

**Application Number:** 24/10391 Full Planning Permission

**Site:** AVONDALE LODGE CARE HOME, HYTHE ROAD,  
MARCHWOOD SO40 4WT (NB: PROPOSED LEGAL  
AGREEMENT)

**Development:** Change of use from care home to house in multiple  
occupation (HMO)

**Applicant:** AVONDALE LODGE CARE HOME

**Agent:**

**Target Date:** 23/07/2024

**Case Officer:** John Fanning

**Officer Recommendation:** Refuse

**Reason for Referral  
to Committee:** Recommendation to refuse contrary to concerns of Cllr/Parish  
who have requested that the application be refused on  
grounds including highways/parking

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## 1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Site history
- 2) Principle of development
- 3) Housing land supply and the tilted balance
- 4) Character and amenity
- 5) Highways and parking
- 6) Habitat Mitigation
- 7) Developer Contributions

The application is being referred to committee as the recommendation is contrary to the views of the Parish Council and the local ward councillor.

## 2 SITE DESCRIPTION

The application site is situated in the defined built-up area of Marchwood. The surrounding area is residential in nature with a mix of styles and forms, including both detached and semi-detached properties.

## 3 PROPOSED DEVELOPMENT

The site has historically operated as a care home but is currently vacant. The most recent available floor plans for the historic layout of the site show the premises being laid out with 12 bedrooms (3 at ground floor level, along with a kitchen and dining/living room, and 9 at first floor level, along with an 'office' room).

The application proposes the change of use of the property to form a larger sui-generis House in Multiple Occupation (HMO). No internal alterations are proposed, with the development being brought forward in line with the existing

internal layout. The applicant has indicated they wish for the proposal to be considered on the basis of the occupation of the property by 13 individuals. 12 bedrooms are identified on the submitted floor plan (with the 'office' being identified as communal storage space). The applicant indicates that allowing the premises to be occupied by 13 individual residents would allow for multi-occupancy of at least one room (by a couple).

The site is currently served by a shared access to the northern side of the site which provides access to a parking and amenity space to the rear. It is proposed to enlarge the parking area to accommodate additional parking in conjunction with the proposed use.

#### 4 PLANNING HISTORY

Proposal	Decision Date	Decision Description
07/90813 Two-storey link extension; single-storey rear extension to Avondale; use no 4 as care home with two-storey side extension; single-storey rear extension (To form 1 care home)	23/10/2007	Withdrawn by Applicant
05/83692 Two-storey extension	28/07/2005	Granted Subject to Conditions
04/81455 Two-storey extension	15/07/2004	Granted Subject to Conditions
03/80237 Ground-floor rear extension	18/02/2004	Granted Subject to Conditions
93/NFDC/52308 Additions on ground and first floors	11/08/1993	Granted Subject to Conditions
93/NFDC/51764 Additions on ground and first floors	12/05/1993	Refused
84/NFDC/28014 Change of use from residential to rest home.	15/03/1985	Granted Subject to Conditions

#### 5 PLANNING POLICY AND GUIDANCE

##### **Local Plan 2016-2036 Part 1: Planning Strategy**

Policy ENV3: Design quality and local distinctiveness

Policy ENV4: Landscape character and quality

Policy HOU1: Housing type, size, tenure and choice

Policy HOU3: Residential accommodation for older people

Policy IMPL1: Developer Contributions

Policy IMPL2: Development standards

Policy STR1: Achieving Sustainable Development

Policy STR3: The strategy for locating new development

Policy STR4: The settlement hierarchy

Policy STR5: Meeting our housing needs

Policy STR8: Community services, Infrastructure and facilities

Policy CCC2: Safe and sustainable travel

##### **Local Plan Part 2: Sites and Development Management 2014**

DM2: Nature conservation, biodiversity and geodiversity

## **Supplementary Planning Guidance And Documents**

SPD - Air Quality in New Development. Adopted June 2022

SPD - Mitigation Strategy for European Sites

SPD - Parking Standards

## **National Planning Policy Framework**

## **National Planning Policy Guidance**

### **6 PARISH / TOWN COUNCIL COMMENTS**

**Marchwood Parish Council:** recommend refusal - objection

#### *Summary of comments*

- Insufficient car parking
- Additional parking pressure would be harmful to amenity of local area
- Position of corner provides poor sightlines for access
- Highway safety concerns with regard to children
- Concerns about refuse collection arrangements
- Amenity impacts for adjacent residents associated with additional noise and activity

### **7 COUNCILLOR COMMENTS**

**Cllr Richard Young:** objects

While amendments have been made to introduce additional car parking and mitigate the impact on adjacent highways, it is considered that this is not an appropriate size and type of development in this sensitive location near a primary school on the main local thoroughfare.

It is considered that the proposed development would be detrimental to the amenities of the neighbouring residential properties as a result of noise and disturbance, primarily arising from use of the proposed extended car parking area which is in close proximity to those properties. The proposed removal of existing trees to the rear of the property will only exacerbate this problem, and the lack of on-site open space for 16 residences is plainly inadequate.

In addition, the proposal would undoubtedly result in a substantial material increase in vehicle movements on an access route with inadequate width to safely accommodate 2-way vehicular movements. I do not believe that the remodelled parking area is of a layout which would allow all vehicles to turn on site and enter the highway in a forward gear.

### **8 CONSULTEE COMMENTS**

**HCC Right of Way:**

No objection

**Ecologist:**

Mitigation should be sought with regard to wider nutrient and recreational impacts of development.

**HCC Highway Authority:**

No objection - it is considered that the proposal would result in a similar number of trips to the previous use. Parking falls within the remit of NFDC to assess and consider.

**HMO Licensing:**

Advises of regulatory standards.

**9 REPRESENTATIONS RECEIVED**

20 letters of representation were received in response to the initial consultation exercise, with a further 10 representations being received following the re-consultation exercise. The following is a summary of the representations received:

- Exacerbate existing traffic congestion
- Concerns about highway safety with regard to additional comings and goings, use of access and potential increase in on-road parking
- Lack of supporting public transport infrastructure will result in a reliance on cars
- Increase in noise and activity at unsociable hours
- Use would prove disruptive to surrounding stable and cohesive community
- Surrounding area is typically family housing
- Concern about proximity to site to nearby school
- Site may be operated by future occupiers/owners in an unsatisfactory way
- Insufficient space to manoeuvre between proposed parking spaces
- Further clarification required with regard to refuse storage
- Concern about loss of vegetation and associated visual impact and reduction in screening
- Concern about drainage associated with removal of vegetation
- TPOs in surrounding area, so these trees should also be protected
- Dispute comments of Highways officers that there will not be an increase in trips associated with the site
- Potential increase in antisocial behaviour
- Potential impact on property values

**10 PLANNING ASSESSMENT**Site history

The property has historically operated as a care home. No physical alterations are proposed to the building as part of this application. The property was most recently extended under application 05/83692, at which time the floor plans indicated the property had 12 separate bedrooms. A condition on that permission required that an upstairs 'office' window be obscurely glazed with top light opening only. The current application proposes an identical layout, with the 'office' at first floor level being converted to provide a communal storage area. The applicant states that the most recent occupancy as a care home provided for 13 occupiers.

Principle of development

The application site is located within the built-up area. Policy STR8 outlines that the Local Planning Authority will typically resist the loss of education, health, social and other community facilities unless the use of the site or building is redundant or the service will be provided in another way. The provision of care facilities within the district is an important part of meeting the area's wider housing need. However, in this case, the applicant has advised that the use as a care home ceased in May

2022 and has been unoccupied since that date.

Policy HOU1 identifies the need to provide a mix and choice of dwelling types within the district to meet the diverse housing needs of the district's residents. In principle, it is considered that bringing the site back into use would contribute to meeting the housing needs of the district. While the nominal loss of the care facility would represent a loss of specific accommodation within the district, as part of a wider scope this loss would be balanced against the provision of an alternative form of housing provision within the district.

Taking into account the length of time that the building has currently been vacant, weight is afforded to bringing the building back into a use which can help meet the district's housing needs. On balance, weighing these matters against each other, and given the benefits of bringing the currently vacant building back into use, it is considered that the principle of development is acceptable. However any use would need to justify this assessment by the demonstration of a high quality of design which appropriately integrates both within the surrounding area and in terms of the internal and external living environment for proposed occupiers.

#### Housing Land Supply and NPPF Tilted Balance

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 (December 2024) 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 , 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.

For reference, NPPF (p. 6) Footnote [8] above sets out:

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. See also NPPF paragraph 227.

The Council cannot demonstrate a five-year supply of deliverable housing land. The latest published housing land supply figure is 2.39 years.

Footnote 8 NPPF (December 2024) 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 11d is engaged.

As such, it is considered that in this case the development must be considered in accordance with the NPPF paragraph 11(d).

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, for example habitat sites. 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 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 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 clear reasons for refusing the development having applied the test at Limb 1.

The following sections of the report assess the application proposal against this Council's adopted local planning policies and considers whether it complies with those policies or not. Following this Officers undertake the Planning Balance to weigh up the material considerations in this case.

### Character and amenity

Policy ENV3 requires that proposals must be sympathetic to their surrounding context and relate appropriately the surrounding area. Proposals should accommodate the needs of the proposed occupiers, whilst avoiding harmful impacts upon the amenities of neighbouring properties.

The application proposes the conversion of the site from a care home to use as a 12-bed HMO, with potential occupancy by up to 13 individuals. It is noted that the internal arrangement of the property would remain largely identical to the previous layout when occupied as a care home.

In terms of neighbouring occupiers, it is noted that a number of concerns have been raised in relation to the proposed use of the site and the potential for disruption or noise/activity at anti-social hours. The application proposes a sui-generis HMO use which does have the potential to generate additional comings and goings associated with the different living pattern of potential occupiers, however it is not considered that such a use would be intrinsically inappropriate within the surrounding residential context (being a residential use itself) and would be similar in terms of bedrooms as the existing care home use. Any concerns relating to specific instances of anti-social behaviour or excessive noise at late hours would fall outside of the control of the

planning system and would need to be addressed under the appropriate legislation by Environmental Health/the Police as and when they arose (as they would with any other type of residential use).

There are a number of proposed bedrooms on the northern side of the application building that would have an outlook towards the neighbouring property to the north. This would not be the most open outlook, but it would be mitigated in part by the limited gap provided by the access to the northern side of the site. The arrangement would be even tighter for those rooms with a southerly aspect, which would have a 1.8m set back from the boundary and a 3.1m set back from the flank wall of the neighbouring dwelling to the south (with that property retaining its own side facing windows). As such, some of the bedrooms within the proposed development (particularly the single first-floor bedroom on the south elevation) would not enjoy a particularly high quality outlook/internal living environment. Notwithstanding this concern, it is noted that this situation would be no different to the existing arrangement as a care home.

The applicant had originally proposed that the property would incorporate 13 bedrooms but, following amended plans, the former 'office' room is now indicated to be retained as a communal storage space rather than as primary living accommodation. This results in the retention of the 12 existing bedrooms in accordance with the former care home use of the site, provisionally with one bedroom having double occupancy. Given this arrangement and for the sake of clarity, it is considered reasonable and necessary to reimpose the condition controlling the glass of the storage room window in line with the previous permission to protect the amenities of the neighbouring occupier.

The proposed use as a sui-generis HMO falls outside of the typically defined Use Classes and therefore the activity associated with the use needs to be considered on its individual merits. The number of bedrooms is not wholly indicative of total occupancy, as rooms can be occupied by multiple tenants.

In assessing the application, consideration must be given as to whether the site can comfortably accommodate the proposed use. In the case of houses in multiple occupation, there can be additional pressure on the facilities and amenities associated with the use, as rooms may be rented on an individual basis, with less co-operation between occupiers with regard to the communal facilities of the property.

The proposal incorporates an amended layout of the site from the care home use to the rear to facilitate additional car and cycle parking. The land to the rear currently provides an open layout with an area of grassed amenity space and an unmarked gravel parking area. The highway implications of the development are considered in more detail below. However, the physical alterations to the space at the rear of the building would have some associated visual and amenity impacts.

There are currently trees and vegetation which run around the boundary of the site that would need to be removed to facilitate the proposed new parking arrangement. It is noted that there is no protection for this planting, which could be removed without the need for consent as part of the existing use of the site. The Council's Tree team have reviewed the site during the course of the application to assess whether any tree preservation orders should be introduced and have concluded that no such tree protection measures are necessary.

The vegetation does provide some screening of the plot from the surrounding rear amenity spaces but has limited public amenity value. While there may be some increase in noise and activity associated with the change in use from a care home to

an HMO, it is not considered that the proposal would be unusual within the context of the surrounding residential environment. As such, it is not considered that the tree loss would have a harmful impact in terms of the wider visual character of the host property or on the amenities of neighbouring occupiers.

At present, the site benefits from around 160m<sup>2</sup> of grassed open space to the rear of the building to meet the amenity needs of the occupiers. Accounting for the area to be converted for car parking and cycle storage, the area of communal garden on site would be reduced to around 90m<sup>2</sup> of amenity space to the rear which would equate to less than 7m<sup>2</sup> per person based on a full occupancy of the building. The site retains some additional open land to the front of the site and additional space to the rear however given the accessibility in the context of the parking layout for the area to the rear and lack of privacy for the area to the front, it is not considered that these areas contribute meaningfully to the amenity of the occupiers.

It is noted that there is no prescribed minimum area for garden sizes within the development plan. However, policy ENV3 does seek to create spaces that are “logically laid out so that different elements work well together that is safe to access, easy to navigate, convenient to use and makes effective use of...open spaces”. The policy continues to seek that spaces are “visually appealing and enjoyable to be in”. New developments are also required to “provide appropriately designed green spaces”. The policy does not differentiate between private and public green spaces.

It is considered that the utility of the reduced communal garden space is generally poor given the adjacent communal parking area and access on two sides of the space limiting available privacy. In the context of higher intensity residential uses, it is considered that the importance of quality internal and external amenity space is heightened. The change in pattern of occupancy with an HMO means that occupiers may be less comfortable sharing communal facilities, meaning that it is of particular importance to providing high quality external space for residents. With regard to the concerns highlighted above in relation to the loss of existing external amenity space, it is considered that this exacerbates the concerns about the outlook within the internal living environment.

On balance, it is considered that the proposal represents an over-intensification of use. While it is considered that the proposal would represent a similar form of internal occupation as the existing care home use, the intensification and loss of communal facilities within the external environment is considered to represent a worsening of the existing facilities and amenities on the site which is considered to result in a poor quality living environment for the proposed occupiers. The increase in parking provision results in a communal garden area that is poorly designed green space. On this basis it is considered that the application conflicts with the requirements of Policy ENV3 of the Local Plan. .

It is noted that this impact could be mitigated by amendments to the parking layout to the rear to retain more of the existing amenity provision. It is noted that any additional retention of amenity space would require the loss of currently proposed parking spaces/cycle storage. This has been discussed with the applicant but to date no further amendments have been submitted to the layout and as such the application must be assessed on the basis of the currently submitted plans.

#### Highways and parking

Policy ENV3 identifies that all developments should integrate suitable car and cycle parking capacity to address the needs of the proposed occupiers without being prejudicial to the character and quality of the surrounding area or highways safety. Policy CCC2 requires the provision of suitable parking area in accordance with the

adopted parking standards.

The property has an existing parking area to the rear of the site, accessed by a side access way. At present, the space is informally laid out, with vegetation screening the boundaries to the site.

Following the initial submission of the application, an amended layout was submitted to secure additional parking to the rear, which included rearrangement of the existing amenity space and removal of existing vegetation to facilitate 13 parking spaces.

The Council's parking standards do not provide delineation between regular Class C3 dwellings and Class C4 or sui generis HMOs. However, it is accepted that the circumstances and use associated with a large HMO are likely to be quite different to a typical residential dwelling and should be assessed as such.

In the immediate proximity of the application site, Hythe Road has parking restrictions on the side of the road that the application site sits but is unrestricted on the other side of the road. The site does not lie within an identified town centre where reduction in parking capacity might be considered appropriate in the context of available public transport and other facilities to mitigate demand for on-site parking.

It is considered that the independent living associated with HMO occupancy requires an increased parking provision when compared to a typical dwelling. Table 10 of Annex 1 of the Council's Parking Standards SPD outlines that there will typically be an expectation of 1 space per bedroom for guest houses and boarding houses, which is considered to be more similar to the pattern of use for a large HMO when compared to a typical larger dwelling. In this case, following the amended parking layout, the application has proposed the provision of 13 on-site parking spaces which would provide 1 additional space beyond the number of bedrooms and a 1 to 1 provision for proposed occupiers. It is considered this represents an appropriate and reasonable parking provision taking into account the circumstances of the site and surrounding area.

The proposal also identifies secure cycle storage providing 8 spaces, along with 2 cycle hoops to the front of the property providing for an additional 4 short stay spaces. Full details of these have not been provided, and it is considered reasonable for a condition to secure further details of this aspect of the development.

The HMO use will likely involve a change in the pattern of comings and goings associated with the site with regard to both vehicular movements and general activity within the property. With regard to the access, no objection has been raised by the Highway Authority with regard to the use of the existing lawful access. They have advised they do not believe there will be a significant change in total trip rates.

Some concern has been raised in relation to the proximity of the site with nearby schools. The application site (and its associated access) does not lie in immediate proximity to any schools, however within the wider area the Marchwood CoE Infant School and Twiggs Lane Pre-School are both situated on the nearby Twiggs Lane (200-250m to the south of the application site), while Marchwood Junior School is around 500m to the north-east. Hythe Road is a key arterial route within the surrounding area and it is likely that both pedestrian and vehicular traffic accessing these facilities will potentially pass by the site. The access itself remains unchanged as part of the proposed development and no objection has been raised by the Highways Authority in relation to highways safety. In terms of parking pressure, it is noted that typically residential uses increase localised parking pressure during the

evenings/overnight, whereas schools typically increase localised parking pressure at specific pick up and drop off times. In this case, the development has been proposed with 1 to 1 on-site parking for proposed occupiers and as such it is considered that the potential for conflict with nearby uses associated with additional on-road parking pressure has been adequately addressed.

With regard to the issues outlined above, while there would likely be a change in the pattern of comings and goings associated with the site, it is considered that subject to suitable conditions to secure the proposed parking and cycle storage facilities, the site is capable of accommodating the transport needs of the proposed development without having a harmful impact on highway safety.

### Ecology

Policy ENV1 and DM2 (as supported by the Councils Mitigation for Recreational Impacts on New Forest European Sites SPD) identifies a requirement for all development to appropriately mitigate the impacts of additional overnight accommodation on sensitive sites within the Solent and New Forest area.

The Council's ecologist has highlighted that the proposal relates to the formation of overnight accommodation, which typically triggers a requirement to mitigate the wider impacts of additional residential accommodation on nearby sensitive habitats, in the form of nutrient and water quality, air quality and mitigation associated with the additional recreational impacts of development.

In this case, the proposal seeks a change of use from an existing residential facility (a care home) to a use as a larger single sui generis HMO.

Broadly speaking, it is considered that the nutrient and water quality impacts of the development are likely to be similar to the existing lawful use, given that no enlargement of the property would be proposed and the intensity of occupation would not increase. On this basis, given the particular circumstances of the application site, it is not considered appropriate or necessary to pursue nutrient mitigation in this case.

However, with regard to Policy ENV1, care home uses would typically be expected to have a lesser impact than other residential uses in terms of recreational and air quality impacts on designated European sites. As such, it is considered that the proposed HMO use would have a greater impact on European sites through additional recreational activity than the existing use as a care home. Therefore, in accordance with Policy ENV1, it is considered appropriate and necessary to secure mitigation for the development on this basis. Discussion has been undertaken with the applicant in relation to a potential reduction in the mitigation requirement on the basis that the premises may not always be fully occupied. However, due to the need to take a precautionary approach to mitigation, there is no substantive evidence at the current time to justify any reduction of the mitigation outside of the adopted position outlined within the Council's Mitigation for Recreational Impacts on New Forest European Sites SPD (2021). In the absence of any mitigation being secured the proposal is considered to be contrary to Policy ENV1 of the Local Plan.

### Developer Contributions

Had the development been acceptable in other regards, the following would have been secured via a Section 106 agreement:

- Air quality monitoring: £1,308
- Habitat Mitigation (Access and Management and Monitoring): £5,868

- Habitat Mitigation (Bird Aware Solent): £5,580
- Habitat Mitigation (Infrastructure): £40,308

As this matter has not currently been secured, a reason for refusal has been recommended in this regard.

## 11 OTHER MATTERS

N/A

## 12 CONCLUSION / PLANNING BALANCE

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 the NPPF is a material consideration. Paragraph 11 of the Framework is considered to be engaged given the Council’s failure to be able to demonstrate a five year supply of deliverable housing sites.

As is set out above, the first limb of paragraph 11(d) of the NPPF advises that applications should be refused if:

- (iii) 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.

Footnote [7] of the NPPF clearly refers to habitat sites and/or Sites of Special Scientific Interest amongst other designations. Furthermore, paragraph 195 of the NPPF sets out that:

“The presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site”

The above planning assessment has been able to conclude that the proposed development would have an adverse affect on the integrity of the Habitat Sites if the appropriate mitigation is not secured. In the absence of a completed legal agreement to secure the required mitigation, the presumption in favour of sustainable development does not apply in this instance, and a strong reason for refusal arises in accordance with Paragraph 11(d)(i). As such the application can be refused without engaging the so called "tilted balance" in paragraph 11(d)(ii).

As such, in considering the development, with reference to policies STR8 and HOU1, it is considered that, on balance taking into account that the building has been vacant for a number of years, it is considered that no objection is raised to the conversion of the existing care home use to an HMO.

With reference to Policy CCC2 and the Council's adopted Parking Standards SPD, while there would be a potential intensification of activity associated with the use, it is considered that the site retains the facilities to meet the needs of the proposed occupiers and would not be inappropriate within the surrounding residential context.

Notwithstanding the above, it is considered important that all development provides for high quality living spaces for the existing and proposed residential occupiers, with Policy ENV3 stressing the importance of functional and attractive living spaces. For the reasons laid out above, it is considered that the proposed development fails to provide suitable facilities to serve the amenities of the proposed occupiers and as such the application is recommended for refusal.

An appropriate legal agreement to mitigate the wider impacts of the development on sensitive habitats within the wider Solent and New Forest area has not been entered into and as such an additional reason for refusal is recommended in this regard.

## **13 RECOMMENDATION**

### **Refuse**

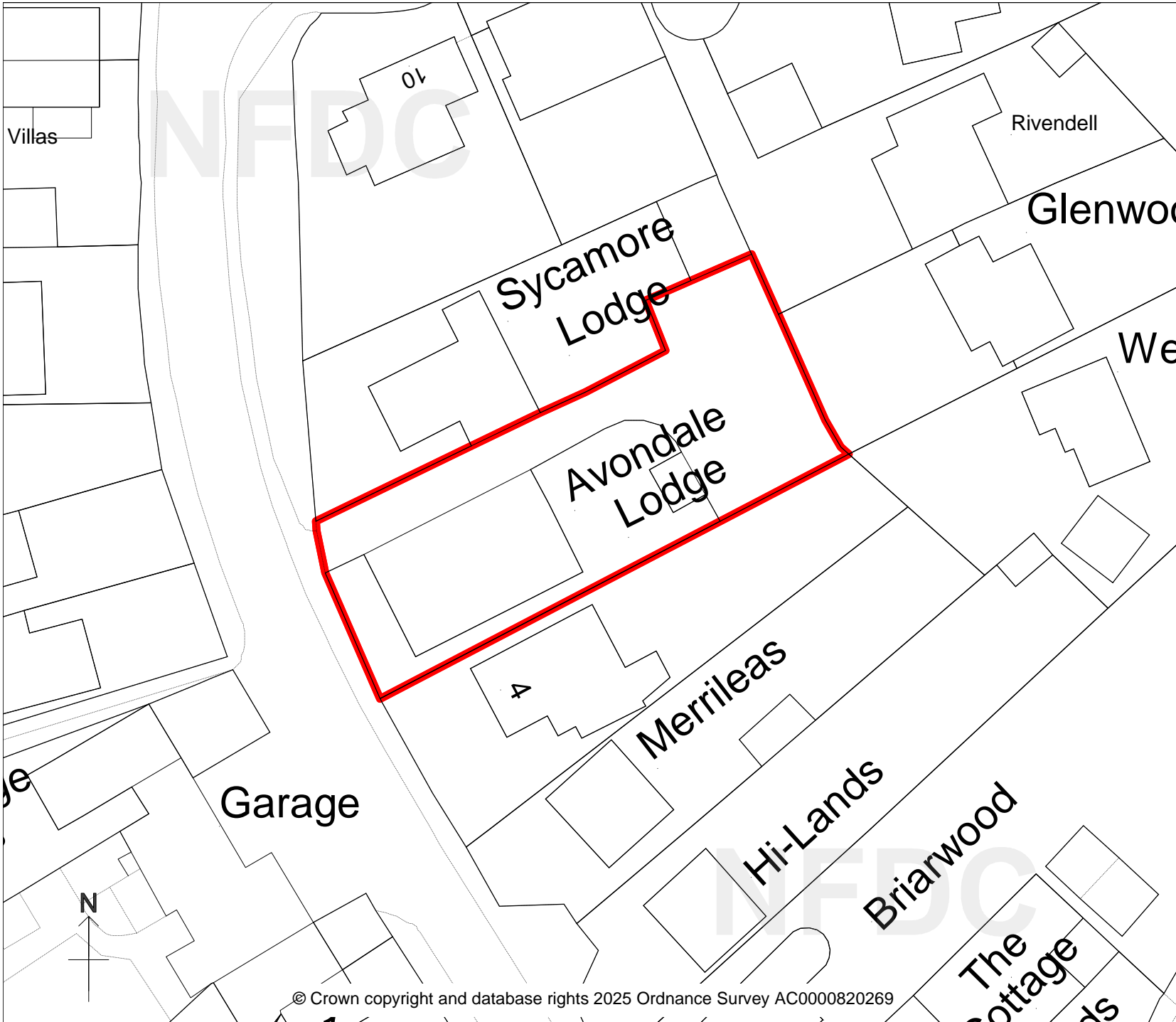
#### **Reason(s) for Refusal:**

1. The proposed development would represent an overly intensive form of development which would fail to provide a suitable living environment for future residential occupants. It is considered that the reduction and overall poor quality of external amenity space exacerbates concerns about a poor quality internal living environment and the cumulative impact would result in a poor quality living environment for proposed residential occupiers. The proposal would thereby constitute poor design which would be symptomatic of the overintensive nature of the proposed residential use. For these reasons, the proposal would be contrary to Policy ENV3 of the Local Plan Part 1 Planning Strategy for the New Forest outside of the National Park and the provisions of Chapter 13 and paragraph 135 of the National Planning Policy Framework (2024).
2. 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, the Solent and Southampton Water Special Protection Area / Ramsar site, the Solent Maritime Special Area of Conservation and the Solent and Dorset Coast Special Protection Area, would not be adequately mitigated, and the proposed development would therefore unacceptably increase recreational and air quality pressures on these sensitive European nature conservation sites, contrary to Policy ENV1 of the New Forest District Local Plan Part 1 and Policy DM2 of the Local Plan Part 2 Sites and Development Management Development Plan Document and the Supplementary Planning Document - Mitigation Strategy for European Sites.

#### **Further Information:**

John Fanning

Telephone: 023 8028 5962



# 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

April 2025

Avondale Lodge Care Home  
Hythe Road  
Marchwood  
24/10391

Scale 1:500

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