

**Application No: 21/00928/FULL Full Application**

**Site:** Camping And Caravan Site, Green Hill Farm, New Road, Landford, Salisbury, SP5 2AZ

**Proposal:** Use of land for the siting of 150 holiday lodges (static caravans), which includes the existing 60 holiday lodges on site and 90 in place of the 130 existing touring and camping pitches; 16 Glamping units consisting of 8 safari tents, 4 glamping pods and 4 shepherd huts; retention of dining tent; play ground; cycle hire; fishing hut; trim trail; pond; extension of existing lake; operational development including the laying of bases, access roads, parking spaces, paths; recreational areas; and landscaping

**Applicant:** Greenhill Caravan and Camping Park

**Case Officer:** Steve Avery

**Parish:** LANDFORD

**1. REASON FOR COMMITTEE CONSIDERATION**

Contrary to Parish Council views

**2. DEVELOPMENT PLAN DESIGNATION**

No specific designation

**3. PRINCIPAL DEVELOPMENT PLAN POLICIES**

SP7 Landscape character  
 SP42 Business and employment development  
 SP46 Sustainable tourism development  
 DP2 General development principles  
 DP18 Design principles  
 DP47 Extensions to holiday parks and camp sites  
 SP17 Local distinctiveness  
 SP15 Tranquillity  
 DP12 Flood risk  
 SP5 Nature conservation sites of international importance  
 SP48 The land-based economy  
 SP1 Supporting sustainable development  
 SP6 The natural environment  
 SP9 Green infrastructure

**4. SUPPLEMENTARY PLANNING GUIDANCE**

Landford Village Design Statement SPD  
 Habitat Mitigation Scheme SPD

## 5. NATIONAL PLANNING POLICY FRAMEWORK

Sec 6 - Building a strong, competitive economy

Sec 12 - Achieving well-designed places

Sec 15 - Conserving and enhancing the natural environment

## 6. MEMBER COMMENTS

None received

## 7. PARISH COUNCILS' COMMENTS

**Landford Parish Council:** Recommend refusal on a number of grounds including:

- failure to conserve and enhance the National Park
- harm to the designated nature conservation sites
- additional noise and light pollution
- increased visitor numbers and recreational impacts
- potential pollution of the water environment
- expansion of site boundary
- provision of second homes for people outside of the area
- large size of static homes (max 136 sqm)
- harmful to trade of existing tourist establishments and loss of farmland.

Comments conclude the first statutory national park purpose takes precedence over the second purpose. The change from tents and touring caravans to static caravans will greatly increase the ground area needed which requires the site to be extended. Contrary to a number of Local Plan Policies that cannot all be dealt with by condition.

**Melchet Park & Plaitford Parish Council:** Recommend refusal, earlier objections still stand. No confidence that access onto the Commons could be regulated or would be enforceable.

**Bramshaw Parish Council:** Recommend refusal - support the objection raised by Landford Parish Council, concerned about the traffic implications in the Parish, particularly on the B3079, the proposed lodges will potentially have year-round occupancy, as opposed to the seasonal nature of touring camping, increased pressure on the Forest in all aspects.

## 8. CONSULTEES

- 8.1 Environment Agency: no objection subject to conditions to agree a foul drainage scheme and to deal with any previously unidentified contamination.
- 8.2 Natural England: Further comments awaited on additional information received (which includes the Ecological Impact Assessment Report and Biodiversity Net Gain Assessment received in September 2022, as well as the Authority's own

Appropriate Assessment forwarded to Natural England). Previous comments from Natural England requested this further information and recommended that in its absence planning permission should not be granted.

- 8.3 NPA Landscape Officer: Support subject to conditions. The layouts of the lodges in the central and eastern portions of the site have been altered to allow more landscape infrastructure planting to be introduced, comprising tree planting and hedgerows. This will help to knit the proposed lodges into the topography and landscape of the site, especially where the site is on a rise and sloping. Planting will help to both visually screen the proposed development and provide wildlife corridors across the site, linking to proposed improved woodland margins at the edge of the site, especially the eastern edge that borders Plaitford Common, which is a sensitive boundary.

The external lighting strategy is broadly supported but would prefer to see the use of warm white colour spectrum LED lighting rather than cold white (the former being more wildlife friendly for bats and other nocturnal animals).

- 8.4 NPA Ecologist: No objection subject to the proposals and future management being in accordance with the details provided within the ecology reports and application details, with associated mechanisms to enable monitoring and agreement of any adaptive delivery, and completion of a suitable Appropriate Assessment.
- 8.5 Highway Authority (Wiltshire Council): No objection subject to conditions (improved visibility splay, submission and approval of travel plan and a construction/delivery method statement for bringing new lodges onto the site). Impact no greater than existing use. Significant highway benefit associated with the removal of touring caravans.
- 8.6 Hampshire County Council (Highways): No objection.
- 8.7 Environmental Protection (Wiltshire Council): Recommend refusal. Following a number of complaints from local residents in relation to sewage odours, an odour management plan and assessment of the current sewage pumping station system has been requested. Providing the assessment does not flag any major issues with the system it is anticipated that the decommission of the shower block sewage tanks, minor mitigation works to effectively manage odours and implementation of an odour management plan will improve the situation. Therefore, once these documents have been submitted we can withdraw our comments recommending refusal of the application.
- 8.8 National Trust: Object to the application. The Trust owns and manages Plaitford Common. Main concern relates to the

additional recreational pressures on the Common. Proposal represents a more permanent form of holiday accommodation that will result in different and more harmful impacts, including expansion into new areas which lie outside the Certificates of Lawful Use. Proposal amounts to 'major development' and should be subject to an Appropriate Assessment under the Habitat Regulations.

- 8.9 Archaeologist: No objection; the site has low archaeological potential and no condition necessary.
- 8.10 Go New Forest: Wholeheartedly support this application. Having gained B Certification, Green Hill are exemplars in dedication to the environment and improving the site's biodiversity, great ambassadors in providing 'forest first' tourism

## **9. REPRESENTATIONS**

- 9.1 300+ representations objecting on the following grounds:
- over development and commercialisation of site, out of character with the area; expands the boundary of the current site contrary to Policy DP47
  - proposal is major development and an EIA should be required
  - style of installations is not in keeping with the Forest
  - increased noise and traffic movements onto New Road
  - increase in litter since Lovat Parks took over the site & expanded it
  - three front fields have always been in agricultural use
  - environmental studies must be disregarded as irrelevant
  - danger to pedestrians - no pavement along New Road
  - nutrient neutrality and transport calculations are based on flawed and unsubstantiated occupancy assumptions
  - existing light pollution with further plans for site lighting
  - harmful to wildlife; increased recreational use of adjoining common and designated sites (access gate from site onto common should be removed)
  - serious 'out of balance' between the rights of residents to enjoy the countryside where they have chosen to live and those of visiting tourists
  - resident amenity will be severely impacted
  - permanent infrastructure introduced to seasonal camping area, still a need for touring pitches
  - lodges constructed out of unsustainable materials and rely on Calor gas heating
  - viewing documents on the NPA's planning portal has been difficult, the deadline for submitting comments should be extended
  - no substantive difference between this application and the previous ones
  - adverse impacts can only be mitigated, not eliminated
  - additional strain on local infrastructure

- 9.2 Landford Community Speed Watch: Object to the application; the holiday park generates up to 20% of traffic on New Road and vehicles regularly exceed the speed limit.
- 9.3 120+ representations in support:
- vast improvement on the previous owner
  - fantastic addition to local facilities
  - current park has been sensitively developed in keeping with the Forest
  - additional visitors to the area will also generate more commerce for local businesses
  - good for the local economy, employs local people
  - been a holiday destination for many years for camping and caravan holidays, the revised planning application addresses many of the local community concerns
  - reduction in pitches available will continue to reduce the traffic on local roads and impact on the New Forest
  - less intensive use of the site

## 10. RELEVANT HISTORY

- 10.1 Application for screening opinion under Regulation 6 (schedule 2) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 in respect of use of land for: (i) the siting of 174 holiday lodges (static caravans), which includes the existing 60 holiday lodges on site and 114 in replace of the 130 existing touring and camping pitches; (ii) 8 safari tents and 8 camping pods (retrospective); (iii) associated operational development, including the laying of bases, access roads, parking spaces; (iv) recreational areas, including re-wilding project; (v) central amenities building; (vi) Tipi, and (vii) landscaping (21/00941) - EIA not required on 31 January 2022
- 10.2 Application for a Certificate of Lawful Development for Proposed siting of up to 85 static caravans for holiday purposes (20/00904) – withdrawn on 2 November 2022
- 10.3 Dining tent (21/00238) - withdrawn on 15 December 2021
- 10.4 New reception building; decking area; associated landscaping and additional car parking; removal existing reception building (20/00237) approved on 12 June 2020
- 10.5 Application for a Certificate of Lawful Development for proposed use of land for siting of static caravans (up to 60) for all year holiday purposes, together with touring caravans (40) and tents (20/00180) - deemed lawful on 1 June 2020
- 10.6 Application for a Certificate of Lawful Development for existing use of land as caravan and camping site - The use during the

period between 1 March to 30 September in each year the land hatched black as a touring caravan and tent camping area, for no more than 90 pitches in total. The use of the land shaded green as an ancillary and recreational and amenity area in connection with the main use (19/00772) - deemed lawful on 11 March 2020

- 10.7 Site manager's accommodation (two storey dwelling) (12/98051) allowed on appeal on 28 October 2013
- 10.8 Resiting of campsite office (to include the sale of camp site goods); timber cladding and pitched roof (10/95863) approved on 29 December 2010.
- 10.9 Two replacement toilet and shower blocks (10/95713) approved on 3 December 2010.
- 10.10 Application for a Certificate of Lawful Development for existing use of land as a caravan and camping site for touring caravans, motor homes and tents together with associated operational development consisting of ancillary buildings and structures, circulation roads and hardsurfaces (07/91118) approved on 15 May 2007.

## **11. ASSESSMENT**

### The Application Site

- 11.1 Green Hill Farm is an established caravan and camping site which lies to the south-east of New Road in Landford. It is approached via a long metalled driveway running down between open fields into a natural dip in the landscape. The site is reasonably well screened by a boundary hedge when viewed from New Road whilst woodland surrounds the north eastern and north western boundaries of the site. The wider expanse of Plaitford Common lies to the east, which forms part of the New Forest Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar site and the Landford Heath and New Forest Sites of Special Scientific Interest (SSSIs). There is an existing access onto the Common from the site.
- 11.2 The application site covers an area of 18.7 ha whilst the land within the applicant's ownership extends to some 31 ha. As an established caravan and camping site, the site already accommodates a level of development that includes holiday lodges, internal roadways, large storage sheds, a reception building, car parking, site manager's dwelling and amenity buildings. There are a number of ponds and a stream runs through the site. Towards the centre of the site the land rises into the more undeveloped and open area of the site which is used for 90 touring caravans and tents. In the south-east corner of the site is a fishing pond.

- 11.3 The nearby village of Landford contains a number of small scale services such as a Village Store, Post Office, School and a Public House.

#### Lawful Use of the Site

- 11.4 The site benefits from a series of Lawful Use Certificates and earlier planning permissions which together mean that the site can lawfully operate as a holiday park that includes 190 units comprising:
- 60 holiday lodges (all year round use)
  - 40 touring caravans (all year round use)
  - 90 touring caravans and tents (1 March - 30 September)
- 11.5 A further application for lawful use (20/00904) for the siting of 85 holiday lodges was submitted in 2020 alongside a retrospective application for a dining tent (21/00238). It was at this point that officers suggested (on a without prejudice basis) that the applicant may wish to consider submitting a comprehensive planning application for the whole site, rather than pursue a series of piecemeal applications for lawful use certificates and ancillary buildings (which have since been withdrawn).

#### The Proposal

- 11.6 As first submitted, the current application proposed an equivalent number of holiday units (190) comprising 174 holiday lodges and 16 glamping units across a much larger site that included development in the three front fields adjacent to New Road. Following negotiations and having regard to earlier consultation responses, the proposed scheme has since been revised and now proposes a lesser quantum of development (in terms of the number of units proposed) than the existing lawful use, as reflected in the amended description of development.
- The three front fields have now been removed from the red line application site and 50 of the 90 new holiday lodges are proposed to be seasonally restricted and would only be occupied between Easter to 30 September in each year (so there would be no increase in the number of all year round units).
- 11.7 The key to the site masterplan specifies the size for each of the new 90 holiday lodges which range in size from 55 sqm to 92 sqm (this compares to a maximum size of 136 sqm permitted by the Caravan Sites Act 1968).
- 11.8 Although no longer part of the red line application site, the three front fields remain within the applicant's ownership and are included within the 'blue line' on the application plan. These fields, which cover an area of 10.72 ha, currently comprise modified grassland of poor habitat quality and would be converted to

wildflower meadow with natural regeneration allowed to take place at the edges, with informal mown pathways provided for low key recreational use.

- 11.9 The existing amenity building would be retained along with the existing dining tent (the proposed replacement central amenity building and tipi are no longer proposed). A small fishing hut is proposed adjacent to the new and extended ponds in the southern corner of the site.
- 11.10 Just below the existing visitor car park and close to the existing reception building would be a new 'rangers' classroom and a cycle hire/storage building (both single storey and timber clad).
- 11.11 A Screening Opinion was sought prior to the submission of the application and it was concluded that the proposed development was not EIA development. The application is though accompanied by a series of detailed supporting information that includes a planning statement, an ecological appraisal, nutrient budget, a transport statement, a landscape and visual impact assessment, a tree report, sustainability statement and a flood risk assessment.
- 11.12 The main consideration is whether the proposal offers an opportunity to regularise and better control the use of the site as a holiday park and in turn achieve a higher standard of development than that which can already lawfully operate from the site. Key issues for consideration are:
- The principle of development
  - Landscape impacts
  - Ecological impacts
  - Recreational impacts
  - Highway and access impacts
  - Drainage impacts
  - Impacts on the local community (residents and businesses)

#### Principle of development

- 11.13 The principle of replacing touring pitches with holiday lodges (static caravans) has been supported on other sites in the Forest (such as at Sandy Balls) where the proposal does not increase overall site capacity (or site area) and there are overall environmental benefits.
- 11.14 Whilst there would be a decrease in the overall number of units, it is proposed to extend the site north eastwards into an area of open land which has no lawful holiday use. This is required to achieve a lower density of development across the whole site and to accommodate new landscape infrastructure and tree planting.
- 11.15 The proposed increase in the overall site area would be contrary to Local Plan Policy DP47 (Extensions to holiday parks and camp

sites). Furthermore, Policy DP47 only permits extensions to holiday parks to enable the removal of pitches from more sensitive areas, which does not form part of the current proposal.

- 11.16 The Local Plan has primacy when determining planning applications unless material considerations indicate otherwise. In this particular case, officers believe there are a number of 'material considerations' that need to be taken into account and these include:
- The lawful and largely unregulated use of the site (aside from the site licence) is a material and significant consideration. The existing 60 holiday lodges and 40 touring caravan pitches are not subject to any planning conditions and are available for all year round occupation. Whilst the existing additional 90 touring pitches are seasonally restricted, no planning conditions apply to them either.
  - There are therefore very limited planning controls or stipulations on how the site should be laid out or operate. The site benefits from a range of permitted development rights whilst other matters, such as external lighting and access arrangements are unregulated. There is no agreed landscaping in place for the site or measures to protect or enhance habitats and wildlife. Under the current ownership, the site appears well maintained and laid out but that could change in the future with a change in ownership.
  - It is proposed to reduce the number of existing pitches, with 90 holiday lodges and 16 glamping units replacing 130 touring pitches. The proposal represents a net reduction of 24 pitches and would not materially increase the level of impact of activity taking place on the site.
  - There would be no increase in the number of units that could be occupied all year round (100).
  - The application proposes significant ecological and landscape enhancements, as well as mitigation for recreational impacts (both on and off site). These would further help to reduce the impact of the activity on the site and are now explored in more detail below.

#### Landscape Impacts

- 11.17 Local Plan Policy SP7 sets out that development proposals will be permitted where they conserve and enhance the character of the New Forest's landscapes. The application site is naturally well screened and with the additional proposed landscape enhancements the site would be screened further, as evidenced by the Landscape Visual Impact Assessment. There would be a small incursion into the adjoining open grass field to the north east

but as noted above the effect of this would be to achieve a lower density across the site and to allow for significant new tree planting and landscape infrastructure.

- 11.18 The extent of built form would be kept back from the site boundaries whilst the holiday lodges would be arranged along existing contours and subdivided by tree planting and new landscaping. The holiday lodges would be finished in timber cladding to help them blend into the landscape (in contrast to the somewhat starker appearance of traditional light coloured static and touring caravans). Whilst the layout would be more formal and permanent on those parts of the site currently used as touring pitches, the effect of the landscaping and additional controls on lighting (see below) would ensure a more sensitive form of development that would be more in keeping with the landscape character and appearance of the area.
- 11.19 A detailed lighting strategy has been submitted (and revised) which proposes a series of low level bollard lighting with domed heads and downward pointing louvres. This would mitigate existing light pollution and would represent an improvement on the current lighting infrastructure, reducing light spill from the site and preserving the dark night skies of the National Park in accordance with Local Plan Policy SP15 (Tranquillity).
- 11.20 The proposed conversion of the three front fields to wildflower meadow would allow for a more natural area to be created on the western boundary adjoining New Road. This would considerably improve the landscape character of the site. The Authority's Landscape Officer supports the proposal.

#### Ecological impacts

- 11.21 Local Plan Policy SP6 seeks to protect and enhance habitats and species of biodiversity importance. The application is accompanied by an Ecological Impact Assessment Report (EIAR) and a Biodiversity Net Gain (BNG) Assessment. A number of ecological surveys have been undertaken that include surveys of Great Crested Newts, Reptiles, Dormice and Badgers. The results of the surveys show that the ponds on site and nearby were negative for Great Crested Newt. A small number of Common Lizard, Grass Snake and Slow Worms were found and a suitable mitigation strategy has been provided. A single dormouse nest was found on the boundary of the site. This nest was not completed and no other evidence of the presence of this species was found. Although no badger setts were identified within 30 m of the proposed development, two outlier (small) badger setts were found but the EIAR concludes that these would not be impacted by the development (again subject to suitable mitigation).

- 11.22 The data from these surveys provides a clear baseline to inform a suitable mitigation strategy that is set out in the EIAR. The survey data would assist future monitoring to track progress of the applicant's proposed measures for BNG. These include allowing peripheral landscape infrastructure to develop a natural feel and the creation of wildflower meadows across the site to replace large areas of sterile amenity grass (including the three front fields).
- 11.23 The applicant commissioned 'Wild New Forest' to produce a report (annexed to the EIAR) to demonstrate how the applicant could deliver and sustain improved biodiversity and retain land use change. An annual biodiversity monitoring programme is proposed to assess the biodiversity response to management measures, and to inform iterative alterations to cutting and fencing regimes to maximise biodiversity.
- 11.24 The BNG Assessment shows a positive net gain for biodiversity through the creation of new meadow and scrub/woodland edge habitat and planting of new hedgerows.
- 11.25 All the proposed ecological enhancements and mitigation could be secured through appropriate conditions.
- 11.26 With regard to the need to achieve nutrient neutrality, the applicant has provided a nutrient budget to assess whether the development would cause a likely significant effect on the designated sites in the Solent catchment. The budget has been prepared based on the most up-to-date version of the Solent nutrient budget calculator. The applicant has provided occupancy figures for the existing accommodation based on bookings for the last two years. These show that for July – September in 2021 and for the first week in June 2022 the average occupancy of each of the existing lawful 190 units was four persons per unit.
- 11.27 The occupancy change from the existing to proposed level of accommodation (excluding the existing 60 holiday lodges) is set out in the nutrient budget and this shows that there would be a marginal increase from 371 persons a night to 384 persons a night (+13) based on summer occupancy figures. Adopting the 'precautionary principle' required by the Habitats Regulations, this figure represents the 'worst case scenario' and assumes that all the holiday units are fully occupied every night of every year (based on use of 100 units all year round and 66 units seasonally). The nutrient budget figures also assume half of the 90 new holiday lodges would be six berth whereas the applicant is now proposing that only 20 of the 90 new lodges would be six berth (this latter mix would be secured by condition). Taking this into account the actual increase daily occupation rate is likely to be even lower than 13.

- 11.28 The nutrient budget demonstrates that the modest increase in nutrients from the occupancy change would be more than off set by the reduction in nutrients arising from the proposed conversion of the three front fields to wildflower meadows.

#### Recreational impacts

- 11.29 The applicant is proposing a number of on site measures to manage recreational impacts and these include (i) providing a low key recreational resource via informal mown grass tracks on the three front fields (ii) controlled access onto Plaitford Common (via a coded locked gate) and (iii) erecting new signage and interpretation boards across the site (the New Forest Code is already displayed). The holiday park makes provision for a number of activities on the site (such as walking and cycle trails, fishing and archery) as well as on-site amenities (shop, dining area and classroom) which all help to retain visitors on the site for more of the time.
- 11.30 In accordance with the Habitat Regulations, an Appropriate Assessment has been carried out as to whether granting planning permission would adversely affect the integrity of the New Forest and Solent Coast European sites in view of the sites' conservation objectives. The Assessment concludes that the proposed development would, in combination with other developments, have an adverse effect due to the recreational impacts on the European sites, but that the adverse impacts would be avoided if the planning permission were to be conditional upon securing the proposals for the mitigation of that impact in accordance with the Authority's Mitigation Strategy or mitigation to at least an equivalent effect. These measures include a contribution of £18,564 to the Authority's Habitat Mitigation Scheme.

#### Highway and access impacts

- 11.31 The site is served by New Road and the majority of traffic arriving at the site does so via the A36. New Road has a 40 mph speed limit restriction and has for the most part no separate pedestrian facility, which includes the section from the site to Landford Village.
- 11.32 The removal of the 130 touring pitches and their substitution with 90 holiday lodges and 16 glamping units would remove the regular movements of vehicles towing caravans from the local highway network and the associated long-term impact of such activity. The Highway Authority consider that this represents a significant highway benefit.
- 11.33 The amended proposals confirm that each of the proposed 90 new lodges would only have one car parking space per unit. The site also has a range of existing facilities on site that cater for

day-to-day needs that include a shop, dining area and leisure facilities (reducing the need for additional off-site trips).

- 11.34 The Highway Authority conclude that the impact of the proposed development would be no greater than the existing lawful use and that “an adverse highway recommendation could not be justified”.
- 11.35 The applicant’s vehicle trip generation figures, which are not questioned by the Highway Authority, show that the proposal would result in a net reduction of 46 daily vehicle movements on a weekday and 42 less daily vehicle movements on the weekend.

#### Drainage impacts

- 11.36 The current sewage system at the site involves a sewage pumping station which collects and pumps sewage to the main public foul sewer in New Road. Concerns have been raised by local residents and Wiltshire Council’s Environmental Health Officer (EHO) about sewage odours emanating from the public foul sewer. The applicant’s Foul Water Report (prepared by Enzygo) confirms the capacity of the existing system is sufficient for the maximum number of guests in peak season and that Southern Water have certified the sewer connection. The Environment Agency have no objection but have requested that the final foul water drainage scheme be subject to conditional approval.
- 11.37 Following a recent meeting on site with the applicant, Wiltshire Council’s EHO believes suitable mitigation can be put in place to better manage odours and has requested an odour management plan, which could also form part of the above condition. The applicant has agreed to submit an odour management plan.

#### Impacts on the local community

- 11.38 It will be noted that the local parish councils and a large number of residents are opposed to the proposed development. Officers recognise the concerns that have been raised and have negotiated various amendments and sought clarifications from the applicant to address them. A number of detailed planning conditions have been agreed with the applicant which would ensure that if approved, the local planning authority would retain much greater control over the use of the site as a holiday park, as well as making sure that all the stated environmental benefits are delivered.
- 11.39 The site is over 1km away from the village and the holiday lodges and glamping units would be some distance away from the nearest residential properties in New Road. It is considered that there would be no additional impact on residential amenity above the exiting use and the proposed landscape enhancements, lighting strategy, removal of towed caravans from the local

highway network and mitigation measures would all likely lessen the existing impacts.

- 11.40 It is relevant to consider too that if this application was refused, the site could continue to operate as a 190 unit holiday park and none of the suggested conditions below would apply.
- 11.41 A significant number of people have also written in support of the application. The applicant's supporting statement confirms that the holiday park currently employs up to 73 people in summer (which decreases to 40 full time staff for the rest of the year) and that the proposal would create additional jobs and that higher spending tourists staying in holiday lodges would benefit local shops, pubs, restaurants and visitor attractions.

### Conclusion

- 11.42 A number of amendments have been made to the application to respond to officer and local residents' concerns. Officers are confident that the resultant scheme would deliver a high quality and carefully managed holiday site that would enhance the landscape character and biodiversity of the area, would mitigate associated recreational impacts and would not result in any material increase in activity over and above that which can already lawfully operate on the site. These are significant material planning considerations that exceptionally justify a departure from Local Plan Policy DP47.
- 11.43 For all these reasons conditional approval is recommended.

## **12. RECOMMENDATION**

Subject to the consideration of any further comments from Natural England, Grant Subject to Conditions:

### **Conditions**

- 1 The 150 holiday lodges and 16 glamping units the subject of this permission shall only be used as holiday accommodation and shall not be occupied by any person(s) as their sole or main place of residence. No person(s) shall occupy the holiday lodges for a period exceeding 28 consecutive days in any rolling 52-week period. An up-to-date register for each holiday lodge shall be maintained which shall record the name(s) of all persons who have occupied the lodge, the length of stay and their main home addresses. The register shall be made available to the local planning authority on request.

Reason: To ensure the holiday lodges and glamping units are not used as permanent dwellings which would be contrary to Policies SP19 and SP46 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 2 The 50 seasonal lodges (numbers: 61 to 82 and 123 to 150 on the site masterplan ref: 3259-10-04H) and the 16 glamping units hereby permitted shall only be occupied between Friday before Good Friday or 1 April (whichever is the earlier) and 31 October inclusive in each year.

Reason: To ensure there is no further intensification in the use of the site in accordance with Policies SP5, SP15 and DP47 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 3 The dimensions of the 90 new holiday lodges as indicated in the key of the approved site masterplan (drawing number 3259-10-04H) shall be maintained at all times unless otherwise agreed in writing by the local planning authority. Of the 90 new holiday lodges, no more than 20 shall be six berth units with the remainder being limited to four berth units.

Reason: To ensure there is no further intensification in the use of the site in accordance with Policies SP5, SP15 and DP47 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 4 No holiday lodge on any part of the application site shall exceed a maximum size of 13.8 m (45 ft) x 6.7m (22ft).

Reason: To ensure that the holiday lodges remain of an appropriate size in this sensitive landscape in accordance with Policy SP7 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 5 No development shall take place above slab level until samples or exact details of the facing and roofing materials to be used in the construction of the cycle hire building, rangers classroom and fishing hut and external cladding of the holiday lodges have been submitted to and approved in writing by the local planning authority.

Development shall only be carried out in accordance with the details approved.

Reason: To ensure an acceptable appearance of the building in accordance with Policy DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 6 Within three months of the date of this permission, a scheme of landscaping of the site shall be submitted to and approved in writing by the New Forest National Park Authority. This scheme shall include:

(a) the existing trees and shrubs which have been agreed to be

- retained;
- (b) a specification for new planting (species, size, spacing and location);
- (c) areas for hard surfacing (including roadways) and the materials to be used;
- (d) other means of enclosure;
- (e) a method and programme for its implementation and the means to provide for its future maintenance.

Development shall only take place in accordance with the approved details.

Reason: To safeguard trees and natural features and to ensure that the development takes place in an appropriate way and to comply with Policy DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 7 All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out in the first planting and seeding seasons following first occupation of the new holiday lodges.

Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size or species, unless the National Park Authority gives written consent to any variation.

Reason: To ensure the appearance and setting of the development is satisfactory and to comply with Policy DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 8 Prior to any further development, demolition or site clearance taking place, details of the arrangements to be taken for the protection of trees and hedges on the site (as identified in the Tree Survey and Arboricultural Impact Assessment) shall be submitted to and approved in writing by the local planning authority.

The agreed arrangements shall be carried-out in full prior to any activity taking place and shall remain in-situ for the duration of the development.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area, in accordance with Policies DP2 and SP6 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 9 Within three months of the date of this permission, details of the visibility splays to be provided at the junction of the site access with New Road shall be submitted to and approved in writing by

the local planning authority. The approved visibility splays shall be implemented on or before 1 April 2023 and thereafter kept free of any obstacles over 900mm in height at all times.

Reason: In the interest of highway safety and to comply with Policy SP55 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).and Section 9 of the National Planning Policy Framework.

- 10 Prior to any further development, demolition or site clearance taking place, a Construction Method Statement shall be submitted to and approved in writing by the local planning authority. The approved statement shall include a phasing plan and scaled drawings illustrating provision for:

1. The Parking of site operatives and visitors vehicles
2. Loading and unloading of plant, materials and caravans/holiday lodges
3. Management of construction traffic and access routes
4. Storage of plant and materials used in constructing the development
5. Wheel washing facilities

Reason: In the interests of highway safety and to comply with Policies SP5 and SP55 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).and Section 9 of the National Planning Policy Framework.

- 11 The proposed mitigation and enhancement measures for reptiles, dormice and badgers, and the proposed management and monitoring regime for the three front fields as set out in Section 5 of the Ecology Survey Report and Impact Assessment Report dated 16 September 2022 shall be updated and enhanced by a Biodiversity Enhancement Plan (BEP), in accordance with the Biodiversity Net Gain Assessment dated September 2022 (ref ECO02057). The BEP shall be submitted to, and approved in writing by the local planning authority prior to any further development, demolition or site clearance taking place. The BEP shall include:

- quantum, location and specifications of habitat measures;
- details of a plan for delivery of the required ecological gain and enhancement for habitats within the holiday park, including the three front fields outlined in blue on the approved site masterplan;
- management prescriptions to meet ecological objectives and targets;
- arrangements for ecological monitoring and reporting; and
- mechanisms for adaptive management that may arise.

The approved mitigation measures shall be adhered to throughout all phases of the development and the ecological

enhancements measures shall thereafter be maintained in perpetuity, unless otherwise agreed in writing by the local planning authority.

Reason: To safeguard protected species and to ensure the proposed development delivers the stated Biodiversity Net Gain in accordance with Policies DP2 and SP6 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 12 Within three months of the date of this decision, ecological mitigation for the New Forest Special Protection Areas, Special Areas of Conservation and Ramsar sites shall be submitted to and approved in writing by the local planning authority. The ecological mitigation may take the form of a planning obligation in accordance with the Authority's Habitat Mitigation Scheme.

Reason: To safeguard sites of international ecological importance in accordance with Policies SP5 and SP6 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019), the Authority's Habitat Mitigation Scheme and the SRMP.

- 13 The three front fields, as outlined in blue on the approved site masterplan (drawing number 3259-10-04H), shall be converted to wildflower meadow within six months of the date of this permission and thereafter shall be maintained in such condition in accordance with the approved Biodiversity Enhancement Plan (BEP) in perpetuity and shall not be used for any other purpose (other than that permitted by the BEP).

Reason: There is existing evidence of high levels of nitrogen and phosphorus in the water environment with evidence of eutrophication at some European designated nature conservation sites in the Solent catchment. To ensure that the proposal may proceed as sustainable development, there is a duty upon the local planning authority to ensure that sufficient mitigation is provided against any impacts which might arise upon the designated sites. In coming to this decision, the Authority has had regard to Regulation 63 of the Conservation of Habitats and Species Regulations 2017 and Policy SP5 of the adopted New Forest National Park Local Plan (2016 -2036).

- 14 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) England Order 2015 (or any re-enactment of that Order) no development required by the conditions of a site licence otherwise approved by Class B of Part 5 of Schedule 2 to the Order shall be erected or carried out without express planning permission first having been granted.

Reason: To ensure the layout and landscaping of the site remains appropriate to its location within the New Forest National Park in accordance with Policies SP7, SP15 and SP17 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 15 If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out until a remediation strategy detailing how this contamination will be dealt with has been submitted to and approved in writing by the local planning authority.

The remediation strategy shall be implemented as approved.

Reason: An historic inert landfill is shown to be present in part of the site and it is possible that contamination may be encountered.

- 16 No new holiday lodges shall be brought onto the site until a foul water drainage scheme, to include an odour management plan, has been submitted to and approved in writing by the local planning authority. The scheme shall be implemented as approved and completed prior to the new holiday lodges being brought into use.

Reason: To ensure that the proposed development can be adequately drained and that there is no harm to groundwater resources in line with paragraph 174 of the National Planning Policy Framework.

- 17 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 or any order revoking or re-enacting that order, no access, vehicular or pedestrian, other than that shown on the approved site masterplan plan, shall be formed to the site.

Reason: In the interests of highway safety and to restrict further access onto the adjoining Plaitford Common in accordance with Policy SP55 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019) and Section 9 of the National Planning Policy Framework.

- 18 Within three months of the date of this permission, a travel plan and the arrangements for car and cycle parking shall be submitted to and approved in writing by the local planning authority. Each holiday lodge will have no more than one car parking space per unit. Once agreed, these areas will be laid out in accordance with the approved parking details and thereafter shall be kept available for their intended purposes at all times.

Reason: To ensure adequate parking provision is made in the interest of highway safety and to comply with Policy DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019) and Section 9 of the National Planning Policy Framework.

- 19 No further external lighting shall be installed on the site until the exact details of all external lighting on the site have been submitted to and approved in writing by the local planning authority.

Reason: To protect the amenities of the area in accordance with Policies DP2 and SP15 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 20 Within six months of the date of this permission, the arrangements for the coded gate lock to be installed at the sole point of access onto Plaitford Common and the details of the signage to be erected at the entrance (to include 'no cycling' and 'dogs on leads' messages) shall be submitted to and approved in writing by the local planning authority. Once approved, the agreed arrangements for the gated access and signage shall be installed within two months of the date of that approval and thereafter maintained in the approved condition at all times unless otherwise agreed by the local planning authority.

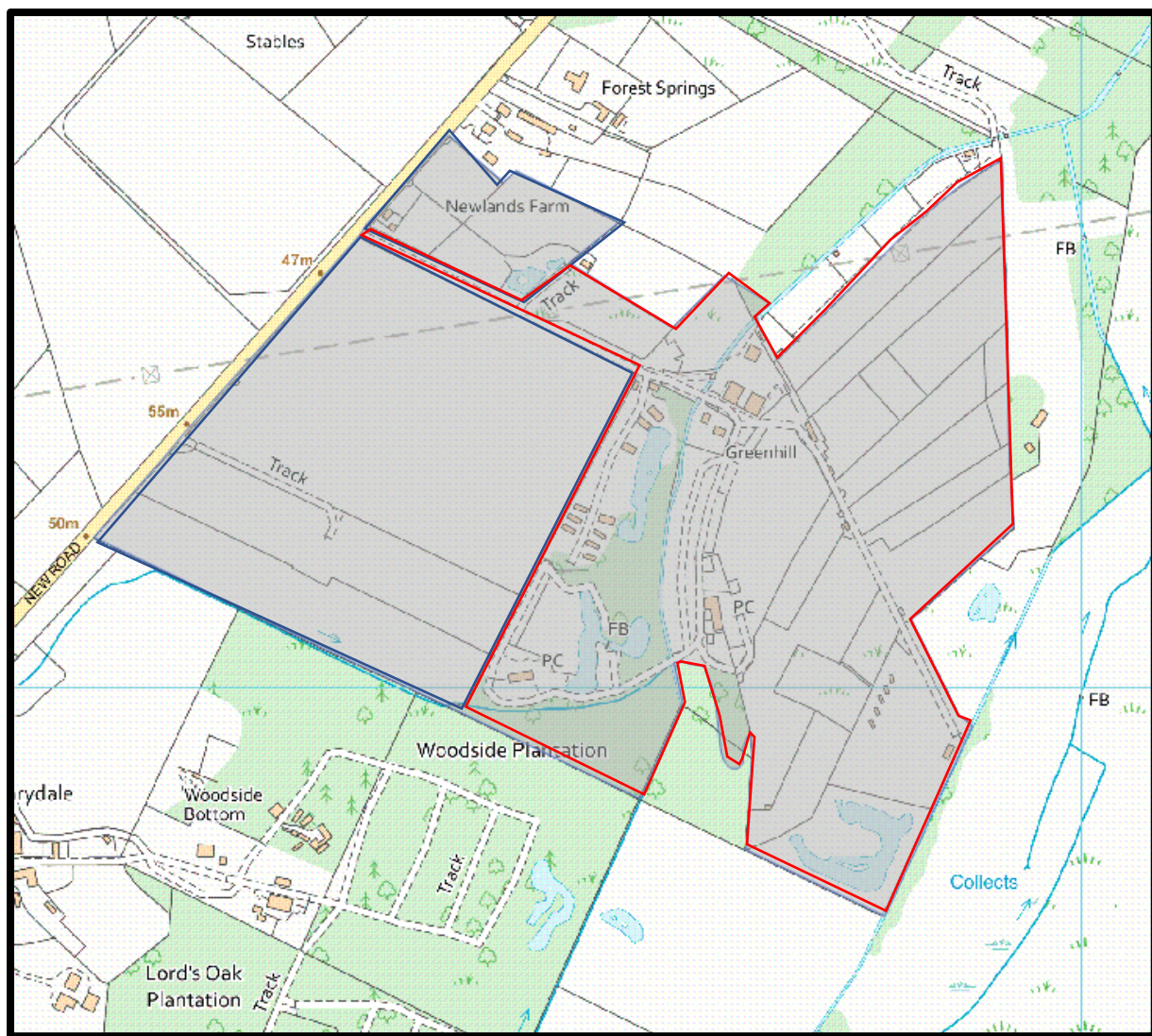
Reason: To safeguard protected species and to ensure the proposed development delivers the stated Biodiversity Net Gain in accordance with Policies DP2 and SP6 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

- 21 Development shall only be carried out in accordance with drawing Nos:

- 3259-0-04 Rev H – Site Masterplan
- 3259-10-15 - Rangers Classroom
- 3259-10-16 – Cycle Hire Building
- 3259-10-13 – Fishing Hut Details
- 3529-10-21 – Trim Trail Equipment
- 3259-10-10 – Pond 1 Section

No alterations to the approved development shall be made unless otherwise agreed in writing by the local planning authority.

Reason: To ensure an acceptable appearance of the building in accordance with Policies SP16, SP17, DP18 and DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).



New Forest National Park Authority  
Lymington Town Hall, Avenue Road,  
Lymington, SO41 9ZG

Tel: 01590 646600 Fax: 01590 646666

Date: 02/11/2022

**Ref: 21/00928**

**Scale: 1:10000**

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**Application No: 22/00566/FULL Full Application**

**Site:** The Lodge Annexe, Passford Farm Cottage, Southampton Road, Boldre, Lymington, SO41 8ND

**Proposal:** Roof alterations; recladding; alterations to doors and windows; new porch; relocating of 2no.sheds; new 1m high fence with gate

**Applicant:** Mrs Hill

**Case Officer:** Carly Cochrane

**Parish:** BOLDRE

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**1. REASON FOR COMMITTEE CONSIDERATION**

Contrary to Parish Council view

**2. DEVELOPMENT PLAN DESIGNATION**

Conservation Area

**3. PRINCIPAL DEVELOPMENT PLAN POLICIES**

DP2 General development principles  
DP18 Design principles  
DP36 Extensions to dwellings  
DP37 Outbuildings  
SP16 The historic and built environment  
SP17 Local distinctiveness

**4. SUPPLEMENTARY PLANNING GUIDANCE**

Boldre Parish Design Statement

**5. NATIONAL PLANNING POLICY FRAMEWORK**

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

**6. MEMBER COMMENTS**

None received

**7. PARISH COUNCIL COMMENTS**

Boldre Parish Council: Recommend refusal. It is felt this building is inappropriate within close proximity of a picturesque Grade II listed building

and the whole proposal is made worse by the proposed fence and cladding. Also, the arguments opposing this application outweigh any possible benefits.

## **8. CONSULTEEES**

Conservation Officer: No objection

## **9. REPRESENTATIONS**

9.1 Two letters of representation have been received, making comments on the application. The material planning considerations raised are summarised as follows:

- Concern with regard the increased roof height and the visual intrusion of the building upon neighbouring amenity.
- Concern with regard noise levels

## **10. RELEVANT HISTORY**

10.1 Application for a Certificate of Lawful Development for continued use of The Lodge as a single dwellinghouse (19/00501) refused on 15 August 2019, Appeal Allowed 28 March 2022

## **11. ASSESSMENT**

11.1 The application site of 'The Lodge' is located within the wider Passford Farm site, to the western side of the A337 Southampton Road and shares its access with three other dwellings. It is an 'L' shaped building, with a primarily flat felt roof, constructed using timber cladding. By way of background, the use of The Lodge as an independent dwelling was found lawful at appeal in March 2022. As such, it benefits from permitted development rights which are limited by way of the National Park location and setting within the curtilage of a Listed Building, being Passford Farm Cottage.

11.2 This application seeks permission for numerous alterations to The Lodge, including the application of British red cedar cladding upon all elevations; changes to a large section of the roof from flat to hipped, with a ridgeline height of approximately 3.8 metres and using a natural slate; the creation of a new porch upon the south east elevation; the installation of replacement and new doors and windows upon all elevations; the erection of 2 outbuildings ('sheds') and the erection of a 1 metre high post and rail fence and set of five-bar gates along the north eastern boundary.

11.3 Any increase in floorspace would be explicitly contrary to policy DP36 due to the history of the site, in that the dwelling exists as a result of an unauthorised use. The proposal does not involve any increase in floorspace, and as the proposed porch has been designed so as to be open sided, the floorspace within it can be

excluded from the calculations. However, it is considered reasonable and necessary to condition that the porch remain open sided and does not become subsumed into the floorspace of the dwelling, in order to remain policy compliant.

- 11.4 The existing dwelling is of no architectural merit, and its piecemeal construction is evident. Although screened by boundary treatments, it is considered that The Lodge currently detracts from the setting of the Listed Building. The proposed use of natural materials and removal of a large section of flat roof would result in visual improvements to the dwelling and wider site, as well as complying with advice within the Authority's Design Guide, which discourages the use of flat roofs. The increased roof bulk by virtue of the change from flat to hipped would not materially increase the overall scale of the dwelling and would not resultantly compete with or appear dominant when viewed in the context of the Listed Building. The proposed 1 metre high timber post and rail fence and five-bar gate are of an appropriate design. Overall, it is not considered that the proposed changes would result in any significant adverse impact upon either the character and appearance of the existing dwelling, or upon the setting of the Listed Building.
- 11.5 Whilst the proposed change to the roof would increase the height of the dwelling and its visibility, there is sufficient distance between the dwelling and the boundary of Passford Farm Cottage that it would not result in any adverse impact upon neighbouring amenity.
- 11.6 In relation to the proposed outbuildings, Policy DP37 of the Local Plan sets out that domestic outbuildings will be permitted where they are proportionate and clearly subservient to the dwelling they are to serve in terms of scale and design; located within the residential curtilage; would be used for purposes incidental to the main dwelling and not include any habitable accommodation, and; would not reduce the private amenity space or parking provision around the dwelling to an unacceptable level. In this instance, the proposed outbuildings are small in scale and modest in their design. They would be located to the rear of the curtilage and would be incidental in their use, as sheds, and would not include any habitable accommodation. There would be no adverse impact upon amenity space, nor any resultant significant loss in parking spaces. The materials used are appropriate, and overall, the proposed outbuildings would not result in any adverse impact upon the character and appearance of the area, or upon neighbouring amenity.
- 11.7 It is therefore recommended that permission be granted, as the proposal is in accordance with Policies DP2, DP18, DP36, DP37, SP16 and SP17 of the adopted Local Plan 2016-2036.

**RECOMMENDATION**

Grant Subject to Conditions

**Condition(s)**

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. Development shall only be carried out in accordance with

Drawing numbers: Sheet 1 Rev B 01/07/2022, Sheet 2 Rev I 04/08/2022.

No alterations to the approved development shall be made unless otherwise agreed in writing by the New Forest National Park Authority.

Reason: To ensure an acceptable appearance of the building in accordance with Policies SP16, SP17, DP18 and DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

3. The outbuildings the subject of this permission shall only be used for purposes incidental to the dwelling on the site and shall not be used for habitable accommodation such as kitchens, living rooms and bedrooms.

Reason: To protect the character and appearance of the countryside in accordance with Policies DP36 and DP37 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

4. Unless otherwise first agreed in writing by the New Forest National Park Authority the external facing and roofing materials shall be as stated on the application form hereby approved.

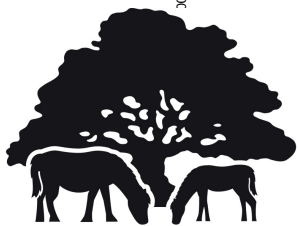
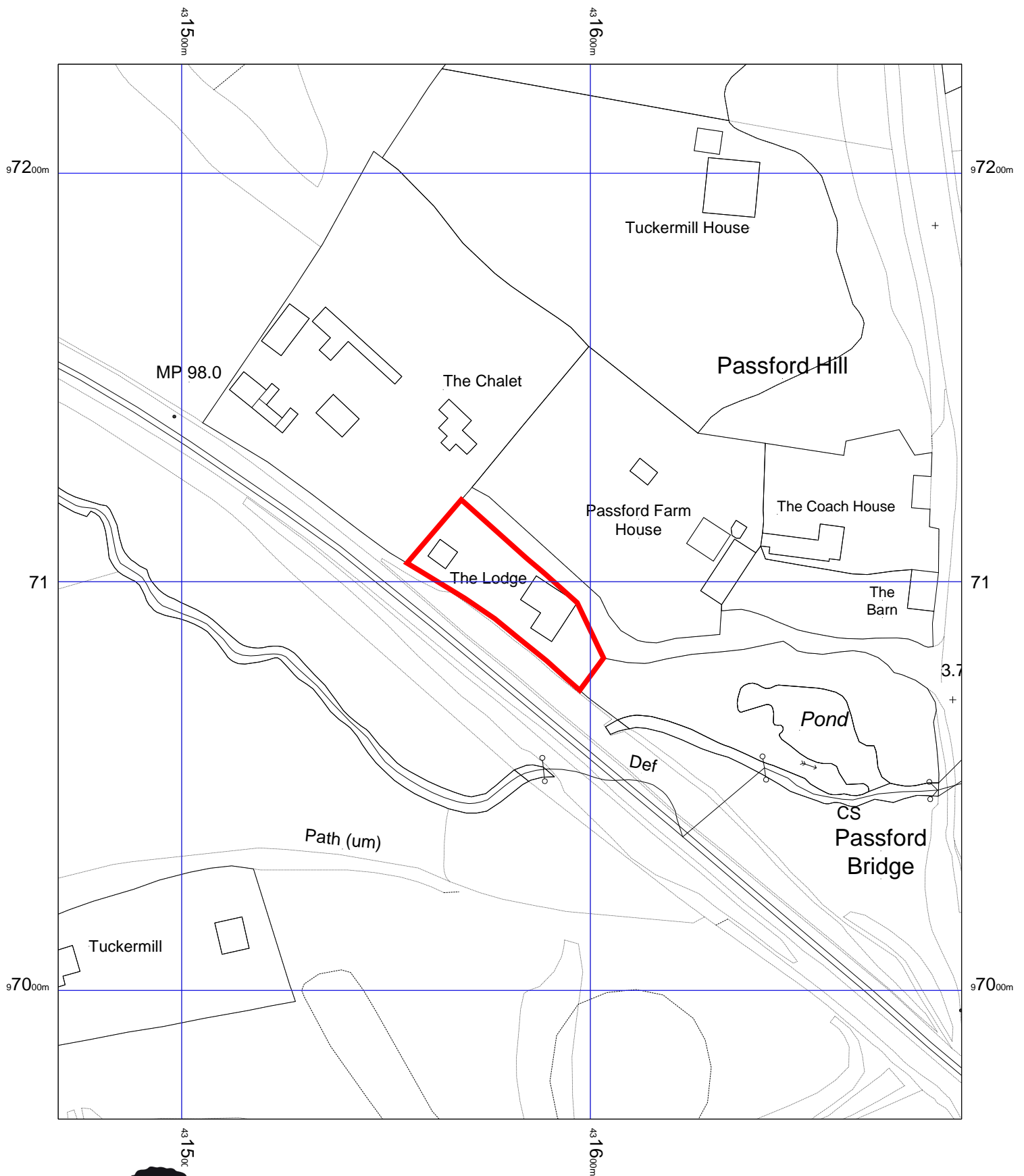
Reason: To ensure an acceptable appearance of the building in accordance with Policy DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

5. No external lighting shall be installed on the site unless details of such proposals have been submitted to and approved in writing by the New Forest National Park Authority.

Reason: To protect the amenities of the area in accordance with Policies DP2 and SP15 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

6. The open-sided porch shall at no point be in-filled or incorporated into the main dwellinghouse.

Reason: To ensure the dwelling complies with Policies DP35 and DP36 of the adopted New Forest National Park Local Plan 2016-2036 (August 2019).



NEW FOREST  
NATIONAL PARK

New Forest National Park Authority  
Lymington Town Hall, Avenue Road,  
Lymington, SO41 9ZG

Tel: 01590 646600 Fax: 01590 646666

Date: 02/11/2022

**Ref: 22/00566**

**Scale: 1:1250**

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