

**Planning and Rights of Way Panel 12<sup>th</sup> March 2024**  
**Planning Application Report of the Head of Transport and Planning**

<b>Application address:</b> 18 Bridge Road Southampton SO19 7GQ			
<b>Proposed development:</b> Change of use from a dwelling house (Class C3) to a 7-person house in multiple occupation (HMO, class Sui-generis).			
<b>Application number:</b>	23/01424/FUL	<b>Application type:</b>	Full
<b>Case officer:</b>	Craig Morrison	<b>Public speaking time:</b>	5 minutes
<b>Last date for determination:</b>	27.12.2023 Extension of Time 22.03.2024	<b>Ward:</b>	Peartree
<b>Reason for Panel Referral:</b>	Request by Ward Member and five or more letters of objection have been received	<b>Ward Councillors:</b>	Cllr Eamonn Keogh Councillor Alex Houghton Councillor Simon Letts
<b>Referred to Panel by:</b>	Cllr Eamonn Keogh	<b>Reason:</b>	Overdevelopment and Harm to Neighbouring residents Parking
<b>Applicant:</b> J and L Homes Ltd		<b>Agent:</b> Sanders Design Services Ltd	

<b>Recommendation Summary</b>	<b>Delegate to the Head of Transport and Planning to grant planning permission subject to criteria listed in report</b>
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<b>Community Infrastructure Levy Liable</b>	<b>Not applicable</b>
<b>Biodiversity Net Gain Applicable</b>	<b>Not applicable</b>

**Reason for granting Permission**

The development is acceptable taking into account the policies and proposals of the Development Plan as set out below. Other material considerations have been considered and are not judged to have sufficient weight to justify a refusal of the application, and where applicable conditions have been applied in order to satisfy these matters. The scheme is therefore judged to be in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and thus planning permission should therefore be granted. In reaching this decision the Local Planning Authority offered a pre-application planning service and has sought to work with the applicant in a positive and proactive manner as required by paragraphs 39-42 and 46 of the National Planning Policy Framework (revised 2023). Policies –

CS13, CS18, CS19 and CS20 of the of the Local Development Framework Core Strategy Development Plan Document (Amended 2015). Policies – H4 , SDP1, SDP4, SDP5, and SDP16 of the City of Southampton Local Plan Review (Amended 2015).

<b>Appendix attached</b>			
1	Habitats Regulation Assessment	2	Development Plan Policies
3	Relevant Planning History	4	Assessment of Properties within 40m
5	Parking Survey		

### **Recommendation in Full**

1. That the Panel confirm the Habitats Regulation Assessment in **Appendix 1** of this report.
2. Delegate to the Head of Transport and Planning to grant planning permission subject to the planning conditions recommended at the end of this report and the payment of a contribution towards the Solent Disturbance Mitigation Project (SDMP)
3. In the event that the contribution is not secured within a reasonable period following the Panel meeting, the Head of Transport and Planning be authorised to refuse permission on the ground that the proposal has not secured adequate mitigation towards in combination impacts on the Solent and Southampton Water Special Protection Area.

#### **1. The site and its context**

- 1.1 The application site is a 6 bedroom, two storey extended older style property which is located on a roughly triangular plot which meets the junction of Bridge Road and Lower Mortimer Road in Woolston. The front of the property faces onto Bridge Road with a hard surfaced area to the front of the property addressing Bridge Road. The side and rear of the property face towards Lower Mortimer Road.
- 1.2 To the side of the property is a garden area which has an approximately 1.8 metre fence which is hard up to the boundary of Bridge Road and Lower Mortimer Road creating an enclosed garden which serves as the private amenity space for the property.
- 1.3 The property's current planning use is as a C3 dwelling for use by a single household. 1 parallel parking space is located on site to the front of the property.

#### **2. Proposal**

- 2.1 The proposal is a change of use to a (Sui-Generis) House in Multiple Occupation (HMO) for up to 7 unrelated persons. No external changes are proposed to the building itself. Within the rear garden cycle and bin stores are proposed

#### **3. Relevant Planning Policy**

3.1 The Development Plan for Southampton currently comprises the “saved” policies of the City of Southampton Local Plan Review (as amended 2015) and the City of Southampton Core Strategy (as amended 2015) and the City Centre Action Plan (adopted 2015). The most relevant policies to these proposals are set out at ***Appendix 2***.

3.2 The National Planning Policy Framework (NPPF) was revised in 2023. Paragraph 225 confirms that, where existing local policies are consistent with the NPPF, they can be afforded due weight in the decision-making process. The Council has reviewed the Development Plan to ensure that it is in compliance with the NPPF and are satisfied that the vast majority of policies accord with the aims of the NPPF and therefore retain their full material weight for decision making purposes, unless otherwise indicated.

#### **4. Relevant Planning History**

4.1 A schedule of the relevant planning history for the site is set out in ***Appendix 3*** of this report.

#### **5. Consultation Responses and Notification Representations**

5.1 Following the receipt of the planning application a publicity exercise in line with department procedures was undertaken which included notifying adjoining and nearby landowners, and erecting a site notice on 10th November 2023. At the time of writing the report **14 representations** have been received from surrounding residents. The following is a summary of the points raised:

#### **5.2 Impacts of Noise and Anti-Social Behaviour Response**

The property is located on Bridge Road which has a reasonable level of traffic particularly during the daytime and the shops to the south mean there is a reasonable level of activity in the area for a significant portion of the day. The proposal will likely result in additional comings and goings associated with more residents and others visiting the property, however given the level of activity in the area this is not considered to result in significant additional disturbance in the area.

The application must be considered on reasonable residential use of the property, which would not in itself result in an increase in anti-social behaviour. Any specific instances of Anti-Social Behaviour (ASB) would need to be addressed by either the police or other teams within the Council including Environmental Health with relation to noise nuisance.

#### **5.3 Soundproofing should be required by condition. Response**

Agreed, to protect the amenity of the attached neighbour a condition requiring an assessment of the condition of the party wall and suitable soundproofing where necessary to provide an adequate noise environment in the neighbouring property is recommended.

#### **5.4 Adequacy of 1 Bathroom for 7 persons**

**Response**

The plans show a bathroom on the first floor and an additional shower room on the ground floor labelled 'S/R'. This meets the requirements as set out in the Council's published Standards for Houses in Multiple Occupation.

5.5 ***Adequacy of Bin Storage***

**Response**

The applicant has provided additional details, which show waste will be stored within a purpose built bin store within the rear garden. A condition is recommended to secure the construction of the bin store prior to the first use of the

5.6 ***Out of Character with the Area***

**Response**

No external changes are proposed to the building, and for the reasons given above the additional comings and goings at the property are not considered to have a significant material impact on the wider character of the area.

5.7 ***Car Parking and Road Safety***

**Response**

The applicant has submitted a car parking survey which demonstrates that adequate on street car parking space is available during the busies times, which tends to be in the evenings and overnight. The Council's Highways Officer has no objection to the proposal. There is no construction proposed therefore no issue with construction vehicles.

5.8 ***Overshadowing/privacy***

**Response**

As no extension to the property is proposed there would be no increased overshadowing overlooking to neighbouring properties

5.9 ***Telegraph Pole and utility boxes as a constraint to development***

**Response**

No physical works are proposed with the exception of the addition of a cycle store within the rear garden. Given the scale of development these would not form a constraint to the change of use proposed.

5.10 ***Previous refusal of Rest Home which would be less harmful***

**Response**

A rest home was refused in the 1980s on two occasions due to inadequate outdoor space and parking provision. It is considered that adequate outdoor space is available for the proposed use, and a parking survey has been submitted which demonstrates that the proposal would not have a significant impact on the highway. The planning system and our policies and guidance has changed significantly since the 1980s.

5.11 ***On-Site Japanese Knotweed***

**Response**

The applicant has confirmed that there is Japanese Knotweed on site within the rear garden and the location of the bin and bicycle store has been amended to avoid the location of the Japanese Knotweed. The applicant has provided evidence

that there is an ongoing management plan for the professional removal it is therefore considered that non-planning legislation surrounding management and eradication of Japanese Knotweed is sufficient to control the matter.

5.12 ***Some rooms do not have windows***

**Response**

With the exception of a shower room and utility room on the ground floor all rooms shown on the proposed floor plan have windows and access to natural daylight. This is considered to be an acceptable level of amenity for the proposed occupiers of the property.

5.13 **Impact on Property Prices**

**Response**

This is not a material planning consideration and cannot be used as a justification against the proposal.

**Consultation Responses**

5.14

<b>Consultee</b>	<b>Comments</b>
SCC Environmental Health	The Environmental Health Neighbourhoods Team have no objections to this application.
SCC HMO Licensing	<p>We have not previously licenced this property. No information is given as to room sizes so no assessment can be made on whether the requirements of room sizes are met. The layout of the property is such that a protected escape route is present for fire evacuation, though the first floor right rear bedrooms appear to have a lobby area and this must be treated as part of the fire escape route. No details of other fire precautions are provided so no assessment can be made. The details given for kitchen amenities seem to meet our standards for 7 people. There are insufficient bathrooms detailed in the property for 7 people, two bathrooms are required for 7 people.</p> <p><i>Officer Comment: The room sizes have been checked and 2 bath/shower rooms are provided meaning that the scheme is compliant.</i></p>
SCC Highways (Development Management)	Regarding the parking survey, the methodology is considered reasonable and acceptable. Although a good portion of the roads surveyed do contain parking restrictions which in my view should not be included as spare capacity for residential parking, there appears to be still some capacity within unrestricted areas. Furthermore, the survey suggests the existing use is a 6 bed dwelling and

	proposed use being a 7 bed HMO; as the site lies within a high accessibility zone, the maximum parking standards for both uses is the same. Therefore arguably, the difference in parking overspill impact is minimal.
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## **6.0 Planning Consideration Key Issues**

6.1 The key issues for consideration in the determination of this planning application are:

- The principle of development
- Design and effect on character
- Residential amenity
- Parking highways and transport
- Likely effect on designated habitats
- Biodiversity Net Gain

### **6.2 Principle of Development**

6.2.1 Policy H4 (HMOs) allows for the creation of new HMOs provided that the proposal does not result in an overconcentration of HMOs (over 10%) within a 40m radius. Proposals are then subject to consideration of factors relating to the amenity of neighbouring properties, the character of the area and adequate amenities and living conditions of the proposed occupiers.

6.2.2 Saved policy H4 of the Local Plan (as amended 2015), policy CS16 of the Core Strategy (as amended 2015), and the Houses in Multiple Occupation SPD (HMO SPD) (revised 2016) acknowledge that there is a need to maintain the supply of housing whilst balancing this against maintaining a sustainable mix of households within the community.

6.2.3 Threshold Test:

The HMO SPD outlines a threshold test which investigates how many of the residential properties within a 40m radius (shown in Appendix 3), measured from the front door of the application site, are currently operating as an HMO and sets a maximum threshold of 10% across the City. This forms part of the assessment of the overall impact of the proposal on the character of the surrounding area. An explanation of how the test is calculated and applied is given in Section 4.2 of the HMO SPD (pages 9-14):

[www.southampton.gov.uk/planning/planning-policy/supplementary-planning/planning-hmo](http://www.southampton.gov.uk/planning/planning-policy/supplementary-planning/planning-hmo)

6.2.4 Currently within the 40m radius there is no evidence available to officers of any existing C4 (between 3 and 6 unrelated people) or Sui Generis HMOs (7 or more persons). This is based on evidence available from HMO licenses, Council Tax submissions and historic planning applications and lawful development certificates. On this basis, the proposal would meet the provisions of the HMO SPD in terms of remaining within the 10% maximum threshold for the number of HMOs within a 40m radius of the property.

6.2.5 Policy CS16 of the Core Strategy provides a framework for requiring balanced

communities within new developments. The proposal for a HMO in this location does not require physical alterations to the building and therefore the property would remain conducive to occupation as a single family dwelling in the future and such a planning application to convert the property back to a family dwelling would not likely be resisted on planning grounds.

6.2.6 For the reasons above the proposal to convert the dwelling to a Sui-Generis HMO is considered to be acceptable in principle subject to consideration of detailed matters as set out below.

### 6.3 Design and effect on character

6.3.1 The use of the property as a HMO requires no changes to the exterior of the property with the exception of the construction of a bin store and cycle store within the rear garden which would be screened by the existing 1.8 metre fence which surrounds the garden. Physically, therefore, it is not considered that there would be any significant material impact on the character of the area.

6.3.2 The property is located on Bridge Road which has a reasonable level of traffic particularly during the daytime, and the shops to the south mean there is a reasonable level of activity in the area for a significant portion of the day. The proposal will likely result in additional comings and goings associated with more residents and others visiting the property, however, given the level of activity in the area this is not considered to result in a significant change to the character of the area in terms of activity.

### 6.4 Residential amenity

6.4.1 For the reasons listed above in paragraph 6.3.2 it is not considered that the additional comings and goings from the property would result in an adverse impact on nearby residents.

6.4.2 Issues associated with noise and disturbance within the property would be covered by the Environmental Protection Act, however, there is a risk of increased noise associated with the intensification of the residential use. It is, therefore, considered reasonable, and in response to a representation stating that the party walls are of limited benefit to prevent noise transference to require noise insulation to be installed on the party wall to ensure that increased numbers of people residing in the property do not cause increased disturbance to the attached neighbour.

6.4.3 In terms of living conditions for the proposed occupiers of the property. The Council's 'Guidance on Standards for Houses in Multiple Occupation' requires bedrooms to meet the following size standards. For rooms occupied by a single person this is 10m<sup>2</sup> except where there a separate communal living room is provided in which case the bedroom may be 6.51sq.m. The bedroom sizes range between 10 m<sup>2</sup> and 15.8 m<sup>2</sup> and are therefore considered to provide a good standard of amenity. 2 bathrooms should be provided, and the applicant has confirmed that there is a shower room on the ground floor and a bathroom on the first floor thereby providing adequate sanitation facilities. There is a large kitchen and dining room and separate television and living rooms thereby providing a good standard of shared facilities. Conditions

are recommended to require the shared living spaces to remain available to all residents.

## 6.5 Parking highways and transport

6.5.1 Concerns have been raised by a number of representations regarding the impact on parking. The existing property is a 6 bedroomed family dwelling, which is located within a high accessibility area. It is within a 300 metre straight line distance of the Woolston public transport interchange to the south (with frequent bus routes to the city centre and other destinations in the eastern side of the city) as well as Woolston Rail Station with services to Southampton Central and stopping services to Portsmouth. The existing maximum parking requirement is therefore 2 car parking spaces. Table 1 of the HMO SPD sets out parking standards specifically for Houses in Multiple Occupation and for those housing up to 7 persons the maximum requirement within the high accessibility area is also 2 car parking spaces (so the same for both a 6 bed dwelling and a 7 bed HMO).

6.5.2 There is a single car parking spaces available on the existing area of hardstanding to the front of the site measuring 9.3m x 4.1m which is in excess of the 6m x 2.5m required for a single parallel parking space. This means that there is a deficiency of a single car parking space compared to the maximum standard; however as this is an existing deficiency this is considered to be acceptable.

6.5.3 Nonetheless the applicant has commissioned a Parking Survey, which shows that there are surrounding roads that are capable of accommodating the deficiency of on site parking both in the existing and proposed use. The survey work was undertaken on Tuesday 16<sup>th</sup> January at 4:30am and Sunday 21<sup>st</sup> January 4:30am. The first survey showed 97 available spaces of the 314 surveyed. The second survey shows 96 available spaces. The proposal is not considered to cause shortages in parking in the surrounding roads and would, therefore, not result in a highway safety issue as a result of anti-social or dangerous parking by virtue of the proposed change of use.

6.5.4 A cycle store and bin store are proposed within the rear garden which is in excess of the size required to store 8 bicycles and 6 bins respectively located such that bins and bikes can be taken to Bridge Road for collection in the case of bins. A condition is recommended for the above to be provided prior to first use of the building as a HMO.

## 6.6 Likely effect on designated habitats

6.6.1 The proposed development, as a residential scheme, has been screened (where mitigation measures must now be disregarded) as likely to have a significant effect upon European designated sites due to an increase in recreational disturbance along the coast and in the New Forest. Accordingly, a Habitat Regulations Assessment (HRA) has been undertaken, in accordance with requirements under Regulation 63 of the Conservation of Habitats and Species Regulations 2017, see **Appendix 1**.

6.6.2 A recent appeal decision at 24 Wilton Avenue in the city has resulted in the need to



secure contributions towards the Solent Disturbance Mitigation Project (SDMP) and towards the mitigation of additional nitrates as a result of an increase in population. The proposed development, as a residential scheme which increases overnight accommodation with the occupancy rate to be based upon 1 person per bedroom, has been screened (where mitigation measures must now be disregarded) as likely to have a significant effect upon European designated sites due to an increase in recreational disturbance along the coast.

6.6.3 A nitrates budget calculator has been submitted since the validation of the application, which sets out the nitrogen emissions to be mitigated. A Grampian condition will require the requisite number of credits from the Eastleigh Nutrient offset scheme to be secured prior to the occupation of the large HMO. The SDMP contribution will be secured by officers prior to releasing permission as per the delegation sought in the above recommendation. The HRA concludes that, providing the specified mitigation of a Solent Recreation Mitigation Strategy (SRMP) contribution and nitrates credits, are secured the development will not adversely affect the integrity of the European designated sites.

## 6.7 Biodiversity Net Gain

6.7.1 The Council's adopted saved LDF Core Strategy Policy CS22 requires all new development to produce a net gain in biodiversity by designing in provisions for wildlife. From 12 February 2024 all new planning applications for MAJOR development will need to explain at the application stage how they will provide at least a 10% Biodiversity Net Gain as per national legislation. For MINORS the start date for 10% BNG is 2 April 2024. As the proposal is not a major development the requirement for a 10% Biodiversity Net Gain does not apply at this time.

## 7. Summary

7.1 The proposal for a Sui-Generis HMO does not breach the Council's adopted 10% threshold for HMOs within 40 metres of the site, and is not considered to have a significant impact on the character of the area or amenity of neighbouring properties. Given the available public transport and limited uncontrolled parking availability it is considered that the proposal would not have an adverse impact on the local highway network.

7.2 The proposal, therefore, complies with the relevant saved policies of the City of Southampton Local Plan Review and Core Strategy.

## 8. Conclusion

8.1 It is recommended to Delegate to the Head of Transport and Planning to grant planning permission subject to the planning conditions recommended at the end of this report and the payment of a contribution towards the Solent Disturbance Mitigation Project (SDMP)

### Local Government (Access to Information) Act 1985

### Documents used in the preparation of this report Background Papers

1. (a) (b) (c) (d) 2. (b) (c) (d) (e) (f) (g) 4.(f) (g) (vv) 6. (a) (b) 7. (a)

**Case Officer Craig Morrison PROW Panel 12/03/2024**

**PLANNING CONDITIONS to include:**

01. Full Permission Timing (Performance)

The development hereby permitted shall begin no later than three years from the date on which this planning permission was granted.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended).

02. Approved Plans (Performance)

The development hereby permitted shall be carried out in accordance with the approved plans listed in the schedule attached below.

Reason: For the avoidance of doubt and in the interests of proper planning

03. Refuse & Recycling (Performance)

Before the development hereby approved first comes into occupation, the storage for refuse and recycling shall be provided in accordance with the plans hereby approved and thereafter retained as approved. Refuse bins shall be stored in the designated area only except on collection day

Reason: In the interest of visual and residential amenity.

Note: In accordance with para 9.2.3 of the Residential Design Guide (September 2006): if this development involves new dwellings, the applicant is liable for the supply of refuse bins, and should contact SCC refuse team at [Waste.management@southampton.gov.uk](mailto:Waste.management@southampton.gov.uk) at least 8 weeks prior to occupation of the development to discuss requirements

04. Cycle parking (Performance Condition)

Before the development hereby approved first comes into occupation/use, the storage for bicycles shall be provided and made available for use in accordance with the plans hereby approved. The storage shall thereafter be retained as approved for the lifetime of the development.

Reason: To encourage cycling as an alternative form of transport.

05. Noise Insulation

Prior to first occupation as a House in Multiple Occupation a scheme for noise insulation of floor to ceiling height of the party wall in the existing roof space, shall be installed in accordance with details that have first been submitted to and approved in writing by the local planning authority. Upon implementation of the approved scheme specified in this condition, that scheme shall thereafter be maintained for the lifetime of the development.

Reason: to protect the amenities of neighbouring properties in accordance with saved Policy SDP16 of the City of Southampton Local Plan Review (2015).

06. Retention of communal spaces & numbers of occupiers

The rooms labelled Kitchen, Diner, TV Room, Lounge and Utility on the ground floor plan, together with the external amenity areas, shall be made available for use by all of the occupants prior to first occupation of the property as a HMO use, as hereby approved, and thereafter shall be retained and available for communal purposes when in use as a HMO. The number of occupiers within the property, in connection with the change of use hereby permitted, shall not exceed 7 persons.

Reason: To ensure that suitable communal facilities are provided for the residents, and in the interests of protecting the amenities of local residents.

07. Nitrogen Neutrality (Pre-Occupation)

The development hereby permitted shall not be occupied unless a Nitrate Mitigation Vesting Certificate confirming the purchase of sufficient nitrates credits from Eastleigh Borough Council Nutrient Offset Scheme for the development has been submitted to the council.

Reason: To demonstrate that suitable mitigation has been secured in relation to the effect that nitrates from the development has on the Protected Sites around The Solent.

Habitats Regulations Assessment (HRA)

<b>Application reference:</b>	23/01424/FUL
<b>Application address:</b>	18 Bridge Road Southampton SO19 7GQ
<b>Application description:</b>	Change of use from a dwelling house (Class C3) to a 7-person house in multiple occupation (HMO, class Sui-generis).
<b>HRA completion date:</b>	3 November 2023

<b>HRA completed by:</b>
<b>Lindsay McCulloch</b> <b>Planning Ecologist</b> <b>Southampton City Council</b> <b>Lindsay.mcculloch@southampton.gov.uk</b>

<b>Summary</b>
<p>The project being assessed is as described above.</p> <p>The site is located close to the Solent and Dorset Coast Special Protection Area (SPA), the Solent and Southampton Water SPA/Ramsar site and the New Forest Special Area of Conservation (SAC)/SPA/Ramsar site.</p> <p>The site is located close to protected sites and as such there is potential for construction stage impacts. It is also recognised that the proposed development, in-combination with other developments across south Hampshire, could result in recreational disturbance to the features of interest of the New Forest SPA/Ramsar site and the Solent and Southampton Water SPA/Ramsar site.</p> <p>In addition, wastewater generated by the development could result in the release of nitrogen and phosphate into the Solent leading to adverse impacts on features of the Solent Maritime SAC and the Solent and Southampton Water SPA/Ramsar site.</p> <p>The findings of the initial assessment concluded that significant effects were possible. A detailed appropriate assessment was therefore conducted on the proposed development.</p> <p>Following consideration of a number of avoidance and mitigation measures designed to remove any risk of a significant effect on the identified European sites, it has been concluded that the significant effects, which are likely in association with the proposed development, can be adequately mitigated and that there will be no adverse effect on the integrity of protected sites.</p>

**Section 1 - details of the plan or project**

**European sites potentially impacted by plan or project:  
European Site descriptions are available in Appendix I of the City Centre Action Plan's Habitats Regulations Assessment Baseline Evidence Review Report, which is on the city council's website**

- Solent and Dorset Coast Special Protection Area (SPA)
- Solent and Southampton Water SPA
- Solent and Southampton Water Ramsar Site
- Solent Maritime Special Area of Conservation (SAC)
- River Itchen SAC
- New Forest SAC
- New Forest SPA
- New Forest Ramsar site

**Is the project or plan directly connected with or necessary to the management of the site (provide details)?**

No – the development is not connected to, nor necessary for, the management of any European site.

**Are there any other projects or plans that together with the project or plan being assessed could affect the site (provide details)?**

- Southampton Core Strategy (amended 2015) (<http://www.southampton.gov.uk/policies/Amended-Core-Strategy-inc-CSPR-%20Final-13-03-2015.pdf>)
- City Centre Action Plan (<http://www.southampton.gov.uk/planning/planning-policy/adopted-plans/city-centre-action-plan.aspx>)
- South Hampshire Strategy ([http://www.push.gov.uk/work/housing-and-planning/south\\_hampshire\\_strategy.htm](http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm))

The PUSH Spatial Position Statement plans for 104,350 net additional homes, 509,000 sq. m of office floorspace and 462,000 sq. m of mixed B class floorspace across South Hampshire and the Isle of Wight between 2011 and 2034.

Southampton aims to provide a total of 15,610 net additional dwellings across the city between 2016 and 2035 as set out in the Amended Core Strategy.

Whilst the dates of the two plans do not align, it is clear that the proposed development of this site is part of a far wider reaching development strategy for the South Hampshire sub-region which will result in a sizeable increase in population and economic activity.

Regulations 62 and 70 of the Conservation of Habitats and Species Regulations 2017 (as amended) (the Habitats Regulations) are clear that the assessment provisions, ie. Regulations 63 and 64 of the same regulations, apply in relation to granting planning permission on an application under Part 3 of the TCPA 1990. The assessment below constitutes the city council's assessment of the implications of the

development described above on the identified European sites, as required under Regulation 63 of the Habitats Regulations.

## Section 2 - Assessment of implications for European sites

### **Test 1: the likelihood of a significant effect**

- **This test is to determine whether or not any possible effect could constitute a significant effect on a European site as set out in Regulation 63(1) (a) of the Habitats Regulations.**

The proposed development is located close to the Solent and Dorset Coast SPA, Solent and Southampton Water SPA and Ramsar site and the Solent Maritime SAC. As well as the River Itchen SAC, New Forest SAC, SPA and Ramsar site.

A full list of the qualifying features for each site is provided at the end of this report. The development could have implications for these sites which could be both temporary, arising from demolition and construction activity, or permanent arising from the on-going impact of the development when built.

The following effects are possible:

- Contamination and deterioration in surface water quality from mobilisation of contaminants;
- Disturbance (noise and vibration);
- Increased leisure activities and recreational pressure; and,
- Deterioration in water quality caused by nitrates from wastewater

### **Conclusions regarding the likelihood of a significant effect**

**This is to summarise whether or not there is a likelihood of a significant effect on a European site as set out in Regulation 63(1)(a) of the Habitats Regulations.**

The project being assessed is as described above. The site is located close to the Solent and Dorset Coast Special Protection Area (SPA), the Solent and Southampton Water SPA/Ramsar site and the New Forest Special Area of Conservation (SAC)/ SPA/Ramsar site.

The site is located close to European sites and as such there is potential for construction stage impacts. Concern has also been raised that the proposed development, in-combination with other residential developments across south Hampshire, could result in recreational disturbance to the features of interest of the New Forest SPA/Ramsar site and the Solent and Southampton Water SPA/Ramsar site. In addition, wastewater generated by the development could result in the release of nitrogen into the Solent leading to adverse impacts on features of the Solent Maritime SAC and the Solent and Southampton Water SPA/Ramsar site.

Overall, there is the potential for permanent impacts which could be at a sufficient level to be considered significant. As such, a full appropriate assessment of the implications for the identified European sites is required before the scheme can be authorised.

**Test 2: an appropriate assessment of the implications of the development for the identified European sites in view of those sites' conservation objectives**

**The analysis below constitutes the city council's assessment under Regulation 63(1) of the Habitats Regulations**

The identified potential effects are examined below to determine the implications for the identified European sites in line with their conservation objectives and to assess whether the proposed avoidance and mitigation measures are sufficient to remove any potential impact.

In order to make a full and complete assessment it is necessary to consider the relevant conservation objectives. These are available on Natural England's web pages at <http://publications.naturalengland.org.uk/category/6528471664689152>.

The conservation objective for Special Areas of Conservation is to, *"Avoid the deterioration of the qualifying natural habitats and the habitats of qualifying species, and the significant disturbance of those qualifying species, ensuring the integrity of the site is maintained and the site makes a full contribution to achieving Favourable Conservation Status of each of the qualifying features."*

The conservation objective for Special Protection Areas is to, *"Avoid the deterioration of the habitats of the qualifying features, and the significant disturbance of the qualifying features, ensuring the integrity of the site is maintained and the site makes a full contribution to achieving the aims of the Birds Directive."*

Ramsar sites do not have a specific conservation objective however, under the National Planning Policy Framework (NPPF), they are considered to have the same status as European sites.

**TEMPORARY, CONSTRUCTION PHASE EFFECTS**

*Mobilisation of contaminants*

Sites considered: Solent and Southampton Water SPA/Ramsar site, Solent and Dorset Coast SPA, Solent Maritime SAC, River Itchen SAC (mobile features of interest including Atlantic salmon and otter).

The development site lies within Southampton, which is subject to a long history of port and associated operations. As such, there is the potential for contamination in the site to be mobilised during construction. In 2016 the ecological status of the Southampton Waters was classified as 'moderate' while its chemical status classified as 'fail'. In addition, demolition and construction works would result in the emission of coarse and fine dust and exhaust emissions – these could impact surface water quality in the Solent and Southampton SPA/Ramsar Site and Solent and Dorset Coast SPA with consequent impacts on features of the River Itchen SAC. There could also be deposition of dust particles on habitats within the Solent Maritime SAC.

A range of construction measures can be employed to minimise the risk of mobilising contaminants, for example spraying water on surfaces to reduce dust,



and appropriate standard operating procedures can be outlined within a Construction Environmental Management Plan (CEMP) where appropriate to do so.

In the absence of such mitigation there is a risk of contamination or changes to surface water quality during construction and therefore a significant effect is likely from schemes proposing redevelopment.

#### *Disturbance*

During demolition and construction noise and vibration have the potential to cause adverse impacts to bird species present within the SPA/Ramsar Site. Activities most likely to generate these impacts include piling and where applicable further details will be secured ahead of the determination of this planning application.

Sites considered: Solent and Southampton Water SPA

The distance between the development and the designated site is substantial and it is considered that sound levels at the designated site will be negligible. In addition, background noise will mask general construction noise. The only likely source of noise impact is piling and only if this is needed. The sudden, sharp noise of percussive piling will stand out from the background noise and has the potential to cause birds on the inter-tidal area to cease feeding or even fly away. This in turn leads to a reduction in the birds' energy intake and/or expenditure of energy which can affect their survival.

#### *Collision risk*

Sites considered: Solent and Southampton Water SPA, Solent and Dorset Coast SPA

Mapping undertaken for the Southampton Bird Flight Path Study 2009 demonstrated that the majority of flights by waterfowl occurred over the water and as a result collision risk with construction cranes, if required, or other infrastructure is not predicted to pose a significant threat to the species from the designated sites.

### **PERMANENT, OPERATIONAL EFFECTS**

#### **Recreational disturbance**

Human disturbance of birds, which is any human activity which affects a bird's behaviour or survival, has been a key area of conservation concern for a number of years. Examples of such disturbance, identified by research studies, include birds taking flight, changing their feeding behaviour or avoiding otherwise suitable habitat. The effects of such disturbance range from a minor reduction in foraging time to mortality of individuals and lower levels of breeding success.

#### **New Forest SPA/Ramsar site/ New Forest SAC**

Although relevant research, detailed in Sharp et al 2008, into the effects of human disturbance on interest features of the New Forest SPA/Ramsar site, namely nightjar, *Caprimulgus europaeus*, woodlark, *Lullula arborea*, and Dartford warbler

*Sylvia undata*, was not specifically undertaken in the New Forest, the findings of work on the Dorset and Thames Basin Heaths established clear effects of disturbance on these species.

### **Nightjar**

Higher levels of recreational activity, particularly dog walking, has been shown to lower nightjar breeding success rates. On the Dorset Heaths nests close to footpaths were found to be more likely to fail as a consequence of predation, probably due to adults being flushed from the nest by dogs allowing predators access to the eggs.

### **Woodlark**

Density of woodlarks has been shown to be limited by disturbance with higher levels of disturbance leading to lower densities of woodlarks. Although breeding success rates were higher for the nest that were established, probably due to lower levels of competition for food, the overall effect was approximately a third fewer chicks than would have been the case in the absence of disturbance.

### **Dartford warbler**

Adverse impacts on Dartford warbler were only found to be significant in heather dominated territories where high levels of disturbance increased the likelihood of nests near the edge of the territory failing completely. High disturbance levels were also shown to stop pairs raising multiple broods.

In addition to direct impacts on species for which the New Forest SPA/Ramsar site is designated, high levels of recreation activity can also affect habitats for which the New Forest SAC is designated. Such impacts include trampling of vegetation and compaction of soils which can lead to changes in plant and soil invertebrate communities, changes in soil hydrology and chemistry and erosion of soils.

### **Visitor levels in the New Forest**

The New Forest National Park attracts a high number of visitors, calculated to be 15.2 million annually in 2017 and estimated to rise to 17.6 million visitor days by 2037 (RJS Associates Ltd., 2018). It is notable in terms of its catchment, attracting a far higher proportion of tourists and non-local visitors than similar areas such as the Thames Basin and Dorset Heaths.

Research undertaken by Footprint Ecology, Liley et al (2019), indicated that 83% of visitors to the New Forest were making short visits directly from home whilst 14% were staying tourists and a further 2% were staying with friends or family. These proportions varied seasonally with more holiday makers (22%) and fewer day visitors (76%), in the summer than compared to the spring (12% and 85% respectively) and the winter (11% and 86%). The vast majority of visitors travelled by car or other motor vehicle and the main activities undertaken were dog walking (55%) and walking (26%).

Post code data collected as part of the New Forest Visitor Survey 2018/19 (Liley et al, 2019) revealed that 50% of visitors making short visits/day trips from home lived within 6.1km of the survey point, whilst 75% lived within 13.8km; 6% of these visitors were found to have originated from Southampton.

The application site is located within the 13.8km zone for short visits/day trips and residents of the new development could therefore be expected to make short visits to the New Forest.

Whilst car ownership is a key limitation when it comes to be able to access the New Forest, there are still alternative travel means including the train, bus, ferry and bicycle. As a consequence, there is a risk that recreational disturbance could occur as a result of the development. Mitigation measures will therefore be required.

### **Mitigation**

A number of potential mitigation measures are available to help reduce recreational impacts on the New Forest designated sites, these include:

- Access management within the designated sites;
- Alternative recreational greenspace sites and routes outside the designated sites;
- Education, awareness and promotion

Officers consider a combination of measures will be required to both manage visitors once they arrive in the New Forest, including influencing choice of destination and behaviour, and by deflecting visitors to destinations outside the New Forest.

The New Forest Visitor Study (2019) asked visitors questions about their use of other recreation sites and also their preferences for alternative options such as a new country park or improved footpaths and bridleways. In total 531 alternative sites were mentioned including Southampton Common which was in the top ten of alternative sites. When asked whether they would use a new country park or improved footpaths/ bridleways 40% and 42% of day visitors respectively said they would whilst 21% and 16% respectively said they were unsure. This would suggest that alternative recreation sites can act as suitable mitigation measures, particularly as the research indicates that the number of visits made to the New Forest drops the further away people live.

The top features that attracted people to such sites (mentioned by more than 10% of interviewees) included: Refreshments (18%); Extensive/good walking routes (17%); Natural, 'wild', with wildlife (16%); Play facilities (15%); Good views/scenery (14%); Woodland (14%); Toilets (12%); Off-lead area for dogs (12%); and Open water (12%). Many of these features are currently available in Southampton's Greenways and semi-natural greenspaces and, with additional investment in infrastructure, these sites would be able to accommodate more visitors.

The is within easy reach of a number of semi-natural sites including Southampton Common and the four largest greenways: Lordswood, Lordsdale, Shoreburs and Weston. Officers consider that improvements to the nearest Park will positively encourage greater use of the park by residents of the development in favour of the New Forest. In addition, these greenway sites, which can be accessed via cycle

routes and public transport, provide extended opportunities for walking and connections into the wider countryside. In addition, a number of other semi-natural sites including Peartree Green Local Nature Reserve (LNR), Frogs Copse and Riverside Park are also available.

The City Council has committed to ring fencing 4% of CIL receipts to cover the cost of upgrading the footpath network within the city's greenways. This division of the ring-fenced CIL allocation is considered to be appropriate based on the relatively low proportion of visitors, around 6%, recorded originating from Southampton. At present, schemes to upgrade the footpaths on Peartree Green Local Nature Reserve (LNR) and the northern section of the Shoreburs Greenway are due to be implemented within the next twelve months, ahead of occupation of this development. Officers consider that these improvement works will serve to deflect residents from visiting the New Forest.

Discussions have also been undertaken with the New Forest National Park Authority (NFNPA) since the earlier draft of this Assessment to address impacts arising from visitors to the New Forest. The NFNPA have identified a number of areas where visitors from Southampton will typically visit including locations in the eastern half of the New Forest, focused on the Ashurst, Deerleap and Longdown areas of the eastern New Forest, and around Brook and Fritham in the northeast and all with good road links from Southampton. They also noted that visitors from South Hampshire (including Southampton) make up a reasonable proportion of visitors to central areas such as Lyndhurst, Rhinefield, Hatchet Pond and Balmer Lawn (Brockenhurst). The intention, therefore, is to make available the remaining 1% of the ring-fenced CIL monies to the NFNPA to be used to fund appropriate actions from the NFNPA's Revised Habitat Mitigation Scheme SPD (July 2020) in these areas. An initial payment of £73k from extant development will be paid under the agreed MoU towards targeted infrastructure improvements in line with their extant Scheme and the findings of the recent visitor reports. This will be supplemented by a further CIL payment from the development with these monies payable after the approval of the application but ahead of the occupation of the development to enable impacts to be properly mitigated.

The NFNPA have also provided assurance that measures within the Mitigation Scheme are scalable, indicating that additional financial resources can be used to effectively mitigate the impacts of an increase in recreational visits originating from Southampton in addition to extra visits originating from developments within the New Forest itself both now and for the lifetime of the development

#### Funding mechanism

A commitment to allocate CIL funding has been made by Southampton City Council. The initial proposal was to ring fence 5% of CIL receipts for measures to mitigate recreational impacts within Southampton and then, subsequently, it was proposed to use 4% for Southampton based measures and 1% to be forwarded to the NFNPA to deliver actions within the Revised Habitat Mitigation Scheme SPD (July 2020). To this end, a Memorandum of Understanding between SCC and the NFNPA, which commits both parties to,

*“work towards an agreed SLA whereby monies collected through CIL in the administrative boundary of SCC will be released to NFNPA to finance infrastructure works associated with its Revised Habitat Mitigation Scheme SPD (July 2020), thereby mitigating the direct impacts from development in Southampton upon the New Forest’s international nature conservation designations in perpetuity.”*

has been agreed.

The Revised Mitigation Scheme set out in the NFNPA SPD is based on the framework for mitigation originally established in the NFNPA Mitigation Scheme (2012). The key elements of the Revised Scheme to which CIL monies will be released are:

- Access management within the designated sites;
- Alternative recreational greenspace sites and routes outside the designated sites;
- Education, awareness and promotion;
- Monitoring and research; and
- In perpetuity mitigation and funding.

At present there is an accrued total, dating back to 2019 of £73,239.81 to be made available as soon as the SLA is agreed. This will be ahead of the occupation of the development. Further funding arising from the development will be provided.

Provided the approach set out above is implemented, an adverse impact on the integrity of the protected sites will not occur.

### **Solent and Southampton Water SPA/Ramsar site**

The Council has adopted the Solent Recreation Mitigation Partnership’s Mitigation Strategy (December 2017), in collaboration with other Councils around the Solent, in order to mitigate the effects of new residential development on the Solent and Southampton Water SPA and Ramsar site. This strategy enables financial contributions to be made by developers to fund appropriate mitigation measures. The level of mitigation payment required is linked to the number of bedrooms within the properties.

The residential element of the development could result in a net increase in the city’s population and there is therefore the risk that the development, in-combination with other residential developments across south Hampshire, could lead to recreational impacts upon the Solent and Southampton Water SPA. A contribution to the Solent Recreation Mitigation Partnership’s mitigation scheme will enable the recreational impacts to be addressed. The developer has committed to make a payment prior to the commencement of development in line with current Bird Aware requirements and these will be secured ahead of occupation – and most likely ahead of planning permission being implemented.

### *Water quality*

### **Solent Maritime SAC and the Solent and Southampton Water SPA/Ramsar site**

Natural England highlighted concerns regarding, *“high levels of nitrogen and phosphorus input to the water environment in the Solent with evidence that these nutrients are causing eutrophication at internationally designated sites.”*

Eutrophication is the process by which excess nutrients are added to a water body leading to rapid plant growth. In the case of the Solent Maritime SAC and the Solent and Southampton Water SPA/Ramsar site the problem is predominately excess nitrogen arising from farming activity, wastewater treatment works discharges and urban run-off.

Features of Solent Maritime SAC and Solent and Southampton Water SPA/Ramsar site that are vulnerable to increases in nitrogen levels are coastal grazing marsh, inter-tidal mud and seagrass.

Evidence of eutrophication impacting the Solent Maritime SAC and Solent and Southampton Water SPA/Ramsar site has come from the Environment Agency data covering estimates of river flow, river quality and also data on WwTW effluent flow and quality.

An Integrated Water Management Study for South Hampshire, commissioned by the Partnership for Urban South Hampshire (PUSH) Authorities, examined the delivery of development growth in relation to legislative and government policy requirements for designated sites and wider biodiversity. This work has identified that there is uncertainty in some locations as to whether there will be enough capacity to accommodate new housing growth. There is uncertainty about the efficacy of catchment measures to deliver the required reductions in nitrogen levels, and/or whether the upgrades to wastewater treatment works will be enough to accommodate the quantity of new housing proposed. Considering this, Natural England have advised that a nitrogen budget is calculated for larger developments.

A methodology provided by Natural England has been used to calculate a nutrient budget and the calculations conclude that there is a predicted Total Nitrogen surplus arising from the development as set out in the applicant's submitted Calculator, included within the submitted Sustainability Checklist, that uses the most up to date calculators (providing by Natural England) and the Council's own bespoke occupancy predictions and can be found using Public Access:  
<https://www.southampton.gov.uk/planning/planning-applications/>

This submitted calculation has been checked by the LPA and is a good indication of the scale of nitrogen that will be generated by the development. Further nitrogen budgets will be required as part of any future HRAs. These nitrogen budgets cover the specific mix and number of proposed overnight accommodation and will then inform the exact quantum of mitigation required.

SCC is satisfied that, at this point in the application process, the quantum of nitrogen likely to be generated can be satisfactorily mitigated. This judgement is based on the following measures:

- SCC has adopted a Position Statement, ‘Southampton Nitrogen Mitigation Position Statement’ which is designed to ensure that new residential and hotel accommodation achieves ‘nitrogen neutrality’ with mitigation offered within the catchment where the development will be located;
- The approach set out within the Position Statement is based on calculating a nitrogen budget for the development and then mitigating the effects of this to achieve nitrogen neutrality. It is based on the latest advice and calculator issued by Natural England (March 2022);
- The key aspects of Southampton’s specific approach, as set out in the Position Statement, have been discussed and agreed with Natural England ahead of approval by the Council’s Cabinet in June 2022;
- The Position Statement sets out a number of potential mitigation approaches. The principle underpinning these measures is that they must be counted solely for a specific development, are implemented prior to occupation, are maintained for the duration of the impact of the development (generally taken to be 80 – 125 years) and are enforceable;
- SCC has signed a Section 33 Legal Agreement with Eastleigh Borough Council to enable the use of mitigation land outside Southampton’s administrative boundary, thereby ensuring the required ongoing cross-boundary monitoring and enforcement of the mitigation;
- The applicant has indicated that it will purchase the required number of credits from the Eastleigh BC mitigation scheme to offset the nutrient loading detailed within the nitrogen budget calculator (Appendix 2);
- The initial approach was to ensure an appropriate mitigation strategy was secured through a s.106 legal agreement but following further engagement with Natural England a Grampian condition, requiring implementation of specified mitigation measures prior to first occupation, will be attached to the planning permission. The proposed text of the Grampian condition is as follows:

**Outline PP where phased and/or unit quantum or mix unknown:**

***Not to commence the development of each phase unless the nitrogen budget for that phase has been submitted to and approved by the council. The development of each phase hereby permitted shall not be occupied unless a Nitrate Mitigation Vesting Certificate confirming the purchase of sufficient nitrates credits from the **Eastleigh Borough Council – tbc with applicant** Nutrient Offset Scheme for that phase has been submitted to the council.***

***Reason:***

***To demonstrate that suitable mitigation has been secured in relation to the effect that nitrates from the development has on the Protected Sites around The Solent.***

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***The development hereby permitted shall not be occupied unless a Nitrate Mitigation Vesting Certificate confirming the purchase of sufficient nitrates credits from the **Eastleigh Borough Council – tbc with applicant** Nutrient Offset Scheme for the development has been***

***submitted to the council.***

***Reason:***

***To demonstrate that suitable mitigation has been secured in relation to the effect that nitrates from the development has on the Protected Sites around The Solent.***

With these measures in place nitrate neutrality will be secured from this development and as a consequence there will be no adverse effect on the integrity of the protected sites.

### **Conclusions regarding the implications of the development for the identified European sites in view of those sites' conservation objectives**

#### **Conclusions**

The following conclusions can be drawn from the evidence provided:

- There is potential for a number of impacts, including noise disturbance and mobilisation of contaminants, to occur at the demolition and construction stage.
- Water quality within the Solent and Southampton Water SPA/Ramsar site could be affected by release of nitrates contained within wastewater.
- Increased levels of recreation activity could affect the Solent and Southampton Water SPA/Ramsar site and the New Forest/SAC/SPA/Ramsar site.
- There is a low risk of birds colliding with the proposed development.

The following mitigation measures have been proposed as part of the development:

#### **Demolition and Construction phase**

- Provision of a Construction Environmental Management Plan, where appropriate.
- Use of quiet construction methods where feasible;
- Further site investigations and a remediation strategy for any soil and groundwater contamination present on the site.

#### **Operational**

- Contribution towards the Solent Recreation Mitigation Partnership scheme. The precise contribution level will be determined based on the known mix of development;
- 4% of the CIL contribution will be ring fenced for footpath improvements in Southampton's Greenways network. The precise contribution level will be determined based on the known mix of development;
- Provision of a welcome pack to new residents highlighting local greenspaces and including walking and cycling maps illustrating local routes and public transport information.
- 1% of the CIL contribution will be allocated to the New Forest National Park Authority (NFNPA) Habitat Mitigation Scheme. A Memorandum of Understanding (MoU), setting out proposals to develop a Service Level Agreement (SLA) between SCC and the NFNPA, has been agreed. The precise contribution level will be determined based on the known mix of development with payments made to ensure targeted mitigation can be delivered by NFNPA ahead of occupation of this development.
- A Grampian condition, requiring evidence of purchase of credits from the Eastleigh B C mitigation scheme prior to first occupation, will be attached to



the planning permission. The mitigation measures will be consistent with the requirements of the Southampton Nitrogen Mitigation Position Statement to ensure nitrate neutrality.

- All mitigation will be in place ahead of the first occupation of the development thereby ensuring that the direct impacts from this development will be properly addressed.

As a result of the mitigation measures detailed above, when secured through planning obligations and conditions, officers are able to conclude that there will be no adverse impacts upon the integrity of European and other protected sites in the Solent and New Forest arising from this development.

## References

Fearnley, H., Clarke, R. T. & Liley, D. (2011). The Solent Disturbance & Mitigation Project. Phase II – results of the Solent household survey. ©Solent Forum/Footprint Ecology.

Liley, D., Stillman, R. & Fearnley, H. (2010). The Solent Disturbance and Mitigation Project Phase 2: Results of Bird Disturbance Fieldwork 2009/10. Footprint Ecology/Solent Forum.

Liley, D., Panter, C., Caals, Z., & Saunders, P. (2019) Recreation use of the New Forest SAC/SPA/Ramsar: New Forest Visitor Survey 2018/19. Unpublished report by Footprint Ecology.

Liley, D. & Panter, C. (2020). Recreation use of the New Forest SAC/SPA/Ramsar: Results of a telephone survey with people living within 25km. Unpublished report by Footprint Ecology.

## Protected Site Qualifying Features

### The New Forest SAC

The New Forest SAC qualifies under Article 3 of the Habitats Directive by supporting the following Annex I habitats:

- Oligotrophic waters containing very few minerals of sandy plains (*Littorelletalia uniflorae*) (primary reason for selection)
- Oligotrophic to mesotrophic standing waters with vegetation of the *Littorelletea uniflorae* and/or of the *Isoëto-Nanojuncetea* (primary reason for selection)
- Northern Atlantic wet heaths with *Erica tetralix* (primary reason for selection)
- European dry heaths (primary reason for selection)
- *Molinia* meadows on calcareous, peaty or clayey-silt laden soils (*Molinion caeruleae*) (primary reason for selection)
- Depressions on peat substrates of the *Rhynchosporion* (primary reason for selection)
- Atlantic acidophilous beech forests with *Ilex* and sometimes also *Taxus* in the shrub layer
- (*Quercion robori-petraeae* or *Ilici-Fagenion*) (primary reason for selection)
- *Asperulo-Fagetum* beech forests (primary reason for selection)
- Old acidophilous oak woods with *Quercus robur* on sandy plains (primary reason for selection)
- Bog woodland (primary reason for selection)
- Alluvial forests with *Alnus glutinosa* and *Fraxinus excelsior* (*Alno-Padion*, *Alnion incanae*,
- *Salicion albae*) (primary reason for selection)
- Transition mires and quaking bogs
- Alkaline fens

The New Forest SAC qualifies under Article 3 of the Habitats Directive by supporting the following Annex II species:

- Southern Damselfly *Coenagrion mercurial* (primary reason for selection)
- Stag Beetle *Lucanus cervus* (primary reason for selection)
- Great Crested Newt *Triturus cristatus*

### The New Forest SPA

The New Forest SPA qualifies under Article 4.1 of the Birds Directive by supporting breeding populations of European importance of the following Annex I species:

- Dartford Warbler *Sylvia undata*
- Honey Buzzard *Pernis apivorus*
- Nightjar *Caprimulgus europaeus*
- Woodlark *Lullula arborea*

The SPA qualifies under Article 4.2 of the Birds Directive by supporting overwintering populations of European importance of the following migratory species:

- Hen Harrier *Circus cyaneus*

### New Forest Ramsar Site

The New Forest Ramsar site qualifies under the following Ramsar criteria:

- Ramsar criterion 1: Valley mires and wet heaths are found throughout the site and are of outstanding scientific interest. The mires and heaths are within catchments whose uncultivated and undeveloped state buffer the mires against adverse ecological change. This is the largest concentration of intact valley mires of their type in Britain.
- Ramsar criterion 2: The site supports a diverse assemblage of wetland plants and animals including several nationally rare species. Seven species of nationally rare plant are found on the site, as are at least 65 British Red Data Book species of invertebrate.
- Ramsar criterion 3: The mire habitats are of high ecological quality and diversity and have undisturbed transition zones. The invertebrate fauna of the site is important due to the concentration of rare and scarce wetland species. The whole site complex, with its examples of semi-natural habitats is essential to the genetic and ecological diversity of southern England.

### **Solent Maritime SAC**

The Solent Maritime SAC qualifies under Article 3 of the Habitats Directive by supporting the following Annex I habitats:

- Estuaries (primary reason for selection)
- Spartina swards (*Spartinion maritimae*) (primary reason for selection)
- Atlantic salt meadows (*Glauco-Puccinellietalia maritimae*) (primary reason for selection)
- Sandbanks which are slightly covered by sea water all the time
- Mudflats and sandflats not covered by seawater at low tide
- Coastal lagoons
- Annual vegetation of drift lines
- Perennial vegetation of stony banks
- Salicornia and other annuals colonising mud and sand
- Shifting dunes along the shoreline with *Ammophila arenaria* (“white dunes”)

Solent Maritime SAC qualifies under Article 3 of the Habitats Directive by supporting the following Annex II species:

- Desmoulin's whorl snail *Vertigo moulinsiana*

### **Solent and Southampton Water SPA**

Solent and Southampton Water SPA qualifies under Article 4.1 of the Birds Directive by supporting breeding populations of European importance of the following Annex I species:

- Common Tern *Sterna hirundo*
- Little Tern *Sterna albifrons*
- Mediterranean Gull *Larus melanocephalus*
- Roseate Tern *Sterna dougallii*
- Sandwich Tern *Sterna sandvicensis*

The SPA qualifies under Article 4.2 of the Birds Directive by supporting overwintering populations of European importance of the following migratory species:

- Black-tailed Godwit *Limosa limosa islandica*

- Dark-bellied Brent Goose *Branta bernicla bernicla*
- Ringed Plover *Charadrius hiaticula*
- Teal *Anas crecca*

The SPA also qualifies under Article 4.2 of the Birds Directive by regularly supporting at least 20,000 waterfowl, including the following species:

- Gadwall *Anas strepera*
- Teal *Anas crecca*
- Ringed Plover *Charadrius hiaticula*
- Black-tailed Godwit *Limosa limosa islandica*
- Little Grebe *Tachybaptus ruficollis*
- Great Crested Grebe *Podiceps cristatus*
- Cormorant *Phalacrocorax carbo*
- Dark-bellied Brent Goose *Branta bernicla bernicla*
- Wigeon *Anas penelope*
- Redshank *Tringa tetanus*
- Pintail *Anas acuta*
- Shoveler *Anas clypeata*
- Red-breasted Merganser *Mergus serrator*
- Grey Plover *Pluvialis squatarola*
- Lapwing *Vanellus vanellus*
- Dunlin *Calidris alpina alpina*
- Curlew *Numenius arquata*
- Shelduck *Tadorna tadorna*

#### **Solent and Southampton Water Ramsar Site**

The Solent and Southampton Water Ramsar site qualifies under the following Ramsar criteria:

- Ramsar criterion 1: The site is one of the few major sheltered channels between a substantial island and mainland in European waters, exhibiting an unusual strong double tidal flow and has long periods of slack water at high and low tide. It includes many wetland habitats characteristic of the biogeographic region: saline lagoons, saltmarshes, estuaries, intertidal flats, shallow coastal waters, grazing marshes, reedbeds, coastal woodland and rocky boulder reefs.
- Ramsar criterion 2: The site supports an important assemblage of rare plants and invertebrates. At least 33 British Red Data Book invertebrates and at least eight British Red Data Book plants are represented on site.
- Ramsar criterion 5: A mean peak count of waterfowl for the 5-year period of 1998/99 – 2002/2003 of 51,343
- Ramsar criterion 6: The site regularly supports more than 1% of the individuals in a population for the following species: Ringed Plover *Charadrius hiaticula*, Dark-bellied Brent Goose *Branta bernicla bernicla*, Eurasian Teal *Anas crecca* and Black-tailed Godwit *Limosa limosa islandica*.

**POLICY CONTEXT**

Core Strategy - (as amended 2015)

CS4	Housing Delivery
CS6	Housing Density
CS13	Fundamentals of Design
CS15	Affordable Housing
CS16	Housing Mix and Type
CS18	Transport: Reduce-Manage-Invest
CS19	Car & Cycle Parking
CS20	Tackling and Adapting to Climate Change
CS25	The Delivery of Infrastructure and Developer Contributions

City of Southampton Local Plan Review – (as amended 2015)

SDP1	Quality of Development
SDP4	Development Access
SDP5	Parking
SDP6	Urban Design Principles
SDP7	Urban Design Context
SDP8	Urban Form and Public Space
SDP9	Scale, Massing & Appearance
SDP11	Accessibility & Movement
H1	Housing Supply
H4	Houses in Multiple Occupation
H7	The Residential Environment

Supplementary Planning Guidance

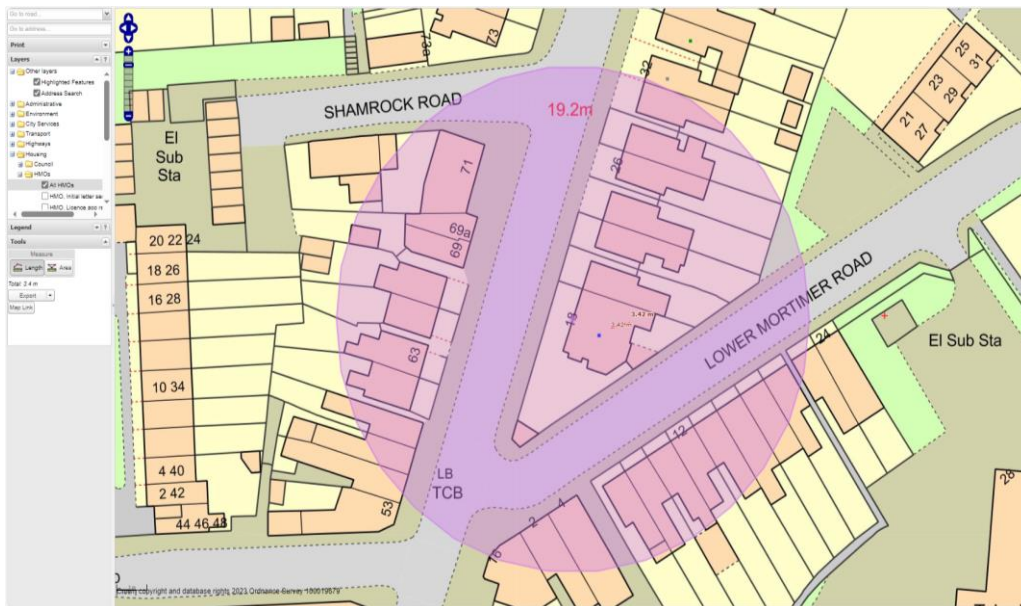
Residential Design Guide (Approved - September 2006)  
Planning Obligations (Adopted - September 2013)  
Parking Standards SPD (September 2011)  
HMO SPD (2016)

Other Relevant Guidance

The National Planning Policy Framework (revised 2023)  
The Southampton Community Infrastructure Levy Charging Schedule (September 2013)

**Relevant Planning History**

<b>Case Ref</b>	<b>Proposal</b>	<b>Decision</b>	<b>Date</b>
1531/E5	ERECTION OF TWO SINGLE STOREY REAR EXTENSIONS	Conditionally Approved	29.11.1977
1549/E16	BRICKWALL AND RAILINGS ON HIGHWAY FRONTAGE	Conditionally Approved	09.01.1979
1615/E21	ERECTION OF TWO STOREY REAR EXTENSION	Conditionally Approved	27.04.1982
E25/1639	CHANGE OF USE TO REST HOME FOR 7 ELDERLY PERSONS	Application Refused	20.12.1983
E25/1641	CHANGE OF USE TO REST HOME FOR 7 ELDERLY PERSONS	Application Refused	31.01.1984



**Properties Included within Assessment.**

Number	Road	Counted
16	Bridge Road	No
20	Bridge Road	Yes
22	Bridge Road	Yes
24	Bridge Road	Yes
26	Bridge Road	Yes
28	Bridge Road	Yes
30	Bridge Road	Yes
32	Bridge Road	Yes
55	Bridge Road	No
57	Bridge Road	No
59	Bridge Road	No
61	Bridge Road	Yes
63	Bridge Road	Yes
65	Bridge Road	Yes
67	Bridge Road	Yes
69	Bridge Road	Yes
69a	Bridge Road	Yes
71	Bridge Road	No
2	Lower Mortimer Road	No
4	Lower Mortimer Road	Yes
6	Lower Mortimer Road	Yes
8	Lower Mortimer Road	Yes
10	Lower Mortimer Road	Yes
12	Lower Mortimer Road	Yes

14	Lower Mortimer Road	Yes
16	Lower Mortimer Road	Yes
18	Lower Mortimer Road	Yes
20	Lower Mortimer Road	Yes
22	Lower Mortimer Road	Yes



