

Application Number: 23/10278 Variation / Removal of Condition

Site:	SPRINGBOURNE FARM, ROCKBOURNE SP6 3NS
Development:	Removal of condition 11 of planning permission 20/10852 to enable the three dwellings to be completed as dwelling houses with unrestricted occupation
Applicant:	Roddys Retreat Limited
Agent:	Bell Cornwell LLP
Target Date:	10/05/2023
Case Officer:	Vivienne Baxter
Officer Recommendation	Grant subject to conditions.
Reason for Committee Referral:	This application is to be considered by Committee because of a contrary Parish Council comment.

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) principle of the development
- 2) impact on the character and appearance of the area including AONB
- 3) impact on the residential amenities of the area
- 4) highway matters including parking and rights of way
- 5) ecology and habitat matters

2 SITE DESCRIPTION

The site lies at the edge of the village of Rockbourne along a farm track which also serves as a public right of way. It contains a single storey barn parallel to the track but separated by planting. It benefits from a vehicular access off the track to the north-east. Adjoining land to the south-east and south contains other farm buildings and a mobile home. The land rises to the rear (south-east).

3 PROPOSED DEVELOPMENT

The proposal is made under Section 73 and entails the removal of a condition imposed on the extant permission, 20/10852 which granted consent for the partial conversion, demolition & internal excavation of existing agricultural building into 3 x holiday lets; new wall to the retained section of barn.

Condition 11 states: *The building(s) hereby approved shall only be used for the purpose of self-catering holiday accommodation and shall not be occupied by the same person or persons for more than one month in any one calendar year, and shall at no time be used as a dwelling house falling within Class C3 of the Use Classes Order 1987 (as amended and revised).*

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
23/10307 Residential dwelling and garage/store; demolition of existing agricultural barn, stables and dilapidated outbuilding			Application registered
20/10975 Conversion of existing agricultural barn to residential. Conversion of existing stables to garage/store; demolition of dilapidated outbuilding	01/12/2022	Granted Subject to Conditions	Decided
20/10852 Partial conversion, demolition & internal excavation of existing agricultural building into 3 x holiday lets; new wall to the retained section of barn	01/12/2022	Granted Subject to Conditions	Decided

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy ENV1: Mitigating the impacts of development on International Nature Conservation sites

Policy ENV3: Design quality and local distinctiveness

Policy IMPL1: Developer Contributions

Policy IMPL2: Development standards

Policy STR2: Protection of the countryside, Cranborne Chase Area of Outstanding Natural Beauty and the adjoining New Forest National Park

Local Plan Part 2: Sites and Development Management 2014

DM13: Tourism and visitor facilities

DM20: Residential development in the countryside

Supplementary Planning Guidance And Documents

SPD - Mitigation Strategy for European Sites

SPD - Parking Standards

SPD - Air Quality in New Development. Adopted June 2022

National Planning Policy Framework

National Planning Policy Guidance

6 PARISH / TOWN COUNCIL COMMENTS

Rockbourne Parish Council: PAR4: We recommend REFUSAL, for the reasons listed. This plan is against New Forest District Council planning policy, which encourages tourist use but not residential. Significant restrictions were placed on original application which they are now trying to change.

7 COUNCILLOR COMMENTS

No comments received

8 **CONSULTEE COMMENTS**

Comments have been received from the following consultees:

HCC Rights of Way: Comment and request informatives

HCC Highways: Refer to standing advice

NFDC Ecologist: No comments

9 **REPRESENTATIONS RECEIVED**

The following is a summary of the representations received.

- unrestricted occupation is wrong - blatant property development in an AONB
- the Parish Plan has not identified a need for additional housing in the village
- the properties would not be for rural tourism
- increase in traffic along track which would be out of keeping with the rural environment
- disruption during construction
- would set a precedent
- new housing would normally be resisted here
- no good reason to remove the condition
- goes against Council policy
- increase in light pollution and noise
- harm to highway safety through increased traffic in village where there are no footpaths
- there are no facilities in Rockbourne to support the development
- approval would be unlawful maladministration and abuse of the planning system

One objection advises that Rockbourne does not need further tourism accommodation although this would seem to be more of a comment on the extant permission.

For: 0

Against: 14

10 **PLANNING ASSESSMENT**

Principle of Development

The principle of converting the building into three units of holiday accommodation has been previously accepted.

During the assessment of the previous application on this site, the suitability of the conversion of the building for holiday purposes was considered. The principle of the building being suitable for conversion remains and the case officer is satisfied following a site visit that the building is still capable of such a conversion. However, although the previous planning consent was for conversion to 3 holiday lets - which still falls within Class C3 residential - this was considered within a different policy context being a proposal for tourist accommodation, and the proposal was justified on this basis.

Removal of the condition would result in a new residential dwelling in the countryside. Consideration therefore needs to be given as to whether this is acceptable in policy terms. In principle, new dwellings can be permitted in the countryside where they are for agricultural or forestry workers or affordable housing

(Policy DM20 of the Local Plan Part 2). This proposal is for neither and so would not comply with this Policy.

However, the NPPF (2021) provides more up to date policy guidance, and Paragraph 80 of the Framework allows for the reuse of redundant isolated buildings where the immediate environment would be enhanced.

At present, the collection of buildings at Springbourne Farm are in a poor state of repair and there is scope for significant improvements to be made. The structural engineers report that was submitted with the original application indicated that subject to reinforcing elements of the existing structure, including where sections are to be removed, the building is suitable for conversion.

The structural survey submitted with the application advises that vegetation covers part of the building and it recommends the replacement of certain elements of the existing structure. However, the main timber framework of the barn is in a condition suitable for conversion. Building Control assessed the structural report at this time and concluded that whilst some elements require strengthening, there is sufficient structure which can be re-used. The conversion and re-use of the building would result in an enhancement to the visual amenity of the area.

The proposal therefore complies with paragraph 80 of the NPPF relating to the reuse of redundant or disused buildings whilst enhancing their setting. As such the principle of the proposed development would comply with policy and is acceptable.

Accepting the principle of development, the following further matters need to be considered: impact the character of the area, residential amenity, highway matters and ecology. In making this assessment it should be noted that an unrestricted residential occupancy of the converted building would be likely to have impacts similar in nature and scale to that of the consented 3 holiday lets and this would also not preclude use of the building for holiday lets in the future.

Impact on local character and appearance of area

The proposal does not involve any physical changes to the approved scheme and subject to the re-imposition of conditions on the original consent relating to the appearance of the development as were (materials, landscaping, construction management), there are no objections to the proposal in this respect.

Impacts on the AONB would not materially change as a result of the removal of this restrictive condition. Whilst concerns had been raised to the original application by the AONB, these related to issues which could be addressed through condition, including the proposed materials for the works and any provision for lighting. It is noted that the area is within a dark sky reserve and note that whilst patio doors and full height windows are proposed to the rear of each of the units, in view of the lowering of the floor level within the building and raised garden area, combined with the proposed brise soleil at eaves level across the rear of the building, the full height of these features would not be readily visible nor would there be significant light implications within the AONB.

Residential amenity

The site is some distance from the nearest residential properties which are closer to the road, almost 200m away. There would be no loss of privacy or light and traffic movements would remain negligible (having regard to the extant permission) so as not to lead to unacceptable additional disturbance. Any potential noise would be

domestic in character and would be of a similar scale and intensity to that of the originally consented holiday let scheme. As such it would have a relatively modest impact on amenity so as to be acceptable.

Highway safety, access and parking

Third party concerns have been raised with regard to the potential increase in traffic generation and the impact of this on other users of the public footpath which runs past the site from the road. The Highway Authority has not raised any objections to the proposal which is not considered to result in significant levels of traffic generation over and above the extant scheme. They advise that their Standing Advice should be referred to with respect to parking provision. There is a requirement to provide and retain the parking previously approved and a condition would be imposed on any approval of this application.

With regard to the public Right of Way, Hampshire County Council has advised of the requirements to enable the public to use the Right of Way at all times without obstruction or hindrance and that any planning approval does not allow for any changes to the surface of the Right of Way. These requirements and others such as the need for a Construction Environmental Management Plan (CEMP) can be imposed through condition or through informatives on any permission.

Ecology

The ecological report has been updated and considered by the Council's ecologist who does not have any particular concerns other than ensuring the development is in compliance with Habitat Mitigation requirements and ecological enhancements are provided and retained in perpetuity.

Habitat Mitigation and off-site recreational impact

Habitat Mitigation

In accordance with the Conservation of Habitats and Species Regulations 2017 ('the Habitat Regulations') an Appropriate Assessment has been carried out as to whether granting permission would adversely affect the integrity of the New Forest and Solent Coast European sites, in view of that site's conservation objectives. The Assessment concludes that the proposed development would, in combination with other developments, have an adverse effect due to the recreational impacts on the European sites, but that such adverse impacts would be avoided if the applicant were to enter into a Section 106 legal agreement to secure a habitat mitigation contribution in accordance with the Council's Mitigation Strategy. In this case, the applicant previously entered into a Section 106 legal agreement under application 20/10852, which enables the transfer of the requirements of the Habitat Mitigation contribution from the original consent. There is no requirement for any uplift as the number of bedrooms has not been changed.

Phosphate neutrality and impact on River Avon SAC

In accordance with the Conservation of Habitats and Species Regulations 2017 ('the Habitat Regulations') an Appropriate Assessment was carried out as to whether granting planning permission would adversely affect the integrity of the River Avon European sites, in view of those sites' conservation objectives, having regard to phosphorous levels in the River Avon. However, Natural England has drawn attention to the fact that the submitted Appropriate Assessments (AA) rely on the delivery of the phosphate neutrality measures set out in the River Avon SAC – Phosphate Neutral Development Plan Interim Delivery Plan (Wood Environment &

Infrastructure Solutions UK Limited – January 2019). The Interim Delivery Plan set out mitigation measures for new development up to the end of March 2020, and thereafter relied on the delivery of the Wessex Water River Avon Outcome Delivery Incentive (ODI), if fully in place. Natural England's view is that, as the initial Interim Delivery Plan period has now concluded, the submitted AAs should not simply be rolled forward, at least without a valid evidence-based justification that provides the required reasonable certainty for phosphate neutrality. They also note that circumstances are different from those of when the Interim Delivery Plan was first agreed because of external developments in caselaw, notably the Dutch case (Joined Cases C-293/17 and C-294/17 Coöperatie Mobilisation for the Environment UA and Others v College van gedeputeerde staten van Limburg and Others).

With regard to current proposals, Natural England agrees with the competent authority that the plan or project for new residential development, without mitigation, has a likely significant effect on the River Avon Special Area of Conservation (SAC). The site is also listed as a Ramsar site and notified at a national level as the River Avon System and River Avon Valley Sites of Special Scientific Interest (SSSIs). Listed Wetlands of International Importance under the Ramsar Convention (Ramsar) sites are protected as a matter of Government policy. Natural England considers that impacts of phosphates on the Ramsar interest features are likely to be similar to the impacts on the SAC. As the Council cannot now rely on the Interim Delivery Plan to address phosphate levels in the River Avon, there needs to be a mitigation project to provide this development with a phosphate budget that will enable the development's phosphate impact to be offset. Such a project has now been secured and a Grampian style condition can be imposed that will secure the appropriate level of phosphate mitigation.

Air Quality

To ensure that impacts on international nature conservation sites are adequately mitigated, a financial contribution is required towards monitoring and, if necessary (based on future monitoring outcomes) managing or mitigating air quality effects within the New Forest SPA, SAC and Ramsar site. There is potential for traffic-related nitrogen air pollution (including NO_x, nitrogen deposition and ammonia) to affect the internationally important Annex 1 habitats for which the New Forest SAC was designated, and by extension those of the other International designations. Given the uncertainties in present data, a contribution is required to undertake ongoing monitoring of the effects of traffic emissions on sensitive locations. A monitoring strategy will be implemented to provide the earliest possible indication that the forms of nitrogen pollution discussed (including ammonia concentrations) are beginning to affect vegetation, so that, if necessary, measures can be taken to mitigate the impact and prevent an adverse effect on the integrity of the SAC habitats from occurring. In this case, the applicant has entered into a Section 106 legal agreement, under application 20/10852, which enables the transfer of the requirements of the Air Quality Monitoring contribution from the original consent.

In response to the requirements of the recently adopted 'Air Quality Assessments in New Development Supplementary Planning Document 2022, the applicant provided information with the original application explaining the measures that they will take to reduce the potential adverse impact new development can have upon air quality, thereby lessening the negative effects upon health and wellbeing. These will be no combustion appliances, electric car charging points and native planting within the landscaping.

Developer Contributions

As part of the development, the following has been secured via a Section 106 agreement:

- Air Quality Monitoring
- Habitat Mitigation

As part of the development, subject to any relief being granted the following amount Community Infrastructure Levy will be payable:

Type	Proposed Floorspace (sq/m)	Existing Floorspace (sq/m)	Net Floorspace (sq/m)	Chargeable Floorspace (sq/m)	Rate	Total
Dwelling houses	206	206	0	0	£80/sqm	£0.00 *

Subtotal:	£0.00
Relief:	£0.00
Total Payable:	£0.00

11 OTHER MATTERS

It is acknowledged that many local residents object to the proposal and the way that the applications have been made on this site. However, the procedure taken by the applicant is perfectly legitimate. Having regard to the comments made by the Parish Council, the restrictions previously included on the original approval will remain except for the one sought to be removed.

The site is situated within an AONB although the proposal would not result in any changes over and above those of the extant approval for the holiday lets which would impact on this sensitive area.

12 CONCLUSION /PLANNING BALANCE

Having regard to the extant permission for conversion of the building to three holiday lets, the removal of the holiday let restrictive condition would effectively lead to the creation of a residential dwelling in the countryside. However, having considered the suitability of the building for conversion against the relevant policy context this accord with NPPF para 80 and so the principle is acceptable.

The use of the converted building as a dwelling would have a limited impact on the character and appearance of the area, residential amenity or the adjacent public right of way and these impacts would be similar in nature and scale to that of the consented 3 holiday lets.

Therefore, subject to the re- imposition of the planning conditions included on planning approval (ref: 20/10852) the variation of condition is recommended for approval.

13 RECOMMENDATION

GRANT the VARIATION of CONDITION

Proposed Conditions:

1. The development hereby permitted shall be begun on or before 1st December 2025 which is within 3 years of the decision date of the original planning consent 20/10975.

Reason: As this application is made under Section 73 and to comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development permitted shall be carried out in accordance with the following approved plans:

101-01 Location plan
101-02 Aerial image
101-03 Photographic survey
101-04 Block plan - existing
101-05 Site plan - existing
101-10 Existing floor plan - building B
101-11 Existing floor plan - building B
101-12 Existing roof plan - building B
101-13 Existing roof plan - building B
101-20 Site section A-A existing
101-20 Site section B-B existing
101-22 Existing section B:B - building B
101-30 Existing NW elevation - building B
101-32 Existing SE elevation - building B
101-32 Existing elevations - building B

103-04 Block plan - proposed
103-05 A site plan - proposed
103-06 Site/floor plan - proposed
103-10 Floor plan - proposed
103-11 Floor plan - proposed
103-12A Roof plan - proposed
103-13 Roof plan - proposed
103-22 Section D:D - proposed
103-23 Section D:D - proposed
103-29A Proposed elevations - building B
103-30 NW elevation - proposed
103-31A SE elevation - proposed
103-32 SW/NE elevation - proposed
103-33 NE elevation - existing barn - proposed

Planning and Heritage Statement
Structural survey letter dated January 2nd 2018
Ecology Report (KPEcology Ver 4) dated January 11th 2020
Planting Maintenance Schedule
Package treatment plant details.
Air Quality Statement received on 5th October 2022
letter dated 9 March 2023

Reason: To ensure satisfactory provision of the development.

3. Before development commences, samples or exact details of the facing and roofing materials to be used shall be submitted to and approved in writing by the Local Planning Authority. The development shall only be implemented in accordance with the approved details.

Reason: To ensure an acceptable appearance of the building in accordance with Policy ENV3 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

4. Before development commences a scheme of landscaping of the site shall be submitted for approval in writing by the Local Planning Authority. This scheme shall include :

- (a) the existing trees and shrubs which have been agreed to be retained;
- (b) a specification for new planting (species, size, spacing and location);
- (c) areas for hard surfacing and the materials to be used;
- (d) other means of enclosure;
- (e) a method and programme for its implementation and the means to provide for its future maintenance.

No development shall take place unless these details have been approved and then only in accordance with those details.

Reason: To ensure that the development takes place in an appropriate way and to comply with Policies ENV3 and ENV4 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park and policy DM2 of the Local Plan Part 2.

5. The development hereby approved shall not be occupied unless
- A water efficiency calculation in accordance with the Government's National Calculation Methodology for assessing water efficiency in new dwellings has been undertaken which demonstrates that no more than 110 litres of water per person per day shall be consumed within the development, and this calculation has been submitted to, and approved in writing by, the local planning authority; all measures necessary to meet the agreed waste water efficiency calculation must be installed before first occupation and retained thereafter;
 - proposals for the mitigation or offsetting of the impact of phosphorus arising from the development on the River Avon Special Area of Conservation (SAC), including mechanisms to secure the timely implementation of the proposed approach, have been submitted to and approved in writing by the local planning authority. Such proposals must:
 - (a) Provide for mitigation in accordance with the Council's Phosphorus Mitigation Strategy (or any amendment to or replacement for this document in force at the time), or for other mitigation which achieves a phosphorous neutral impact from the development;

- (b) Provide details of the manner in which the proposed mitigation is to be secured. Details to be submitted shall include arrangements for the ongoing monitoring of any such proposals which form part of the proposed mitigation measures.

The development shall be carried out in accordance with and subject to the approved proposals.

Reason: The impacts of the proposed development must be mitigated before any development is carried out in order to ensure that there will be no adverse impacts on the River Avon Special Area of Conservation (SAC) (adding, when it is in place and as applicable), in accordance with the Council's Phosphorus Mitigation Strategy / the Avon Nutrient Management Plan.

6. No development shall start on site until a construction method statement has been submitted to and approved in writing by the Planning Authority, which shall include:

- (a) A programme of and phasing of demolition (if any) and construction work;
- (b) The provision of long term facilities for contractor parking;
- (c) The arrangements for deliveries associated with all construction works;
- (d) Methods and phasing of construction works;
- (e) Access and egress for plant and machinery;
- (f) (Protection of access track including pedestrian routes during construction, monitoring damage during construction and plans to restore post-construction;
- (g) Location of temporary site buildings, compounds, construction material, and plant storage areas;
- (h) Address any further issues as outlined in the conditions requested by HCC Countryside Services.

Demolition and construction work shall only take place in accordance with the approved method statement.

Reason: In order that the Planning Authority can properly consider the effect of the works on the amenity of the locality and in accordance with Policy ENV3 of the Local Plan Part 1.

7. The development hereby permitted shall not be occupied until the spaces shown on plan 103-05 rev.A for the parking of motor vehicles have been provided. The spaces shown on plan 103-05 rev.A for the parking of motor vehicles shall be retained and kept available for the parking of motor vehicles for the dwellings hereby approved at all times.

Reason: To ensure adequate parking provision is made in the interest of highway safety and in accordance with Policies ENV3 and CCC2 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

8. Before first occupation of the development hereby approved, a surface water sustainable drainage system (SuDS) shall be designed and installed to accommodate the run-off from all impermeable surfaces including roofs, driveways and patio areas on the approved development such that no additional or increased rate of flow of surface water will drain to any water body or adjacent land and that there is capacity in the installed drainage system to contain below ground level the run-off from a 1 in 100 year rainfall event plus 30% on stored volumes as an allowance for climate change as set out in the Technical Guidance on Flood Risk to the National Planning Policy Framework. Infiltration rates for soakaways are to be based on percolation tests in accordance with BRE 365, CIRIA SuDS manual C753, or a similar approved method. In the event that a SuDS compliant design is not reasonably practical, then the design of the drainage system shall follow the hierarchy of preference for different types of surface water drainage system as set out at paragraph 3(3) of Approved Document H of the Building Regulations.
- The drainage system shall be designed to remain safe and accessible for the lifetime of the development, taking into account future amenity and maintenance requirements.

Reason: In order to ensure that the drainage arrangements are appropriate and in accordance with Policy ENV3 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park and the New Forest District Council and New Forest National Park Authority Strategic Flood Risk Assessment for Local Development Frameworks.

9. Before first occupation of the dwellings hereby approved, a scheme for the provision of infrastructure and facilities to enable the installation of charging points for electric vehicles to serve each dwelling shall be submitted to the Local Planning Authority for its written approval. Thereafter, the development shall be implemented in full accordance with the approved details and thereafter retained.

Reason: In the interests of sustainability and to ensure that provision is made for electrical charging points in accordance with Policy IMPL2 of the Local Plan Part 1 Planning Strategy for the New Forest (outside of the National Park).

10. Prior to the commencement of works relating to the floor of the proposed dwellings, details of a hydrocarbon resistant membrane shall be submitted for approval in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details prior to the occupation of the holiday lets.

Reason: In the interests of public safety and in accordance with Policy CCC1 of the Local Plan Part 1:Planning Strategy.

11. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any re-enactment of that Order) no extension (or alterations) otherwise approved by Classes A, B or C of Part 1 of Schedule 2 to the Order, garage or other outbuilding otherwise approved by Class E of Part 1 of Schedule 2 to the Order, means of enclosure otherwise approved by Class A of Part 2 of Schedule 2 to the Order or external openings to the walls/roof shall be erected or carried out without express planning permission first having been granted.

Reason: In view of the physical characteristics of the site and its location in the countryside and AONB, the Local Planning Authority would wish to ensure that any future development proposals do not adversely affect the visual amenities of the area or the character of the countryside and AONB, contrary to Policy ENV3 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park.

12. No external lighting shall be installed on the site before details of such proposals have first been submitted to and approved by the Local Planning Authority in writing.

Reason: To ensure the development would not be harmful to the Cranborne Chase Area of Outstanding Natural Beauty and Dark Skies Reserve contrary to the provisions of Policies STR2 and ENV4 of the Local Plan Part 1 2016-2036 and DM20 of the New Forest Local Plan Part 2: Sites and Management Plan 2014.

13. The works hereby approved shall be undertaken in strict accordance with the Ecology Report (KP Ecology Ver 4 dated January 11th 2020) submitted with the planning application unless otherwise first agreed in writing with the Local Planning Authority. The identified ecological enhancements in Section 7.0 of the Ecology Report shall be implemented prior to first occupation of the holiday lets hereby approved and thereafter retained in perpetuity.

Reason: To safeguard protected species and ensure ecological enhancements are delivered in association with the development in accordance with Policies ENV3 and ENV4 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside the National Park and Policies DM1, DM2 and DW-E12 of the Local Plan for the New Forest District outside the National Park (Part 2: Sites and Development Management).

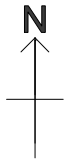
14. All external works (hard and soft landscape) shall be carried out in accordance with the approved plans and details within one year of commencement of development and maintained thereafter as built and subject to changes or additions only if and as agreed in writing with the Local Planning Authority.

Reason: To ensure the achievement and long term retention of an appropriate quality of development and to comply with Policies ENV3 and ENV4 of the Local Plan 2016-2036 Part One: Planning Strategy for the New Forest District outside of the National Park.

Further Information:

Vivienne Baxter

Telephone: 023 8028 5442



NFDC

NFDC

Path (um)

57.6m

53.0m

The Lodge

Mushroom Farm



New Forest
DISTRICT COUNCIL

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PLANNING COMMITTEE

July 2023

Springbourne Farm
Rockbourne

23/10278

Scale 1:2000

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