

Application Number: 25/10365 Full Planning Permission
Site: THE CHAPEL, LOWER DAGGONS LANE, SOUTH END,
DAMERHAM SP6 3HE
Development: Erection of oak framed Orangery to the rear on the SW facing
elevation
Applicant: Julius Bahn
Agent:
Target Date: 04/06/2025
Case Officer: Kate Cattermole
Officer Recommendation: Refuse
Reason for Referral to Committee: Contrary Parish Council view

1 SUMMARY OF THE MAIN ISSUES

The key issues are:

- 1) Impact on the Countryside
- 2) Impact on the National Landscape
- 3) Impact on the Damerham Conservation Area and non designated heritage asset

2 SITE DESCRIPTION

The application site consists of a former Baptist Chapel, which received planning permission in 2017 to convert it to a residential dwelling. The dwelling is sited within the designated countryside and National Landscape. The site is also within the Damerham Conservation Area, the boundaries of which wrap around the north, west and southern sides of the site. The building is not listed, but is considered to be a non designated heritage asset.

There is a group of trees on the eastern site boundary which are protected by a group tree preservation order.

The settlement pattern in Damerham tends to be of a linear form with properties fronting the road, whereas in this case the building is set back behind another property and therefore forms part of the wider landscape. The dwelling is accessed via a private track from the road, and is situated behind 'The Old Cottage', which is a listed building. To the front of the building is a gravel drive with detached outbuilding, and the remainder of the plot is laid to grass.

The original chapel is a Victorian building, and there have been subsequent additions to provide further facilities in the form of a single storey rear lean-to and a small flat roofed addition to the side of the building. All of these elements were incorporated into the conversion, but the simple linear form of the original chapel has been retained and is the dominant characteristic of the building. A further addition approved in 2021 has subsequently been built and forms a 2 storey side extension linked to the dwelling by a single storey flat roofed link.

3 PROPOSED DEVELOPMENT

Erection of oak framed orangery to the rear of the building.

4 PLANNING HISTORY

Proposal	Decision Date	Decision Description	Status
24/10620 Conservatory to rear	02/09/2024	Refused	Decided
21/10044 Two-storey south extension; detached outbuilding store	10/03/2021	Granted Subject to Conditions	Decided
20/10414 Two-storey north-east extension	04/06/2020	Withdrawn by Applicant	Withdrawn
17/11283 Use as dwelling; single-storey extension; fenestration alterations; rooflights; flue; parking; septic tank	18/12/2017	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

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

DM1: Heritage and Conservation

DM2: Nature conservation, biodiversity and geodiversity

DM20: Residential development in the countryside

Supplementary Planning Guidance And Documents

SPG - Residential Design Guide for Rural Areas

SPG - Conservatory Design Guide

Cranborne Chase AONB Management Plan 2019-2024

SPG - Landscape Character Assessment

National Planning Policy Framework 2024

National Planning Policy Guidance

Plan Policy Designations

Countryside

6 PARISH / TOWN COUNCIL COMMENTS

Damerham Parish Council

The parish council recognise that the development will not be seen from the road and therefore do not believe it will have a detrimental effect on the street scene and local area. The development meets the evolving needs of a local family. However, there

are concerns that policy DM20 is exceeded. The council voted 3 in favour, 1 against and 2 abstaining of recommending PAR 3 approval.

7 COUNCILLOR COMMENTS

No comments received

8 CONSULTEE COMMENTS

Comments have been received from the following consultees:

Forestry England

Comment only

Conservation

Objection: The development would by reason of its scale, location and design further erode the architectural character of the host building and the positive contribution this still makes to the rural character of the Damerham Conservation Area.

Comments in full available to view on the NFDC website

9 REPRESENTATIONS RECEIVED

No representations received.

10 PLANNING ASSESSMENT

10.1 Planning History

10.1.1 The application site gained planning permission (17/11283) to convert the redundant Damerham Baptist Church into a two bedroom dwelling with alterations to existing single storey additions to the rear and side of the dwelling utilised as a kitchen and sun room/hall. This permission included a condition withdrawing permitted development rights, and the reason for this was to safeguard the historic character and interest of the existing building, and to help safeguard the character and appearance of the rural character of the area, and the conservation area.

10.1.2 A subsequent planning permission in 2021 (21/10044) granted permission for a two storey extension to the side of the existing dwelling, and detached outbuilding. The extension provided an additional two bedrooms, with the option to use the ground floor bedroom as a study.

10.1.3 In 2024 an extension for a conservatory was refused under delegated powers (24/10620). The reason for refusal was:
By reason of its design, scale and siting on the building, the proposed conservatory would significantly contrast with the vernacular of the existing chapel, further eroding the architectural character of the host building and resulting in a harmful and uncohesive addition. The resulting development would therefore be harmful to the significance of the non-designated heritage asset and fail to preserve the character and appearance of Damerham Conservation Area. Furthermore, the inappropriate addition would detract from the visual beauty of the National Landscape and would contribute to light pollution that would be harmful to the International Dark Skies and would also be harmful to the rural character of the area. As such the proposed development would be contrary to Policies ENV3, ENV4 & STR2 of the Local Plan Part 1: Planning Strategy 2020, DM1 & DM20 of the Local Plan Part 2 Sites and DAM policies 2014, the National Planning Policy Framework and the Cranborne Chase AONB Management Plan.

10.1.4 Damerham Parish Council recommended refusal on application 24/10620:

The Parish Council voted in favour of recommending PAR 4 Refusal for the following reasons:

- *Concern at increasing size, considerably more than original footprint*
- *Glazed roof will allow some light through in a Dark Sky area*
- *Policy DM20 already breached*

Even though the current proposal has been reduced in size, this is only a modest reduction and the cumulative development on site is contrary to Policy DM20.

10.1.5 The current application is for a proposed orangery, on a similar siting to the previously refused extension. There are some differences between the two proposed extensions as follows:

- the width and depth of the proposed orangery has been modestly reduced whereas previously the dimensions were 4.1m by 6.2m, the current proposal measures 4m x 5.7m, and the extension would be set in further from the side wall of the existing building on the north west elevation.
- The overall height of the extension has been reduced from 3m to 2.78m and the proposed roof lantern has also been reduced in size

10.1.6 Notwithstanding these modest changes to the size and design of the proposed orangery, it is not considered that these address the reason for refusal, as identified in this report below.

10.2 Principle of Development

10.2.1 Policy ENV3 of the Local Plan Part 1 requires new development to achieve high quality design that contributes positively to local distinctiveness, quality of life and the character and identity of the locality.

10.2.2 This property is located within the countryside where Policy DM20 of the Local Plan Part 2 : Sites and Development Management Policies is relevant. This policy only permits limited extensions to existing dwellings located in the countryside that are of an appropriate design, scale and appearance in keeping with the rural character of the area. This policy includes a quantitative measure whereby extensions should not normally provide an increase in floor space of more than 30%. In all cases, proposals should be designed to respect the character and scale of the existing dwelling and not significantly alter the impact of built development on the site within its setting.

10.2.3 The application site is located in the Cranborne Chase National Landscape (formerly AONB). Para 182 of the National Planning Policy Framework states that great weight should be given to conserving and enhancing landscape and scenic beauty in AONBs. Damerham also falls within the International Dark Sky Reserve (designated in 2019). This is reinforced by Policy STR2 of the Local Plan Part 1, which states that development should not have an unacceptable impact on the special qualities and purposes of the Cranborne Chase NL (AONB).

10.2.4 There is a duty imposed by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requiring decision makers to have special regard to the desirability of preserving or enhancing the character or appearance of a conservation area. The NPPF makes clear that the effect of an application on the significance of the non-designated heritage asset should be taken into account in determining the application, where a balanced judgement will be required having

regard to the scale of any harm or loss and the significance of the heritage asset. Policy DM1 of the Local Plan Part 2 requires that development proposals should conserve and seek to enhance the historic environment and heritage assets.

10.2.5 Compliance with these policies is considered within the report.

10.3 Impact on the character and appearance of the countryside

10.3.1 Policy ENV3 of the Local Plan Part 1 requires new development to achieve high quality design that contributes positively to local distinctiveness, quality of life and the character and identity of the locality.

10.3.2 This property is located within the countryside where Policy DM20 of the Local Plan Part 2 is also relevant. This policy only permits limited extensions to existing dwellings that are of an appropriate design, scale and appearance in keeping with the rural character of the area. This policy includes a quantitative measure whereby extensions should not normally provide an increase in floor space of more than 30%. However, some flexibility may be applied to the quantitative element when considering proposals for conservatories.

10.3.3 The definition of a conservatory as set out in the Local Plan Part 2 Para 2.111 footnote 7: '*a structure that has not less than three-quarters of the area of its roof and not less than one-half of the area of its external walls made of translucent material*'. The proposed extension is described as an orangery which was traditionally a room historically where orange and other fruit trees would be grown, but in the modern sense it would normally suggest a conservatory style structure. However, the proposed extension does not meet the criteria of a conservatory as defined by DM20 as even though at least one half of the external walls are made of a translucent material, the roof does not qualify as the rooflight forms the only translucent material within the roof and therefore not more than three-quarters of the roof is glazed.

10.3.4 The existing dwelling has been subject to modern extensions that have already taken the floor space over the 30% limit imposed by policy DM20, and the addition of this further extension which would equate to an additional 20m² of floor area would take the overall increase to over 40% of the original floor space of the chapel when it was first converted following planning permission in 2017 .

10.3.5 Notwithstanding that the proposed development fails the quantitative test within the policy, in all cases proposals should be designed to respect the character and scale of the existing dwelling and not significantly alter the impact of built development on the site within its countryside setting.

10.3.6 Prior to the conversion of the chapel to a residential dwelling, there had been single storey additions added to the rear of the building in the form of a mono pitched addition and flat roofed element. When the chapel was converted these elements were retained, albeit the single storey element was re roofed. The proposed extension would be sited on the back of this single storey element.

10.3.7 This further addition now proposed would not sit comfortably with the existing building resulting in an unsympathetic addition, that would further elongate the dwelling. This harm would be further exacerbated by its flat roof design with projecting roof lantern that would negatively contrast with the vernacular of the original chapel and result in a combination of styles which are unrelated to each other or the original building.

10.3.8 As such the proposed extension would not respect the character and scale of the existing dwelling to the detriment of its countryside setting, and the identity and character of the locality. Also it would fail the quantitative element of Policy DM20, as the extension would result in the cumulative extensions of the dwelling (since it conversion) exceeding 30% and there is no flexibility to be applied to the proposed extension as it does not meet the criteria of a conservatory as identified in the policy. As such the proposal is contrary to policy DM20. The proposed extension would be a further addition to the dwelling and is judged as being harmful, therefore it would be contrary to Policy ENV3 too.

10.4 Impact on the National Landscape

10.4.1 The application site is located in the Cranborne Chase National Landscape (formerly AONB).

10.4.2 Para 182 of the National Planning Policy Framework states that great weight should be given to conserving and enhancing landscape and scenic beauty in AONBs. Damerham also falls within the International Dark Sky Reserve (designated in 2019). This is reinforced by Policy STR2 of the Local Plan Part 1, which states that development should not have an unacceptable impact on the special qualities and purposes of the Cranborne Chase NL (AONB).

10.4.3 The Cranborne Chase AONB Management Plan 2019-2024 identifies in policy PT26 that the size and scale of a proposed extension is not disproportionate to the existing building.

10.4.4 The proposed extension as identified in the previous section of this report (10.2- Impact on the Character and Appearance of the Countryside) is considered an unsympathetic addition to the dwelling by reason of its design and siting, and therefore would be harmful to the character and appearance of the dwelling. Even though the site is relatively well screened, the application site is set back from the road and therefore projects into the wider landscape and most notably the National Landscape. As such, this inappropriate enlargement to the property by reason of its location, would detract from the visual beauty of the wider area, increase the urbanization of the edge of the village and general rural character.

10.4.5 Highly glazed structures within the designated International Dark Skies Reserve have the potential to be harmful by reason of excess light pollution emanating from the building. The combined Design & Access Statement and Heritage Statement states that the glazing has been reduced compared to the previous application, the glazing specification would include high performance low emissivity Planitherm 4S (or equivalent glazing) and also internal blinds would be installed. The existing single storey element on the rear of the building has a roof light and glazing across the rear elevation, so the impact from the proposed extension compared to the existing situation would not justify a refusal in its own right, however the proposed structure would be more highly glazed and as such would contribute to the harm to the National Landscape. As such the proposed extension would be contrary to national and Policy STR2 of the Local Plan Part 1, as it would have an unacceptable impact on the National Landscape.

10.5 Impact on the character and appearance of the Damerham Conservation Area and non designated heritage asset.

10.5.1 There is a duty imposed by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requiring decision makers to have special regard

to the desirability of preserving or enhancing the character or appearance of a conservation area.

10.5.2 The NPPF states that where less than substantial harm to the significance of a designated heritage asset, this harm should be balanced against the public benefits of the proposal including, where appropriate securing its optimum viable use (paragraph 215). Also the NPPF makes clear that the effect of an application on the significance of the non-designated heritage asset should be taken into account in determining the application, where a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.(paragraph 216)

10.5.3 Policy DM1 of the Local Plan Part 2 requires that development proposals should conserve and seek to enhance the historic environment and heritage assets.

10.5.4 The Damerham Conservation Area includes the existing Chapel building within its boundaries, and the majority of the area to the rear where the proposed 'orangery' would be sited. Even though the building is not listed, the original chapel which dates from 1863 contributes to the Damerham Conservation area's character due to its local historic and architectural interest and the original chapel is therefore considered a non designated heritage asset. Cumulative additions to this building are especially sensitive due to its siting and historical significance, and would need to respect its linear form and be considerate of the scale of the original chapel.

10.5.5 It is recognised that the original building was extended prior to its conversion to residential use, and the conversion retained the lean-to element coupled with other alterations including roof lights and glazed doors, had some negative impacts on the significance of the heritage asset. However, there were sufficient benefits to accept these alterations by bringing the redundant building back into a viable use.

10.5.6 The proposed orangery, by reason of its design fails to reflect the simple vernacular character of the original building and would appear as an incongruous addition to the building that would detract and distract from the remaining architectural interest of the original building. The proposed extension would by reason of its scale, location and design further erode the architectural character of the original building and the positive contribution this still makes to the rural character of the Damerham Conservation Area.

10.5.7 As such the proposed orangery would have a negative impact upon the pleasing modest scale, compact linear form and architectural simplicity of the non-designated heritage asset. This would result in less than substantial harm to the Damerham Conservation Area, and there are no public benefits arising from the proposed development that would outweigh either harm to the building or the Conservation Area, as the orangery would be solely for the benefits of the occupants of the dwelling. Furthermore, the dwelling has already been substantially extended and has all the facilities required for residential use and does not need this further extension to support the continued residential use and retention of the existing building.

10.5.8 The agent has stated in a rebuttal to the Conservation Officer's comments that there has been no convincing public disbenefit identified, but this does not reflect the wording of paragraph 215 of the NPPF whereby the identified harm should be weighed against the public benefit. No public benefit would arise from the proposed extension and therefore there is no balancing to be employed to counterbalance the identified harm to the Conservation Area, which is the designated heritage asset in this instance. Even though the original chapel has been converted and extended,

the simple vernacular character of the historic core of the building is still evident and this further addition would detract and distract from the remaining architectural interest, and undermining the significance of the non-designated heritage asset.

10.5.9 Even though there has been a further extension approved in 2021 to the side of the dwelling, it is not accepted as contended by the agent that the building has been materially altered. The historic core of the chapel is still evident, but cumulative extensions are considered harmful.

10.5.10 As such the proposed extension would not preserve or conserve the Damerham Conservation Area, and would undermine the significance of the non-designated heritage asset, and therefore would be contrary to the statutory legislation, National Planning Policy Framework and Policy DM1 of the Local Plan Part 1.

10.6 Residential amenity

10.6.1 By reason of the siting of the proposed orangery in relation to neighbouring properties, there are no identified concerns with regard to residential amenity and as such it would comply with the amenity related provisions of Policy ENV3 of Local Plan Part 1. However this does not outweigh the harm identified to the character and appearance of this sensitive location.

10.7 Permitted development

10.7.1 Reference has been made by the agent in the Combined Design and Access Statement and Heritage Statement to the fact that by reason of its size and siting the proposed rear extension would comply with permitted development criteria, albeit permitted development rights relating to the application site have been withdrawn.

10.7.2 Permitted development rights were withdrawn under the permission for the conversion of the dwelling (17/11283) and the reason for this was: *To help safeguard the historic character and interest of the existing building, to help safeguard the rural character of the area and the character and appearance of the Conservation Area*.

Therefore, there is no fall back position to consider in respect of permitted development rights when assessing this proposed development.

11 OTHER MATTERS

None

12 CONCLUSION / PLANNING BALANCE

The proposed extension would be contrary to Policy DM20 of the Local Plan Part 2, as the proposed extension coupled with the previous extensions would exceed the 30% increase allowable under the policy, and due to the design of the extension it would not meet the criteria of a conservatory for the purposes of the policy and therefore no flexibility can be applied to the quantitative element of this policy. Furthermore, the proposed extension would not respect the character and scale of the existing dwelling to the detriment of its countryside setting, and the identity and character of the locality, contrary to policies ENV3 of the Local Plan Part and Policy DM20 of the Local Plan Part 2, and would also be harmful to the Cranborne Chase National Landscape and therefore contrary to Policy STR2 of the Local Plan Part 2 and the National Planning Policy Framework.

Also the property is identified as a non designated heritage asset due to its local historic and architectural interest, and also falls within the Damerham Conservation Area. The proposed extension would be contrary to Policy DM1 of the Local Plan Part 2 and the NPPF policies, as it would contrast with the vernacular of the existing chapel, further eroding the architectural character of the host building and resulting in a harmful and uncohesive addition. The resulting development would therefore be harmful to the significance of the non-designated heritage asset and fail to preserve the character and appearance of Damerham Conservation Area.

As such the proposed works would result in less than substantial harm, and there is no identified public benefit to outweigh the harm. The application is therefore recommended for refusal as it would be contrary to national and local planning policy, and statutory legislation.

The recommendation is therefore one of refusal for these reasons.

13 RECOMMENDATION

Refuse

Reason(s) for Refusal:

1. By reason of its design, scale and siting on the building, the proposed orangery would significantly contrast with the vernacular of the existing chapel, further eroding the architectural character of the host building and resulting in a harmful and uncohesive addition. The resulting development would therefore be harmful to the significance of the non-designated heritage asset and fail to preserve the character and appearance of Damerham Conservation Area. Furthermore, the inappropriate addition would detract from the visual beauty of the National Landscape and would contribute to light pollution that would be harmful to the International Dark Skies and also would be harmful to the rural character of the area. As such the proposed development would be contrary to Policies ENV3, ENV4 & STR2 of the Local Plan Part 1: Planning Strategy 2020, Policies DM1 & DM20 of the Local Plan Part 2 Sites and Development Management Policies 2014 for the New Forest outside of the National Park, the National Planning Policy Framework and the Cranborne Chase AONB Management Plan.

Further Information:

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45.1m

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The Old
Cottage

The Chapel

Greenbanks



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PLANNING COMMITTEE

July 2025

The Chapel
Lower Daggons Lane
South End, Damerham
25/10365



NFDC

Scale 1:1000

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