

Application Number: 25/10544 Full Planning Permission
Site: 1 GRANGE CLOSE, EVERTON, HORDLE SO41 0TY
Development: Two dwellings; extend access; car port; landscaping;
demolition of existing
Applicant: Solent Projects (New Homes) Ltd
Agent: Kingston Studio
Target Date: 11/08/2025
Case Officer: Graeme Felstead
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 Development
2. Design, site layout and impact on local character and appearance of area
3. Residential amenity
4. Impact on trees, including Tree Preservation Orders
5. Impact on highway safety, including matters relevant to car parking
5. Impact on ecology and in particular protected species;
6. Habitat Mitigation

2 SITE DESCRIPTION

The site is in the built-up area of Everton, on the north side of Grange Close, a rectangular shaped plot. The locality is an established residential area which has a mixed character of detached houses and chalet style properties. The site is accessed in the south-east corner from Grange Close and accommodates a bungalow sited centrally in the plot. There are trees along the north and west boundaries of the site.

3 PROPOSED DEVELOPMENT

The application proposes the demolition of the existing three-bedroom bungalow and redevelopment of the site to provide 2 x 4 bed detached houses with vehicular parking and car port to the front.

Plot 1 has a site area of 426sqm and the house a height of 7.2m, width of 9.2m and depth of 14.95m. Plot 1a has a site area of 360sqm, height of 7.25m, width of 7.5m and depth of 17.5m.

They will be of brick construction with tiled roofs. Single storey porches and areas of external cladding help to break up the uniformity of the external elevations of the properties

4 PLANNING HISTORY

No relevant history

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1:

- 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 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 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

- DM2: Nature conservation, biodiversity and geodiversity

Supplementary Planning Guidance:

- Air Quality in New Development. Adopted June 2022 SPD
- Mitigation Strategy for European Sites SPD
- Parking Standards SPD
- Hordle Village Design Statement

6 PARISH / TOWN COUNCIL COMMENTS

Hordle Parish Council (17 July 2025) – recommend refusal

Key Concerns:

1. Overdevelopment: Proposed properties total 357m² vs. existing 84m².
2. Encroachment: Part of the plan may extend into a neighbour's property.
3. Visual Impact: Design is out of keeping with the street; a single larger dwelling would be more appropriate.
4. Road Safety:
 - Dangerous junction at Grange Close and Lymore Lane.
 - Blind bend poses accident risk.
 - Steep dropped kerb forces vulnerable users (children/elderly) onto the road.
 - Construction traffic will worsen visibility and access.
 - Commercial vehicles may struggle with access and visibility.
 - Residents' vehicles may need to reverse into traffic, with unreported near misses.
5. Amenity Impact: Loss of light to neighbouring properties.
6. Future Development Risk: Potential development of adjacent land could further compromise safety and traffic flow at the Lymington Road/Lymore Lane/Grange Close junction.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Hampshire County Council Highways (Revised Comments received on 11 August 2025) – No objection

The Highway Authority have reviewed the details of the proposals and note that the provision of a revised/new access arrangement is not materially relevant to the permission. The application is not on a classified road requiring planning permission in their own right and the access amends are not necessary to make the development acceptable in planning terms. Therefore, the Highway Authority raise no objection on the application and permission should not be considered to cover any agreement in principle to the proposed access changes.

It is therefore recommended to the applicant that they should be made aware that subject to any planning permission being granted by the Local Planning Authority, a subsequent agreement will need to be granted by HCC as Highway Authority to undertake the drop kerb works on the Highway.

Ecology (Updated comments received on 26 September 2024) - No objection subject to conditions.

Lifespan of Ecological Reports

- Reports are within the valid timeframe (under 18 months) per CIEEM guidance.
- The ecological baseline is considered accurate and up to date.

Designated Sites

- The site is within the Solent catchment, where residential development may contribute to nutrient pollution.
- Nutrient neutrality is required under the Conservation of Habitats and Species Regulations 2017.
- A nutrient mitigation package must be provided before planning permission can be lawfully issued.
- Recreational impacts on the New Forest and Solent European Sites must also be mitigated in line with adopted strategies.

Habitats

- The site is classified as vegetated garden following clearance.
- Native tree and hedgerow planting is recommended and welcomed for enhancement.

Biodiversity Net Gain (BNG)

- BNG assessment shows a net loss of -67.93% habitat units.
- A deficit of 0.22 units (with spatial risk multiplier) must be addressed via off-site units or statutory biodiversity credits.
- No significant habitats require monitoring.
- Condition recommended: Biodiversity Gain Plan to be prepared in line with the approved metric.

Species and Enhancements

- Enhancement measures include:
 - Bat and bird boxes
 - Swift boxes and sparrow terraces
 - Hedgehog fencing gaps
- These should be secured via condition, with evidence of installation required prior to occupation.

Bats

- The property has moderate suitability for roosting bats.
- Two emergence surveys were undertaken in line with current best practice guidance. No roosting bats were recorded and are therefore considered likely absent.
- A sensitive lighting strategy is proposed and may need updating post-surveys.
- Bat bricks are proposed and should be secured via condition.

Birds

- Vegetation clearance must occur outside nesting season (March–August) or be preceded by an ecologist inspection.
- Swift boxes and sparrow terraces are proposed and welcomed.

Other Species

- Site offers foraging opportunities for hedgehogs.
- Fencing gaps recommended to facilitate movement and should be secured.

NFDC Environmental Design (3 September 2025) - Objection

The proposed development introduces a significant change to the existing street scene by increasing building mass and height, expanding hard surfacing, and reducing front garden planting. These changes detract from the established character of the close.

- **Current Site:** A modest single-storey dwelling with generous gardens and mature planting, partially screened from public view.
- **Visual Impact:** The new design is visually intrusive, especially due to the dominance of parked cars and loss of greenery.
- **Functionality:** The layout prioritises car access over pedestrian usability, compromising access to homes and facilities. The extended dropped kerbs create an uneven and uncomfortable footway, especially for vulnerable users.
- **Appropriateness:** The scale and design are inconsistent with local character. The proposal lacks sensitivity to its context.
- **Attractiveness:** The development lacks architectural quality and undermines the green character of the street. The removal of vegetation from the front garden creates a harsh and unwelcoming appearance.
- **To conclude;** while the principle of increasing housing density is supported, the current proposal is visually and functionally flawed.

NFDC Trees – No objection subject to conditions.

Protected Woodland Area: The Tree Preservation Order (TPO 39, Woodland W5) covers land to the north and west of the site but does not include any trees within the red line boundary of the proposed development site.

Site Status: The site is outside the protected area, and no protected trees were present within it before the application was submitted.

Recent Tree Works: Consent was granted for works to two lime trees on adjacent land, and notification was given for the removal of two dead roadside trees. No unauthorised felling was observed during multiple site visits.

Woodland Context: The woodland order reflects the area prior to the development of Grange Close. Newer dwellings (e.g., 5a and 6a) have disrupted the continuity of the woodland, with parts now forming rear gardens.

Arboricultural Report: Submitted with the application, it includes a tree survey and outlines protection measures for retained trees. The report is agreed upon and considered acceptable.

Trees Adjacent to Site:

- T1 (Beech): A prominent tree from the frontage.
- T2 (Lime): Recently re-pollarded, contributes to the woodland character. Both are on adjacent land and are to be retained, with protection measures in place.

Root Protection Area (RPA) Encroachment: Mitigated through protective fencing, ground protection, and specialist foundation design (piling with above-ground raft), compliant with BS5837:2012.

9 REPRESENTATIONS RECEIVED

11 letters have been received against the proposal raising the following matters:

1. Road Safety and Blind Bend.

- The site is located on a dangerous blind bend, already known for near-miss incidents.
- Increased traffic from two dwellings and a six-car parking area will worsen safety risks.
- Vehicles reversing into or out of the site will pose a hazard to pedestrians, cyclists, and other road users.
- Service vehicles (e.g. refuse collection) already struggle with access and will be further impacted.

2. Overdevelopment of the Plot

- The plot was originally designed for a single dwelling.
- Squeezing two properties onto the site is inappropriate and out of character with the rest of Grange Close.
- The proposed dwellings are closely spaced, unlike any other in the area.
- Concerns about future expansion (e.g. converting single-storey buildings to two-storey) and further development on the remaining land.

3. Parking and Infrastructure Limitations

- The Close has narrow roads and limited parking.
- No safe on-street parking for visitors, delivery drivers, or service vehicles.
- Vehicles have already been seen straddling pavements, forcing pedestrians into the road.

4. Loss of Privacy and Natural Light

- The new dwellings will overlook existing properties, affecting privacy.
- Larger buildings will cause overshadowing, reducing natural sunlight to neighbouring homes.
- Residents intend to ensure BRE guidelines on overshadowing are upheld.

5. Environmental and Visual Impact

- Tree removal has increased noise from the main road and reduced greenery.
- The visual impact of multiple parked vehicles will detract from the open-plan nature of the Close.
- The development is not in keeping with the existing layout, where homes have garages and off-road parking.

6. Premature and Unauthorised Site Activity

- Site clearance and tree removal began before planning permission was granted.
- No planning notice was displayed; residents were not consulted or informed.
- Bonfires and noise pollution have already caused disruption.

7. Health and Wellbeing Concerns

- Elderly and vulnerable residents, including those with serious health conditions, will be negatively affected by prolonged construction noise, dust, and disruption.
- The development will cause unreasonable interference with residents' enjoyment of their homes.

10 PLANNING ASSESSMENT

A. Principle of Development

In principle, there are no objections to the provision of additional residential development within the identified built-up area of Everton. Everton is classed as a 'main village' under Local Plan Policy STR4 and can support small scale development such as a two for one replacement dwellings.

As such, the principle of development is established as acceptable subject to the consideration of other material considerations as set out below;

5 year housing land supply, the NPPF and the approach to decision making

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

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.

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), 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 habitats sites. Therefore, a judgement needs 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 clear reasons for refusing the development having applied the test set out in the first limb.

With regard to paragraph 11d) of the NPPF, for the purposes of housing provision, the Local Planning Authority's (LPA's) development plan would be considered to be out of date where the LPA cannot demonstrate a five year supply of deliverable housing sites or where the Housing Delivery Test was substantially below (less than 75%) of the housing requirement.

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, taking into national planning guidance, to weigh up the material considerations in this case.

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

Policy ENV3 of the Local Plan Part 1 requires that all new development demonstrates high-quality design that is sympathetic to its surroundings. This includes careful consideration of layout, scale, massing, height, and the relationship to existing buildings, as well as the integration of landscaping and boundary treatments to reinforce local character and sense of place.

The National Planning Policy Framework (NPPF) further emphasises that development should:

- Function well and add to the overall quality of the area over its lifetime.
- Be visually attractive through good architecture, layout, and appropriate landscaping.
- Be sympathetic to local character and history, including the surrounding built environment and landscape setting, while allowing for innovation and change.
- Establish or maintain a strong sense of place through the arrangement of streets, spaces, and building forms.

The National Design Guide identifies ten characteristics of well-designed places, including context, identity, and built form, which stress the importance of responding positively to local character, creating coherent layouts, and ensuring that developments integrate green infrastructure and promote biodiversity.

The street scene is characterised by a chalet-style property adjoining the site (2 Grange Close) and two-storey dwellings, set within relatively generous plots with landscaped frontages. While the proposed dwellings occupy smaller plots with reduced spacing between buildings, the overall layout maintains a coherent building line and reflects the existing varied character of the street. The residential typology (family home), scale (two-storey house) and roof forms (pitched) are consistent with the prevailing pattern, ensuring the proposed development including the proposed open car port to the west of plot 1 whilst situated forward of the building line, does not appear visually intrusive or incongruous.

To address concerns regarding the extent of hardstanding to the front, an amended site plan 524.17 Rev C (dated 31.07.2025) has been submitted. This introduces soft landscaping, planting beds, and boundary treatments to break up paved areas, enhance visual amenity, and reinforce and reflect the green character of the street. These measures align with the principles of place-making and contextual design set out in the Local Plan and national guidance.

Several comments received, including those from Hordle Parish Council and the NFDC Urban Designer, set out that the proposal comprises over-development of the plot.

However, NPPF paragraph 125 criterion (d) sets out that planning decisions should support the development of under-utilised land especially if this would help to meet identified needs for housing where land supply is constrained, and available sites could be used for more effectively.

In this instance, the site has potential to be sub-divided to provide an additional dwelling within the defined settlement boundary and in an area where housing land supply is constrained. Whilst the separation distances between the dwellings are closer than that of the existing homes in Grange Close, these are not considered to be of such an extent as to give rise to a significant harmful visual impact on the wider street scene. Notwithstanding this conclusion, this matter is considered further when applying the tilted balance later in this report.

The proposed rear gardens have a depth of 12.3m for plot 1 and 10.7m for plot 1a which is considered to be satisfactory for a modern family house and in the absence of a prescribed garden depth or size within the development plan. It is noted that some of the existing dwellings in Grange Close have rear gardens of a similar depth.

The applicants have provided revised landscape plans which set out additional planting. It is considered that this is sufficient to address the matters raised by the NFDC Urban Designer in respect of hard standing, landscaping and the street scene.

It should also be noted that some existing dwellings in Grange Close, such as the dwellings at Nos. 4 and Nos 5 already have front gardens almost entirely given over to hard surface parking areas and as such the proposed front parking areas would not represent an overly incongruous addition to the wider street scene.

Essentially, the proposal effectively utilises and optimises the site to provide an additional family home in line with NPPF paragraphs 125, 129 and 135 criterion (e) and would not comprise over-development of the site.

The amended plans show a range of details for hard and soft landscaping. These form the basis of a scheme which will represent a sufficiently high quality of landscape design to complement the house details. Details of brickwork and tile for the houses will be secured via condition.

In summary, officers consider that the proposed design would function well, be visually attractive, sympathetic to the local context, appropriately optimise the potential of the site, establish a good sense of place and provide a safe, inclusive and healthy living environment for future residents.

The proposal includes sufficient on-plot parking (4 spaces and 3 spaces respectively), bin storage areas close to a likely kerb-side collection and cycle storage in the rear garden. Pedestrian side access is provided for each of the dwellings. As such, the proposal is suitably functional for future occupiers in line with Local Plan Policy ENV3 and the NFDC Parking Standards SPD.

Additionally, whilst the comments from the NFDC Urban Designer on architectural quality are noted, the Case Officer considers that the vernacular of the proposed dwellings is of a sufficiently high quality and would not present an incongruous presence in the wider street scene taking into account the existing residential architecture which is typical of the late 1960s and 1970s.

Therefore, taking into account the revised layout, landscaping enhancements, and the overall design approach, the proposal is considered, on balance, to respect the local character and appearance of the area. It achieves an appropriate balance between efficient use of land and maintaining the established suburban character. The development therefore complies with Policy ENV3 of the Local Plan Part 1, National Design Guide, NPPF (December 2024) paragraphs 125, 129 and 135 and broadly accords with the Hordle Village Design Statement.

C. Residential Amenity

Local Plan Policy ENV3 criterion (ii) requires development to avoid unacceptable effects by reason of overbearing impact, shading and overlooking.

The proposed dwellings would be sited 3.4m from the western boundary with West Lodge, Lymington Road and 1.5m from the boundary of no 2 Grange Close and 5.6m from the 2-storey element of that dwelling which is located to the east

The siting of the proposed houses would not be directly in front of any primary habitable windows of no 2 Grange Close and a secondary window facing west is 5.6m from the flank wall of unit 1a

Furthermore, the roof form of unit 1a would pitch away from this boundary, minimising the impact of the built form on the adjacent property.

The distances between 2 Grange Close and proposed dwellings are such that a significant level of harmful loss of sunlight would not result. As such, it follows that

overshadowing would not be a significant impact on the amenity of the occupiers of other dwellings in Grange Close further to the north and east.

In terms of privacy, the proposed obscure glazed rooflight to the eastern elevation of 1a would not impact on the level of privacy currently enjoyed by no2. This is a secondary rooflight which serves an en-suite bathroom and would also face towards a roof slope.

However, a condition requiring this roof light to be maintained as obscure glazed with restricted opening is considered appropriate in view of the proximity of the mutual boundary. The western facing rooflights of 1a would be clear glazed and would look towards the roof space of unit 1.

In view of the proposed orientation of the two proposed dwellings (which reflects the north-west/south-east orientation of the existing dwellings in proximity in Grange Close) the proposed angle of outlook from rear facing windows, as such, it is considered that there would not be any significant direct overlooking between proposed or neighbouring properties. In addition, the proposal given the separation distances will not affect the amenity of other occupiers down Grange Close by virtue of overlooking or shadowing.

The proposed level of amenity space for the new dwellings is considered sufficient for the enjoyment of future occupiers.

An indicative programme of works which includes measures to minimise noise and disturbance, details of delivery times, materials storage and details to control of the emission of dust will be conditioned.

Hours of operation on site will be restricted to between 0800 hours and 1830 hours on Mondays to Fridays and between 0800 hours and 1300 hours on Saturdays and at no time on Sundays, Bank Holidays or Public Holidays and secured by condition.

The proposal would not result in any other material impacts on residential amenity and is considered to comply subject to suitable conditions with Policy ENV3 in this respect.

D. Impact on trees, including Tree Preservation Orders

Policies ENV3 and ENV4 of the Local Plan Part 1 require that development proposals incorporate appropriately designed green spaces and retain features that contribute to the wider green infrastructure network including trees.

The site lies adjacent to a designated woodland area protected under Tree Preservation Order (TPO) 39, Woodland W5, which covers land to the north and west of the site. Importantly, no trees within the application site (red line boundary) are subject to this TPO, and no protected trees were present on the site prior to submission of the application.

Consent was previously granted for works to two lime trees on adjacent land, and notification was given for the removal of two dead roadside trees. Multiple site inspections confirmed that no unauthorised felling or harmful works have taken place. The woodland designation reflects the historic landscape prior to the development of Grange Close; subsequent infill development (e.g., Nos. 5a and 6a) has already fragmented the original woodland, with some areas now forming private gardens.

An Arboricultural Report including a detailed tree survey and tree protection plan, was submitted with the application. The report identifies two notable trees on adjacent land:

- T1 (Beech): A visually prominent tree contributing to the street frontage.
- T2 (Lime): Recently re-pollarded, forming part of the woodland character.

Both trees are to be retained and protected throughout the construction phase. The report sets out measures to safeguard their Root Protection Areas (RPAs), including:

- Installation of protective fencing and ground protection.
- Use of specialist foundation design (piled foundations with an above-ground raft) to minimise root disturbance.

These measures comply with BS5837:2012 – Trees in Relation to Design, Demolition and Construction.

The Council's Tree Officer has reviewed the submitted details and confirmed they are acceptable, subject to conditions requiring:

- Implementation of all tree protection measures as shown on the approved plans.
- Submission and approval of a detailed foundation method statement and engineering drawings prior to commencement.

On this basis, it is considered that the proposal will not result in significant harm to retained trees or the wider green infrastructure. The development is considered to accord subject to suitable conditions with Policies ENV3 and ENV4 of the Local Plan Part 1.

E. Highway safety, access and parking

Policies ENV3 and CCC2 of the Local Plan Part 1 require development to provide sufficient car and cycle parking spaces for the development.

The NFDC Parking Standards SPD recommends that the proposed four bed dwellings provide 3 spaces on plot and three spaces are proposed for each dwelling. This is considered acceptable in accordance with the parking standards.

Neighbour concerns were raised regarding the increase in traffic caused by the proposal, however any impacts would be minimal and readily absorbed by the existing highway network given that there is only a net increase of one dwelling. There would be no adverse impact on the safe operation of the local highway network as the accesses are to the north of Grange close which allow visibility on the bend. Suitable landscaping has been included which does not impinge in visibility. The driveways are acceptable and can accommodate the requisite level of vehicle parking in accordance with NFDC Parking Standards SPD.

The site includes adequate capacity to accommodate cycle storage and this is set out in the most up-to-date landscape plan (Ref;524.17) . A condition is proposed requiring these provisions to be provided and retained.

The applicant has been made aware that a subsequent agreement will need to be granted by HCC as Highway Authority to undertake the drop kerb works on the Highway and meet their required standards including accessibility ensuring pedestrians, pushchairs and wheelchairs can cross safely.

The proposal is therefore considered to comply with policies ENV3 and CCC2 and in complying with the Highway Authority standing advice, there are no highway reasons for refusal.

F Ecology and Habitat Mitigation

Policy DM2 of the Local Plan Part 2 requires development to incorporate features to encourage biodiversity and where possible, retain existing features of nature conservation value.

The submitted Ecological Appraisal states that species enhancement measures will include, bat and bird boxes, swift boxes and sparrow terraces and hedgehog fencing gaps. It is recommended that a condition is imposed to ensure these items are provided and thereafter retained, together with specific details of where they would be located.

The NFDC Ecologist has confirmed that a Biodiversity Net Gain assessment has been completed and is satisfied that the baseline has been accurately captured. The identified deficit will require securing either through provision of off-site units or purchase of statutory biodiversity credits. No significant habitats are proposed and therefore do not require securing and monitored.

Planning conditions are recommended to ensure the works are undertaken in strict accordance with the ecology surveys and to secure the ecological enhancements contained within them.

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 has agreed to enter into a Planning Obligation, before the decision is issued which will secure the required habitat mitigation contribution.

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 Solent catchment.

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 second 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 included as part of this recommendation.

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 this case, the applicant has agreed to enter into a Section 106 legal agreement to secure the required monitoring contribution, before the decision is issued.

In response to the requirements of the recently adopted 'Air Quality Assessments in New Development Supplementary Planning Document 2022, the applicant has provided information explaining the measures including electric car charging points 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.

G. Developer Contributions

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

- Habitat mitigation (Infrastructure): £7657
- Habitat mitigation (Non-Infrastructure): £1217
- Air Quality Monitoring: £112
- Bird Aware: £1067

Community Infrastructure will also be payable on this proposal.

The following amount Community Infrastructure Levy will be payable: £21,480

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)

H. OTHER MATTERS

Policy IMPL2 Development Standards part v) encourages the provision of high speed broadband to the property threshold. The DAS mentions that broadband is available up to 80mbps in the locality and will be provided up to the threshold. Generally, residential broadband is now addressed through Building Regulations.

Surface Water Drainage – there is an increase in the built/hard surface coverage of the site and the applicant confirms that this will be dealt with via on site soakaways

11 CONCLUSION / PLANNING BALANCE

In view of the Council's lack of a 5-year housing land supply, consideration has to be given to the benefits of the provision of new housing under paragraph 11d) of the NPPF, which states: d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date (where we cannot demonstrate a 5 year housing land supply), 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. Under limb i) of 11(d) Footnote 7 refers to policies in the Framework (rather than those in development plans) relating to habitats sites (and those sites listed in paragraph 194).

The above report concludes that there no strong reasons for refusal of the proposal under limb i) of paragraph 11(d) as habitat mitigation can be secured. As set out, objections have been made to the proposed design from the local community, the Parish Council and the NFDC Urban Designer.

The proposal would result in some limited harm, including a slightly tighter relationship between dwellings and an increase in hard surfacing. However, these impacts are localised and mitigated through design and landscaping and should be balanced against the direction in the NPPF to make effective use of land including optimising the potential of individual sites.

The proposed development seeks to replace an existing single-storey bungalow with two detached two-storey dwellings of traditional form and pitched roofs, reflecting the prevailing residential typology in Grange Close. The dwellings will be constructed in brick with tiled roofs, complemented by single-storey porches and areas of external cladding to break up the massing and add visual interest. Both plots provide adequate space for private gardens and on-plot parking.

The revised layout (Plan Ref: 524.17 Rev C, dated 31.07.2025) introduces soft landscaping and planting beds to mitigate the visual impact of hardstanding and reinforce the green character of the street. Boundary treatments and planting have been incorporated to enhance visual amenity and integrate the development into its context. The design approach aligns with Local Plan Policy ENV3 and the National Design Guide by ensuring the scheme is functional, visually attractive, and sympathetic to local character while optimising the site's potential. Details of external materials, including brick and tile samples, will be secured by condition to ensure a high-quality finish.

A number of representations have set out objections relating to the impact of the proposal on the amenity of occupiers of existing dwellings in Grange Close. However, as set out in the Planning Assessment, it is considered that, subject to suitable conditions, the proposal would not give rise to significant impacts on the amenity of existing local residents. As such, the proposal accords with Local Plan Policy ENV3 criterion (ii).

As set out in the Planning Assessment, other material considerations including ecology, highways and access, vehicular parking and storage, and trees also accord with relevant policies subject to suitable conditions and/or planning obligations.

As such the proposal should be considered against the second limb of paragraph 11(d), the so called “tilted balance” 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.

The representations from Hordle Parish Council and the local community are noted. The relevant material considerations identified have been addressed in the Committee Report.

To conclude, in accordance with paragraph 11(d)(ii) of the NPPF, the presumption in favour of sustainable development applies. The proposal would result in some limited harm, including a slightly tighter relationship between dwellings and an increase in hard surfacing. However, these impacts are localised, would be mitigated through design and landscaping and need to be balanced against the NPPF direction to optimise the use of land.

The scheme delivers clear benefits:

- the provision of additional family housing within the settlement boundary,
- efficient use of land,
- support for local services in a sustainable location,
- short-term economic gains during construction.

On balance, the adverse impacts as set out do not significantly and demonstrably outweigh the benefits when assessed against the Framework as a whole. Accordingly, the tilted balance tips in favour of granting planning permission, subject to conditions.

12 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 Habitat Mitigation, Bird Aware Solent and Air Quality Monitoring
- 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:

- Drawings 524.09/10/11/12/13/14/16 Submitted 9.06.2025
- Drawing 524.15 REV C Submitted 31.07.2025
- Drawings 524.17/18 Submitted 22.09.2025
- Drawing 524.17 REV A Submitted 23.09.2025
- Water Quality Checklist dated 11.06.2025
- Arboricultural Report – Shutler Services dated 3.06.2025
- Ecology Assessment dated 08.08.2025

Reason: To ensure satisfactory provision of the development.

3. Before development commences, 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.

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

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

5. Prior to the first occupation of the approved development, the proposed ecological enhancements and mitigation set out in the submitted Ecology Assessment (Peach Ecology, 8 August 2025, Ref: 0836 Issue:02) shall be implemented in full and evidence shall be submitted to confirm the agreed features have been installed as agreed, for example, a photographic record and/or a signed statement by a suitably qualified ecologist.

Reason: To ensure that biodiversity enhancement measures are delivered throughout the development in accordance with Policy DM2 of the Local Plan Part 2 (Sites and Development Management) for the New Forest outside of the National Park.

6. No dwelling shall be occupied until the parking spaces and rear garden cycle storage serving that specific dwelling, as shown on plan 524.15 REV C, have been provided. The parking and cycle spaces shown on plan 524.17 Rev. A shall thereafter be retained and kept available for the parking of motor vehicles and cycles for the respective dwellings at all times.

Reason: To ensure adequate 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 residential dwellings 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.

8. All external works (hard and soft landscape) shall be undertaken in accordance with the approved plans 524.17 REV A unless the Local Planning Authority gives written Approval to any variation. All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the buildings or the completion of the development, whichever is the sooner. All external works (hard and soft landscape) shall be maintained thereafter as approved. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become

seriously damaged or diseased shall be replaced in the next planting season with others of similar size or species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure the achievement and long term retention of an appropriate quality of development 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

9. The first floor Ensuite bathroom rooflight on east elevation of the approved dwelling unit 1a shall be permanently glazed with obscured glass and thereafter 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.

10. All works shall be undertaken in accordance with the approved plans and the Arboricultural Survey. The trees identified for retention on the approved plans shall be protected throughout all phases of site clearance, demolition, and construction works in strict accordance with the protection measures detailed in the submitted Tree Protection Plan (Drawing No. 524.15 Revision C) and Arboricultural Survey dated 03/06/2025. No works, including clearance or demolition, shall commence until the tree protection fencing has been installed in accordance with the approved details and confirmed in writing by the Local Planning Authority

Reason: To safeguard trees and natural features which are important to the visual amenities of the area and in accordance with Policy ENV3 of the Local Plan Part 1 and Policy DM2 of the Local Plan Part 2 for the New Forest outside of the National Park.

11. **Protection of Trees**

The trees on or adjacent to the site which are shown to be retained on the approved plans shall be protected during all site clearance, demolition and building works in accordance with the measures set out in the submitted Arboricultural report

Reason: To safeguard trees and natural features which are important to the visual amenities of the area.

12. **Tree Protection Areas and Construction**

No development, demolition or site clearance shall take place until a method statement and engineering drawings for the foundation design of the approved development has been submitted to and approved in writing by the Local Planning Authority. Development shall only take place in accordance with these approved details.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area.

13. No development shall take place, including any works of demolition and site clearance, until a Construction Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The Plan shall provide details as appropriate but not necessarily be restricted to the following matters:
- a) An indicative programme for carrying out of the works; including site layout, (compound, site hut, welfare and contractor parking)
 - b) Details of the arrangements for public engagement / consultation both prior to and continued liaison during the construction works;
 - c) Measures to minimise the noise (including vibration) generated by the construction process to include, proposed construction methods, plant and machinery to be used, and noise mitigation methods to be employed
 - d) Details of any construction floodlighting, including location, height, type and direction of light sources and intensity of illumination;
 - e) Areas for the loading and unloading of plant and materials, including permitted times for deliveries;
 - f) Storage of plant and materials used in constructing the development;
 - g) The erection and maintenance of security hoarding including decorative displays and
 - h) Measures to control the emission of dust and dirt during construction.
 - i) A scheme for recycling / disposing of waste resulting from demolition and construction works i.e., no burning permitted.

The development shall be carried out in accordance with the approved details throughout the entire construction period.

Reason: To comply with Local Plan policies STR1 and ENV3.

14. All works and ancillary operations in connection with the construction of the development, including the use of any equipment or deliveries to the site, shall be carried out only between 0800 hours and 1830 hours on Mondays to Fridays and between 0800 hours and 1300 hours on Saturdays and at no time on Sundays, Bank Holidays or Public Holidays

Reason: To safeguard residential amenities.

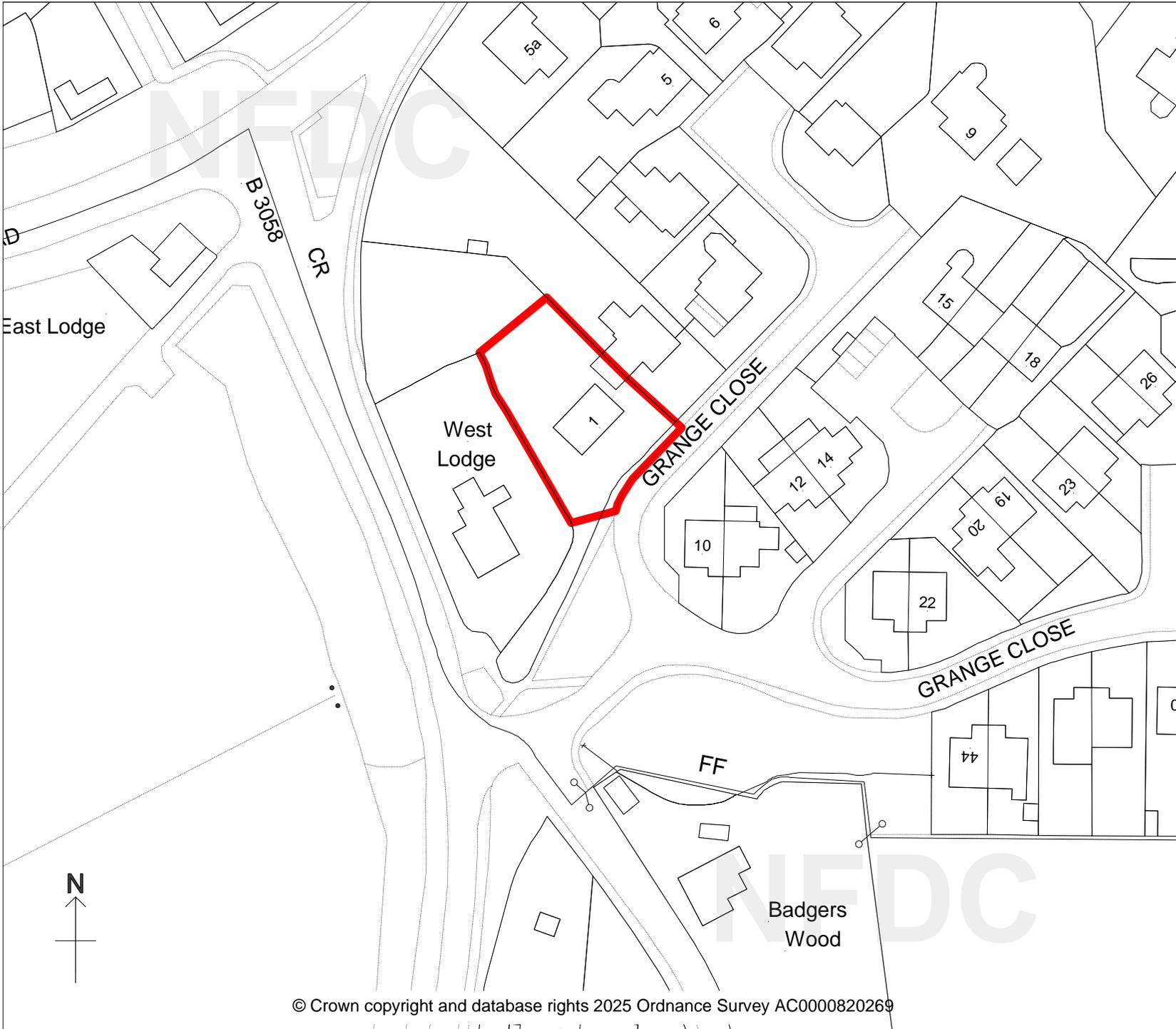
15. No development shall take place until a Sustainable Drainage Strategy and associated detailed design, management and maintenance plan of surface water drainage for the site using SuDS methods has been submitted to and approved in writing by the Local Planning Authority. The approved drainage system shall be fully implemented in accordance with the approved Sustainable Drainage Strategy prior to first occupation of the residential dwellings and maintained thereafter for the lifetime of the development.

Reason: To prevent the increased risk of flooding by ensuring the provision of a satisfactory means of surface water disposal is incorporated into the design and the build and that the principles of sustainable drainage are incorporated into this proposal and maintained for the lifetime of the proposal

Further Information:

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PLANNING COMMITTEE

October 2025

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Scale 1:1000

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