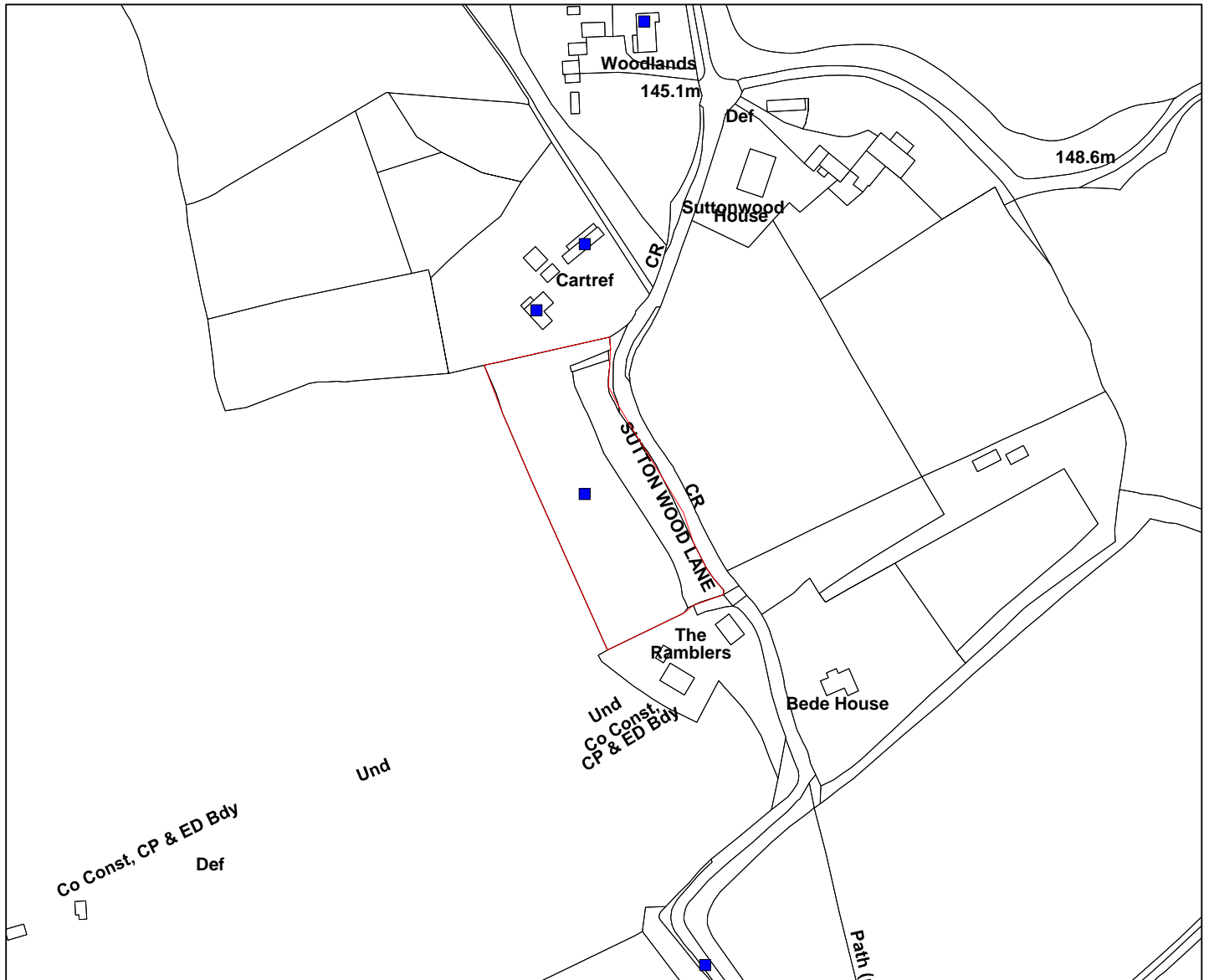


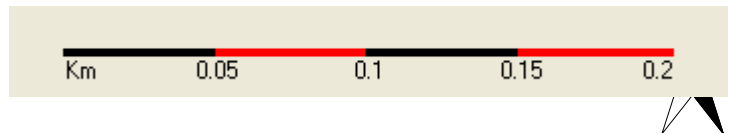
Land south of Cartref, Bighton

09/02070/FUL



Legend

Scale:



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Organisation	Winchester City Council
Department	Development Services
Comments	
Date	25 February 2010
SLA Number	00018301

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Item No: 5
Case No: 09/02070/FUL / W21429/01
Proposal Description: 4no. Timber framed pod structures: Ancillary utility block to provide ground floor toilet, shower, laundry, communal room facilities with 3 bay garaging/secure storage for the holding and first floor admin office, create access within site and other associated works (resubmission)
Address: Land To The South Of Cartref Sutton Wood Lane Bighton Hampshire
Parish, or Ward if within Winchester City: Bighton
Applicants Name: Mrs Carol Parham
Case Officer: Mrs Jane Rarok
Date Valid: 14 October 2009
Recommendation: Application Permitted

General Comments

This application is reported to the Committee because of the number of objections received.

Site Description

The application site is an existing campsite located on the District's boundary with East Hampshire, to the east of Gundleton along Suttonwood Lane. The site is approximately 0.53 hectares in area. It is a relatively flat site on the west side of Suttonwood Lane. The campsite is a Certificated Site (through the Camping and Caravanning Club), which currently permits five caravans or motorhomes.

Suttonwood Lane is a relatively narrow and winding rural route lined with hedges and tree belts and interspersed with agricultural/equestrian uses and sporadic residential development. Residential dwellings border the site to the north and south. Other site boundaries include a dense tree belt along the boundary with Suttonwood Lane to the east. The southern boundary with the property known as The Bungalow is delineated by a screen of domestic shrubs with a post and rail fence. Furthermore, there is an access track to the agricultural fields beyond, between the plots. The north side shared boundary with Cartref is screened by a hedge and trees. The western boundary is made up of post and stock wire fencing.

The applicants also own a larger area to the rear of the site which is around 1.22 hectares, but that land is not included as part of this application. The area falls within Bighton Woodlands Landscape Character Area, which recognises the linear form and small scale of development and the rural nature and character of the area.

Proposal

The application seeks to construct four 'pods' and a utility block. The utility block would be set almost centrally along the east boundary, against the backdrop of the existing mature tree belt. It would be 16.2m long by 7m wide, with a ridge height of 5.5m and low

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eaves of 2.5m This building would contain a kitchen area, two WC's, two showers and a laundry room. Ancillary machine storage, including tractor and mower stores, would be provided by three separate bays. First floor accommodation in the roof space would serve as a campsite office. This space would be lighted by two roof lights on the east elevation and accessed via an internal staircase. It is proposed to construct this building from oak weatherboarding over a brickwork base with a clay tiled roof.

The pods would also be set along the east boundary, two on either side of the utility block. They are described as resembling an upturned boat or small Dutch barn and are each capable of sleeping four people. Each pod is 2.8m wide and 4.7m long, including a covered porch, and 2.65m high, allowing an adult to stand upright inside. The pod is a timber structure built onto a frame and set directly onto level ground, usually on two railway sleepers or the like. The wall panels are treated softwood clad externally with weatherboarding and internally with 'tongue and groove'. Cavity insulation is by means of sheep's wool insulation, while the external edge of the barrel is treated with a foil finish which helps moderate the temperature of the living compartment and prevent overheating in hot weather. Over this, counter battens are fixed to the external surface. The roof is clad with a material which is stated as having, aesthetically, the appearance of individual timber shingles or a new 'turf'. The back and front 'bulkheads' are clad with weatherboard into which is set French doors at one end and a small window at the other. The structures are delivered to site in a complete and ready to occupy form.

Relevant Planning History

There is no specific planning history for this site, other than the previous application last year (ref: 09/00701/FUL) which sought to *'increase caravan pitches from 5 to 15, erection of an ancillary utility block to provide ground floor toilet, shower, laundry, communal room facilities with 3 bay garaging/secure storage for the holding and first floor admin office, create access within site and other associated works'*. This application was withdrawn, principally because of an objection on highways grounds; namely, that the surrounding road network was not suitable to accommodate such a large increase in touring caravans.

However, the site has operated under licence from the Camping and Caravanning Club as a five caravan site since the early 1990s under Part 5 of the Town and Country Planning (General Permitted Development) Order. The terms of that licence allow for no more than five caravans or motorhomes to be stationed on the land at any one time and no unit may stay on site for more than 28 consecutive days. This application seeks to install four pods, in addition to the existing touring caravan capacity.

Consultations

Engineers: Drainage

The applicant proposes to use a septic tank for the disposal of foul water from the utility block. The location of the tank and the required drainage field must be submitted for approval prior to the commencement of the development. A Consent to Discharge from the Environment Agency will be required by the applicant. Provided that the Environment Agency consents to the use of a septic tank and details of the septic tank are submitted to the Environment Agency, there would be no objection on drainage grounds.

Engineers: Highways:

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No objection.

The access is within Winchester District and our highways engineers have no objection to the scheme. The surrounding road network falls within East Hants District and, as the proposal no longer includes the larger scale vehicles, no objection has been raised.

Economic and Cultural Services: Support

Anecdotal evidence (e.g. enquiries to the Tourist Information Centre) suggests that the Winchester District does lack camping and caravanning accommodation. We do not have formal research to support this, but we do know that there is a growing national trend towards camping and caravanning, and the records we hold of such accommodation indicate a very limited and a rather basic supply. The growth in this sector will almost certainly be increased as the South Downs National Park becomes more active in promoting leisure access to the countryside.

Moreover, customers are looking for several aspects to their UK holidays and breaks, such as:

- a) Unusual experiences;
- b) High quality facilities and services;
- c) The knowledge that they are making environmentally responsible choices.

The planning application appears to combine the above aspects, with an accommodation proposition that would be unique within the Winchester District and may well provide an additional draw for potential visitors, which supports the first objective of the City Council's tourism strategy.

The introduction of a utility block is very desirable, in terms of meeting the basic needs of those staying in both the existing caravan pitches and the proposed pods. Whilst many Caravan Club members are well used to sites which do not provide this, our aspiration for tourism in the district is to aim for quality. Although camping and caravanning have long been seen as the cheaper alternatives to other kinds of visitor accommodation, the economic downturn is fuelling a growing demand for 'high end' camping (also known as 'glamping') which - in line with the Sustainable Community Strategy priority of sustaining economic prosperity across the district - provides a better financial return for both the site operator and the businesses from whom they, in turn, procure goods and services to support the site.

Furthermore, the design and construction of the pods appears to me to encompass good environmental practice and minimal intrusion on the landscape, particularly when compared with more traditional caravan pitches.

This application therefore seems to fit well with all three of the objectives of the Council's tourism strategy, namely:

1. To improve the recognition of Winchester as a dynamic and creative destination in its key markets;
2. To maintain a strong emphasis on sustainability in the interests of the local community and the environment, and
3. To use tourism as a driver for development within the District, which enhances the visitor experience (and improves services and facilities for local people).

It appears that the number of pods is a reasonable one for this very rural area, and

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consideration has been given to 'green' transport to reduce traffic impacts on the local roads.

Environmental Protection Team:

No objection, subject to a standard condition relating to unexpected contamination (Condition 8).

Landscape Team:

Initial concerns were raised because of the lack of a Tree Impact Assessment and Method Statement. However, because of the scale of this development and the nature of the construction of the development, the Landscape and Tree Officers are satisfied that an appropriate BS Standard Arboricultural Report could be submitted as part of a pre-commencement condition (Condition 6).

Environment Agency:

No objection

East Hants District Council:

East Hampshire's objection to the previous application at this site related to concerns about highway safety, particularly with the proposal to accommodate more caravans at the site and the impact that this would have on the highways in this District. With the caravan element removed, there is less concern and therefore no objection is raised.

Representations

Bighton Parish Council:

Supports the application. The Parish Council's comments are appended to this report.

Ropley Parish Council:

No objection. The main objection to the previous application was traffic-related and, specifically, caravans. As caravans have been removed from this application, we see no reason to object. If this application was in our "patch", we would have residual concerns that the current proposals are unlikely to be financially viable and will therefore lead in time to applications for caravans or to turn the amenity building into a house.

9 letters received objecting to the application, for the following reasons:

- Increase in intensity of use, change of use from occasional touring caravan site to one providing permanent buildings;
- Concerns about the capacity of the local road network to cope with an increase in traffic, poor visibility, poor access to A31;
- Concerns about the size of the facilities building in relation to the site, could become overnight accommodation, very visible;
- Lighting in this rural location is out of character and inappropriate. Victorian style lampposts are intrusive in this location;
- Query about the financial feasibility of the enterprise;
- Public transport to and from the site is limited and therefore private cars will be used;
- Visual impact – the pods look ugly, like Nissan huts in appearance, which is incompatible in this rural location in open countryside;

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- Noise from people congregating in communal areas, problem at night;
- Lack of security on site as applicants do not live on site;
- Proposals do not respect requirements for disability access;
- Development does not meet local need;
- Pods lack basic facilities, and adequate lighting;
- Not a sustainable location and will create pollution;
- Lack of local facilities within walking distance.

Reasons aside not material to planning and therefore not addressed in this report:

- No longer a need for this development as Mid Hants camping and chalet development been approved in neighbouring (East Hants) district.

28 letters of support received, for the following reasons:

- The site has improved in appearance;
- The pods are discreet, unobtrusive and not objectionable;
- Proposal concentrates on campers and not caravans, therefore will be a limited increase in traffic;
- A Cango bus serves the site;
- The development will benefit local small businesses and will be good for the local economy;
- Users welcome the provision of facilities on site, which will benefit groups taking disabled people on holiday;
- Current lack of local sites for campers.

Relevant Planning Policy

South East Plan 2009:

TSR2 and TSR5

Winchester District Local Plan Review

DP3, CE28, RT17, RT18

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPS 7 Sustainable Development in Rural Areas

PPG 17 Planning for Open Space, Sport and Recreation

Good Practice Guide on Planning for Tourism

Supplementary Planning Guidance

Winchester District Landscape Character Assessment

Planning Considerations

Principle of development

Impact on the character of the area and neighbouring properties

Landscape/Trees

Highways

Lighting

Facilities/Services capable of serving the site

Comments on neighbour representations

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Principle of development

The Council's policies recognise that the countryside is an important recreational and tourism resource, but that these activities should not destroy the very qualities of the countryside which attract such activities. Development will only be permitted if the site and wider area are capable of accommodating it without long term detriment.

Policy CE28 concerns development in relation to recreation and tourist facilities and states that these will be permitted in the countryside *"provided they maintain and safeguard the open and undeveloped nature of the countryside"* and do not require buildings or structures of a type or quantity which would be harmful to the rural character of the area. Furthermore, development should not conflict with the needs of agriculture or forestry.

Policy RT17, in the Recreation and Tourism chapter of the Local Plan, deals directly with touring caravan sites and camping sites and supports the principle of providing such sites except in particularly sensitive locations such as Strategic/Local Gaps, Areas of Outstanding Natural Beauty (AONBs) and National Parks.

Policy RT18 of the above chapter states that the development of sites for permanent short stay tourist accommodation in the countryside will only be permitted where sites are *"totally screened from public viewpoints"*. Where a development meets the above criterion, it will be necessary to limit the period during which the buildings can be used.

The text associated with Policy RT17 states that permanent holiday accommodation is less acceptable in the countryside than touring sites because of the visual intrusion associated with having caravans on site all year round, which leads to greater intrusion into the countryside. Sites for permanent holiday accommodation need to be well screened from public viewpoints to reduce visual impact. The development of new tourist facilities needs them to be viable in their own right and they should not require associated or enabling development such as housing, which would be contrary to other Local Plan policies.

In light of the above mentioned policies, it is considered that the principle of the development is acceptable.

Impact on character of area and neighbouring property

This area is typically rural and organic in its composition. It contains a number of mixed uses ranging from agricultural farming, equestrian, small scale light industrial (The Barn, at Sutton Wood Lane, north of the site) and residential dwellings.

The nature of this form of development requires and demands a countryside location. The site is well served by public foot paths, and directly north and south of the site are Public Rights of Way (Bighton 717 and Ropley 1).

This proposal would result in the retention of the touring caravan element (five touring caravan pitches) on the west side of the site and the inclusion of four timber pods along the east side, against the backdrop of the existing tree belt. The pods are small scale sleeping accommodation with a decked porch. They are of timber construction with a 'shingle' type roof covering, are dark in colour and generally recessive in appearance. It is considered that they will sit comfortably against the backdrop of the existing tree belt

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and will not be unduly intrusive. The facility block is also set against this same backdrop. The footprint of this building would be approximately 113sq.m and it would contain facilities which would support the existing use of the site – WC, showers, laundry room, ancillary storage and site office. It would also contain kitchen facilities and a communal area, which is considered an acceptable inclusion given the basic and simple nature of the pod accommodation.

There would be oblique views of the site, likely to be limited to the facilities block and the existing touring vans, principally from gaps in the hedgerow to the south of the site along Bighton Hill, in the neighbouring district of East Hants. The site is generally well screened from the adjacent road by the landscape belt, and views into the site will be limited to those appreciable from the entrance alone. It is considered that adequate screening from this road will exist, even in the winter months when the trees are without leaf cover, by virtue of the hedge and the branch cover of the trees themselves.

There are residential dwellings on the north and south boundaries. The southern neighbouring property is separated from the site by a field access track and its own driveway. The site boundaries are post and rail and further screening is provided by mature trees. The provision of the four pods and the facilities block is unlikely to impact materially on the privacy or other amenities of this dwelling, which is approximately 20m from the site boundary and further obscured by a garage. The property to the north is screened from the site by an existing hedgerow and tree belt. The closest pod is approximately 25m from the site boundary with this property. The increased activity on site generated by the inclusion of the four pods is likely to be modest and should not prove to be materially harmful to the amenities of the neighbouring properties.

Landscape/Trees

The pods would be set within 5m of the existing trees, although minimal disruption would be required. The facility building is set further away from the trees, and is likely to have less of an impact on those trees. However, notwithstanding this, it is recommended that an Arboricultural Impact Assessment and Method Statement be submitted prior to the start of development, in order to ensure the protection of these trees in the long term (Condition 6).

Further conditions are recommended to ensure that an appropriate landscaping scheme is undertaken to ameliorate the impact of the development, with planting along the west boundary and some additional planting along the south boundary (Conditions 4 & 5).

Highways/Parking

The relevant Highway Authorities have no objection to this scheme, as resubmitted.

Lighting

The application, as originally submitted, included two lampposts at the site entrance. It was considered that this form of lighting was inappropriate in this rural location and this element of the scheme has now been removed. It is recommended that a condition controlling lighting on this site be imposed in order to protect the amenity of the neighbouring property and in the interests of the character of the area (Condition 3).

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Facilities/Services

The applicants have approached various local business which would be well placed to serve the site. To this end additional information has been submitted which states that the local Cango bus service, which runs between Basingstoke, Alton and Alresford, is able to stop outside the campsite gate and this runs three times daily Monday to Friday and twice daily on Saturdays and Sundays. Furthermore, bus services 64 and X64 run an hourly service to Alton, Winchester and Alresford and are situated approximately 1 mile from the campsite. Local businesses, including the bakery, milkman and a cycle hire company, have shown interest in delivering to the site.

Comments on representations

Concern has been expressed about the size of the facilities building in relation to the site and the possibility that this could become overnight accommodation. However, an appropriately worded condition is recommended to restrict the use of the facilities building to ancillary purposes and prevent its occupation as accommodation, either for overnight stays or more permanent (Condition 8).

It would be expected that, in the summer months, there would be a degree of noise and activity from the site, as would currently occur. It is not considered that any intensification resulting from this proposal would be materially harmful to the amenities of the neighbours, who are well screened from the site by the existing landscaping.

Recommendation

Application Permitted, subject to the following conditions:

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 the provisions of Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

2. The four pods, hereby permitted, shall be used for holiday accommodation only, which shall be limited to any one occupier occupying any of the pods for a maximum period of 4 weeks and for no more than 3 times per year, with a break between each occupation, by the same occupier, of 4 weeks. A register of the names of the occupiers of the pods and their arrival and departure dates, shall be kept by the owner and shall be produced to the Local Planning Authority upon reasonable notice.

Reason: To accord with the terms of the application, since the site lies within an area where residential properties would not normally be permitted.

3. No floodlighting, whether free standing or affixed to an existing structure, shall be provided on the site, at any time, without the prior written approval of the Local Planning Authority.

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Reason: In the interests of the amenities of the locality.

4. No development shall take place until details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. These details shall include the following, as relevant:

Means of enclosure, including any retaining structures;

Existing and proposed finished levels or contours;

Proposed and existing functional services above and below ground (eg. drainage, power, communications cables, pipelines etc, including lines, manholes, supports etc.);

Hard surfacing materials.

Reason: To improve the appearance of the site in the interests of visual amenity.

5. Soft landscape details shall include the following, as relevant:

Planting plans;

Schedules of plants, noting species, planting sizes and proposed numbers/densities, where appropriate;

Written specifications (including cultivation and other operations) associated with plant and grass establishment;

An implementation programme.

Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs.

6. An Arboricultural Impact Appraisal and Method Statement, in accordance with BS5837:2005, shall be submitted to and approved by the Local Planning Authority, prior to any construction or groundwork commencing on the site. The report shall include details of the proposed foundations for the pods and the facilities building, and tree protection measures during construction, including the position and nature of protective fencing. The development shall be undertaken in accordance with the approved method statement.

Reason: To retain and protect the trees which form an important part of the amenity and character of the area.

7. The facilities building, hereby permitted, shall not, at any time, be used for overnight accommodation.

Reason: To ensure that the building is not used for living accommodation in an area where this would be contrary to Development Plan policies.

8. Development shall cease on site if, during any stage of the works, unexpected ground conditions or materials which suggest potential contamination are encountered, unless

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otherwise agreed in writing by the Local Planning Authority. Works shall not recommence before a site assessment has been undertaken and details of the findings, along with details of any remedial action required (including timing provision for implementation), have been submitted to and approved in writing by the Local Planning Authority. The development shall not be completed other than in accordance with the approved details.

NB - potentially contaminated ground conditions include infilled ground, visual evidence of contamination or materials with an unusual odour or appearance.

Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

9. No development shall take place until details and samples of the materials to be used in the construction of the external surfaces of the pods and the facilities building, hereby permitted, have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the development presents a satisfactory appearance, in the interests of the amenities of the area.

Informatives

1. This permission is granted for the following reason:

The development is in accordance with the policies and proposals of the Development Plan set out below, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.

2. The Local Planning Authority has taken account of the following Development Plan policies and proposals:

Winchester District Local Plan Review 2006: DP3, CE28, RT17, RT18
South East Plan 2009: TSR2 and TSR5

3. All building works, including demolition, construction and machinery or plant operation, should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.

4. During construction, no materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Protection Team, an Abatement Notice may be served under The Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under The Clean Air Act 1993

5. The applicant is advised that this permission relates only to the four pods and the facilities building and does not extend to, or include, the five touring caravan/motorhomes, which are considered permitted development under Part 5 of the General Permitted

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Development Order and are also covered under separate legislation, including The Caravan Sites and Control of Development Act 1960 and the Caravan Sites Act 1968.

Jane Rarok

From: sarah.j.white@talk21.com

Sent: 30 November 2009 12:31

To: planning

Subject: Bighton Pc 09/02070/Full

09/02070/Full W21429/01

Land to the South of Cartref, Sutton Wood Lane, Bighton

Bighton Parish Council has no objections to this resubmission. They would like to support the application.

Sarah White Clerk
01962733216

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