

DELEGATED OFFICER REPORT:**Application Ref:** F/25/100193**Site Address:** 253 WINCHESTER ROAD, CHANDLER'S FORD, EASTLEIGH, SO53 2DX**Case Officer:** Katie Lasham**Description:** Construction of 2no. semi-detached dwellings with associated / car parking / bin store / cycle storage, following the demolition of existing dwelling.

Particular Site Constraints?	Yes ☒	No ☐
• Within Urban Edge • Individual TPO trees within front garden and some within adjoining sites. • Nutrient Neutrality – nitrates and phosphates • New Forest recreational disturbance buffer		

Planning History?	Yes ☒	No ☐
• F/23/96260 - Construction of 2no. semi-detached two and a half storey dwellings with associated garage and bin store following demolition of existing dwelling – Refused (Dec 2023). • H/19/86675 - Demolition of existing single storey rear extension, construction of two-storey rear and single storey sides extensions and loft conversion (amended description) – Permitted (Feb 2020) • Z/02215/001 – Single storey rear extension – Permitted (Nov 1994)		

Publicity:	Letters ☒	Site Notice ☐	Newspaper ☐
Representations:	<u>7 letters of objection, which are summarised as follows:</u> • Overdevelopment and out of character • Impact on neighbours (overbearing, overshadowing and overlooking) • Does not comply with NPPF, local plan or design guides • Detrimental impact upon highway safety (busy road with bus stop outside, hospital opposite and secondary school close by). Disagree with transport assessment. • Damage to protected trees • Loss of previous vegetation and impact on wildlife • Lack of justification for the proposal. • Set an undesirable precedent for future development. • Exacerbate existing drainage issues. • Lack of onsite visitor car parking.		
Highways Officer (HCC):	No objection, subject to driveway construction, parking and construction site management plan conditions. Conditions / pre-commencement conditions are requested. <u>Access</u> Access into the proposed dwellings is via an existing dual width drop kerb on Winchester Road, leading into a shared driveway which is to be widened internally to enable vehicles to pass each other accordingly. With adequate visibility out of the access onto Winchester Road, this is acceptable.		

	<u>Parking</u> It is noted that 6 parking spaces are proposed which accords to the EBC Parking Standards with 3 spaces per dwelling. Minor amendment suggested to the car parking layout.
Ecology Officer:	No objection, subject to bird nesting, precautionary working method statement and BNG credits conditions. <u>Protected Species</u> I have reviewed the Preliminary Ecological Appraisal and Roost Assessment (June/November 2024) and the Bat Emergence Survey report (August 2025) by Arbtech. • There are records of bats and hedgehogs nearby with nesting swifts in the wider area. • This site is in an amber impact risk zone for great crested newts. <u>Bats</u> The building was assessed to have low bat roost potential, and one emergence survey was done. No bats were seen emerging, but bats were seen and heard commuting through the garden. The report recommends the installation of two built-in bat boxes in the new buildings and a wildlife-sensitive lighting strategy, which is acceptable. Please add bat informative. <u>Nesting birds</u> The vegetation on site provides potential habitat for nesting birds. The report recommends the following enhancements for birds: The installation of a minimum of two bird boxes on the walls of the new building will provide additional nesting habitat for birds e.g. Schwegler No 17 Swift Nest Box (buildings) Schwegler 1SP Sparrow Terrace (buildings) or a similar alternative brand. Building demolition and hedgerow management should be completed outside of bird nesting season. <u>Reptiles, amphibians and hedgehogs</u> Due to limited management of the site, there is some suitable habitat for reptiles, amphibians and hedgehogs. The base of the hedgerow, piles of brash and log piles could provide shelter for reptiles such as slow worms, and for great crested newts. A hedgehog dropping was found in the southern grass area. A precautionary working method statement should be approved before implementing the development. This should include a plan showing the locations of these enhancements and any exterior lighting. <u>Biodiversity Net Gain</u> I have reviewed the Biodiversity Net Gain Assessment by Arbtech (May 2025) which states that there is a unit deficit of 0.07 area- based units and 0.01 hedgerow units, which are proposed to be purchased from a habitat bank. The purchase of biodiversity units is acceptable, and the agent is considering the Environment Bank and Ground Control. Evidence must be provided before determination that the applicant has located a suitable habitat bank which has suitable units available and that the applicant is aware of the cost of these units. Evidence of BNG credits must be conditioned.

	An updated plan was provided which listed the precautionary working methods to be used, which are acceptable. A compliance condition to be added. <u>Drainage</u> No objection. Infiltration testing proposed should be informed by percolation testing being carried out first. Detailed drainage plan further to testing is to be submitted as a pre-commencement condition.
Tree Officer:	No objection, subject to conditioning the tree protection plan. There are a number of significant trees within influencing distance of the site, some of which are subject to Tree Preservation orders. There is also a significant, protected oak to the front of no. 247. However, the provided arboricultural information is satisfactory in demonstrating that the proposal can be achieved without harm to the significant trees.
Natural England	Natural England is not able to provide specific advice on this application and therefore has no comment to make on its details.
Parish Council:	Objection, which is summarised as follows: Replacement of detached house with 2no, semi-detached dwellings is an overdevelopment and would be out of character with locality. The proposal would set an undesirable precedent for future development.

Site Visit:	Yes ☒	No ☐
Details: Site visits carried out 29/12/25 and 04/02/26		

Pre-commencement Conditions:	Yes ☒	No ☐
Details: Agent has accepted pre-commencement conditions (email dated 27/05/2026).		

Legislation:
Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:- <i>"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."</i>

Policy:
National Planning Policy Framework Planning Practice Guidance Development Plan: The <u>Eastleigh Borough Local Plan 2016-2036</u> The most relevant policies are: • Strategic policies S1 (sustainable development), S2 (approach to development), S3 (location of new housing); • Development Management Policies: DM1 (general development), DM2 (environmentally sustainable development), DM3 (climate change), DM6 (surface water management), DM10 (water and waste water), DM11 (nature conservation), DM13 (access), DM14 (parking), DM23 (residential development within urban

areas), DM29 (Dwellings with higher access standards) & DM30 (internal space standards).

Supplementary Planning Documents:

Quality Places; Trees and Development, Parking Standards; Character Area Appraisals.

Assessment:

Principle of Development

The site is within the urban edge where the principle of development is acceptable in accordance with Policy S2 of the Local Plan, subject to the detailed matters according with the relevant planning policies.

Character and Appearance

Policy DM1 requires development to take full and proper account of the context of the site (including the character and appearance of the locality) and be well integrated with these (in terms of mass, scale, materials, layout, density, design and siting), both in itself and in relation to adjoining buildings, spaces and views.

The immediate locality is characterised by a mixture of large, detached houses, which are set in from their boundaries in spacious, verdant, plots. Most of the plots have a single dwelling, although both dwellings and plots sizes vary significantly. The application site has one of the smaller plots within the immediate locality.

The existing property is a two storey, detached, house that has a conservatory and single storey extension on either side and a larger single storey extension to the rear. Permission was granted to replace the existing northern side extension with a two-storey extension, but this unimplemented permission has now expired. Unfortunately, the house has deteriorated over the years and is now in need of major renovation or replacement. The dwelling sits well back within the plot, leaving a large frontage that is mostly enclosed by hedging and trees.

The current proposal is a resubmission of a previous application, which was primarily refused due to the poor design of the replacement dwelling and its frontage and the detrimental impact this would have had on the character and appearance of Winchester Road. The building's design has now been simplified, removing the two front gable ends and front dormer windows and now appears as a single dwelling rather than obviously being two separate units. The house is of a pleasant, traditional, design with a central porch and retaining a fully hipped roofline. The design, scale and position of the house is not dissimilar to the current property or others within the locality.

The replacement property sits back within the plot, positioned along the established building line and is stepped in from its side boundaries thus providing space around the building. The detached double garage on the previous application has been removed from the property's frontage, and additional planting added around the parking area and bin store to provide a suitable setting for the development. This amended scheme offers a well-proportioned scheme that is not considered overdevelopment of the plot. There is a large expanse of hardstanding proposed to permit sufficient space for 6no. car parking spaces, however the existing plot comprises a large area of hardstanding and this is not considered so detrimental as to materially harm the surrounding character of the road, particularly noting the proposed soft landscaping which softens the provision of hard standing. A soft and hardscaping condition has been added requiring the applicant to provide precise details of all soft and hard materials that are to be used across the site including boundary treatments.

A condition has been added requiring details of specific material specifications proposed on the external dwelling to be submitted to the Council and approved prior to their installation,

to ensure the materials are of a high quality and appropriately assimilate with the surrounding character of the road.

Representations raise concerns that the proposal is out of character and overdevelopment of the plot, however with the dwelling appearing as a single unit and of a similar scale to that of the existing dwelling, this is considered entirely appropriate to its surroundings. It is also not considered to set an undesirable precedent, as each planning application is assessed on its individual merits and this scheme is entirely appropriate in its design and scale to appear in keeping with the locality.

On this basis the replacement property is considered to be an appropriate addition to the Winchester Road street scene, which will fit in with the prevailing character and appearance of the locality. The proposal therefore complies with Policy DM1 of the Local Plan and the aims of the 'Quality Places SPD'.

Residential Amenity

Paragraph 135(f) of the NPPF and Policy DM1 of the Local Plan requires all development to preserve the amenity of neighbouring residents and where possible enhance it to provide a high standard of amenity for existing and future occupiers.

The site is set on a large plot, with neighbouring units set a suitable distance away from the property curtilage to ensure a suitable distance between neighbouring units and the application site is retained. The proposed dwelling follows a similar scale of footprint as that of the existing dwelling and whilst it comprises a modestly higher ridge height, this is not considered to create any materially increased impact on neighbouring amenity. The scale of the proposal is therefore acceptable to not create harmful overbearing impacts or unacceptable bulking on neighbouring dwellings.

Six roof lights are proposed, one to each side elevation and four to the front elevation. These are angled upwards to ensure that there is no harmful overlooking onto neighbouring properties. Two flat roof dormers are proposed to the rear elevation, and due to the length of the garden and distance from the dormers to the neighbouring plot, the dormer is an acceptable addition to not create undue harm to neighbouring amenity by way of harmful overlooking or loss of privacy.

The proposed two new dwellings are also acceptable as to not create undue harm to each other's neighbouring amenity. It is accepted that there will be some mutual overlooking from rear first and second floor windows down into the neighbouring private garden permitted, but this is a common interrelationship between dwellings in urban areas and is acceptable to not cause undue harm by way of loss of privacy or harmful overlooking.

Representations raise concerns that the proposal will create overbearing impacts, overshadowing and overlooking. As discussed above, there is no concern raised with regards to each of these issues raised and whilst it is accepted there is some mutual overlooking between the two new units created, this is a common form of overlooking created for any semi-detached dwellings. There is no harmful overshadowing from the proposal on neighbouring properties, nor will there be any overbearing harm on neighbouring occupiers set a suitable distance away.

Overall, the scheme complies with Policy DM1 of the Local Plan, with residential amenity preserved in all regards.

Living Conditions

Policy DM1 of the Local Plan requires new dwellings to have a high standard of living to provide suitable living conditions for future occupants.

The application proposes 2no. 4-bedroom dwellings across three storeys. The two dwellings offer a mirrored layout, whereby the ground floor serves an open plan kitchen / dining /

lounge to the rear and a living room to the front, three bedrooms are proposed to the first floor and a fourth bedroom with an en-suite is proposed to the second floor. Each habitable room benefits from natural day light and openable windows to offer suitable ventilation. The two dwellings meet the National Described Space Standards in accordance with Policy DM30 of the Local Plan. The two dwellings also provide a suitable size of private outdoor amenity space and there is an acceptable provision of vehicle parking, cycle parking and bin storage.

Car parking spaces are set adjacent to the frontage of each of the properties and are to face onto the ground floor living rooms. There is an acceptable distance of the car parking to the living room windows and occupiers are likely to utilise the parking spaces opposite their own dwelling, minimising any harm or disturbance by way of engine noise or car headlights to each of the living rooms.

For the reasons stated above, the scheme provides suitable living conditions for future occupants in accordance with Policy DM1 of the Local Plan.

Car Parking and Access

Policy DM14 of the Local Plan requires new development to provide enough parking spaces in accordance with the Parking Standards SPD and Policy DM13 requires any new development to ensure that a change in use of a site should demonstrate safe and convenient access to the highway network.

The existing dwelling comprises vehicle access from Winchester Road, the proposed scheme seeks to widen the existing access and create 6no. parking spaces to serve the 2no. semi-detached units. Hampshire Highways was consulted on the proposal and raised no objection noting that 6 parking spaces are proposed which accords to the EBC Parking Standards with 3 spaces per dwelling for four-bedroom dwellings.

An objection has been received regarding the lack of visitor parking; there is no requirement to provide visitor parking for two dwellings and as stated above they meet the Parking Standards SPD requirements. Representations also raise concern with the safety of the vehicle movements onto Winchester Road, however there is an existing access located here and this proposal only creates provision for one net additional dwelling to use the access, therefore the impact on the highway network is not considered a significant intensification.

An amended layout for the vehicle parking was suggested by the Highways Officer; an amended plan proposing the suggested changes was submitted during the application to better facilitate the 6 parking spaces by reducing the width from 3m to 2.5m for each parking space to allow all 6 spaces to fit in a single row and remove the awkwardly placed parking space set behind the parking row, which would have created manoeuvring issues for vehicles.

Cycle storage is proposed for each dwelling within their private gardens, offering storage space for sustainable modes of transport. A condition has been added requiring provision of the cycle store for 2no. cycles are to be erected prior to occupation of the dwellings, as shown on the proposed site plan.

The bin store is located to the site frontage and is set well back and away from the access to ensure ease of vehicle movements and to ensure there is no blocking of the visibility splays. This is also conditioned to be provided as shown on the proposed site plan prior to occupation of the dwellings and to be retained in perpetuity.

For the reasons outlined, the parking provision and layout and the proposed widening of the access onto Winchester Road is acceptable and meets the aims of Policy DM14 of the Local Plan and the Parking Standards SPD.

Ecology and Biodiversity Net Gain

Policy DM11 of the Local Plan requires the protection, conservation and enhancement of all international, national and local nature conservation and designations and networks of habitats. It also requires a net gain of biodiversity on all development sites.

This site is in an amber impact risk zone for great crested newts. There are records of bats and hedgehogs nearby with nesting swifts in the wider area. A Preliminary Ecological Appraisal has been submitted, and the applicant has agreed to the provision of swift boxes as a biodiversity enhancement. Bat boxes/bricks are also required as specified in the Bat Emergence and Re-entry Surveys report (BERS). These are to replace potential bat roost features that will be lost when the existing building is demolished.

The ecology officer was consulted on the proposal and raised no concerns with the enhancements in principle, subject to detailed plans being provided by way of condition. The officer further comments that the site could be enhanced by building a hibernation area in the northern hedge boundary using the brash and logs piles that are cleared from the site. Hedgehog holes (13 x 13 cm minimum) must be included in the baseboards of any closed board fences to allow the free passage of small mammals such as hedgehogs through the garden.

A condition has therefore been added requiring the applicant to provide a final biodiversity enhancements scheme to demonstrate the locations of the swift boxes proposed as outlined within the PEA report and where the bat boxes / bricks are to be located in accordance with recommendations made within the BERS, as well as any other biodiversity enhancements. Product specifications will also be required to demonstrate acceptability and it should also be made clear within the condition information provided that the area surrounding the bat boxes / bricks are to be always kept dark.

Biodiversity net gain is to be secured by the purchasing of off-site credits as there is limited scope within the site to provide the 10% biodiversity net gain required. An off-site biodiversity unit proposal from the Environment Bank has been submitted. A condition has been added to require the applicant to evidence what measures / units are required to achieve a minimum biodiversity net gain of 10% and how these have been secured. This evidence shall also include details of how the habitat will be managed and monitored for a period of at least 30 years. This must be submitted and discharged prior to occupation of the development.

An objection has been received in relation to loss of existing vegetation and wildlife, however with suitable conditions added requiring biodiversity enhancements and a 10% biodiversity net gain overall, the scheme appropriately mitigates harm.

With the necessary conditions in place, the ecology officer raises no objection to the proposal, and the scheme is considered to preserve biodiversity across the site and enhance biodiversity provision through off-site credit purchases, in accordance with Policy DM11 of the Local Plan.

Trees

Policy DM11 of the Local Plan and the Trees and Development SPD require development to preserve and protect trees. The site has two TPO's on site, a birch tree to the front elevation and an Acacia tree to the rear boundary of the property. There are several TPO trees within the surrounding vicinity of the site too including a significant oak tree to the front of no.247.

The tree officer has been consulted on the proposal and has reviewed the submitted arboricultural information. No objection is raised subject to compliance with the submitted arboricultural report and that no development shall take place until the tree protection measures have been installed as per the tree protection plan. A representation has been received objecting to the proposal on the grounds of impacts to TPO trees, however with

suitable mitigation set out within the arboriculture reports being complied with, the TPO trees are suitably protected.

Overall suitable mitigation has been provided to ensure the protection of the surrounding trees, in accordance with the aims of Policy DM11 of the Local Plan and the Trees and Development SPD.

Sustainable Drainage

The application is located within Flood Zone 1 and is not within an area designated as being within a high risk area for surface water flooding. The proposal has been supported by the submission of a Flood Risk Assessment and Drainage Report. Surface water run off from the roof will be mitigated by the provision of a cellular crate soakaway to the front and rear of the garden and surface water run off from the driveway is to be discharged directly to the voided subbase of the permeable paving in the driveway, as shown within the drawing within Appendix C of the report. The Flood Risk Assessment details that percolation testing is to be undertaken to confirm the infiltration rates for the site can be achieved to ensure the proposed strategy can meet the surface water drainage requirements of the site. Therefore, a pre-commencement condition has been added to provide a final surface water drainage strategy to be submitted to the LPA to be assessed once infiltration / percolation testing has been undertaken.

A representation has been received objecting to the proposal as it will exacerbate existing drainage issues, however with a Surface Water Drainage Strategy pre-commencement condition added and any required ground infiltration / percolation testing to be carried out to inform the final drainage plan, this will ensure that surface water run-off is promptly drained within the site.

Foul drainage will be connected to the existing foul drainage. The addition of one dwelling is not considered to be such a significant increase in capacity as to significantly impact the existing foul drainage infrastructure.

For these reasons and subject to a pre-commencement condition added, the scheme is considered appropriate to appropriately manage surface water and foul drainage, in accordance with Policy DM6 of the Local Plan.

Impact of SPA:

PERMISSION

Recreational Disturbance

The site is within the 13.8km catchment area for the New Forest Special Protection Area. It is recognised that new housing developments within this catchment area are likely to result in additional visitors to these protected sites. In order to mitigate for this recreational impact, the developer has paid a contribution towards the Council's New Forest Mitigation Strategy (which provides Suitable Alternative Natural Green Spaces within the borough and funds a ranger post within the New Forest).

Nutrients

The site is within the impact zone for nitrogen and phosphorus, which has been shown to have a determinantal impact on the water quality of the River Itchen Special Protection Area. A nutrient budget has been submitted for the development and this has a positive output for nitrogen. The Applicant intends to use the Eastleigh Borough Council scheme to mitigate for its increase in nutrients and this will be secured by a pre- occupation condition.

Appropriate Assessment

An appropriate assessment under the habitat regulations has been completed for the development. Natural England have responses explaining they are not able to provide specific advice on this application and therefore have no comment to make on its details.

The Local Planning Authority consider that the proposal, with the mitigation outlined, is not likely to have a detrimental impact on the Special Protection Area, both in terms of recreational disturbance and an increase in nutrients.

Equalities Act:

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 (1) states:

A public authority must, in the exercise of its functions, have due regard to the need to:

(a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;

(b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

(c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups.

It is considered that this application does not raise any equality implications.

Climate Change:

In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to: (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality; (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030; (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.

The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and plan policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the Local Plan, as is an assessment of climate impacts.

The NPPF aims for the need for housing to be met, and Policy S2 of the Adopted Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Adopted Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use. When considering the impact of climate change, the proposed development is expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.

Conclusion:

Recommendation:	PERMIT ☒	REFUSE ☐
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Comments ...
