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**South Downs**  
National Park Authority

St Peters Farm, Church Lane, Hambledon, Waterloooville, PO7 4RT  
SDNP/16/06261/OUT

10/3/17

Scale: 1:2765



**Item No:** 04  
**Case No:** SDNP/16/06261/OUT  
**Proposal Description:** Outline planning consent for the erection of 1 No. bungalow  
**Address:** St Peters Farm, Church Lane, Hambledon, Waterlooville  
Hampshire, PO7 4RT  
**Parish, or Ward if within Winchester City:** Hambledon  
**Applicants Name:** Mr Jamie Rogers  
**Case Officer:** Mrs Sarah Tose  
**Date Valid:** 5 January 2017  
**Recommendation:** That the application be refused for the reasons set out in paragraph 10 of this report.

### **Executive Summary**

This application is reported to Committee due to the number of support letters that have been received contrary to the Officer's recommendation.

## **1 Site Description**

St Peters Farm comprises a small field (1.521 hectares) currently used for the keeping of horses which is located on Church Lane to the north of Hambledon village centre. The site lies outside of the settlement boundary within the designated countryside and within the South Downs National Park. It also falls within the Conservation Area. An access track leads from Church Lane through the site running parallel with the northwest boundary. There are stables and other outbuildings located along the northwest boundary. Hambledon Infant School adjoins the site to the northwest. To the southwest lies St Peter & Paul's Church which is a Grade 1 listed building. Neighbouring properties Hapton House and Folly House lie to the south/southeast. A Grade II listed Georgian Folly is located within the grounds of Hapton House.

## **2 Proposal**

The proposal seeks outline planning permission to construct a bungalow/chalet bungalow on the site with all matters reserved.

## **3 Relevant Planning History**

12/00195/SFUL- Temporary siting of one residential caravan and one touring caravan, for the occupation of a gypsy and the erection of a utility block. Refused 03.05.2012.

10/01695/FUL- 1 no. residential mobile home and 1 no. amenity block. Withdrawn 25.08.2010.

09/00477/FUL- Temporary siting of two residential caravans for occupation by gypsies and travellers (as defined by Circular 01/2006) for a period of two years. Refused 06.07.2009. Appeal dismissed 05.01.2010.

#### **4 Consultations**

##### **Parish Council Consultee**

##### **Objection**

This is a quiet countryside location which has been used for grazing horses; it is not suitable or appropriate for any residential use, and this principle has been stated and confirmed by several appeal results over the past few years.

The current relevant plan is the Joint Winchester District Local Plan Part 1 - Joint Core Strategy adopted in March 2013 which remains in force until superseded by the emerging SDNP Local Plan. The site has been countryside and grazing over many years, and forms part of the rural buffer between the open countryside of the National Park and the built-up area of Hambledon. The Parish Council believes any building on this site would have a seriously detrimental impact, causing considerable harm to its appearance and rural nature, and clearly at odds with the natural beauty and cultural heritage of the SDNP, and is thus contrary to National Park Purposes under Section 62 of the Environment Act 1995.

The site is not within the Development Boundary of Hambledon, and should therefore be treated as open Countryside, with its attendant policies such as Policy MTRA4 Development in the Countryside, where it does not fit within any of the permitted categories.

The site is within the Hambledon Conservation Area and is specifically noted as being important to maintain as open and rural in order to preserve the historic setting of Hambledon village. Furthermore the site is nearby to a number of listed buildings, namely the Church (Grade I) and Hapton House Folly, and any siting of a building and attendant outbuildings would be detrimental to their setting, contrary to Policies CP19 South Downs National Park and CP20 Heritage and Landscape Character.

The application form states that the application is retrospective and the Parish Council would like to confirm that no dwelling currently exists on the site, although there are a number of poor quality outbuildings, none of which would be suitable for conversion to residential. Previous applications for residential use have been refused, and rejected at appeal, so the principle has clearly been set out by the Planning Inspectorate.

##### **WC - Historic Environment Team**

Objection.

##### **Nick Culhane Engine (Highways) Development**

No objection.



**Drainage Engineer - D Lewis**

No objection.

**5 Representations**

16 representations in support of the proposal for the following reasons:

- No reason why this land cannot be built on as other people have properties in the surrounding area.
- Good use of the land.
- Walkers that use the footpath have to pass a lot of properties along the way.
- Cannot see why you cannot build a small bungalow on a large plot which is already surrounded by much larger domestic housing and is within close proximity of a school and church.
- Surely the property will just add to the community and will potentially prevent the plot being used for a much larger residential development in the future.
- The elevation of a bungalow will in no way obscure any view.
- The Council can ensure that any property that is built will be in fitting with a rural area, using sustainable materials.
- The erection of a nice bungalow would be a very welcome sight, as opposed to a piece of waste land which it is at present.

24 representations objecting to the proposal for the following reasons:

- The site is an important and significant gap between the settlement and the school and building on it would harm the Conservation Area.
- For over 30 years since 1985 this field has been subject to Enforcement Orders, a Stop Order, and several Appeals- all Inspectors concluded that the field was unsuitable for residential use.
- Field is in the South Downs National Park.
- Adjacent to a Primary School.
- Access to field via extremely narrow lane which crosses the lane used by the school children.
- Any extra traffic could only lead to more accidents and further hazards.
- Field is in the Hambledon Conservation Zone.
- Field is adjacent to the Grade 1 listed Church and the grade 2 listed Folly.
- Field is adjacent to a public footpath, and a side trail of the Wayfarers' Walk.
- Building work would block the lane for emergency vehicles needed by the school and the Grade1 listed church, as the south end of Church Lane has a tight corner making access impossible for large vehicles.
- Building would block the gap between countryside and the village which has many Grade 1 and Grade 2 listed buildings.
- Hambledon is one of the few remaining villages in East Hampshire which remain unspoilt with very little new development allowed in recent years.

**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

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:

- H3 - Housing Provisions



- DP3 - General Design Criteria
- HE5 - Conservation Areas - Development Criteria
- T2 - Development Access
- T4 - Parking Standards

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

- MTRA4 - Development in the countryside
- CP10 - Transport
- CP19 - South Downs National Park
- CP20 - Heritage and Landscape Character

#### 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 9

The South Downs Local Plan: Preferred Options was approved for consultation by the National Park Authority on 16<sup>th</sup> 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 2<sup>nd</sup> September to 28<sup>th</sup> 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 application site is located within the countryside, as designated in the Winchester District Local Plan Part 1- Joint Core Strategy (LPP1). Policy MTRA 4 of the LPP1 restricts development in the countryside to that which has an operational need to be located there, in order to protect the rural nature of the landscape. New housing is not normally permitted, unless there is an essential need for it to be there such as housing for rural workers or affordable housing to meet a proven need.

No information has been submitted to demonstrate that there is an operational need for new residential development in this location. As such the proposal is considered contrary to policy MTRA 4 as it would constitute an unjustified form of development within the countryside. The application is therefore recommended for refusal on that basis.

### Impact on the character of the Conservation Area

The Historic Environment Officer considers that the principle of development in the proposed location is not acceptable and has raised a strong objection to the application. Hambledon has a very tight urban grain to the historic core around the church with key large buildings such as Folly House and Fairfield House set in substantial grounds. There is a clear boundary to the historic development along the rear of the buildings lining the north of East Street and which also terminates at the eastern boundary of the church yard to Church Lane. This clearly defined area of development defines the historic core of the settlement. The site is considered important as it divides the village from the countryside. Hapton House and Folly House sit in an otherwise open aspect to the east of the church and development in the proposed area would fail to respect the spatial characteristics of the settlement, its urban grain and its historic settlement pattern. It is therefore considered that development in this location would harm the character of the Conservation Area which would be contrary to policy CP20 of the LPP1.

### Impact on the landscape character of the South Downs National Park

LPP1 policy CP19 requires development to be in keeping with the context and setting of the landscape of the National Park. The application site is a paddock which acts as a gap between the village and the countryside. It is considered that residential development in this location would therefore be harmful to the existing settlement pattern and would have an adverse impact on the landscape character of the South Downs National Park.

### Impact on highways

The Highway Officer has raised no highway objections to a single residential unit on the site.

### Impact on residential amenity

The application is for outline planning permission only so no floor plans or elevations showing the scale and external appearance of the dwelling have been submitted. The impact of the development on the amenities of



neighbouring properties cannot therefore be properly assessed at this stage. However, given the size of the site and the indicative siting of the dwelling in the centre of the plot, it is unlikely that a bungalow/chalet bungalow would cause significant harm to neighbour's amenities in terms of loss of light or privacy.

## **9 Conclusion**

The dwelling is proposed outside the settlement boundary of Hambledon so is contrary to policy MTRA 4 of the LPP1. It is considered to have an adverse impact on the landscape character of the South Downs National Park which would be contrary to policy CP19. The principle of development in the proposed location is also considered to result in an adverse impact on the character of the Conservation Area contrary to policy CP20. The application is therefore recommended for refusal.

## **10 Reason for Recommendation and Conditions**

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

1. The development is considered contrary to policy MTRA 4 of the Winchester District Local Plan Part 1 - Joint Core Strategy (2013) in that it would constitute a new residential dwelling in the countryside for which there is no overriding justification. The development is also considered contrary to policy CP19 as it would have an adverse impact on the landscape character of the South Downs National Park.

2. It is considered that development in the proposed location would fail to respect the spatial characteristics of the settlement, its urban grain and its historic settlement pattern and as such would have an adverse impact on the character of the Conservation Area contrary to policy CP20 of the Winchester District Local Plan Part 1 - Joint Core Strategy (2013).

## **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.



#### 14. Proactive Working

The applicant was made aware of the Council's concerns regarding the proposal.

#### 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 - Location plan       | LOCATION PLAN      |         | 15.12.2016   | Not Approved |
| Plans - Proposed Block Plan | BLOCK PLAN         |         | 15.12.2016   | Not Approved |
| Plans - Plan showing access | SITE PLAN (ACCESS) |         | 15.12.2016   | Not Approved |

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