

Application No: 21/00356/FULL Full Application

Site: Eastwoods, Pitmore Lane, Sway, Lymington, SO41 6BW

Proposal: Manege

Applicant: Miss Broadway

Case Officer: David Williams

Parish: SWAY

1. REASON FOR COMMITTEE CONSIDERATION

Contrary to Parish Council view

2. DEVELOPMENT PLAN DESIGNATION

No specific designation

3. PRINCIPAL DEVELOPMENT PLAN POLICIES

- DP18 Design principles
- DP50 Agricultural and forestry buildings
- DP51 Recreational horse keeping
- DP52 Field shelters and stables
- DP53 Maneges
- SP17 Local distinctiveness
- SP7 Landscape character
- SP5 Nature conservation sites of international importance
- SP6 The natural environment
- SP15 Tranquillity
- DP2 General development principles

4. SUPPLEMENTARY PLANNING GUIDANCE

- Sway Village Design Statement
- Guidelines for Horse Related Development SPD

5. NATIONAL PLANNING POLICY FRAMEWORK

- Sec 15 - Conserving and enhancing the natural environment
- Sec 16 - Conserving and enhancing the historic environment
- Sec 12 - Achieving well-designed places

6. MEMBER COMMENTS

None received

7. PARISH COUNCIL COMMENTS

Sway Parish Council: Recommend permission for the reasons listed below (unanimous):

Policy DP53 in the new local plan covers maneges, and does not contain any overt restrictions on size. Previously the 2011 SPD gave maximum sizes for domestic maneges, but in drafting the new local plan that previous guidance was not carried forward into DP53. Therefore, the original guidance is materially out of date and should be afforded minimal weight in this consideration. The committee considered that the manege complies with the two tests as set out in Policy DP53.

8. CONSULTEES

8.1 Landscape Officer: Objection. The construction of the arena has eroded the character and appearance of the location and harmed the intrinsic natural beauty of the National Park. The proposed mitigation, illustrated in the submitted drawing Landscape Proposals Drg. No. EE719/Drg 01 Rev. P3, does not outweigh the harm caused by the arena. The basis on which the harm has been assessed in the submitted Landscape Visual Appraisal is incorrect in my opinion. The construction of the arena is contrary to the policies in the New Forest National Park Local Plan and also does not conserve and enhance the natural beauty of the New Forest National Park.

9. REPRESENTATIONS

9.1 Two representations in support, summarised as:

- Long standing equestrian site - natural expansion
- Site often used for equestrian events and activities historically
- Minimal visual harm within the landscape in particular with the additional landscaping and mitigation proposed
- Similar schemes have been allowed in the National Park
- Positive enhancement to see riders and equestrianism in the Park

9.2 Four representations objecting on the following grounds:

- No significant material change to that previously refused. A bit of landscaping and cosmetic changes do not alter the fundamental principles.
- Existing manege should be refurbished.
- Enterprise at Eastwoods is a commercial business with associated lorries, commercial movement of vehicles, staff deliveries, and support. Also bonfires and storage of animal waste.
- Unauthorised works deliberately undertaken during lockdown should not be supported when contrary to local policy
- Size of manege, its bright colour and prominence represents

- an alien feature in the special landscape of the National Park.
- Landscape character is not defined by what is visible from a publicly accessible location
- Dangerous precedent is set for similar large intrusive developments throughout the Park
- Questions are raised with regards the degree of equine activity at the site. Always low key, owner/occupier related.
- Owner rents out property for holiday let
- Personal circumstances are not unique. No justification for wholesale commercial venture on this site in the National Park. More suitable locations away from the designated landscape.

10. RELEVANT HISTORY

- 10.1 Horse walker (21/00357) - concurrent application
- 10.2 Paths; trackways; hardstanding; landscaping (21/00358) - concurrent application
- 10.3 Riding arena, horse walker, alterations to stables barn doors, 8 new windows cladding; raised bank mound, new wetland habitat, replacement gate, fencing and associated landscaping (20/00646) refused on 21 December 2020
- 10.4 Enforcement Notice served on 10 February 2021 against the manege arena, horse walker structure, earth mound and hard surfacing areas. This is now subject of an outstanding Appeal to the Planning Inspectorate.
- 10.5 Formation of ponds and erection of aviaries & ancillary buildings (NFDC/94/54673) granted on 14 September 1994
- 10.6 Change of use of land to residential curtilage (NFDC/94/54272) granted on 18 May 1994.
- 10.7 Additional use of land for mixed farming and horse breeding riding and driving (NFDC/85/28809) refused on 15 May 1985
- 10.8 Formation of ponds and erection of aviaries & ancillary buildings (NFR/XX/14835) granted on 6 December 1965

11. ASSESSMENT

- 11.1 The application site comprises the main grounds of Eastwoods which is a smallholding on the south eastern side of Sway outside of the defined Village boundary and within the open countryside.
- 11.2 The property comprises a residential property set in large grounds with fields, woodland and a relatively large stable yard which has been established over a number of years. The property has been

used for equestrian purposes to varying degrees over time but largely providing equestrian facilities for the owner/occupiers of the property Eastwoods.

- 11.3 The property changed hands in 2020 and the current owners undertook works during the initial lockdown period. This application has been submitted concurrently with planning applications 21/00357 (horse walker) and 21/00358 (paths; trackways; hardstanding; landscaping). By way of background, the applications follow planning application 20/00646 which was refused in December 2020 for the following reasons:

"1. The manege arena results in poor form of development in a prominent rural location which by reason of its size, siting, design and use of materials with associated equipment, results in a visually intrusive and harmful visual urbanising impact upon the locality and intrinsic landscape quality of the National Park. It would therefore be contrary to the requirements of Policies DP2, DP18, DP51, DP53 and SP17 of the New Forest National Park Local Plan 2016-32036 (August 2019).

2. The horse walker, earth mound and hard surfacing to tracks results in a poor form of development in a prominent rural location which by reason of their size, siting, design and use of materials with associated equipment, results in a visually intrusive and harmful visual urbanising impact upon the locality and intrinsic landscape quality of the National Park. The cumulative effect of these works contribute to the more intensive use of the site creating a more intensive enterprise more akin to a commercial equestrian use. It would therefore be contrary to the requirements of Policies DP2, DP18, SP6, DP51, DP53, DP52 and SP17 of the New Forest National Park Local Plan 2016-32036 (August 2019)."

Whilst all three applications must be considered separately on their individual planning merits there is an element of overlap with the background information and interconnectivity of the activities and use at the site.

- 11.4 This particular application seeks consent for the retention of the manege arena (with dimensions of 50m by 60m) in the front field. Landscaping additional to that contained in the 2020 refused scheme is proposed adjacent to the access track, frontage and earth mounding to the edge of the arena. The applicants state that the works undertaken are due to the specific circumstances of the applicant who trains and competes at an international level taking part in several international events a year at various venues including competing for Team GBR.

- 11.5 The key planning considerations are:

- The principle of the development;

- The impact on the landscape character of the locality and the National Park;
- Ecological implications; and
- The impact upon the amenities of neighbouring occupiers.

Principle of horse related uses

- 11.6 The site has a history of related horse grazing and stabling. Whilst the basis of the stable yard is well established, it has been very much a facility for the personal use of the owner/occupiers of Eastwoods. The applicant sets out that this will remain the case. It is, however, important to consider that the nature of the applicant's personal use is very different to the normal incidental use associated with a domestic property owner with a paddock and one or two horses who enjoys recreational horse riding. The current set up at Eastwoods employs several people to look after and run the enterprise. It is considered that the development the subject of this application would facilitate a much more intensive use of the site for professional equestrian purposes which, in tandem with the large facilities provided, would notably change the character of the site and the nature of the use of the property.
- 11.7 Whilst the horse keeping policies in the Local Plan (Policy DP51, DP52 and DP53) do not necessarily preclude commercial facilities, they are very much designed to cater for the needs of the recreational horse keeper, farmers and commoners, where the emphasis is on limiting the proliferation of buildings and ensuring they are modest in scale. The site has a mixed history with equestrian related activities, consideration needs to be given as to whether the personal circumstances of the applicant outweigh the normal guidance and harm identified. Similarly whether the additional enhancements and mitigation proposed addresses the previous objections raised. The applicant has put forward a case that personal circumstances, together with the mitigation proposed in the form of additional landscaping, outweighs the harm previously identified. This is considered further below.
- 11.8 Following the formal adoption of the new Local Plan in August 2019, Members in October 2019 endorsed the "Guidelines for Horse Related Development Supplementary Planning Document (2011)", amongst others. The Local Plan (2019) policies on horse-related development are consistent with those in the previous Core Strategy (2010); and given that the policy hooks are unaltered with the adoption of the Local Plan, the Guidelines for Horse-related Development SPD should continue to be given full weight as a material planning consideration.

Impact on landscape character

- 11.9 This application is for the manege with proposed additional landscaping adjacent to the access track, frontage and earth

mounding to the edge of the arena itself. A Landscape Visual Appraisal has been submitted by the applicant. The development comprises large scale works which, cumulatively, intensify the use of the site and the harm to the landscape character of the locality. The riding arena is a large bright coloured sand arena (50m x60m) set within raised timber edges which sits prominently in the front field close to the Pitmore Lane road frontage and occupying a large proportion of the front field. Due to its siting and surfacing, it comprises an alien feature within the landscape. The arena is considerably larger and is not sited particularly close to the cluster of stable buildings. It is also larger than recommended (as advised in the New Forest National Park Guidelines for Horse Related Development Supplementary Planning Document 2011) (40m x20m) and contains brightly coloured horse jumps which are clearly visible from Pitmore Lane. There is already an existing arena in the front field which follows the guidelines. The large arena is considered to have a detrimental impact on the established intrinsic landscape character of the locality and wider National Park to an unacceptable degree even with the proposed additional landscaping put forward. The arena and its use do not protect the small scale field or the landscape's pastoral character, which is set out in the New Forest National Park Landscape Character Assessment (2015).

- 11.10 The proposed additional mitigation works to the previous application are not considered to overcome concerns and a strong objection has been maintained by the Authority's Landscape Officer. The intrinsic value of the landscape is important and as set out in the New Forest National Park Local Plan (2019) in Chapter 5 Protecting and enhancing the natural environment, items 5.30 and 5.31 clearly state that landscape character cannot be solely determined by what is visible from a publicly accessible location. Even if the arena was completely screened from public gaze, the intrinsic value of the landscape would be harmed.
- 11.11 Whilst the applicant's submitted Landscape and Visual Appraisal (LVA) states that the existing treated light cream and buff coloured sand surface of the arena will become less reflective over time, even a 'light grey colour' that it is stated may become would still be an unnatural feature in the landscape and have reflective qualities. The surface could also be changed at any time and would be expected to be 'refreshed' or replaced over time which is not something that could be realistically monitored by the Authority via a condition and would consequently not be possible to control. Whilst the existing hawthorn and blackthorn hedge does provide some screening, it is a deciduous hedge which becomes more visually permeable in autumn and winter.

The manege and its associated use are at odds with the prevailing small scale field pattern and the pastoral character of the landscape, as defined in the New Forest National Park

Landscape Character Assessment (2015). Overall, the amended proposals for the manege will be harmful to the landscape character of the National Park contrary to Policies SP7 and DP53 of the adopted Local Plan. This impact is exacerbated by the proposals in applications 21/00357 and 21/00358.

Impact on neighbouring amenity

11.12 Increased movement in and out of the site on the upgraded track (farriers and vets, large horse boxes, staff cars) will be having a detrimental impact on tranquility. There is inevitably a more intensive use of the site as a result of the recent works undertaken with the potential for more noise generation from on-site activities and vehicle movements. However, some of this would be possible without recent works undertaken. Increased lighting and glare has been observed from outside of the site. Notwithstanding these observations, the separation to neighbouring residential properties is such that the main elements subject of this application are not considered to be materially harmful to residential amenity from a planning perspective.

11.13 **Ecological mitigation**

The additional hedgerow planting and landscaping would help to offset the wider cumulative impact of the works. However, these do not outweigh the landscape harm caused by the development.

Conclusions

11.14 The application seeks the retention of a key element of development which facilitates a more intensive use of the site. Whilst regard has been had to the history of the site and the personal circumstances of the applicant, these do not outweigh the associated detrimental impact of the proposed development on its surroundings and the wider landscape character of the National Park. Whilst further landscaping works are proposed, this would not overcome the harm identified above.

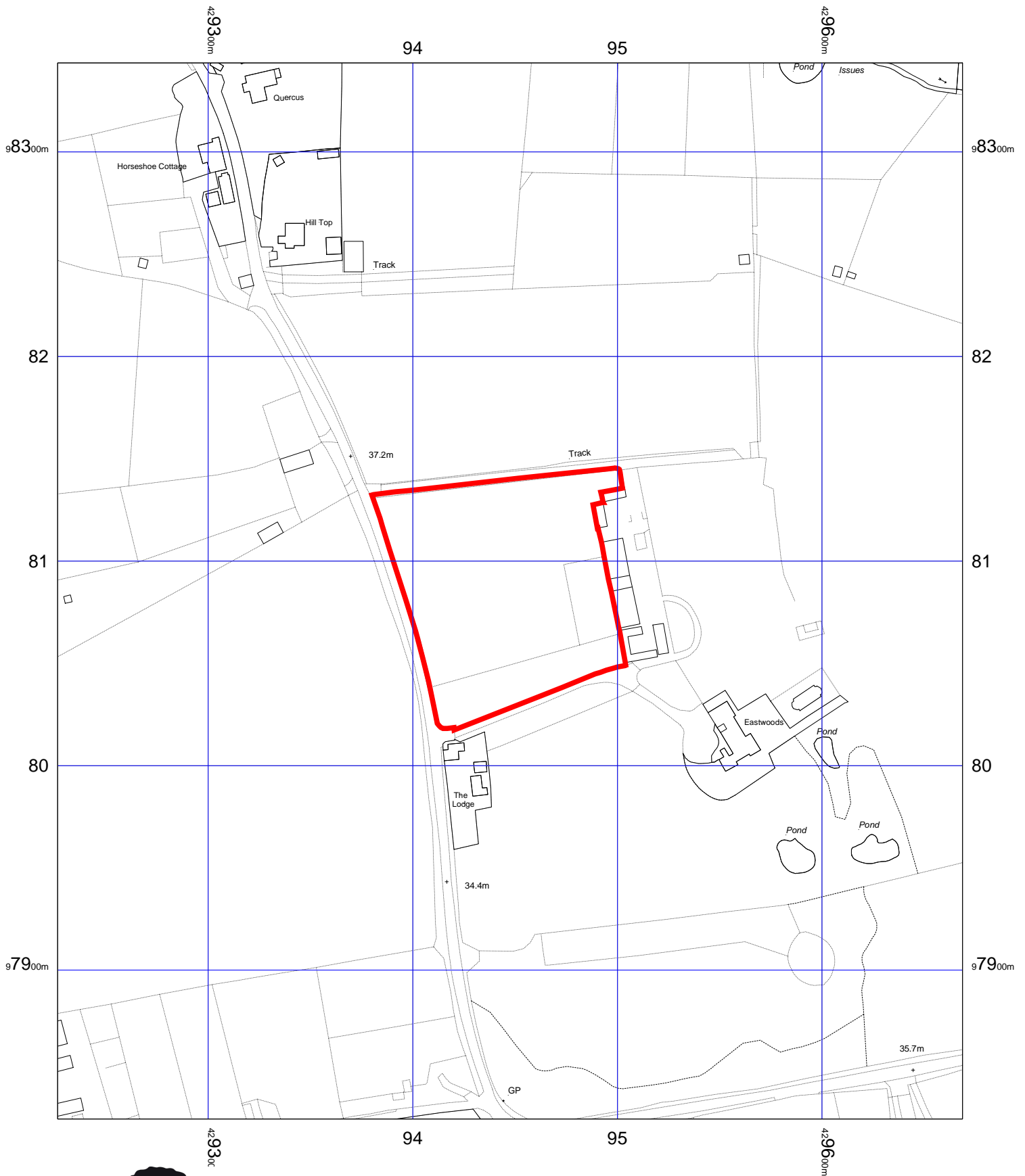
11.15 Overall, the arena and associated works are considered harmful to the landscape character of the National Park contrary to Policies SP7, SP15 and DP53 of the adopted Local Plan. The arena forms part of the wider works including the horsewalker, paths, tracks, hardstanding and landscaping in a prominent rural location which result in a visually intrusive and harmful urbanising impact on the locality contrary to Policies DP2, DP18, SP17, DP51, DP52 and DP53 of the adopted Local Plan.

12. RECOMMENDATION

Refuse

Reason(s)

- 1 The menage arena results in poor form of development in a prominent rural location which by reason of its size, siting, design and use of materials with associated equipment, results in a visually intrusive and harmful visual urbanising impact upon the locality and intrinsic landscape quality of the National Park. It would therefore be contrary to the requirements of Policies DP2, DP18, DP51, DP53 and SP17 of the New Forest National Park Local Plan 2016-32036 (August 2019).



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 Lymington Town Hall, Avenue Road,
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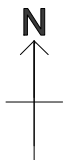
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Date: 25/06/2021

Ref: 21/00356

Scale: 1:2500

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Application No: 21/00357/FULL Full Application

Site: Eastwoods, Pitmore Lane, Sway, Lymington, SO41 6BW

Proposal: Horse walker

Applicant: Miss Broadway

Case Officer: David Williams

Parish: SWAY

1. REASON FOR COMMITTEE CONSIDERATION

Application linked to 21/00356/FULL

2. DEVELOPMENT PLAN DESIGNATION

No specific designation

3. PRINCIPAL DEVELOPMENT PLAN POLICIES

- DP18 Design principles
- DP50 Agricultural and forestry buildings
- DP51 Recreational horse keeping
- DP52 Field shelters and stables
- DP53 Maneges
- SP17 Local distinctiveness
- SP7 Landscape character
- SP5 Nature conservation sites of international importance
- SP6 The natural environment
- SP15 Tranquillity
- DP2 General development principles

4. SUPPLEMENTARY PLANNING GUIDANCE

- Sway Village Design Statement
- Guidelines for Horse Related Development SPD

5. NATIONAL PLANNING POLICY FRAMEWORK

- Sec 15 - Conserving and enhancing the natural environment
- Sec 16 - Conserving and enhancing the historic environment
- Sec 12 - Achieving well-designed places

6. MEMBER COMMENTS

None received

7. PARISH COUNCIL COMMENTS

Sway Parish Council: Recommend permission for the reasons listed below, but would accept the decision reached by the National Park Authority's Officers under their delegated powers (unanimous)

The applicant has sought the services of a visual architect to ensure that suitable native planting could be located very specifically to provide screening, and confirm that the metal structure will be painted matt black to remove glare and reflection. With these measures in place the committee are comfortable in recommending approval. The committee also raised the question of whether the horse walker was in fact a building or a machine, in which event does it constitute development as per the definition in the NPPF?

8. CONSULTEES

8.1 Landscape Officer: Objection. The additional mitigation does not address the adverse landscape impact.

9. REPRESENTATIONS

9.1 Five representations objecting on the following grounds:

- No significant difference to previous refusal.
- Eastwoods is a commercial business venture and over intensification of the site.
- Level of historical equine activity of the site was very low key
- Unsightly intrusion in the landscape expanding the building envelope
- Horse walker sits on elevated plateau and is visible from open heathland
- Abuse of process to proceed without permission
- Horse walkers and intensive equestrian developments are not characteristic of the National Park.
- Proposed roof colouring to black and more hedging is inadequate to address the landscape visual impact
- Works facilitate ever increasing commercial use of the site. More shelters, fencing, cross country obstacles and over-intensive use of the site.

9.2 Two representations in support, summarised as:

- Additional measure of hedge planting and colouring of roof address any perceived visual impact.
- Horse walkers are common features in the National Park
- Structure has a rural appearance appropriate in a rural setting
- Fully supportive of owners intentions and circumstances.

10. RELEVANT HISTORY

- 10.1 Manege (21/00356)- concurrent application
- 10.2 Paths, trackways; hardstanding; landscaping (21/00358)- concurrent application
- 10.3 Riding arena, horse walker, alterations to stables barn doors, 8 new windows cladding ; raised bank mound, new wetland habitat, replacement gate, fencing and associated landscaping (20/00646) refused on 21 December 2020
- 10.4 Enforcement Notice served on 10 February 2021 against the manege arena, horse walker structure, earth mound and hard surfacing areas. This is now subject of an outstanding Appeal to the Planning Inspectorate.
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- 10.8 Formation of ponds and erection of aviaries & ancillary buildings (NFR/XX/14835) granted on 6 December 1965

11. ASSESSMENT

- 11.1 The application site comprises the main grounds of Eastwoods which is a smallholding on the south eastern side of Sway outside of the defined Village boundary and within the open countryside.
- 11.2 The property comprises a residential property set in large grounds with fields, woodland and a relatively large stable yard which has been established over a number of years. The property has been used for equestrian purposes to varying degrees over time but largely providing equestrian facilities for the owner/occupiers of the property Eastwoods.
- 11.3 The property changed hands in 2020 and the current owners undertook works during the initial lockdown period. This application has been submitted concurrently with planning applications 21/00356 (manege) and 21/00358 (paths; trackways; hardstanding; landscaping). By way of background, the applications follow planning application 20/00646, which was refused on 21 December 2020 for the following reasons:

"1. The manege arena results in poor form of development in a prominent rural location which by reason of its size, siting, design

and use of materials with associated equipment, results in a visually intrusive and harmful visual urbanising impact upon the locality and intrinsic landscape quality of the National Park. It would therefore be contrary to the requirements of Policies DP2, DP18, DP51, DP53 and SP17 of the New Forest National Park Local Plan 2016-32036 (August 2019).

2. The horse walker, earth mound and hard surfacing to tracks results in a poor form of development in a prominent rural location which by reason of their size, siting, design and use of materials with associated equipment, results in a visually intrusive and harmful visual urbanising impact upon the locality and intrinsic landscape quality of the National Park. The cumulative effect of these works contribute to the more intensive use of the site creating a more intensive enterprise more akin to a commercial equestrian use. It would therefore be contrary to the requirements of Policies DP2, DP18, SP6, DP51, DP53, DP52 and SP17 of the New Forest National Park Local Plan 2016-32036 (August 2019)."

Whilst all three applications must be considered separately on their individual planning merits there is an element of overlap with the background information and interconnectivity of the activities and use at the site.

- 11.4 This particular application seeks consent for the retention of the horse walker in the front field with additional hedgerow planting and colouring of the roof to black.

The applicants state that the works undertaken are due to the specific circumstances of the applicant who trains and competes at an international level taking part in several international events a year at various venues including competing for Team GBR as set out in the application.

- 11.5 The key planning considerations are:

- The principle of the development;
- The impact on the landscape character of the locality and the National Park;
- Ecological implications; and
- The impact upon the amenities of neighbouring occupiers.

Principle of horse related uses

- 11.6 The site has a history of equestrian related horse grazing and stabling. Whilst the basis of the stable yard is well established, it has been very much a facility for the personal use of the owner/occupiers of Eastwoods. The applicant set outs that this will remain the case. It is, however, important to consider that the nature of the applicant's personal use is very different to the normal incidental use associated with a domestic property owner

with a paddock and one or two horses who enjoys recreational horse riding. The current set up at Eastwoods employs several people to look after and run the enterprise. It is considered that the development the subject of this application would facilitate a much more intensive use of the site for professional equestrian purposes which, in tandem with the large facilities provided, would notably change the character of the site and the nature of the use of the property.

- 11.7 Whilst the horse keeping policies in the Local Plan (Policy DP51, DP52 and DP53) do not necessarily preclude commercial facilities, they are very much designed to cater for the needs of the recreational horse keeper, farmers and commoners, where the emphasis is on limiting the proliferation of buildings and ensuring they are modest in scale. Whilst the site has a mixed history with equestrian related activities, consideration needs to be given as to whether the personal circumstances of the applicant outweigh the normal guidance and harm identified. Similarly whether the additional enhancements and mitigation proposed addresses the previous objections raised. The applicant has put forward a case that personal circumstances, together with the mitigation proposed in the form of additional landscaping, outweigh the harm previously identified. This is considered further below.

Impact on landscape character

- 11.8 This application considers the horse walker with proposed additional landscaping adjacent to the access track, frontage and a black paint/colouring applied to the "shiny roof." A Landscape Visual Assessment (LVA) has been submitted by the applicant to assess the impact of the development. The metal horse walker is 13.7m in diameter with a galvanized metal finish with a height of 2.65m to eaves height and 2.85 in total. The structure is relatively open in nature due to the mesh construction and the roof element covers the walking area with the centre of the structure open.
- 11.9 Whilst the applicant's LVA considers that the amended proposal with additional landscaping will cause minimal harm, the Authority's Landscape Officer has strong objections to the works in their amended form. The structure is considered to form an intrusive feature in the landscape which is at odds with the rural scene. The metal industrial style structure topped with a polycarbonate roof has no reference to the rural vernacular and sits tall and wide on the highest part of site, leading to visual intrusion, that in my opinion, is harmful to the landscape character of the site and harms the intrinsic value of the landscape. The construction and positioning of the horsewalker is not considered to have been informed by the New Forest National Park Landscape Character Assessment (LCA) and is not compatible with the distinct features and type of landscape in which the horsewalker is located. The size, shape, industrial

design and materials used do not reflect any natural features of the landscape. The intrinsic value of the landscape is important and as set out in the New Forest National Park Local Plan (2019) in Chapter 5 Protecting and enhancing the natural environment, items 5.30 and 5.31 clearly state that landscape character cannot be solely determined by what is visible from a publicly accessible location. Even if the horsewalker was completely screened from public gaze, the intrinsic value of the landscape would be harmed. Commenting upon the proposed mitigation the landscape officer comments and questions whether the use of a dark colour here will add to a more solid silhouette on the skyline and extended views and hedge planting is unlikely to be effective.

- 11.10 The proposal is therefore considered to be harmful to the landscape character of the National Park contrary to Policy SP7.

Impact on neighbouring amenity

- 11.11 Increased movement in and out of the site on the upgraded track (farriers and vets, large horse boxes, staff cars) in association with the combined proposals for the site will be having a detrimental impact on tranquillity. Notwithstanding these observations, the separation to neighbouring residential properties is such that the main elements the subject of the applications are not considered to be materially harmful to residential amenity from a planning perspective.

11.12 Ecological mitigation

The additional landscaping would help to offset the wider cumulative impact of the works to a small extent. However, these do not outweigh the landscape harm caused by the development.

Conclusions

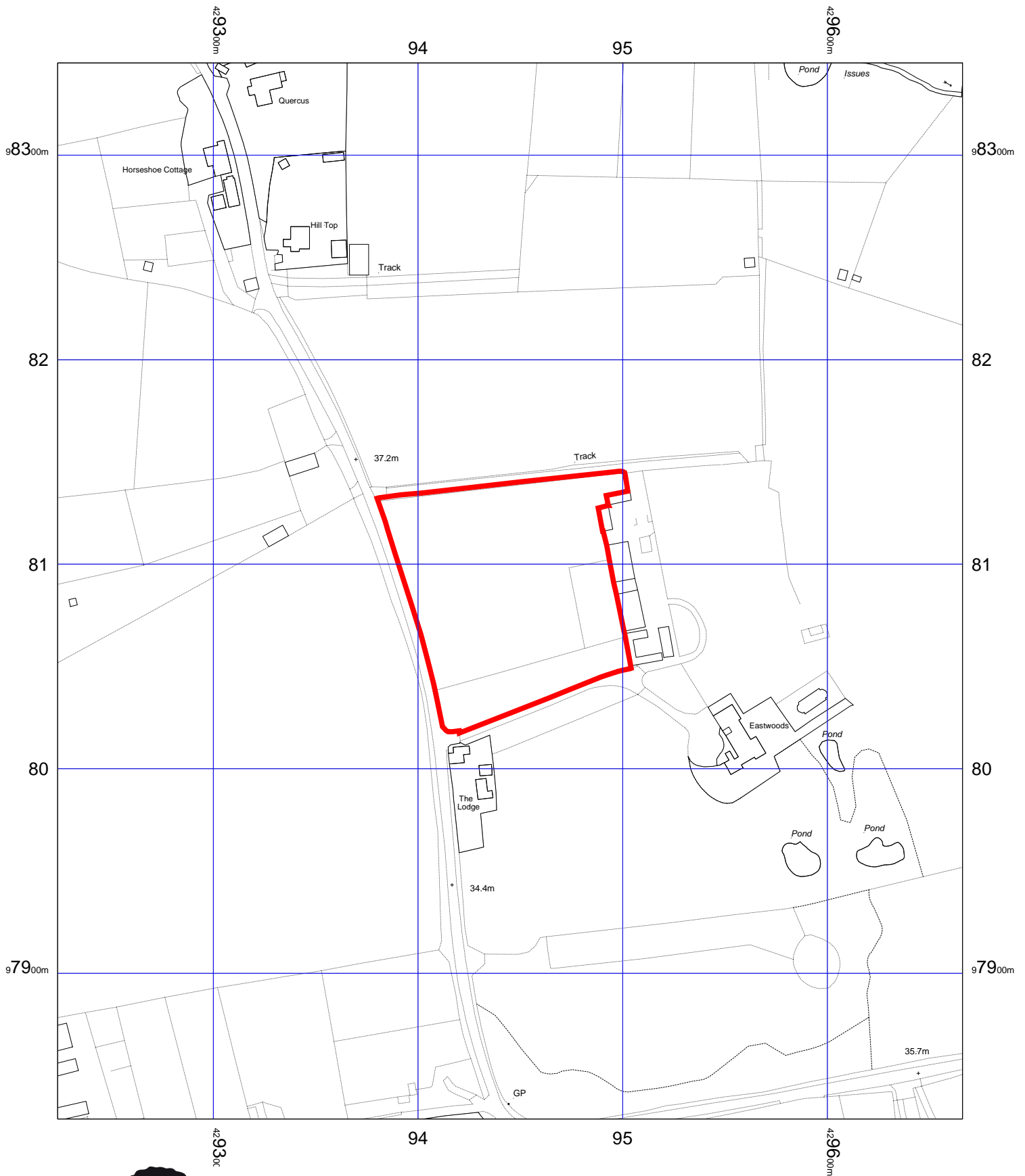
- 11.13 The application seeks the retention of a key element of development which contributes to facilitating a more intensive use of the site. Whilst regard has been had to the history of the site and the personal circumstances of the applicant, these do not outweigh the associated detrimental impact of the proposed development on its surroundings and the wider landscape character of the National Park. Whilst further landscaping works are proposed, this would not overcome the harm identified above.
- 11.14 Overall, the horsewalker in its amended form remains harmful to the landscape character of the National Park contrary to Policies SP7 and SP15 of the adopted Local Plan. The horsewalker forms part of the wider works which result in a poor form or development in a prominent rural location, visually intrusive and harmful urbanising impact on the locality contrary to Policies DP2, DP18, SP17, DP51, DP52 and DP53 of the adopted Local Plan.

12. RECOMMENDATION

Refuse

Reason(s)

The horse walker results in a poor form of development in a prominent rural location which by reason of its size, siting, design and use of materials with associated equipment, results in a visually intrusive and harmful visual urbanising impact upon the locality and intrinsic landscape quality of the National Park. The cumulative effect of the horse walker with other works contributes to the more intensive use of the site creating a more intensive enterprise more akin to a commercial equestrian use. It would therefore be contrary to the requirements of Policies DP2, DP18, SP6, DP51, DP53, DP52 and SP17 of the New Forest National Park Local Plan 2016-32036 (August 2019).



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NATIONAL PARK

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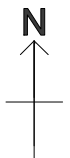
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Application No: 21/00358/FULL Full Application

Site: Eastwoods, Pitmore Lane, Sway, Lymington, SO41 6BW

Proposal: Paths; trackways; hardstanding; landscaping

Applicant: Miss Broadway

Case Officer: David Williams

Parish: SWAY

1. REASON FOR COMMITTEE CONSIDERATION

Application linked to 21/00356/FULL

2. DEVELOPMENT PLAN DESIGNATION

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5. NATIONAL PLANNING POLICY FRAMEWORK

Sec 15 - Conserving and enhancing the natural environment
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Sec 12 - Achieving well-designed places

6. MEMBER COMMENTS

None received

7. PARISH COUNCIL COMMENTS

Sway Parish Council: Recommend permission, for the reasons listed below, but would accept the decision reached by the National Park Authority's Officers under their delegated powers (unanimous)

The committee felt that if suitable mitigation measures were set out and met – primarily the return of the paths and tracks to buff coloured hoggins or gravel surface from a local source, more in keeping – this would be easily resolved and not a particularly contentious issue.

8. CONSULTEES

8.1 Landscape Officer: Objection. The change of surface material is a positive enhancement but does not address the harder urban landscape impact created in combination with the other works at the site.

9. REPRESENTATIONS

9.1 Two representations in support summarised as:

- Fully supportive of the additional mitigation works
- Materials are fully appropriate
- No landscape harm.

9.2 Five representations objecting on the following grounds:

- Only cosmetic changes. Principle of hardsurfacing remains.
- Hardsurfacing is used for commercial vehicle/lorry parking and access by large vehicles.
- Grass access track has been converted to hardsurfacing and widened.
- Hardstanding facilitates wider expansion plans
- Commercial enterprise. Main house is let out as holiday accommodation for 14 people.
- Build first apply later should not be rewarded
- Hard urbanising effect of extent of hardsurfacing recently added to the site, around the buildings, linking to the structures, grass track to Pitmore Lane replaced by wide open hard surface track.
- Use of hoggins or gravel to replace does not address extent of hard surfacing added nor its angular and urban effect.
- Further intensification proposed shelters, fencing cross county event course.
- Commercial enterprise with bonfires, dung heaps and other major environmental impact.

10. RELEVANT HISTORY

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11. ASSESSMENT

- 11.1 The application site comprises the main grounds of Eastwoods which is a smallholding on the south eastern side of Sway outside of the defined Village boundary and within the open countryside.
- 11.2 The property comprises a residential property set in large grounds with fields, woodland and a relatively large stable yard which has been established over a number of years. The property has been used for equestrian purposes to varying degrees over time but largely providing equestrian facilities for the owner/occupiers of the property Eastwoods.
- 11.3 The property changed hands in 2020 and the current owners undertook works during the initial lockdown period. This application has been submitted concurrently with applications 21/00356 (manege) and 21/00357 (horse walker). By way of background, planning application 20/00646 was refused on 21 December 2020 for the following reasons:

" 1. The manege arena results in poor form of development in a prominent rural location which by reason of its size, siting, design and use of materials with associated equipment, results in a visually intrusive and harmful visual urbanising impact upon the

locality and intrinsic landscape quality of the National Park. It would therefore be contrary to the requirements of Policies DP2, DP18, DP51, DP53 and SP17 of the New Forest National Park Local Plan 2016-32036 (August 2019).

2. The horse walker, earth mound and hard surfacing to tracks results in a poor form of development in a prominent rural location which by reason of their size, siting, design and use of materials with associated equipment, results in a visually intrusive and harmful visual urbanising impact upon the locality and intrinsic landscape quality of the National Park. The cumulative effect of these works contribute to the more intensive use of the site creating a more intensive enterprise more akin to a commercial equestrian use. It would therefore be contrary to the requirements of Policies DP2, DP18, SP6, DP51, DP53, DP52 and SP17 of the New Forest National Park Local Plan 2016-32036 (August 2019)."

Whilst all three applications must be considered separately on their individual planning merits there is an element of overlap with the background information and interconnectivity of the activities and use at the site.

11.4 This particular application seeks consent for the retention of the hardsurfacing footpaths tracks and landscaping works in and around the front field horsewalker and manege. Additional hedgerow planting is proposed and change of surface of the asphalt scalpings to a hoggin or local sourced gravel. The applicant states that the works undertaken are due to the specific circumstances of the applicant who trains and competes at an international level taking part in several international events a year at various venues including competing for Team GBR as set out in the application.

11.5 The key planning considerations are:

- The principle of the development;
- The impact on the landscape character of the locality and the National Park;
- Ecological implications; and
- The impact upon the amenities of neighbouring occupiers.

Principle of horse related uses

11.6 The site has a history of equestrian related horse grazing and stabling. Whilst the basis of the stable yard is well established, it has been very much a facility for the personal use of the owner/occupiers of Eastwoods. The applicant set outs that this will remain the case. It is, however, important to consider that the nature of the applicant's personal use is very different to the normal incidental use associated with a domestic property owner with a paddock and one or two horses who enjoys recreational

horse riding. The current set up at Eastwoods employs several people to look after and run the enterprise. It is considered that the development the subject of this application would facilitate a much more intensive use of the site for professional equestrian purposes which, in tandem with the large facilities provided, would notably change the character of the site and the nature of the use of the property.

- 11.7 Whilst the horse keeping policies in the Local Plan (Policy DP51, DP52 and DP53) do not necessarily preclude commercial facilities, they are very much designed to cater for the needs of the recreational horse keeper, farmers and commoners, where the emphasis is on limiting the proliferation of buildings and ensuring they are modest in scale. Whilst the site has a mixed history with equestrian related activities, consideration needs to be given as to whether the personal circumstances of the applicant outweigh the normal guidance and harm identified. Similarly whether the additional enhancements and mitigation proposed addresses the previous objections raised. The applicant has put forward a case that personal circumstances, together with the mitigation proposed in the form of additional landscaping, outweighs the harm previously identified. This is considered further below.

Impact on landscape character

- 11.8 This application considers the hardsurfacing and tracks and footpaths with proposed additional landscaping adjacent to the access track, and a change of surface dressing. A Landscape Visual Appraisal (LVA) has been submitted by the applicant to assess the landscape impacts.
- 11.9 The Planning, Design and Access Statement and Landscape Proposals plan (Dwg, No,EE719/Drg. 01 Rev. P3) refer to the dark grey tarmac scalplings used for the paths and hardstanding, to be replaced with 'coloured hoggin' or gravel. The Authority's Landscape Officer considers that this would have a more local vernacular reference to the New Forest National Park, where these materials are commonly found and traditionally would be sourced from local quarries. However, the extent of the paths and hardstanding and their rectilinear layout, sharp edges and right angles, would remain, which would still harm the intrinsic value of the landscape and represent a new large area of hard surfacing where previously there was little or none, being part of the grass pasture field.
- 11.10 Furthermore, the retrospective application for the paths and hardstanding neither complies with the protections afforded to the landscape of the New Forest National Park in the National Planning Policy Framework and the New Forest National Park Local Plan, nor complements the descriptions of landscape character as set out in the New Forest National Park Landscape

Character Assessment. The paths and hardstanding that have been constructed are wide, with one area being a hardstanding for large HGV horse transporters and vehicles. The surface comprises tarmac scalplings which are a dark grey colour. The extent of the paths and hardstanding area and the surfacing gives an urban feel to the development, also the layout of the paths is rectilinear which adds to the urban nature of the layout. The combined effect when viewed on site is an extensive area of dark coloured hard surfacing, with sharp edges and right angles, which does not reflect the rural vernacular of the New Forest National Park. It is considered that the intrinsic value of the landscape is diminished by the extent of paths and hardstanding that have been added to the site, contrary to Policy SP7. In addition, when looking at the cumulative effect with the far greater intensity of use of the land field shelters ,fencing sub-division of fields and the related structure of the horsewalker and manege this contributes to the wider harm to the intrinsic landscape of the National Park.

Impact on neighbouring amenity

- 11.11 Increased movement in and out of the site on the upgraded track (farriers and vets, large horse boxes, staff cars) associated with the wider development on the site will be having a detrimental impact on tranquility. Notwithstanding these observations the separation to neighbouring residential properties is such that the main elements subject of this application are not considered to be materially harmful to residential amenity from a planning perspective.

11.12 **Ecological mitigation**

The application includes additional hedgerow planting and landscaping would help to offset the wider cumulative impact of the works to a small extent. The use of a hoggin or gravel material to hardsurfacing is an enhancement to tarmac scalplings. However, these do not outweigh the landscape harm caused by the development.

Conclusions

- 11.13 The application seeks the retention of key elements of development which facilitate a more intensive use of the site. Whilst regard has been had to the history of the site and the personal circumstances of the applicant, these do not outweigh the associated detrimental impact of the proposed development on its surroundings and the wider landscape character of the National Park. Despite the amendments proposed in this application, this would not outweigh the harm identified above.

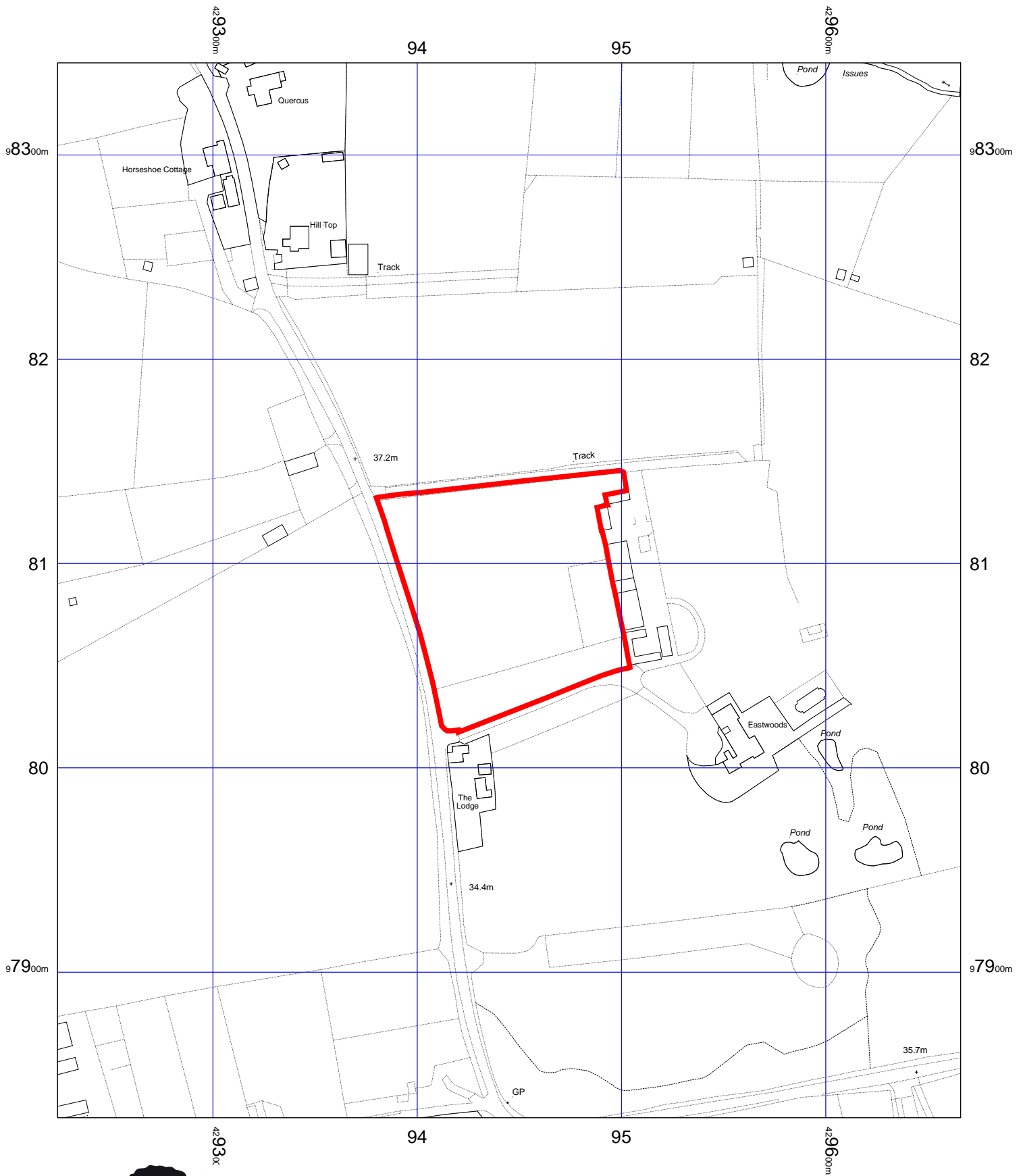
- 11.14 Overall, the hardsurfacing, paths and tracks in their amended form remain harmful to the landscape character of the National Park contrary to Policies SP7 and SP15 of the adopted Local Plan. The paths and linkages forms part of the wider works which result in a poor form or development in a prominent rural location, visually intrusive and harmful urbanising impact on the locality contrary to Policies DP2, DP18, SP17, DP51, DP52 and DP53 of the adopted Local Plan.

12. RECOMMENDATION

Refuse

Reason(s)

- 1 The extent of hard surfacing and tracks results in a poor form of development in a prominent rural location which by reason of their size, siting and design create a visually intrusive and harmful visual urbanising impact upon the locality and intrinsic landscape quality of the National Park. The cumulative effect of these works contribute to the more intensive use of the site creating a more intensive enterprise more akin to a commercial equestrian use. It would therefore be contrary to the requirements of Policies DP2, DP18, SP6, DP51, DP53, DP52 and SP17 of the New Forest National Park Local Plan 2016-2036 (August 2019).



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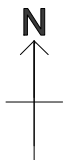
Tel: 01590 646600 Fax: 01590 646666

Date: 25/06/2021

Ref: 21/00358

Scale: 1:2500

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Application No: 21/00450/FULL Full Application

Site: Land Adjacent Talbot Farm, Main Road, Dibden, SO45 5TB

Proposal: Stables

Applicant: Miss Mackenzie

Case Officer: Liz Young

Parish: HYTHE AND DIBDEN

1. REASON FOR COMMITTEE CONSIDERATION

Contrary to Parish Council view

2. DEVELOPMENT PLAN DESIGNATION

No specific designation

3. PRINCIPAL DEVELOPMENT PLAN POLICIES

DP2 General development principles
 DP51 Recreational horse keeping
 DP52 Field shelters and stables
 SP7 Landscape character
 SP17 Local distinctiveness

4. SUPPLEMENTARY PLANNING GUIDANCE

Guidelines for Horse Related Development SPD

5. NATIONAL PLANNING POLICY FRAMEWORK

Sec 15 - Conserving and enhancing the natural environment

6. MEMBER COMMENTS

None received

7. PARISH COUNCIL COMMENTS

Hythe and Dibden Parish Council: Comment: This is a rural site hidden away from street view and the application is a design and construction that is in keeping with the site and similar farms. The site has more than enough room for this proposal and at single storey will have no impact on the appearance or character of the plot or wider countryside. The Committee fully supports this application.

8. CONSULTTEES

No consultations required

9. REPRESENTATIONS

9.1 No comments received.

10. RELEVANT HISTORY

10.1 None.

11. ASSESSMENT

- 11.1 This application relates to an area of grazing land which amounts to just under two hectares. The main vehicular access lies in the southern corner of the site off Main Road and the site comprises two large fields with a hedgerow and mature trees separating the two. There is currently no significant built development within the site, which lies just outside the built up, residential area of Hythe. The northernmost field (the site of the proposed development) wraps around two residential properties, Talbot Farm and Talbot Cottage. The wider setting, however, is essentially rural.
- 11.2 Consent is sought to erect an "L-shaped" stable block fairly centrally within the south east section of the north field. The stable would comprise five loose boxes, a hay barn and a tack room. The external footprint would measure just over 115 square metres. The ridge height would measure just over 3 metres and the external facing materials would be tanalised softwood with black onduline roofing. The submitted block plan indicates the presence of two barns within the site, although these were no longer in place at the time of visiting the site.
- 11.3 The proposed stable would be well distanced from neighbouring residential properties (the closest being over 40 metres from the proposal) and the main issues to assess relate to the extent to which the proposal would meet the requirements of Policy DP52 in terms of being modest in size and unobtrusive in the landscape. The impact upon the character of the wider area would also form part of this consideration.
- 11.4 In terms of policy context, Section 15 of the National Planning Policy Framework (NPPF) confirms that great weight should be given to conserving the landscape and scenic beauty in National Parks, designations which enjoy the highest status of protection. It is also the statutory duty of all English National Parks to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park (being the first statutory purpose as set out in the Environment Act 1995). The NPPF also states that permission should be refused for development of poor design that fails to take

the opportunities available for improving the character and quality of an area (paragraph 130).

- 11.5 The application site lies within Landscape Character Area 12 (Hythe and Ashurst Forest Farmlands) of the New Forest National Park Landscape Character Appraisal and the component landscape type is identified as ancient forest farmland. This is described within the appraisal as settled farmland on the edge of the forest heaths. The period of predominant character is 17th – 18th century farmland and predominantly comprises pastoral land use, with paddocks used as commoners' grazing. These elements form a visual and physical connection with the New Forest. One of the key issues identified within this area is that the stock of important grazing land has decreased and that conversion to intensively grazed paddocks is common. One of the key objectives within the appraisal is to protect the agricultural land uses of the area and to minimise the development of alternative land uses.
- 11.6 Policy DP52 of the Local Plan does not relate the size of stables to the availability of land or intensity of use but (along with the Supplementary Planning Document, Horse Related Development) requires stables to be sensitively sited within the landscape, simple in appearance, modest in scale, constructed of appropriate materials and located close to existing buildings. Whilst, in the case of this proposal, the proposed materials would be appropriate, the significant footprint, along with the L-shaped design and significant encroachment across the site would significantly exacerbate the building's obtrusiveness. The proposed stables would lie fairly centrally within the field and would not be closely associated with any of the existing buildings or established boundary screening. Having regard to this, along with their very substantial size, they would form an additional tier of development within open countryside. This area is not currently occupied by buildings and therefore they would visually encroach upon the openness of this part of the site. The significant size of the proposed stable, would result in a building which would appear prominent within the landscape thus contributing towards an erosion of the National Park's local character. The proposed replacement stable block would therefore be contrary to Policy DP52 of the New Forest National Park Local Plan along with the guidance set out within the Supplementary Planning Document, Horse Related Development.
- 11.7 In addition to the impact of the stable itself (which would accommodate up to five horses), the proposal would appear to facilitate a more intensive grazing use on the land. Policy DP51 does not rule out the change from low key agricultural / grazing uses to more intensive recreational horsekeeping, but seeks to

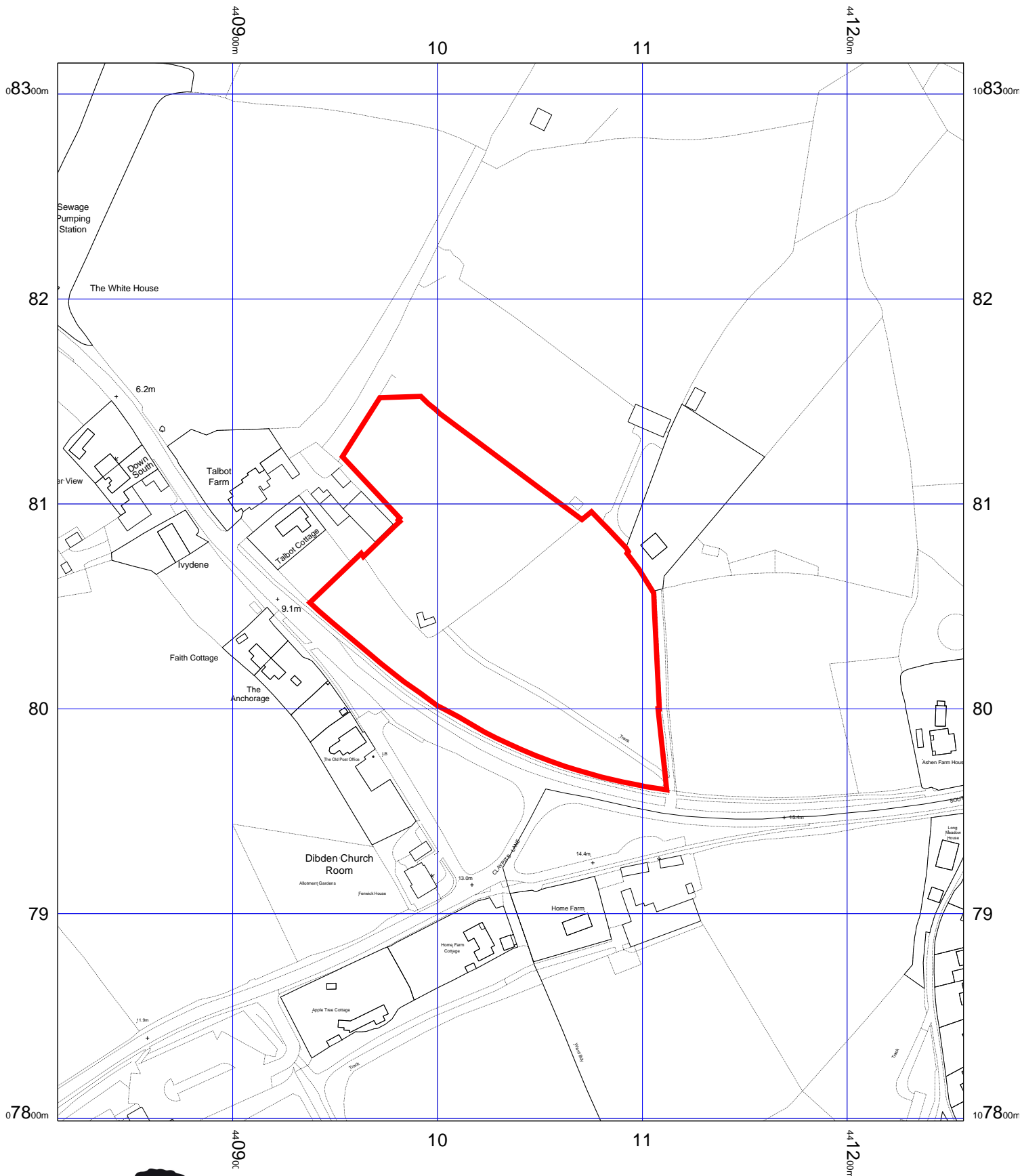
ensure such uses would not have a harmful impact upon the special qualities and landscape character of the New Forest. Having regard to the largely unspoilt character of the site, the minimal subdivision, its predominantly agricultural character and also the objectives set out within the Landscape Character Assessment, it is considered that the proposal to introduce a substantial new element of built development to facilitate the keeping of horses in this location would be contrary to Policy DP51 of the New Forest National Park Local Plan. The significant distance between the stable and the main access would also give rise to a likely future demand to formalise an access track across the length of the southern field, which would further undermine the rural character of the area. It is therefore recommended that planning permission should be refused.

12. RECOMMENDATION

Refuse

Reason(s)

- 1 The proposed stable block would, by virtue of its size, form, and encroachment onto open countryside, fail to preserve the special qualities of the New Forest landscape and would be contrary to Policies DP2, SP17 and DP52 of the New Forest National Park Local Plan along with the requirements of the Supplementary Planning Document, Horse Related Development.



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