

Application Number: 23/10662 Full Planning Permission

Site: 14 PARSONAGE BARN LANE, RINGWOOD BH24 1PX

Development: Conversion of 7 bedroom hostel into 5 flats to provide temporary accommodation; fenestration alterations, associated landscaping, parking, cycle and bin store

Applicant: New Forest District Council

Agent: Boulter Mossman

Target Date: 16/08/2023

Case Officer: Judith Garrity

Officer Recommendation Service Manager authorised to Grant Subject to Conditions

Reason for Referral to Committee: The application relates to a NFDC housing scheme.

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Principle of development
- 2) Visual impact and character of the area including design and layout
- 3) Highways and parking
- 4) Habitat and phosphates mitigation

2 SITE DESCRIPTION

The application site is located on Parsonage Barn Lane. It is on a corner plot with a western boundary to Kingwood School and its eastern boundary with the access to Ringwood Leisure Centre.

The building is set back behind a wide grass verge to Parsonage Barn Lane. It is enclosed to all boundaries by close boarded fencing. Access to the Ringwood Leisure centres runs along the eastern boundary of the site and there is a detached single storey building within this adjoining site which is located close to the sites southern boundary.

On the opposite corner are residential properties on Parsonage Barn Lane and Bishops Close which are set back from the frontage

3 PROPOSED DEVELOPMENT

The current application is for the change of use of the property from a 7 bed hostel to provide 5 flats for temporary accommodation for those seeking permanent homes. This would comprise 3 no 3 bed flats and 2 no 2 bed flats.

There would be no alterations to the access. Four parking spaces would be provided on site, 2 no electric charging points, secure cycle parking and bin stores. There

would be minor fenestration alterations and associated landscaping works proposed.

The existing use as a 7 bedroom hostel does not fall within any defined 'use class' and therefore planning permission for change of use is required.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
89/NFDC/40686 Extend flat/store for 7 unit hostel for the homeless	01/06/1989	Granted Subject to Conditions	Decided

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy ENV3: Design quality and local distinctiveness

Policy ENV4: Landscape character and quality

Local Plan Part 2: Sites and Development Management 2014

None

Supplementary Planning Guidance And Documents

SPD - Air Quality in New Development. Adopted June 2022

SPD - Parking Standards

SPD - Ringwood Local Distinctiveness

National Planning Policy Framework

National Planning Policy Guidance

Plan Policy Designations

Built-up Area

6 PARISH / TOWN COUNCIL COMMENTS

Ringwood Town Council

R(2) Recommend refusal, but would accept the Planning Officer's decision. The Committee applaud this application in principle, in providing a much needed facility, however there were concerns that the parking provision within the site falls far short of the Parking Standards and this will have an impact on Parsonage Barn Lane, exacerbating existing parking issues.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

HCC Highways: No objection.

NFDC Ecologist: No concerns

NFDC Landscape : No objection

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

- Support housing needs but concerned about traffic and parking.
- Inadequate parking provision and no visitor parking on site.
- Cars currently park in bus stop
- Comments about lack on street parking and congestion given the proximity to Ringwood School.
- Landscaping area should be used to provide more parking.
- Safeguarding issues.

For: 0; Against: 4

10 PLANNING ASSESSMENT

Principle of Development

The site is located in the built up area where the principle of development is acceptable. The property is currently vacant having previously been used a 7 bed hostel by NFDC. .

The principle of the use is acceptable and is worthy of support having regard to the significant need for the type of temporary accommodation proposed.

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

There would be minimum changes to the external appearance of the building. These changes proposed are to existing fenestration with the removal of 4 no window openings on the south, north, east and west elevations at ground and first floor, and some minor alterations to window openings on east and north elevation (ground floor) and south elevation (first floor).

These proposed changes would not adversely affect the external appearance of the building or impact on the character of the area.

The landscaping proposals show hard surfacing and soft landscaping, hedge planting, seating and boundary treatments. This is acceptable as a simple and adaptable scheme which would enhance the site. The boundary treatments have been considered in the wider context. In particular, the existing close boarded boundary fencing would be removed and replaced with hedge planting behind post and rail fencing. This would be a visual improvement to the road frontages of the site when seen within the wider street scene whilst retaining a secure and enclosed environment for residents to use.

External amenity space would be provided to the south and east of the building which is enclosed and relatively private from outside of the site. This amenity area is of a limited size but it remains is a similar space to that previously provided on the site for the 7 bed hostel. The outside space would meet the functional needs of residents would and provide an improved environment. A drying area is provided within the garden space and whilst the use of grass under these areas would help integrate this area into the amenity space more effectively the proposed gravel surface under the drying lines is more practical for this area. There is no overriding objection to this.

A bin store would be located close to the access to the site. The store would be enclosed with timber panels but it is set back behind hedge planting so that its visual impact would be acceptable. Furthermore, it would be convenient for both use and refuse collections.

Highway safety, access and parking

The conversion of the 7 bed hotels to 5 flats will result in a similar number of trips associated with the site which is acceptable in this instance and the Highway Authority have no objection to this application.

Four car parking spaces would be provided on the site. There are no specific parking standards for temporary residential accommodation although given the nature of the accommodation it is anticipated that there would be relatively low car ownership by future residents. Although the site is not located in the town centre it is close to bus stops - with one being immediately outside the site - and cycle parking would be provided on site, as such the proposed parking provision is considered acceptable.

Comments made in representations about parking issues are acknowledged however the current proposals would not significantly alter the existing situation with respect to parking and access to the site. The pressure and demand for on street parking would mainly be concentrated at school drop off and pick up times. As such harm to highway or pedestrian safety unlikely to result.

Policy IMPL2 places a requirement on new developments to make provision to enable the convenient installation of charging points for electric vehicle. Two ECP along with their specification is indicated on the submitted plans (EV Box Business line 22Kwh) and the provision of these charging points prior to occupation of the flats can be secured by a planning condition.

Residential amenity

No extension are proposed to the existing building although there would be minor alterations to fenestration to reflect the new layout on the site.

No 16 Parsonage Barn Lane is separated from the eastern side boundary of the application site by approx. 28 m, this property is set away from its boundary and located behind a mature hedge and grass verge. No 22 Parsonage Barn Lane is to the south east with a separation from the site boundary of approx 20 m with a hedge along part of the boundary of the Leisure Centre access which screens it from the site.

The separation to existing residential properties would remain and the window arrangements would not be materially altered so as to increase the potential for overlooking. As such no additional overlooking or loss of privacy would result and there would be no other amenity impacts.

Ecology On Site Biodiversity and protected species

The Wildlife and Countryside Act 1981 protects wildlife on development sites and confirms it is an offence to injure, kill or disturb wildlife species and their nests or habitats. Development Plan policy, Government advice and emerging legislation all require an enhancement to on site biodiversity wherever possible. However, this is a minor development where Biodiversity Net Gain is not a policy requirement. Ecological enhancements are to be made in the form of bird and bat boxes which

are indicated on the submitted plans. Full details of these boxes can be secured by planning condition with these enhancements be implemented prior to occupation of the flats and then retained in perpetuity.

Air Quality

In response to the requirements of the recently adopted 'Air Quality Assessments in New Development Supplementary Planning Document 2022, the applicant has provided information explaining the measures that they will take to reduce the potential adverse impact new development can have upon air quality, thereby lessening the negative effects upon health and wellbeing. These will be no solid fuel appliances, electric car charging points are provided, and secure cycle provision will be made on the site.

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 should make the appropriate habitat mitigation contribution before any planning permission is issued

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 monitoring

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 NOx, 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 should make the appropriate air quality monitoring contribution before any planning permission is issued.

Developer Contributions

As part of the development, the following the contributions need to be paid prior to planning consent being issued:

- a) £21,002.00 - Habitat mitigation - infrastructure contribution
- b) £3,146.00 - Habitat mitigation non- infrastructure contribution
- c) £412.00 - Air Quality monitoring contribution

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	293	293	0	0	£80/sqm	£0.00 *

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

11 OTHER MATTERS

None.

12 CONCLUSION / PLANNING BALANCE

The proposed development is considered to be acceptable in principle in the built up area. The proposal provides urgent temporary accommodation for those in housing need. Adequate parking is provided on the site and access arrangements are acceptable. Habitat mitigation will be dealt with by a financial contribution and phosphates mitigation would be secured by a Grampian condition.

The application is therefore recommended for approval following the appropriate financial contributions being made and conditions as set out.

13 RECOMMENDATION

Delegated Authority be given to the Service Manager Development Management to **GRANT PERMISSION** subject to:

i) the contributions being paid prior to planning consent being issued as follows:

- a) £21,002.00 - Habitat mitigation - infrastructure contribution
- b) £3,146.00 - Habitat mitigation non- infrastructure contribution
- c) £412.00 - Air Quality monitoring contribution

ii) the imposition of the conditions set out below.

Proposed Conditions:

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

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

Existing site plan PL01
Proposed elevation and flood plan PL02
Location, Block and existing plan PL03
Proposed site plan PL04 Rev C
Proposed hard landscaping PL05 Rev C
Proposed soft landscaping PL06 Rev C
Air Quality Statement
Design and Access Statement

Reason: To ensure satisfactory provision of the development.

3. The development hereby permitted shall not be occupied until the spaces shown on Plan PL/04 Rev C for the parking of vehicles and cycles have been provided. The spaces shown on Plan PL/04 Rev C for the parking of vehicles and cycles shall be retained and kept available for the parking of vehicles and cycles 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.

4. All external works (hard surfacing, soft landscape and boundary treatments) shall be carried out in accordance with the approved plans and details as should on plan PL05 Rev C and PL06 Rev C 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. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size or species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure the provision of suitable landscaping scheme and to secure the 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.

5. Prior to the occupation of the dwellings hereby approved, full details of ecological enhancements such as bat/bird boxes shall be submitted to, for approval in writing by, the Local Planning Authority. The development shall be implemented in accordance with the approved scheme prior to the occupation of the first dwelling and thereafter retained in perpetuity.

Reason: In the interests of increasing biodiversity and in accordance with Policy DM2 of the Local Plan Part 2 (Sites and Development Management) for the New Forest outside of the National Park.

6. Before first occupation of the dwellings hereby approved, the scheme for the provision of infrastructure and facilities to enable the installation of two charging points for electric vehicles shall be implemented in accordance with details and specification on approved plan PL/05 Rev C. 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).

7. 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.

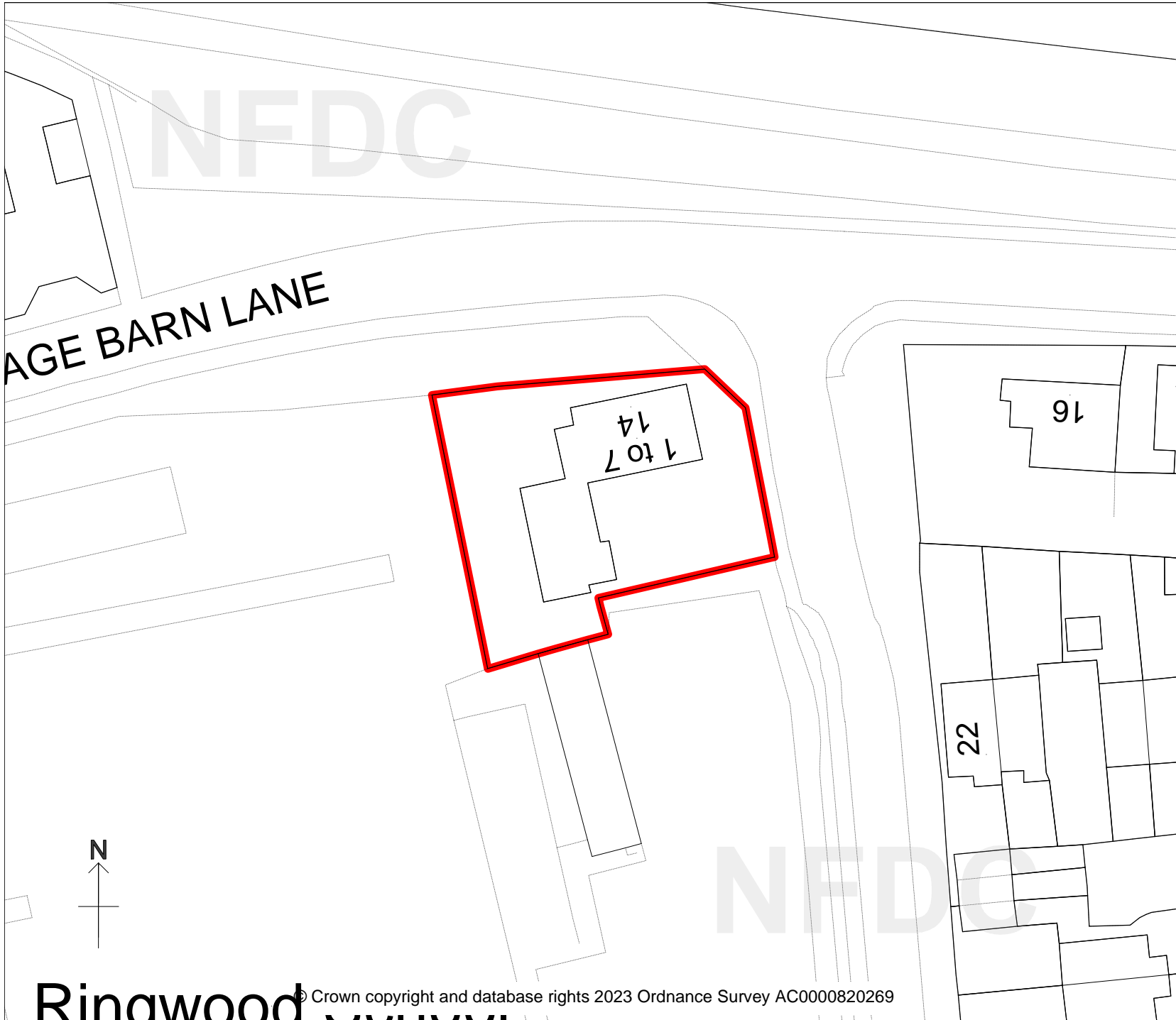
The development shall be carried out in accordance with and subject to the approved proposals.

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.

Further Information:

Judith Garrity

Telephone: 023 8028 5434



New Forest DISTRICT COUNCIL

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

David Norris
Service Manager
Development Management
New Forest District Council
Appletree Court
Lyndhurst
SO43 7PA

PLANNING COMMITTEE

August 2023

14 Parsonage Barn Lane
Ringwood

23/10662

Scale 1:461

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