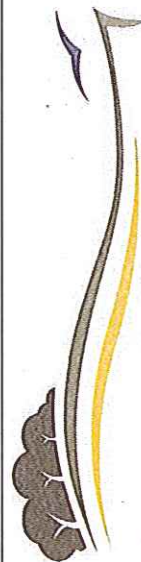


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South Downs
National Park Authority

Exton Park, Allens Farm Lane, Exton, SO32 3NW
SDNP/16/01555/FUL

Scale: 1:2301

22/11/16

Item No:	06
Case No:	SDNP/16/01555/FUL
Proposal Description:	The conversion of an existing building to provide 1 No. dwelling
Address:	Exton Park, Allens Farm Lane, Exton, SO32 3NW
Parish, or Ward if within Winchester City:	Upper Meon Valley Ward
 Applicants Name:	 Exton Park Vineyard
Case Officer:	Mrs Jane Rarok
Date Valid:	6 April 2016
Site Factors:	Countryside
Recommendation:	Application be refused for the reasons set out in paragraph 10 of this report.

Executive Summary

This application is brought before the planning committee at the request of Cllr Tait. The detailed request is included as an appendix to this report.

1 Site Description

The application site forms part of a larger holding including vineyard and agricultural land west of Exton village. The red site line however is drawn tightly around the site's entrance and the building in question. The site midway along a long, climbing drive from the gated entrance adjacent to a small cluster of buildings that are on the south west edge of Exton.

The wider site contains a number of buildings including a large vineyard building and a tied agricultural workers dwelling, which is a single storey rendered and clay tile traditional style cottage. Consent has been granted for a wine promotions building which is partly set below ground level.

There is a wooded valley to the west of the part of the site. The land continues to rise in the distance to the north of the site towards Beacon Hill National Nature Reserve and falls south and eastwards down to the Meon Valley. Beyond that it rises again to the Old Winchester Hill National Nature Reserve. The South Downs Way runs from Beacon Hill to Exton.

The site is within the South Downs National Park and the South Downs Integrated Landscape Character Assessment (SDILCA) identifies the site as being within the Meon Valley, although very close to the South Winchester Downland Mosaic character area. The physical characteristics of the Meon Valley are smoothly rounded U shaped valley indented by dry valleys and coombes. The Meon Valley is a distinctive curved valley and is asymmetrical in its upper reaches, for example Old Winchester Hill and Salt Hill. The valley is rural character and the landscape is

widely accessible due to the good network of public rights of way. The settlement pattern in this character area is typical of the type - nucleated villages like Exton and Corhampton located on the edge of the floodplain.

The site is elevated above Exton village in a steeply undulating landscape.

2 Proposal

The proposal seeks to convert an existing ancillary building to provide an additional residential accommodation for the deputy vineyard manager.

3 Relevant Planning History

05/02034/FUL - Temporary three bedroom agricultural worker's dwelling and associated hardstanding (REVISED APPLICATION). REF 17th November 2005. Appeal dismiss 7th April 2006.

05/03036/FUL - Erection of 1 no. three-bedroom temporary agricultural dwelling with hard standing (RESUBMISSION). REF 10th February 2006.

06/02837/FUL - Erection of permanent single storey four bedroom agricultural dwelling. REF 23rd November 2006. ALLOW 17th May 2007.

09/02653/FUL - Replace the existing consent for agricultural dwelling; W19413/04 with revised design in an adjusted position and similar size. PER 28th July 2010.

SDNP/14/01916/FUL - Erection of 1 no. detached two-storey dwelling with basement together with associated access, car parking and landscaping for use as a winemaker's dwelling and wine promotional premises
STATUS: REF 11th June 2014.

SDNP/15/01505/FUL - Erection of a detached two-storey building with a part basement together with associated access, car parking and landscaping for use as wine promotional premises.
STATUS: REF 24th July 2015.

SDNP/15/05007/FUL - Erection of a part underground, single storey building with associated landscaping for use as a wine promotional premises.
STATUS: APP 28th January 2016.

SDNP/16/05570/PRE - Two storey development above approved basement.
STATUS: Pending consideration.

4 Consultations

Parish Council Consultee
Comments awaited.

Nick Culhane Engine (Highways) Development

This application is as described above and the details are shown on drawing numbered 5373.WD01.

The purpose of the application is to allow the head winemaker to reside on site. If permitted, the proposal will not significantly increase traffic to and from the site, therefore I have no highway objections

Drainage Engineer - D Lewis

The application is to convert an existing building into habitable accommodation. The proposal is to send foul water to a new septic tank and storm water to soakaway.

As plenty of land is available for both facilities I offer no objection subject to Building Regulation being satisfied.

Bruton Knowles

Taking account of the evidence submitted it is our opinion that the criteria CE19 and CE.20 has not been met and there is no essential need for a second workers dwellings on this site.

5 Representations

None.

6 Planning Policy Context

Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory development plan in this area is the **Winchester District Local Plan Review (2006)** and the following additional plan(s):

- Winchester District Local Plan Part 1 Joint Core Strategy (2013)

The relevant policies to this application are set out in section 7, below.

National Park Purposes

The two statutory purposes of the SDNP designation are:

- To conserve and enhance the natural beauty, wildlife and cultural heritage,
- To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

If there is a conflict between these two purposes, conservation takes precedence. There is also a duty to foster the economic and social well being of the local community in pursuit of these purposes.

7 Planning Policy

Relevant Government Planning Policy and Guidance

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF) which was issued and came into effect on 27 March 2012. The Circular and NPPF confirm that National Parks have the highest status of protection and the NPPF states at paragraph 115 that great weight should be given to conserving landscape and scenic beauty in the national parks and that the conservation of wildlife and cultural heritage are important considerations and should also be given great weight in National Parks.

National Planning Policy Framework (NPPF)

The following National Planning Policy Framework documents have been considered in the assessment of this application:

- NPPF - Conserving and enhancing the natural environment
- NPPF - Requiring good design
- NPPF - Delivering a wide choice of high quality homes

The following National Planning Policy Framework documents have been considered in the assessment of this application:

Paragraph 2 states that planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

The development plan policies listed below have been assessed for their compliance with the NPPF and are considered to be compliant with the NPPF.

The following policies of the **Winchester District Local Plan Review (2006)** are relevant to this application:

- DP3 - General Design Criteria
- CE17 - Re-use of Non-residential Buildings in the Countryside
- CE20 - Housing for Essential Rural Workers (permanent dwellings)
- CE24 - Conversion and Changes of Use to Residential
- CE5 - Landscape Character

The following policies of the **Winchester District Local Plan Part 1 Joint Core Strategy (2013)** are relevant to this application:

- CP19 - South Downs National Park
- CP20 - Heritage and Landscape Character
- MTRA4 - Development in the countryside

- CP13 - High Quality Design

Partnership Management Plan

The South Downs Partnership Management Plan (SDPMP) was adopted on 3 December 2013. It sets out a Vision and long term Outcomes for the National Park, as well as 5 year Policies and a continually updated Delivery Framework. The SDPMP is a material consideration in planning applications and has some weight pending adoption of the SDNP Local Plan.

The following Policies and Outcomes are of particular relevance to this case:

- General Policy 1
- General Policy 50

The South Downs Local Plan: Preferred Options was approved for consultation by the National Park Authority on 16th July 2015 to go out for public consultation under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The consultation period ran from 2nd September to 28th October 2015. The responses received are being considered by the Authority. The next stage in the plan preparation will be the publication and then submission of the Local Plan for independent examination. Until this time, the Preferred Options Local Plan is a material consideration in the assessment of this planning application in accordance with paragraph 216 of the National Planning Policy Framework, which confirms that weight can be given to policies in emerging plans following publication. Based on the early stage of preparation the policies within the Preferred Options Local Plan are currently afforded limited weight and are not relied upon in the consideration of this application.

8 Planning Assessment

Principle of development

The proposal seeks to provide a second residential dwelling for a worker on the holding. A tied agricultural worker's dwelling already exists on site and is occupied by the Vineyard Manager.

National Planning Policy Framework (NPPF), provides guidance in respect of the rural economy and on isolated homes in the countryside and states "to promote a strong rural economy, local and neighbourhood plans should:

- o support the sustainable growth and expansion of all types of business and enterprise in rural areas, through conversion of existing buildings and well designed new buildings;
- o promote the development and diversification of agricultural and other land-based rural businesses....." (para 28);

Para 55 states that:

"Local authorities should avoid new isolated homes in the countryside unless there are special circumstances such as:

The essential need for a rural worker to live permanently at or near to their place of work in the countryside..."

A temporary worker's dwelling was originally approved on this site in 2006. In 2007 consent was granted to make this dwelling permanent, subject to an agricultural occupancy condition (AOC) and another condition requiring that the existing temporary dwelling be "demolished and all resultant materials removed from the site prior to occupation of the permanent dwelling". This temporary building remained on the holding after the permanent replacement was occupied, but on the understanding that it would be used for ancillary storage. It is this timber clad building that is now the subject of this application.

It is recognised that in order to maintain the proper functioning of agriculture and forestry, it may be necessary, in exceptional circumstances, to permit new residential accommodation for essential rural workers. Policy CE20 sets out the criteria against which applications for residential accommodation for essential rural workers should be assessed.

Bruton Knowles has undertaken this assessment as set out below:

Criteria 1 - the activity has been established for at least three years, been profitable for at least one of them, and it is demonstrated that it is currently viable and has a clear prospect of remaining so.

The business has been established in excess of three years. Financial accounts for the year ended March 2015 for Exton Farm have been provided, (which includes the Winery operation). The accounts shows a profit in respect of the Winery, however it is noted that the profit is essentially made up of wine in store as opposed to sales of wine and grapes. The overall Exton Farm profit and loss account however shows a loss. The balance sheet shows considerable net assets, primarily associated with the tangible fixed assets held by the business.

The business accounts provided do not show a profit for the business as a whole, although we would note in general terms that the business has the potential to be viable going forward.

Criteria 2 - Criteria (ii) and (iii) of Policy CE.19 are still satisfied and the dwelling is essential to its continued viability and efficient working.

For clarity criteria (ii) and (iii) of Policy CE.19 are as follows:

(ii) the applicant can demonstrate that a continual presence on the holding is essential to the efficient working and development of the enterprise

(iii) there is clear evidence of a firm intention and ability to develop the enterprise concerned, and that it has been planned on a sound financial basis

It has been demonstrated that there has been considerable investment in the site and there is firm intention to develop the business.

The supporting Agricultural Appraisal lists the duties of the Deputy Vineyard Manager which includes spraying, pest control, assessing readiness of the grapes, checking and testing wine, security and control of the wine in store. It is suggested that some of the duties of the Deputy Vineyard Manager/Winemaker are undertaken outside normal working hours. It is considered that these duties do not in themselves justify an additional dwelling on site and the existing dwelling on site meets the essential need requirements and addresses security related matters.

Criteria 3 - Existing accommodation on or near the holding is inadequate to meet the needs of the workers who must be housed on it

There is one existing detached agricultural workers dwelling on site which is considered to meet essential need requirements (as stated above). At the time of writing, a search of Rightmove website has been undertaken and there are 6 properties for sale within a half mile radius, some of which are considered to be of a scale as to render them suitable for an agricultural worker and could meet the needs of the Deputy Vineyard Manager/Winemaker.

It is therefore considered that there is a thriving and active property market in the area and accommodation available in the adjacent villages.

Criteria 4 - An existing dwelling (or building suitable for conversion to a dwelling) serving or closely connected with the holding, which was suitable for occupation by an agricultural or forestry worker, has not been recently sold separately or otherwise alienated from the holding.

No planning history to suggest that an existing dwelling or building suitable for conversion that has been recently sold or alienated on the holding.

Criteria 5 - The proposed dwelling is of a size appropriate to the productivity of the holding (normally 120m² -150m², including office space)

The existing building has a floor area given as 127.9m² and consists of 3 bedrooms. The existing agricultural workers dwelling on site has recently been extended and has a floor area of approximately 246sq.m.

Criteria 6 - The proposed dwelling is designed to reflect local distinctiveness and where possible located as close to existing farm buildings.

The existing building is a timber-lodge style building, reminiscent of temporary or perhaps holiday accommodation. It is simple in form with elevations constructed of dark timber cladding and a sheet profiled roof. The casement windows and doors are the only domestic features on the exterior of the building. In itself, it sits quietly on the site adjacent to the much larger agricultural store and wine stores. When consent was sought for the current permanent agricultural workers dwelling (under 09/02653/FUL) it was suggested in that supporting D&AS this building was not considered "worthy" of the site. This may lead to pressure at a future date to replace this building with a more aesthetically domestic building at a future date.

Similarly, other than proposed decking terrace with timber balustrade along the elevation fronting the access track, no garden or outside private amenity space appears to be provided. The location of the building on existing hardstanding

adjacent to large scale modern agricultural buildings and beneath steeply rising land giving way to vines, means that it is difficult to see how/where any private amenity space could be created for the occupants. Given this is a 3 bedroomed property it is conceivable that future occupants of this dwelling could include children. Again this could lead to pressure to resite the building to a more prominent location on the site to provide so form of garden area.

Policy MTRA4 is the policy for development in the countryside. It stipulates that development will be limited to that which has an essential need to be located in the countryside. This may include development which is necessary for agriculture, horticulture or forestry. This policy also supports proposals for the reuse of existing buildings in the countryside for employment, tourist accommodation, community use or affordable housing (to meet a local need) provided the building is of permanent construction and capable of reuse without major reconstruction. The conversion of buildings to market housing does not accord with this policy. It is acknowledged that MTRA4 is not entirely consistent with the NPPF but this matter was addressed by the Local Plan Inspector and he was satisfied that the local circumstances justify taking a slightly different approach in Winchester:

"117. Part two of the policy is not entirely consistent with national guidance in para 55 of the NPPF in excluding new residential conversions, unless for affordable housing. However, the relevant special circumstances in the district at present include that proposals for the conversion of existing rural buildings to new market housing only would be very likely to proliferate, due to high demand in an area of attractive landscape, much of which is within the SDNP.

118. For many buildings, this would inevitably be at the expense of alternative schemes for the other potential uses listed in the policy that would normally contribute more to the social and economic well being of the area and the SDNP, as well as positively assisting the implementation of national guidance in para 28 [Supporting a prosperous rural economy] of the NPPF. It might also result in the need for more rural buildings across the landscape to meet the requirements of agriculture and other legitimate rural businesses. Accordingly, in these specific local circumstances, including the extent of the SDNP in the district, on balance, the case for a particular policy approach that differs from para 55 of the NPPF to a limited degree is considered sound and consistent with para 28 of the NPPF."

The SDNP Preferred Options Local Plan was approved by Members on 16th July 2015 to go out to public consultation in September. Policies are currently afforded limited weight. Policy SD48: Agricultural and Forestry Workers Dwellings sets out criteria for assessment of applications in respect of temporary and permanent residential accommodation. The criteria is similar to saved policy CE19 and CE20 in that there needs to be an essential need for on site residential accommodation. SD49 refers to conversion of existing redundant buildings. It has not been established that this building is redundant, and it isn't a building considered worthy of retention for historic reasons.

The agents suggests that the case for the additional dwelling at Exton Park is justified due to the monetary value of the stock - being the wine in store - and the risk from fire and/or theft. BK has assessed current security measures to be appropriate, which include alarm systems and electronic entrance gates to the site. The Agricultural Appraisal suggests that the existing dwelling is out of sight of the

bonded store, but in fact it is only some 125m above the store. The presence of a existing dwelling on site is considered sufficient to provide the necessary security needs, and there are other buildings on site which could provide overnight accommodation on a temporary basis if necessary - this currently building being one of them - without the need for a permanent additional agricultural workers dwelling.

The agent suggests that the proposal accords with saved policy CE.26 staff accommodation. The justification for staff accommodation given being the security of the bonded wine warehouse. However, given its assessment under CE20, the LPA is not satisfied that there is an overriding need for having additional staff living on site. Although not explicit in the policy text, CE26 refers to staff accommodation for large houses and institutions (hotels/care homes) and is not applicable to rural workers accommodation.

In terms of policy CE24, it has not been demonstrated that this building is no long suitable for ancillary use to the vineyard or the holding more widely. Given a holding of this size, it is entirely reasonable that the building can continue to perform its existing function as ancillary stores.

Policy CP13 requires that development meets highest design standards. This is an existing building which is timber clad and recessive. Its has formally been used as a temporary dwelling and has the qualities of such. It does not make a positive contribution to the local environment but it does reflect the character of the other ancillary buildings on the vineyard.

Impact on the character and appearance of the area

The development is unlikely to have a neutral visual impact on the character of the area. But there exists the likelihood that at some point there will be a need to provide private amenity area for the occupants. It seems unlikely that this can be achieved in its current location and will require the building being sited elsewhere on the holding.

Neighbours

There are no near neighbours to be affected by this application.

9 Conclusion

In conclusion then, it has not been demonstrated to the LPAs satisfaction that there is an essential need for a second agricultural dwelling on site.

10 Reason for Recommendation and Conditions

It is recommended that the application be refused for the reasons set out below.

1. On the basis of the information submitted in support of the application, the local planning authority is not convinced that the proposed second dwelling on the unit is essential or has been justified and therefore the proposed development would result in an additional dwelling within the countryside contrary to saved policy

CE19 and CE20 of the Winchester District Local Plan 2006 Review, policy MTRA4 of the Winchester District Local Plan Part 1 - Joint Core Strategy; and contrary to paragraph 55 of the National Planning Policy Framework.

11. Crime and Disorder Implications

- 11.1 It is considered that the proposal does not raise any crime and disorder implications.

12. Human Rights Implications

- 12.1 This planning application has been considered in light of statute and case law and any interference with an individual's human rights is considered to be proportionate to the aims sought to be realised.

13. Equality Act 2010

- 13.1 Due regard has been taken of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010.

Appendix 2 – Plans Referred to in Consideration of this Application

The application has been assessed and recommendation is made on the basis of the following plans and documents submitted:

Plan Type	Reference	Version	Date on Plan	Status
Plans - Site and Location plan	5373.WD01		31.03.2016	Not Approved
Plans - Floor plans and elevations	5373.WD02	A	14.07.2016	Not Approved
Plans - Floor plans and elevations as proposed	5373.WD03	A	14.07.2016	Not Approved

Reasons: For the avoidance of doubt and in the interests of proper planning.

**City Councillor's request that a Planning Application be considered by
Planning Committee**

Request from Councillor Tait - Ian
Case Number: SDNP/16/01555/FUL
Site Address: Exton Park Allens Farm Lane Exton SO32 3NW
Proposal Description: The conversion of an existing building to provide 1 No. dwelling.
Requests that the item be considered by the Planning Development Control Committee for the following material planning reasons: Having read through the Brutton Knowles report I am un-certain as to whether their assessment fully reflects the operational capacity of Exton Vineyard and thus whether the operational need has been correctly established. I believe that members may wish to robustly test the report and this can only be done through the application coming to committee. Clearly it will be beneficial if Brutton Knowles can attend the planning committee in order that they can answer member questions.

Once completed, please email this form to the relevant Planning Case Officer and the Head of Planning Management.