Forest Special Area of Conservation, the New Forest Special Protection Area, the New Forest Ramsar site and the Solent and Dorset Coast Special Protection Area would not be adequately mitigated and the proposed development would therefore be likely to unacceptably increase recreational pressures and air quality impacts 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".

Further Information:

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New Forest DISTRICT COUNCIL

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PLANNING COMMITTEE

February 2024

Land adjacent to Station House
Hinton Wood Lane
Hinton Admiral
23/11142

Scale 1:500

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