

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

No specific designation

3. PRINCIPAL DEVELOPMENT PLAN POLICIES

- 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
- DP18 Design 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 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

- 10.1 Manege (21/00356)- concurrent application
- 10.2 Horse walker (21/00357)- concurrent application
- 10.1 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
- 10.3 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.
- 10.4 Formation of ponds and erection of aviaries & ancillary buildings (NFDC/94/54673) granted on 14 September 1994
- 10.5 Change of use of land to residential curtilage (NFDC/94/54272) granted on 18 May 1994.
- 10.6 Additional use of land for mixed farming and horse breeding riding and driving (NFDC/85/28809) refused on 15 May 1985
- 10.7 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 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.

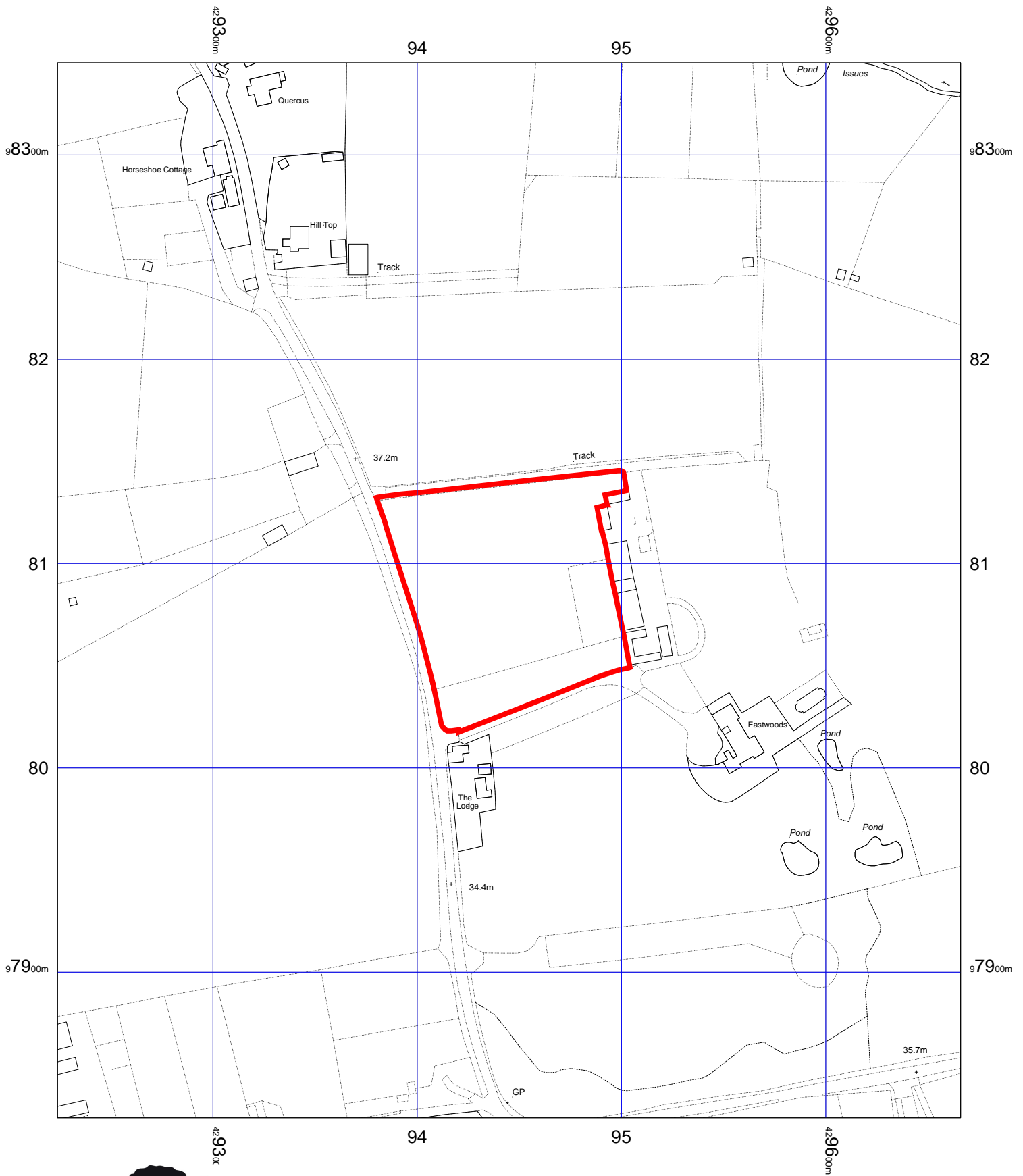
- 11.14 Overall, the hardsurfacing, paths and tracks in their amended form remain harmful to the landscape character of the National Park contrary to Policies SP7 and SP15 of the adopted Local Plan. The paths and linkages forms part of the wider works which result in a poor form or development in a prominent 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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