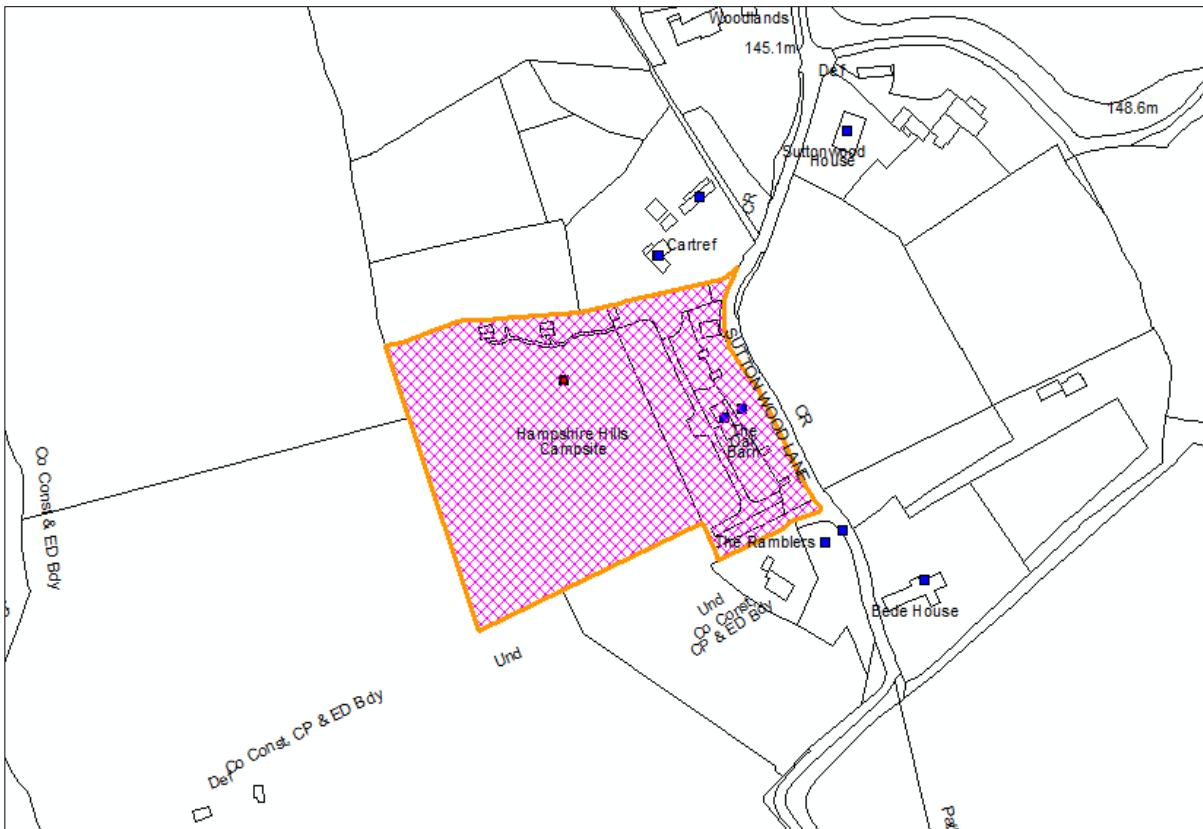


WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No: 23/01826/FUL
Proposal Description: Application Reference Number: 18/02331/FUL Date of Decision: 24/01/2019. Vary Condition Number 2. Supersede the conditioned drawings with the drawings submitted as part of this application.
Address: Hampshire Hills Sutton Wood Lane Bighton Alresford Hampshire
Parish, or Ward if within Winchester City: Bighton Parish Council
Applicants Name: c/o agent
Case Officer: Catherine Watson
Date Valid: 27 July 2023
Recommendation: Application Permitted
Pre-Application Advice No

Link to Planning Documents

[Link to page – enter in reference number: 23/01826/FUL](https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple)
<https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple>



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Reasons for Recommendation

The development is recommended for permission as it is a reasonable expansion of an existing residential use which will allow the continued management of the campsite in accordance with policies MTRA4, CP8 and DM10.

General Comments

The application is reported to Committee because of the Parish Council's request for the application to be determined by Planning Committee, based upon material planning considerations. This is shown in Appendix 1.

Amendments to Plans Negotiated

None

Site Description

Hampshire Hills is a campsite located to the southeast of Bighton on the eastern boundary of Winchester District. The site is accessed from Sutton Wood Lane, where a gravel track leads to car parking on site and the main reception building that currently houses permanent warden accommodation, an office and the toilets and shower rooms.

The site comprises 1.8 hectares and is largely open in nature, with views of White's Wood and open fields to the west. It is permitted to site 21 units of accommodation (caravans, tents, pods and shepherds' huts) throughout the entire site with car parking, areas of hardstanding, a large metal storage shed and the large barn known as the Oak Barn on its eastern side.

The area is rural in character, being surrounded by open fields to the west and east. To the north and south of the property there are a number of residential dwellings.

Proposal

The proposal is for the variation of condition 2 of the approved application 18/02331/FUL which allowed for the change of use of the Oak Barn which was previously used only as a reception building, along with the existing toilet blocks, into permanent warden's accommodation. It also included the erection of a separate toilet and shower block to the north of the main building adjacent to the gravel track leading to the car parking spaces.

The proposed variance of condition 2 would allow for some internal and external alterations in order to allow the applicant to move his family into the building.

Relevant Planning History

09/02070/FUL - 4 no. 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). PER 17th March 2010.

10/02200/NMA - (Minor Amendment to Planning Permission 09/02070/FUL) 4 no. 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; Move part of the rear wall out but keeping it within the footprint of the building; Change positions of door and window. ACCEPT 21st September 2010.

11/00302/NMA - (Minor Amendment to Planning Permission 09/02070/FUL) 4 no. Timber framed pod structures: Ancillary utility block to provide ground floor toilet, shower, laundry,
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communal room facilities with 3 bay garaging/secure storage for the holding and first floor admin office; Alterations to fenestration; re-positioning of 1 post. ACCEPT 7th March 2011.

13/02782/FUL - Change of use of part of campsite building to warden/managers accommodation. PER 11th February 2014.

15/00269/NMA - (Minor Amendment to Planning Permission 13/02782/FUL Change of use of part of campsite building to warden/managers accommodation) Alterations to rooflights and addition of bath to wardens/managers accommodation. ACCEPT 5th May 2015.

18/02331/FUL - Change of use from existing barn building with permanent warden accommodation to residential use and erection of toilet & shower block (amended). PER 24th JANUARY 2019.

22/02199/LDP - Certificate of lawfulness sought for the permanent residential occupation of five touring caravans at Hampshire Hills Caravan Site, SO24 9SG including as a person's sole residence. This is in addition to the other operational development and uses permitted under planning permission 13/02171/FUL. REF 24th August 2023.

Consultations

Service Lead for Public Protection (Contaminated Land Environmental Health)

No Objection. No adverse comments.

Representations:

Bighton Parish Council

Objection.

- Bighton PC object to this application and ask that it is refused. Should the council be mindful to grant this application, Bighton PC request that it is considered by committee.

Concerns were expressed by the PC re the removal of facilities ie toilets and showers for those using the camp site, should the Oak Barn be converted into a house. The original permission was granted to allow the warden to live on site, in fairly basic accommodation. As Cllr Power points out this application is for change of use. This is permission for a dwelling in the countryside by "the back door". The Council is concerned that a much-needed local camping facility will be lost to the area.

The Council ask that this application is considered by committee and that a site visit is carried as Bighton PC have no access to the applicant and are concerned that other building work is being carried out.

Cllr Margot Power

Objection.

- 'This planning application represents a change of use. The current building provides very limited site manager accommodation and washing and cooking facilities for those camping. Lower cost tourist accommodation is in limited supply both in and adjacent to the national park. If that is no longer the purpose of the site it should revert to agricultural use.'

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No other objecting or supporting representations have been received.

Relevant Government Planning Policy and Guidance

National Planning Policy Framework

- 1. Introduction
- 4. Decision-making
- 12. Achieving well-designed and beautiful places

National Planning Practice Guidance

- Climate change
- Consultation and pre-decision matters
- Design: process and tools
- Determining a planning application
- Fees for planning applications
- Housing supply and delivery
- Land affected by contamination
- Lawful development certificates
- Making an application
- Renewable and low carbon energy
- Rural housing

Winchester Local Plan Part 1 – Joint Core Strategy (LPP1). DS1 – Development Strategy and Principles

- DS1 – Development Strategy and Principles
- MTRA4 – Development in the Countryside
- CP11 – Sustainable Low and Zero Carbon Built Development
- CP16 - Biodiversity
- CP13 – High Quality Design

Winchester District Local Plan Part 2 – Development Management and Site Allocations

- DM1 – Location of New Development
- DM15 – Local Distinctiveness
- DM16 – Site Design Criteria
- DM17 – Site Development Principles
- DM18 – Access and Parking
- DM21 – Contaminated Land
- DM23 – Rural Character

Supplementary Planning Document

- National Design Guide 2019
- High Quality Places 2015

Other relevant documents

- Climate Emergency Declaration Carbon Neutrality Action Plan 2020 – 2030
- Statement of Community Involvement 2018 and 2020

Planning Considerations

Principle of development

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Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and paragraph 47 of the National Planning Policy Framework (NPPF, 2021) require that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

Planning history of the development area, which covers the eastern part of the site next to Bighton Lane, indicates that The Oak Barn was granted consent in March 2010 (09/02070/FUL). This allowed for a 3-bay garage, communal facilities and administration office at first floor level. In February 2014, consent was granted under application 13/02782/FUL for the change of use of part of the Oak Barn to provide a warden/manager's accommodation. This allowed for basic accommodation within the building, together with communal facilities for the campsite; the occupying warden had to share the communal facilities such as toilets, with the guests at the campsite.

In 2019, a further planning application (18/02331/FUL) was permitted at Planning Committee for the change of use of the Oak Barn with permanent warden accommodation to residential use and the erection of a separate toilet and shower block. The Committee Minutes for this application are as follows:

At the conclusion of debate, the Committee agreed to grant permission for the following reason: the application adheres to Policy DM10 of the Local Plan Part 2 (LPP2) as an essential facility and service in the countryside with a functional need to live on site to service the needs of the business, subject to an appropriate planning condition to ensure that the occupants of the residential accommodation are linked through their employment at the campsite (operational requirement) and adequate drainage and operational condition.

This permission was implemented by the previous owners, with the construction of the bedroom and bathroom facilities at 1st floor level.

The applicant acquired the site 2 years ago and in order to operate the business effectively, they wish to now move their family into the accommodation. The proposal is therefore effectively seeking some internal and external alterations to increase the amount of living accommodation in the barn to allow the applicant to move his family into the building.

Policy MTRA4 of the LPP1 sets out the general circumstances in which development may be permitted in the countryside: Development must have an operation need for a countryside location and the redevelopment of existing buildings to facilitate the expansion on-site of established businesses or to meet an operational need may be acceptable, provided the development is proportionate to the nature and scale of the site, location and setting.

Policy CP8 of the LPP1 also supports development within tourism sector.

Policy DM10 supports the development of essential facilities and services to serve local communities.

As a campsite, there is an operational need for a countryside location for this business. It is an established and authorised tourist business and therefore accords in general terms with MTRA4 and CP8. The residential use for a warden to live on the site is also

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established through the earlier planning permissions which recognised the campsite business as an essential facility and service in the countryside with a functional need for the applicant to live on site to serve the needs of the business in accordance with policy DM10. The proposal is not therefore seeking a new dwelling in the countryside but rationalising the existing arrangements to enable the applicant's family to also live on site.

The issue to be assessed therefore is whether the expansion of the residential space to allow the applicant's family to live on site is acceptable.

In this case, it is considered that it is reasonable for the applicant to make some relatively minor alterations to the building to enable his family to live there alongside him and that this will help facilitate the continued management of the business. The residential unit will remain tied to the use of the site as tourist accommodation through condition 4 to restrict the use of the unit so that it cannot be sold off as an independent unit of residential accommodation.

The proposal is therefore considered to be acceptable in principle and in accordance with policies MTRA4, CP8 and DM10.

Assessment under 2017 EIA Regulations.

The development does not fall under Schedule I or Schedule II of the 2017 Environmental Impact Assessment Regulations, therefore an Environmental Impact Assessment is not required.

Impact on character and appearance of area

As mentioned above, the site is situated within a rural location. The Barn is set back from the boundary with Bighton Lane and is positioned behind a row of trees. There is an area of hardstanding for parking and a gravelled access drive leading directly to the building.

There will be no alteration to the envelope of the building however, external changes will be made to the windows and doors to facilitate the residential use. The treble garage doors will be removed and the space integrated into the main living accommodation. Immediately adjacent to the north-east of the main building it is proposed to construct a small shed for domestic storage. Internally, a number of sub-divisions will be removed or repositioned in order to facilitate 2 bedrooms with open plan living area at ground floor level and the master bedroom with ensuite at first floor level. A number of small rooflights will also be added.

The proposed physical changes are relatively minor and are considered appropriate to the residential use of the building. Given the tree and shrub cover at the boundary, any changes would not be widely visible from the road. It is not considered that the changes would cause significant additional harm to the rural character of the area in visual terms.

There is a public right of way to the north-east of the site however, this is 80m away and therefore it is not considered that the development would impact upon the enjoyment of its users.

Therefore, the proposal complies with policies CP20 of the LPP1 and DM15, DM16, DM17 and DM23 of the LPP2.

Development affecting the South Downs National Park
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The application site is located 3.3km from the South Downs National Park

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) updated 2021. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 172 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

Given the distance from the National Park and minor nature of the external changes being proposed, the development will not affect any land within the National Park and is in accordance with Section 11a of the National Parks and Access to the Countryside Act 1949.

Historic Environment

No impact. The works do not affect a statutory listed building or structure including setting; conservation areas, archaeology or non-designated heritage assets including their setting.

Neighbouring amenity

The nearest residential properties are Cartref, approximately 65m to the north and The Ramblers, approximately 56m to the south. Both properties are well-separated from the application building and therefore, it is not considered that there would be any significant harm to the amenities of local residents.

Therefore, the proposal complies with policy DM17 of the LPP2.

Sustainable Transport

The proposal will have no impact on highway safety. There is already space on-site which is used for parking and it is not considered that there would be a significant increase in traffic movements into and out of the site.

Therefore, the proposal complies with policy DM18 of the LPP2.

Ecology and Biodiversity

The proposal will have no impact as it is not development within, bordering or in close proximity to a European Protected Site (River Itchen SAC) and is not overnight accommodation affecting nitrates.

The building is already in a residential use and there are trees/shrubs nearby that are being retained and therefore, it is not considered necessary for additional biodiversity enhancements to be made.

Therefore, the proposal complies with policy CP16 of the LPP1.

Sustainability

Developments should achieve the lowest level of carbon emissions and water consumption which is practical and viable. Policy CP11 expects new residential developments to achieve Level 5 for the Energy aspect of the Code for Sustainable Homes and Level 4 for the water aspect. The building is already in a residential use and minimal physical changes are proposed, therefore it is not necessary for the above targets

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to be met however the applicant has indicated that the required water efficiency and energy standards will be met.

Sustainable Drainage

The proposal will have no impact on drainage because there is no increase in the area of the building or any hardstanding and therefore, it is unlikely that there would be additional surface water runoff, which is currently dealt with via an existing soakaway and infiltration system.

Foul drainage is dealt with by means of an existing, large septic tank (24,000 litre capacity).

Therefore, the proposal complies with policy DM17 of the LPP2.

Equality

Due regard should be given to the Equality Act 2010: Public Sector Equality Duty. Public bodies need to consciously think about the three aims of the Equality Duty as part of the process of decision-making. The weight given to the Equality Duty, compared to the other factors, will depend on how much that function affects discrimination, equality of opportunity and good relations and the extent of any disadvantage that needs to be addressed. The Local Planning Authority has given due regard to this duty and the considerations do not outweigh any matters in the exercise of our duty.

Planning Balance and Conclusion

The proposal is for the variation of condition 2 of an existing planning consent which would allow the campsite manager to house his family in an existing building which already has consent for a residential use, albeit only for the warden. It is not considered unreasonable for the manager to bring his family to live with him on the site to enable the continued management of the business. It is acknowledged that there is concern that the unit could at some stage be separated from its ancillary residential use and be sold off as an independent unit of residential accommodation. Condition 4 prevents this and will ensure that the unit remains in an ancillary use.

In addition, few physical changes are proposed and it is not considered that there would be any significant visual impact on the setting of the campsite and surrounding rural character.

The proposal therefore accords with policies MTRA4, CP8, CP11, CP13, CP16 and CP20 of the LPP1 and Dm10, DM15, DM16, DM17, DM18 and DM23 of the LPP2.

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).

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2. The development hereby approved shall be constructed in accordance with the following plans:

Block and Location Plan Dwg No 05 received 27.07.2023

Proposed Elevations Dwg No 04 received 27.07.2023

Proposed Floor Plans Dwg No 03 received 27.07.2023

Reason: In the interests of proper planning and for the avoidance of doubt.

3. No development shall take place until details of the materials to be used in the construction of the external surfaces of the development 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.

4. The occupation of the warden's accommodation hereby permitted shall be limited to the warden employed with the running of the campsite which operates from the site and the wardens family including any resident dependants. If the use of the campsite ceases, the residential occupation of the warden's accommodation shall cease.

The warden's accommodation shall not be sold or occupied as an independent unit of residential accommodation at any time without the prior consent of the local planning authority.

Reason: To ensure that the residential use of the warden's accommodation is provided to meet the on-site operational needs of the campsite as the site is situated in an area of countryside where residential use is not normally permitted.

Informatives:

1. In accordance with paragraph 38 of the NPPF (2021), Winchester City Council (WCC) take a positive and proactive approach to development proposals, working with applicants and agents to achieve the best solution. To this end WCC:

- offer a pre-application advice service and,
- update applicants/agents of any issues that may arise in the processing of their application, where possible suggesting alternative solutions.

In this instance a site meeting was carried out with the applicant.

2. The Local Planning Authority has taken account of the following development plan policies and proposals:-

Local Plan Part 1 - Joint Core Strategy: MTRA4, CP8, CP11, CP13, CP16, CP20

Local Plan Part 2 – Development Management and Site Allocations: DM15, DM16, DM17, DM18, DM23

3. This permission is granted for the following reasons:

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The development is in accordance with the Policies and Proposals of the Development Plan set out above, 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.

4. 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.

5. Please be respectful to your neighbours and the environment when carrying out your development. Ensure that the site is well organised, clean and tidy and that facilities, stored materials, vehicles and plant are located to minimise disruption. Please consider the impact on your neighbours by informing them of the works and minimising air, light and noise pollution and minimising the impact of deliveries, parking and working on public or private roads. Any damage to these areas should be remediated as soon as is practically possible.

For further advice, please refer to the Construction Code of Practice

<http://www.ccscheme.org.uk/index.php/ccs-ltd/what-is-the-ccs/code-of-considerate-practice>

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Appendix 1

Parish Council's request that a Planning Application be considered by the Planning Committee

Request from Parish Council: Bighton Parish Council
Case Number: 23/01826/ful
Site Address: Hampshire Hills Sutton Wood Lane Bighton Alresford Hampshire SO24 9SG
Proposal Description: Application Ref Number 18/02331/FUL Date of Decision: 24/01/2019. Vary Condition Number 2. Supersede the conditioned drawings with the drawings submitted as part of this application.
Requests that the item be considered by the Planning Committee for the following material planning reasons: Bighton PC object to this application and ask that it is refused. Should the council be mindful to grant this application, Bighton PC request that it is considered by committee. Concerns were expressed by the PC re the removal of facilities ie toilets and showers for those using the camp site, should the Oak Barn be converted into a house. The original permission was granted to allow the warden to live on site, in fairly basic accommodation. As Cllr Power points out this application is for change of use. This is permission for a dwelling in the countryside by "the back door". The Council is concerned that a much needed local camping facility will be lost to the area. The Council ask that this application is considered by committee and that a site visit is carried as Bighton PC have no access to the applicant and are concerned that other building work is being carried out.