

Application Number: 25/10784 Full Planning Permission
Site: FOREST VIEW, KINGS COPSE ROAD, BLACKFIELD,
FAWLEY SO45 1XF
Development: Replacement dwelling, 3-bay oak framed car port/garage;
vehicular and landscaping layouts
Applicant: Mr Carrier
Agent: Landmark Design
Target Date: 28/11/2025
Case Officer: Jessica Cooke
Officer Recommendation: Refuse
Reason for Referral to Committee: Parish Council contrary view

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

1. The Principle of development outside of a defined built-up area.
2. The design of the development and its impact on the rural character of the area, including the special qualities of the adjacent New Forest National Park.
3. Residential amenity.
4. Matters relevant to highway safety, access and vehicular parking.
5. Ecology.

2 SITE DESCRIPTION

The application site relates to a single-storey three-bedroom brick-built bungalow with an attached garage and lean-to shed. The existing bungalow is set within a generous sized garden plot.

The site is located outside of the defined built-up area and is within the open countryside. It is additionally located immediately adjacent to the New Forest National Park, which is sited to the south of the site, with the existing dwelling looking out onto area of open forest.

3 PROPOSED DEVELOPMENT

The proposal seeks planning permission to demolish the existing single-storey 3no. bedroom bungalow and construct a new detached two-storey 4-bedroom dwelling with integrated garage and an associated driveway, along with a large, detached car port and garage with 3no. parking spaces (2no. car port spaces and one enclosed garage space).

4 PLANNING HISTORY

No relevant planning history.

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 STR1: Achieving sustainable development
Policy STR2: Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park
Policy HOU1: Housing type, size, tenure and choice
Policy IMPL1: Developer Contributions
Policy IMPL2: Development standards
Policy CCC1: Safe and Health Communities
Policy CCC2: Safe and Sustainable Travel

Local Plan Part 2: Sites and Development Management 2014

DM2: Nature conservation, biodiversity and geodiversity
DM20: Residential development in the countryside

Supplementary Planning Guidance And Documents

SPD - Parking Standards
SPD - Air Quality in New Development
SPD - Climate Change
SPG - Residential Design Guide for Rural Areas

National Planning Policy Framework

NPPF 2024

National Planning Policy Guidance

Plan Policy Designations

Countryside

6 PARISH / TOWN COUNCIL COMMENTS

Fawley Parish Council: We recommend permission; the Parish Council has no comments regarding this application.

7 COUNCILLOR COMMENTS

No comments received.

8 CONSULTEE COMMENTS

NFDC Ecologist: Objection

Comment - request for further information, including Preliminary Ecological Appraisal to be provided prior to the determination of the application.

New Forest National Park Authority: Objection

Having reviewed the submitted details it is evident that the existing dwelling is a single-storey building with modest fenestration and a modest eaves and ridge line. It evidently sits comfortably in its plot as a result of these characteristics (along with its compact form).

The proposed replacement building would have a significantly greater height and footprint and would incorporate areas of white render, metal cladding and extensive areas of fenestration. The combined impact of the materials and extensive fenestration would result in a more suburban and stark appearance which would be at odds with the largely recessive character of the existing dwelling and its broader context. This would in turn impact negatively upon views from the New Forest National Park.

It should be highlighted that in sensitive areas of the New Forest National Park – such as adjacent to protected habitats, or fronting onto the open forest, the spill of internal lights from large open glass windows presents a source of light pollution in addition to externally-mounted lights. The design of buildings should reduce the impact of light spill from internal lighting, or suitable mitigation measures should be put in place.

Expansive and continuous glazing can present significant landscape impacts and glazing should be broken up in order to ensure the resultant appearance reflects the function as low key domestic glazing.

The current proposal does not address these requirements and has not been informed by an appropriate contextual analysis which has sufficient regard to the nationally protected landscape. Having regard to this and the inappropriate choice of materials, the National Park Authority considers that the proposal would have an unacceptable impact on the special qualities and purposes of the adjoining New Forest National Park. In light of this, and the great weight which should be given to ensuring that the character, quality and scenic beauty of this designation is protected and enhanced, the National Park Authority raises an objection to the proposed development.

9 REPRESENTATIONS RECEIVED

1 letter of support from neighbouring property:

- The architecture is very stylish and carefully tailored to the plot and in keeping with this part of the forest.
- Reserves judgement on the overall effect of the sizeable grey building, but it is well tempered with white areas, and the careful use of larch is pleasing to the eye and the best choice of timber.
- No concern over the overlooking aspect and the sloping roof on the neighbour's side has been retained.
- The oak framed car port/garage maintains the rural character. Solar panels are essential in modern design circles.

10 PLANNING ASSESSMENT

Principle of Development

The site lies outside any established settlement boundary and is within a sensitive area of countryside that lies adjacent to the New Forest National Park. Policies STR1, STR3 and STR4 of the Local Plan seek to restrict development beyond the built-up area boundary of settlements unless the development is appropriate in a rural setting in accordance with other relevant policies of the development plan. Local Plan Policy STR2 seeks to protect the countryside and the adjoining New Forest National Park and its setting.

Chapter 15 of the NPPF seeks to conserve and enhance the natural environment. Paragraph 189 states that great weight should be given to conserving and enhancing

landscape and scenic beauty in National Parks, and it goes on to state that development within the setting of National Parks should be sensitively located and designed to avoid or minimise adverse impacts upon the designated areas. Additionally, Section 245 of the Levelling-up and Regeneration Act 2023 (LURA) requires Local Planning Authorities to seek to further the statutory purposes of Protected Landscapes including National Parks in respect of decision-making in planning applications. The statutory purposes of National Parks are:

- conserving and enhancing the natural beauty, wildlife and cultural heritage of the areas designated;
- promoting opportunities for the understanding and enjoyment of the special qualities of those areas by the public.

Local Plan Part 2 Policy DM20 states that residential development in the countryside will only be permitted where it is for a limited extension to an existing dwelling, replacement dwelling, affordable housing or an agricultural worker's dwelling. The policy goes on to state that in all cases, development should be of an appropriate design, scale and appearance and in keeping with the rural character of the area. This latter assessment is undertaken later in this report.

Furthermore, the policy states that replacement dwellings should not normally provide for an increase in floorspace of more than 30%, though (for smaller dwellings), a replacement dwelling may be permitted to exceed the 30% limit provided the resultant floorspace would not be in excess of 100 sq.m.

In assessing the proposal against the limitations of Policy DM20, the existing dwelling has a floorspace of 141.68sq.m, whereas the proposed replacement dwelling would have a floorspace of 344.09 sq.m, which represents an increase of 142.86%, which significantly exceeds the quantitative threshold as set out by the policy. No case has been put forward by the applicant to justify such a substantial departure from Policy DM20.

On the basis of the above, there is an in-principle objection to a replacement dwelling of the size proposed, which would be contrary to Policies STR1, STR2, STR3 and STR4 of the Local Plan Part One, Policy DM20 of the Local Plan Part Two and Chapter 15 of the NPPF.

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

The application seeks planning permission to demolish the existing detached single-storey 3no. bedroom bungalow, replacing it with a large, detached two-storey dwelling with integrated garage and an associated driveway, along with a large, detached car port and garage with 3no. parking spaces (2no. car port spaces and one enclosed garage space). The proposed materials are grey roof tiles, aluminium cladding, white render, grey facing bricks and timber cladding.

The existing dwelling is of a modest size and appearance. It is a single-storey low-level bungalow, with modest eaves and a modest ridgeline height. The dwelling is set back from the road and sits unobtrusively within the plot. There is existing vegetation along the front boundary of the site, and the existing dwelling looks towards the areas of open forest to the south of the site.

Chapter 12 of the NPPF 2024 seeks to achieve well-designed places. Paragraph 131 of the Framework states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve, and that good design is a key aspect of sustainable development. Paragraph 135 states developments should be visually

attractive as a result of good architecture, and be sympathetic to local character, including the surrounding built environment and landscape setting, as well as establishing and maintaining a strong sense of place.

Additionally, Section 245 of the Levelling-up and Regeneration Act 2023 (LURA) requires Local Planning Authorities to seek to further the statutory purposes of Protected Landscapes including National Parks as has been set out above.

Local Plan Policy ENV3 (Design quality and local distinctiveness) is relevant to this application and requires that all development should achieve high quality design that contributes positively to local distinctiveness, quality of life and enhances the character and identity of the locality. In particular, development should be:

- Functional: well connected to surrounding uses, and logically laid out so that different elements work well together in a manner that is safe to access, easy to navigate, convenient to use and that makes effective use of both developed land and open spaces;
- Appropriate: sympathetic to its environment and context, respecting and enhancing local distinctiveness, character and identity; and
- Attractive: visually appealing and enjoyable to be in.

Additionally, as set out above, policy DM20 requires that in all cases, development should be of an appropriate design, scale and appearance and in keeping with the rural character of the area.

Kings Copse Road is a linear road located within the countryside, but within close proximity to the neighbouring settlement boundary of Blackfield. The site lies adjacent to the New Forest National Park and is bounded by mature vegetation to the southern boundary. There are a variety of house types, architectural styles and materials on Kings Copse Road, including chalet bungalows and two-storey houses and there is a resultant mixed character, but the more prominent buildings to the east of the site are quite traditional in their character and form and are typical of New Forest cottage-style dwellings.

The NFDC Residential Design Guide for Rural Areas of the New Forest District SPA sets out the guidance for rural design, and seeks to protect the character and appearance of the countryside. Section 4B of the SPA relates to individual, new and replacement dwellings and specifies the following:

- Replacement dwellings should normally be positioned close to the original location unless there are sound environmental reasons for an alternative position on the site;
- It should subtly integrate with the best elements of surrounding development and native landscape character;
- The scale, depth, roofline and plan format should be sympathetic to the locality;
- The character should respect the local vernacular (the traditional styles of buildings);
- A carefully chosen contribution of matching materials should be used - to merge into the local scene;
- In the case of replacement dwellings, if the scale and character of the existing building plays a special part in the appearance of the locality (or contributes some unique or historic characteristics), these should be reflected in proposals for any replacement;
- The floorspace of a replacement dwelling is not usually permitted to exceed by 30% the floorspace of the building as it existed on 1 July 1982.

In this case, the proposed replacement dwelling is located within the countryside where Policy DM20 of the Local Plan Part 2 is relevant to the proposal. This policy only permits replacement dwellings that are of an appropriate design, scale and appearance in keeping with the rural character of the area. This policy includes a quantitative measure whereby replacement dwellings should not normally provide an increase in floorspace of more than 30%, and exceeding the 30% limitation is normally only permitted for smaller existing dwellings where the replacement dwelling would not exceed 100sq.m.

As previously mentioned, the existing dwelling has a floorspace of 141.68sq.m and the proposed replacement dwelling has a floorspace of 344.09 sq.m, which represents an increase of 142.86%, which significantly exceeds the quantitative threshold as set out by the policy. This substantial increase in size would result in a dwelling of a size and scale which that would be excessive in this sensitive context and unsympathetic to the rural character of the area, with a detrimental visual impact upon the setting of the adjacent National Park, from which the dwelling would be viewed. This would be compounded by the poorly proportioned and large dormer windows, and the excessive level of glazing to the front gable. In addition, the proposed materials would be of a harsh and somewhat suburban appearance. As such, the appearance of the dwelling would be discordant in this sensitive setting, and the materials would not be sympathetic to the context and character of the area, nor the setting of the adjacent National Park. Overall, the dwelling would have an inappropriate, non-traditional appearance and would be overly assertive in its context.

The proposed dwelling would be significantly higher than the existing modest bungalow. The existing bungalow has a ridge height of just 5.3 metres, whereas the replacement dwelling would have a ridge height of 7.5 metres. The roof form of the replacement dwelling would also be a much more dominant feature, with a continuous unbroken ridge line of 16 metres. The dwelling would have a contemporary and suburban appearance and the introduction of such a significant amount of glazing would be unsympathetic to the rural character of the locality, which is exemplified by the number and size and scale of the large glazed doors and windows. The dwelling would be taller and significantly larger than that of the existing dwelling and would be significantly more visually prominent when viewed from the areas of open forest to the south of the site, notwithstanding the existing screening, (which would not necessarily be permanent). Additionally, the amount and size of the glazing would result in significant light spill in this sensitive location which would be harmful to the visual amenities of the area, including the visual amenities of the National Park.

Additionally, a large detached garage is proposed to the front of the dwelling which equates to 8.96m in length and 5.98m in width and 4.84m in height. This is a sizeable structure that would provide for 2no. car port spaces and one enclosed space in addition to the two integral parking spaces within the dwelling itself. Whilst the outbuilding is of a more traditional appearance, its large size would compound the adverse visual impact of the replacement dwelling.

The New Forest National Park Authority (NFNPA) have raised an objection to the proposal and advised the combined impact of the size of the dwelling and the materials and extensive fenestration would result in a dwelling with a more intrusive, suburban and stark appearance which would be at odds with the largely recessive character of the existing dwelling and its broader context, which would impact negatively upon views from the New Forest National Park. The NFNPA state the proposal would have an unacceptable impact on the special qualities and purposes of the adjoining New Forest National Park.

Policy ENV4 seeks to retain and/or enhance landscape features through sensitive design, mitigation and enhancement measures. There would be a lack of meaningful landscaping proposed as part of the application. Whilst it is recognised that further landscaping details could have been secured by condition if the proposal was otherwise acceptable, it is not considered that additional landscaping would mitigate these harmful impacts and make this scheme acceptable.

The resultant scale, size and contextually inappropriate design of the replacement dwelling in this sensitive location within the countryside and adjacent to the New Forest National Park, would result in an intrusive and unacceptable form of development in the countryside and would be harmful to the visual amenities of the countryside and the adjacent National Park, whereby the Council is required to seek to further the statutory purposes as set out by Section 245 of the Levelling-up and Regeneration Act 2023 (LURA).

As a whole, the proposed replacement dwelling is considered to be unsympathetic to the rural character and landscape setting of the area. And overall, it is concluded that the proposal would erode the rural character of this location and would be harmful to the character and appearance of the countryside, including the adjacent designated New Forest National Park.

For the reasons set out above, the proposal is considered to be contrary to the provisions of the Development Plan and the NPPF. In particular, the proposal would fail to accord with the requirements of Policies ENV3 and ENV4 of the New Forest District Council Local Plan Planning Strategy (2020) which requires high quality development that contributes positively to local distinctiveness, and it would also fail to meet the provisions of the NFDC Residential Design Guide SPA and Chapters 12 of the NPPF.

Residential amenity

Policy ENV3 of the NFDC Local Plan Part 1 requires the impact on the residential amenity of existing and future occupiers to be taken into consideration in making planning decisions. NPPF Paragraph 135, subparagraph (f) states development should promote health and wellbeing, with a high standard of amenity for existing and future users.

The proposal would result in a two-storey dwelling with a first floor side facing window to the north east elevation, serving a bedroom. However, there is a sufficient separation distance between the proposed window and the neighbouring properties to the east, so as not to result in adverse impacts relating to overlooking, loss of privacy and visual intrusion. Whilst first floor front and rear windows are proposed, there are no neighbouring residential properties to the front or rear of the dwelling and therefore there are no concerns in this respect. The neighbouring property to the west, 'Foxgloves', would be set well away from the proposed replacement dwelling, so would not be harmfully affected.

The standard of accommodation proposed would be of an acceptable level for the proposed 4no. bedroom dwelling, and the proposal does not raise concerns in respect of the residential amenities of future occupiers.

Therefore, by reason of the layout, orientation and positioning of the proposed dwelling on the site relative to its neighbours, it is not considered that the proposal would cause unacceptable impacts upon residential amenity, and the proposal therefore complies with Policy ENV3 of the Local Plan Part One in respect of residential amenity provisions.

Highway safety, access and parking

Policy CCC2 of the Local Plan seeks to provide sufficient car and cycle parking for developments. Policy ENV3 seeks to create streets and spaces that are safe and easy to navigate. Policy ENV3 also seeks to ensure that sufficient parking is provided without detriment to the character of the area or highway safety.

Kings Copse Road is a residential road with no parking restrictions. However, the road is on the edge of the National Park boundary and there are no pavements, parking bays or formal parking laybys. To the southern edge of the road lies a ditch which bounds the forest.

The site would be accessed using the existing access from Kings Copse Road. The proposed dwelling would have 4no. bedrooms. In accordance with NFDC Parking Standards SPD (April 2022), the requisite parking spaces for a 4-bedroom dwelling is 3 spaces. The integral garage can accommodate 2no. vehicles, whilst the car port and garage can accommodate 3no. vehicles and the front driveway is sufficiently large enough to accommodate additional vehicles in any case. The proposal therefore complies with NFDC Parking Standards SPD in respect of vehicles.

One cycle parking space must be provided per bedroom in accordance with the Parking Standards SPD. Whilst no designated cycle storage is shown on the plans, the integral garage and detached enclosed garage are both sufficiently sized to accommodate the required cycle storage. As such, the proposal complies with NFDC Parking Standards SPD in relation to cycle storage.

Overall, the proposal is not considered to result in adverse impacts upon highway safety, and is considered to comply with Policies ENV3 and CCC2 of the Local Plan Part One and the NFDC Parking Standards SPD.

Ecology and On Site Biodiversity and protected species

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

As of 2nd April 2024, developers must deliver achievement of Biodiversity Net Gain (BNG) on 'smaller' sites such as this as a requirement of planning permission. However, an exemption applies with regard to self-build development. Self-build refers to a development of a home on a piece of land owned by persons to be lived in by those persons. In this instance, a self-build exemption has been claimed with regard to Community Infrastructure Levy (CIL), and therefore the national BNG requirement is not applicable to this proposal.

The Council's Ecologist was consulted on the application and requested a Preliminary Roost Appraisal. Had the application been acceptable in all other respects, this would have been requested from the applicant. In the absence of this information, the Council cannot be satisfied that the existing building can be demolished without adverse impacts upon protected species, and another reason for refusal must therefore be introduced on ecological impacts.

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

The scheme proposes a replacement residential dwelling. As such, it would not result in an additional unit of accommodation or materially increase residential occupation so as to result in additional impacts on features of nature conservation

interest in the New Forest or Solent that would require habitats mitigation measures to be secured. Furthermore, there would be no additional burden on nitrates and thus, no further impacts on the Solent SAC or SPAs would result.

Air Quality Statement

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 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.

Climate Change

The applicant submitted a Climate Change Statement to support their planning application which addresses the requirements of the Council's Planning for Climate Change SPD, and the statement notes a number of enhancement details for sustainability.

Developer Contributions

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	344.09	141.68	202.41	202.41	£80/sqm	£24,351.48 *

Subtotal:	£24,351.48
Relief:	£0.00
Total Payable:	£24,351.48

**The formula used to calculate the amount of CIL payable allows for changes in building costs over time and is Index Linked using the RICS CIL Index*

(<https://www.rics.org/uk/products/data-products/rics-community-infrastructure-levy-index/>) and is:

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

11 CONCLUSION / PLANNING BALANCE

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.'

In this case, the proposed replacement dwelling would constitute an intrusive and unacceptable form of residential development in the countryside which would be harmful to the visual amenities of the countryside and this sensitive landscape setting, by reason of the significant size and scale of the dwelling and its poorly

proportioned design and unsympathetic appearance, within this sensitive rural setting adjacent to an area of open forest within the New Forest National Park, whereby Members have a duty to further its statutory purposes as set out in Section 245 of the Levelling-up and Regeneration Act 2023 (LURA).

There is considered to be a strong reason to refuse planning permission. The proposal would not deliver any clear benefits that could be deemed to outweigh the adverse impacts that have been identified in the report above, including the unacceptable impacts upon the special qualities of the National Park, noting the New Forest National Park Authority have raised an objection to the proposal.

The proposal would conflict with local plan policies relating to replacement dwellings in the countryside, and it would be contrary to Policies STR1, STR2, STR3, STR4, ENV3, ENV4 of the Local Plan Part One, Policy DM20 of the Local Plan Part One, Chapter 12 and 15 of the NPPF and the NFDC Residential Design Guide for Rural Areas SPD.

The application is therefore recommended for refusal.

12 RECOMMENDATION

Refuse

Reason(s) for Refusal:

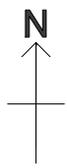
1. The application site is situated within a sensitive rural context outside of a defined settlement boundary and is adjacent to an area of open forest which is within the New Forest National Park. The proposed replacement dwelling would be contrary to Policy DM20 of the Local Plan Part 2, as the dwelling would be very significantly larger than the dwelling it would replace, being 142.86% larger than the existing dwelling, which significantly exceeds the 30% increase limitation as set out by this policy. Furthermore, as a result of its significantly greater size, scale, mass, height and footprint, the proposed replacement dwelling would be unduly dominant and harmfully intrusive in this sensitive countryside location. The adverse visual impact of the proposed development would be materially compounded by the proposed dwelling's non-traditional proportions, assertive design and unsympathetic appearance, including excessive areas of glazing and materials that would appear stark in this context. The proposal would not respond positively to the site's rural context or the area's rural design vernacular and would result in an intrusive and unacceptable form of development in the countryside which would be harmful to the visual amenities of the area. As such, the proposal would be harmful to the special qualities of the adjacent New Forest National Park, and contrary to Policies ENV3, STR1, STR2, STR3 and STR4 of the New Forest District Local Plan Part 1: Planning Strategy for the New Forest outside of the National Park, Policy DM20 of Local Plan Part 2 for the New Forest outside of the National Park and Chapter 12 and 15 of the National Planning Policy Framework and the Council's Supplementary Planning Guidance 'Residential Design Guide for Rural Areas of the New Forest District'.

2. Insufficient information has been submitted to demonstrate that the proposed demolition of the existing dwelling can be carried out without adverse impacts upon protected species. In the absence of this information, the proposed development would therefore be contrary to the provisions of Policy DM2 of the Local Plan Part 2 for New Forest District Council outside of the National Park.

Further Information:

Jessica Cooke

Telephone: 023 8028 5909



NFDC



New Forest DISTRICT COUNCIL

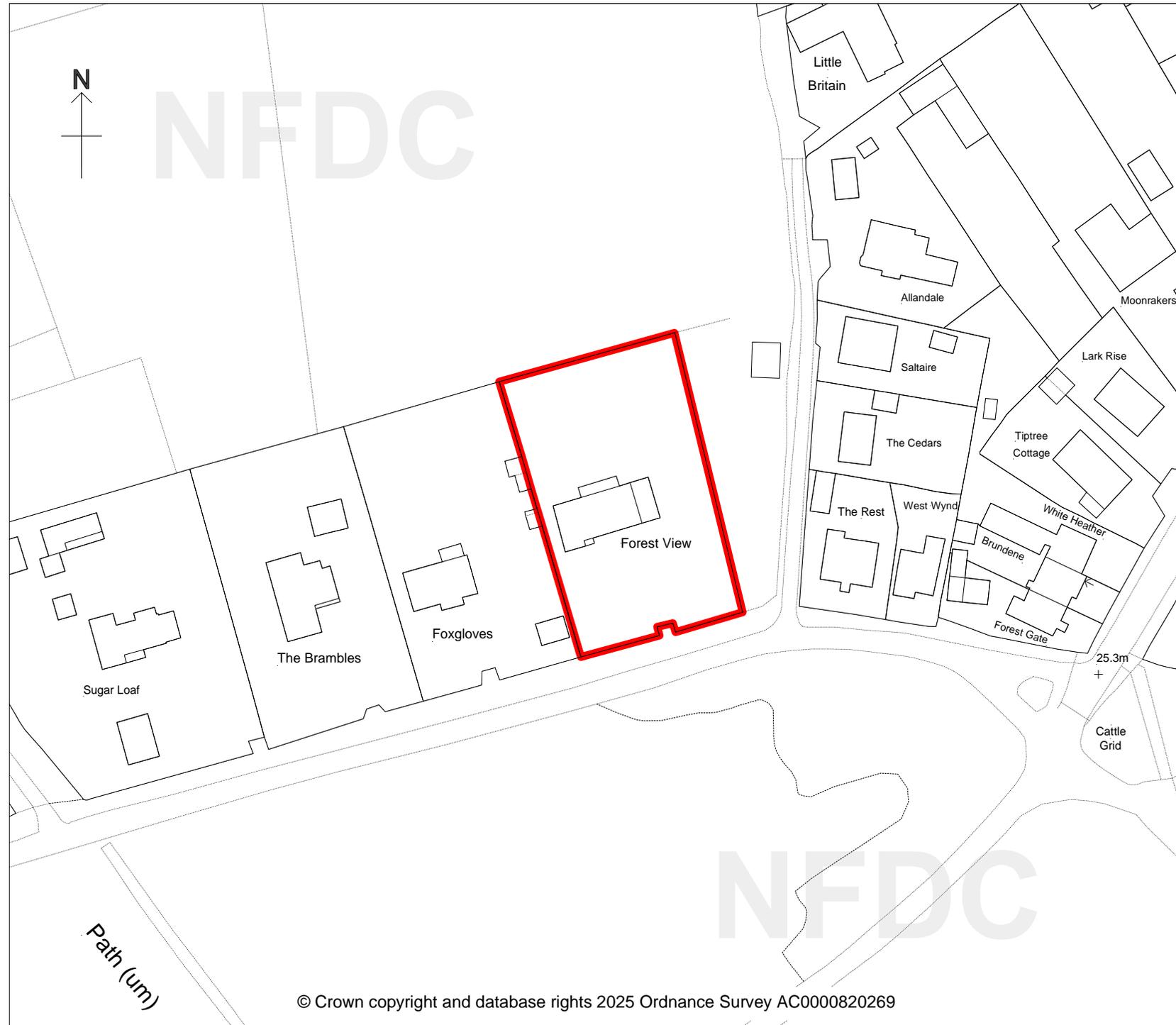
Tel: 023 8028 5000
www.newforest.gov.uk

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

PLANNING COMMITTEE

January 2026

Forest View
Kings Copse Road
Blackfield
25/10784



Scale 1:1000

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