

Application Number: 25/10035 Full Planning Permission
Site: 9 NEW ROAD, RINGWOOD BH24 3AU
Development: Use of existing office / outbuilding as holiday let
Applicant: Mr Beardow
Agent: RCA Architecture
Target Date: 14/03/2025
Case Officer: Jessica Cooke
Officer Recommendation: Service Manager - Grant
Reason for Referral to Committee: Contrary to the views of the Parish Council.

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Principle of development
- 2) Design, layout and impact upon the character and appearance of the area
- 3) Tourism and visitor facilities and the local economy
- 4) Residential amenity
- 5) Parking provision
- 6) Habitat mitigation and nutrient neutrality

This application is to be heard at Planning Committee due to the recommendation being contrary to the views of the Parish Council.

2 SITE DESCRIPTION

The application property - 9 New Road - is a detached single storey dwelling with first floor accommodation and a detached garage to the side boundary with No 7. The proposals relates to an existing detached outbuilding in the rear garden of 9 New Road.

The site is located within the defined built-up area of Ringwood and within an area covered by Ringwood Local Distinctiveness Guide SPD and the Ringwood Neighbourhood Plan.

3 PROPOSED DEVELOPMENT

This application seeks planning permission for the use of the existing detached outbuilding as a short-term holiday let. The proposed holiday let would have an open plan dining, living and sleeping room with a kitchenette and bathroom in the rear of the building.

The building measures 8.2m in width, 9.5m in length and 2.6m in height at the highest point.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
21/10758 Garden room office for purposes incidental to the dwelling on the site (Retrospective)	13/07/2021	Granted Subject to Conditions	Decided

5 PLANNING POLICY AND GUIDANCE

Local Plan 2016-2036 Part 1: Planning Strategy

Policy STR1: Achieving Sustainable Development
Policy STR3: The strategy for locating new development
Policy STR6: Sustainable economic growth
Policy CCC2: Safe and sustainable travel
Policy ENV3: Design quality and local distinctiveness
Policy IMPL1: Developer Contributions

Local Plan Part 2: Sites and Development Management 2014

DM13: Tourism and visitor facilities

Supplementary Planning Guidance And Documents

SPD - Ringwood Local Distinctiveness
SPD - Parking Standards
SPD - Mitigation Strategy for European Sites

Neighbourhood Plan

Ringwood Neighbourhood Plan

National Planning Policy Framework

NPPF 2024

NPPG

Plan Policy Designations

Neighbourhood Plan - Ringwood
Built-up Area

6 PARISH / TOWN COUNCIL COMMENTS

Ringwood Town Council

R(4) Recommend refusal. The application is contrary to Ringwood Neighbourhood Plan Policy R10 - zero carbon buildings, as the change of use leads to it being a separate building. The Committee's view is that the proposal is an inappropriate intensification of use, which is likely to lead to loss of amenity for the neighbouring properties.

7 COUNCILLOR COMMENTS

No comments received.

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

Ecologist

Comment only - No objection.

9 REPRESENTATIONS RECEIVED

The following is a summary of the representations received.

Support

- Neighbours directly next door fully support the application. The let will be fully managed so noise would be kept to an acceptable level. Neighbour has adequate driveway parking and aren't concerned about parking issues, there is roadside space available if required.

Object

- The position of the building would result in noise pollution particularly in the summer months.
- Access to the road is difficult and in many cases dangerous, potential for fire/ambulances being unable to attend emergencies.
- Building holiday accommodation is not in keeping with the area.
- Parking area is unsuitable, applicants already have a number of vehicles.
- Concern with on street parking, the road is narrow and vehicles parked in the road make it challenging to navigate cars out of existing driveways.
- Concern with safety/security of neighbouring properties due to the turnover of visitors.
- Concern the main house could be turned into an airbnb.
- Overdevelopment, the site started as a bungalow, now a house and office, if passed it will set a precedent.
- An airbnb will be classed as a separate dwelling as more rubbish will be generated and should be subject to its own council tax.
- The property already runs a business, should be classed as a business paying business rates.

For: 1

Against: 6

10 PLANNING ASSESSMENT

Background

Planning permission was granted for the detached outbuilding which is the subject of this application for purposes incidental to the dwellinghouse at 9 New Road (home office) in July 2021 and this building has been constructed on the site (ref. 21/10758).

Principle of Development

The proposed development is located within the built-up area of Ringwood where there is a presumption in favour of development, subject to the consideration of material planning considerations, particularly those relating to residential amenity and character and appearance of the area as set out in Policy ENV3.

Tourism and visitor facilities

The proposal would create a single unit of accommodation for a holiday let (tourism) by converting an existing outbuilding within the built-up area, where the principle of the proposed use is acceptable. Local Plan Part 2 Policy DM13 Tourism and Visitor Facilities permits development providing tourism and visitor facilities within the defined built-up areas, subject to the material considerations outlined below.

Furthermore, Policy STR6 seeks to enable a vibrant and prosperous local economy. Whilst the proposal is for a single holiday let with a limited capacity of one bedroom, (likelihood for 2no. people), in the absence of material harm in respect of other issues, the proposal is considered to positively contribute towards the local economy, though this would be a modest contribution given its scale.

Building sustainability:

Ringwood Town Council has referred to Policy R10: 'Zero Carbon Buildings' of the Ringwood Neighbourhood Plan in their objection, stating that the change of use leads to it being a separate building and as a result, the proposal is contrary to Policy R10. This policy is comprised of five parts. The policy states (in summary) that:

- a) All development should be zero carbon ready by design to minimise the amount of energy needed to heat and cool buildings through land form, layout, building orientation, massing and landscaping.
- b) Where feasible, development should be certified Passivhaus or equivalent standards should be applied.
- c) Requires Certification of the Passivhaus standard but only if b) applies
- d) Is applicable for Major applications – of which the proposal is not
- e) Requires the submission of a Climate Change Statement (excluding householder applications) which demonstrates how opportunities to reduce the energy use of buildings over the plan period have been maximised.

It is noted that the supporting text to policy R10 at para 5.60 advises that the combination of the five parts of the policy:

“...is intended to deliver a step-change in the energy performance of all new and extended buildings in the town by encouraging and incentivising the use of passivhaus or equivalent method of building design”.

Paragraph 5.57 of the neighbourhood plan also advises that:

“There is strong support for new housing to be built to high environmental standards, especially since retrofitting existing properties is so difficult and expensive”.

As already set out, the proposal seeks the change of use of an existing building. The proposal is not a new or extended building and there is acceptance in the supporting text to the policy that retrofitting has its challenges.

The policy however, seeks to ensure that sustainable measures are incorporated within the design process. This is supported by the provisions of ENV3(v) which require the considering of sustainable resilience measures as part of all development.

The latest Building Regulations require the building to have the highest standards of building efficiency. However, it is also noted that policy R10 seeks to raise the bar above the building regulations. The Neighbourhood Plan policy R10 aspires to achieve a more sustainable outcome for the developments in Ringwood.

The current planning application relates to the change of use of an existing building that was recently constructed with no alterations now proposed to the fabric of the building. The agent has responded to the Town Council's objection and confirmed that the building complied with the Approved Documents (Building Regulations)

when it was constructed.

With regard to Section 5.61 of the Ringwood Neighbourhood Plan, (which sets out the supporting text for criterion a) of the policy), 'zero carbon ready' by design means making spatial decisions on layout and orientation of buildings to maximise passive design benefits. In this instance, the existing building is already there and no alterations are proposed to the fabric, it would not be reasonable, or feasible, or sustainable, to require the existing building to be demolished and rebuilt to be zero carbon ready/Passivhaus standard, given the building is existing and this proposal seeks permission for a new use.

Broadly speaking, it is considered that the re-use of existing buildings represents an efficient use of resources, minimising the associated sustainability impacts of development in any case.

With regard to Section 5.62 of the Ringwood Neighbourhood Plan (the supporting text relative to criterion b), it is not considered that clause b) of Policy R10 would be triggered as the building is an existing building and it is not considered feasible to retrofit it to Passivhaus standard, given the proposal comprises a change of use. Passivhaus is a fundamental principle which informs both the design of a building and its internal layout from the outset in the design stage, requiring careful consideration of the orientation of a building, its positioning on the plot in relation to any constraints (such as shading), careful placement of windows in specific locations on the building to control airflow and ventilation through consideration of the internal layout, as well as controlling the amount of glazing used, amongst the inclusion of renewable energy production. Retrofitting is very difficult and expensive as acknowledged in Para 5.57 of Policy R10 supporting text. As the proposal comprises a change of use of an existing building, with no external alterations to the building proposed, it is not considered feasible to require the applicant to alter the building in order to retrofit to Passivhaus standard. In turn criterion c) does not need to be satisfied as the proposal is not a new or refurbished building. Part d) of the policy is only applicable to major development, of which the proposal is not. Clause e) requires a Climate Change Statement to be submitted demonstrating how opportunities to reduce energy use have been maximised, however the building is existing and no physical alterations are proposed to the fabric.

Whilst the Council's Planning for Climate Change SPD requires a Climate Change Statement to be submitted for all new development, the proposal is not new development and this document is not required for a change of use application, as such it is not required for this application.

Therefore it is concluded by Officers that the requirements of Policy R10 are addressed for this change of use application when considering the policy in the round alongside its supporting text (as a material consideration) given that the proposal would utilise an existing building with no physical works proposed. Whilst Policy R10 seeks to provide for sustainable development in excess of the building regulations, it is noted that in this case the proposal is for a change of use only of an existing building.

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

Policy ENV3 requires new development to respect the character, identity and context of the area's towns, villages and countryside. The site is within the built-up area of Ringwood, where development should be assessed in terms of its appropriateness and whether it is sympathetic in terms of appearance and materials.

The proposed holiday let outbuilding utilises an existing outbuilding. The building is

of a contemporary appearance with timber cladding and dark bifold doors, there are no external alterations proposed in this change of use application. Whilst no landscaping is proposed as part of this application, there is an existing area of hardstanding to the front of the outbuilding whereby 4 screening panels would create a partial separation to the rest of the garden, providing a small amenity space for visitors. The landscaping within the existing garden of 9 New Road is of an attractive appearance, and sufficient amenity area would remain for the main property. The rear garden amenity space is not visible from the public realm.

Whilst the building is existing, it is sympathetic in its appearance and design and it would not give rise to unacceptable impacts upon the character and appearance of the area. As such, the scheme is considered to be in accordance with the design related provisions of Policy ENV3.

Residential amenity

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

The area of amenity space for the use of visitors of the holiday let is of an appropriate size and scale for the 1-bedroom unit and is partially enclosed by a boundary treatment, providing an area of private space within the existing garden for its users.

Neighbour concerns were raised regarding additional noise resulting from the holiday let. The Town Council have also raised an objection to the intensification of the site being likely to result in the loss of amenity. However, the proposal is located within the built-up area where domestic noise associated with residential uses already exists.

Whilst some additional noise may arise from the use of the holiday let, particularly as those on holiday would have a tendency to socialise outside, the holiday let is located within the existing rear garden of 9 New Road. The garden would be shared by the occupants of main the dwelling house and the activities of visitors staying in the holiday let would likely be similar in nature to the existing use of the garden and the potential use of the outbuilding by the applicant. The agent responded to the Town Council's objection and confirmed that the applicants would be residing within the property and would have control over the guests occupying the outbuilding.

Although there could be some limited intensification of noise associated with the holiday let this would not be harmful within its residential context. The outbuilding is located approximately 25m from the main dwelling and with such separation, the hosts could reasonably control noise. Furthermore, the limited number of guests that a one bedroom holiday let could accommodate would not be expected to give rise to a level of additional noise that would be unexpected in a residential setting within the built-up area.

Further concerns were raised regarding the security and safety of neighbouring residents in respect of the additional visitors that the holiday let would facilitate and resultant potential crime. A one bedroom holiday let is not considered to adversely impact upon crime within the area and there are no security concerns relating to this proposal.

In relation to controlling amenity impacts and to ensure that no separate dwelling is created planning conditions are recommended to restrict the use of the outbuilding by occupiers as a holiday let by the same person for no more than 28 days within one calendar year, as well as a condition to link the use and operation of the holiday let by the owners of no. 9 New Road

Overall, the proposed use of the existing detached outbuilding as a holiday let would not lead to additional harmful amenity impacts by reason of the spatial characteristics of the application site, and the proposal would not cause unacceptable impacts on privacy, loss of light and outlook available to the adjacent properties. Therefore the proposal is considered to comply with the amenity related provisions of Policy ENV3.

Highway safety, access and parking

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

New Road is an unclassified road in a residential area with no parking restrictions. The proposed holiday let is 1-bedroom and one parking space is sufficient for this proposed use. The frontage of the property comprises an existing driveway which is of sufficient size to accommodate a number of vehicles. Whilst 3no. parking spaces are required for existing dwelling, there is sufficient space on the driveway and the dwelling additionally benefits from a detached garage, with a gated access and additional parking spaces available adjacent to the eastern elevation of the dwelling.

Given the proposed holiday let is a one-bedroom unit and it therefore has limited capacity for guests, it is not considered the proposal would result in a detrimental impact upon traffic in the area and any movements could be readily absorbed by the existing highway network.

As such, the proposal does not raise any concerns in respect of highway safety, access or parking facilities and the proposal is considered to comply with Policy CCC2 of the Local Plan Part One.

Habitat Mitigation

The site lies in close proximity to the New Forest SAC, SPA and Ramsar, River Avon SAC and Avon Valley SPA and Ramsar. As the proposal would result in an additional dwelling, there is a likely cumulative impact on the New Forest European Sites from recreational disturbance, and habitat mitigation should be provided in line with the adopted mitigation strategy.

a) Recreational Impacts

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 European designated sites, in view of those sites' 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. This contribution will be secured by a completed Legal Agreement prior to any decision being issued.

b) Air quality monitoring

Since July 2020 the Council is required to ensure that impacts on international nature conservation sites are adequately mitigated in respect of traffic-related nitrogen air pollution (including NO_x, nitrogen deposition and ammonia). 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. 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. This contribution will be secured by a completed Legal Agreement prior to any decision being issued.

Air Quality Statement

In response to the requirements of the recently adopted 'Air Quality Assessments in New Development Supplementary Planning Document 2022', the applicant is required to submit 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 kerbside development
- No openable windows on domestic properties adjacent to emission release points
- Internal layout designed to reduce number of windows on elevations facing emission release points
- No installation of solid fuel (wood or coal) domestic appliances or open fires
- Utilisation of low carbon heating technologies

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 Mobilisatie 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.

Biodiversity Net Gain

As of 2nd April 2024, developers must deliver achievement of Biodiversity Net Gain (BNG) on 'smaller' sites such as this, as a requirement of planning permission. In this instance, BNG is mandatory. However, the application relates to a change of use of the existing building which does not impact a priority habitat of more than 25 sq.m of on-site habitat and the proposal therefore qualifies for a BNG exemption as a 'development below the threshold'.

Developer Contributions

As part of the development, the following will be secured via a completed Legal Agreement prior to a decision being issued:

- Habitat Mitigation (Infrastructure)
- Habitat Mitigation (Non-infrastructure)
- Air Quality

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	67.98		67.98	67.98	£80/sqm	£8,178.52 *

Subtotal:	£8,178.52
Relief:	£0.00
Total Payable:	£8,178.52

**The formula used to calculate the amount of CIL payable allows for changes in building costs over time and is Index Linked using the RICS CIL Index (<https://www.rics.org/uk/products/data-products/rics-community-infrastructure-levy-index/>) and is:*

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

11 CONCLUSION / PLANNING BALANCE

Planning Committee Members will be aware that Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the starting point for the determination of planning applications:

'If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise'

The proposal would provide a single unit of holiday accommodation within the built-up area, which is supported by policy and would have no adverse impacts upon the character of the area, adjoining amenity, highway safety or protected habitats (subject to securing a completed legal agreement prior to the decision being issued), whilst making provision for tourist accommodation which would benefit local communities and support the local economy. It is not considered that the proposal would be contrary to the provisions of Ringwood Neighbourhood Plan Policy 10 as set out above.

As such, the proposal is therefore recommended for approval subject to the prior completion of a legal agreement.

12 RECOMMENDATION

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

i) the completion by of a planning obligation entered into by way of a Section 106 Agreement or Unilateral Undertaking to secure:

- Habitat Mitigation (Infrastructure) (in respect of both New Forest and Solent sites)
- Habitat Mitigation (Non-infrastructure)
- Air Quality 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:

- P-01 Proposed Elevations & Floor Plans
- P-02 Proposed Site Plan
- P-03 Location/Block Plan
- Design & Access Statement

Reason: To ensure satisfactory provision of the development.

3. The development hereby permitted shall only be used for the purpose of holiday accommodation and shall not be occupied by any one person for more than 28 days in any calendar year and shall not be used at any time as an independent residential dwelling.

Reason: To ensure the building is not used as an independent dwelling, which would be contrary to Policy ENV3 of the Local Plan Part 1 2016-2036 and Policy DM13 of the Local Plan Part 2 for the New Forest outside of the National Park.

4. The holiday let use hereby approved shall only be operated by the owner / occupier of 9 New Road (Ringwood, BH24 3AU) and at no time shall the holiday let use be operated independently of the residential ownership / occupation of 9 New Road (Ringwood, BH24 3AU).

Reason: This is the basis on which the application has been assessed, and to ensure an acceptable use of the building in the interests of amenity 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.

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.

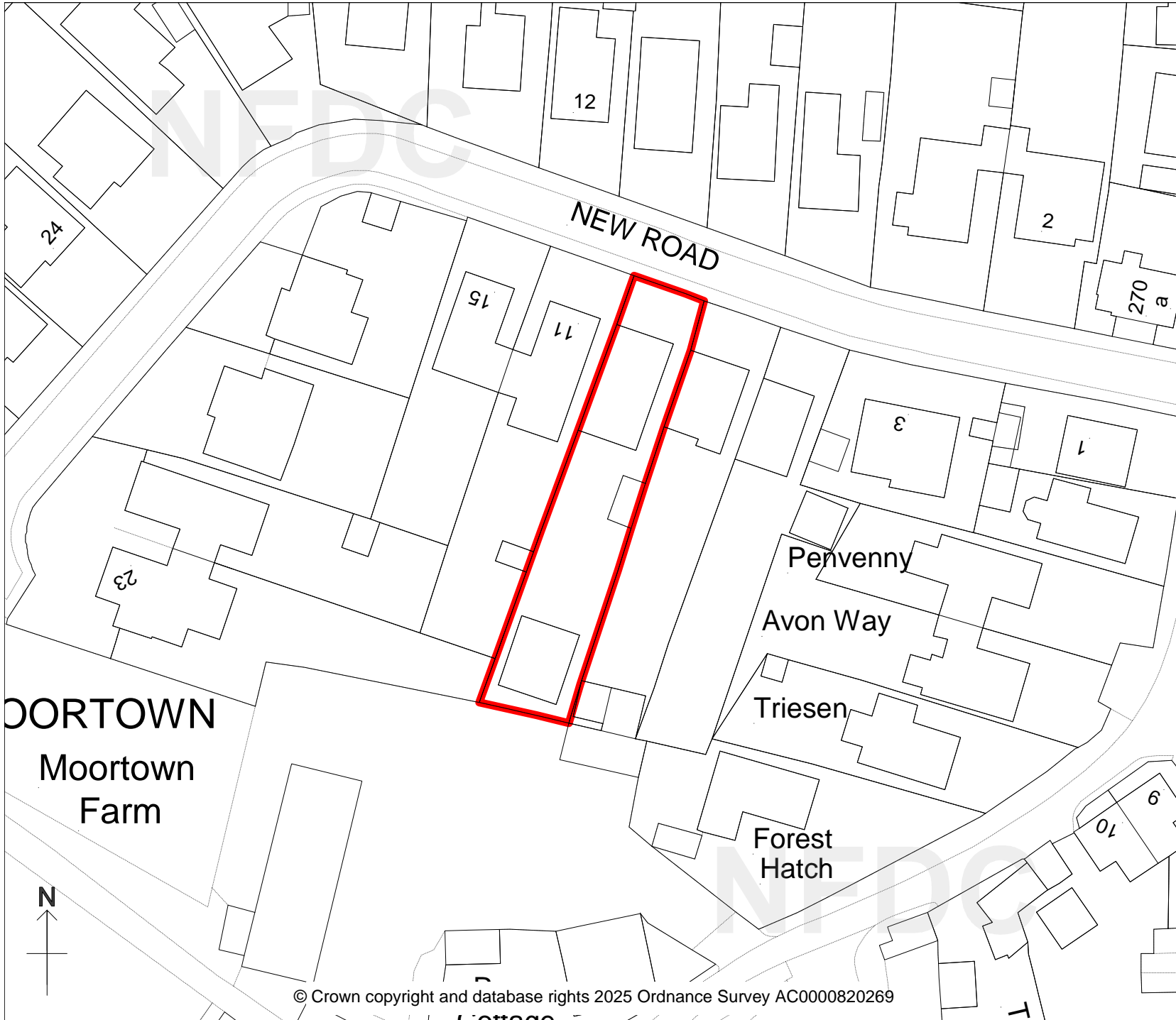
The development shall be carried out in accordance with and subject to the approved proposals.

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).

Further Information:

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New Forest
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PLANNING COMMITTEE

April 2025

9 New Road
Ringwood

25/10035

Scale 1:750

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