

DESIGN, ACCESS AND PLANNING STATEMENT
FOR
FULL PLANNING PERMISSION FOR THE
CHANGE OF USE OF LAND FOR THE SITING OF
14 HOLIDAY LODGES

AT

**Land at Hillview Manor Park, Winchester Road, Fair Oak,
Hampshire SO50 7HD**



Prepared by

MAY 2023

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1. INTRODUCTION

1.1 Mark Simmonds Planning Services Ltd have been instructed by Mr A Barney to submit a planning application for the change of use of land for the siting of 14 holiday lodges on land to the rear of Hillview Manor Park, Winchester Road, Fair Oak, SO50 7HD

2. THE PROPOSAL

2.1 The planning application seeks to obtain permission for the siting of 14 holiday lodges on land to the rear of the existing and well-established residential lodge site. This section of the site already accommodates a residential caravan authorised by a Lawful Development Certificate and subject to an accompanying application for a replacement dwelling.

The planning history for the larger extent of the site is long and complex, however the existing residential use is well established and is run as a high-quality residential lodge site.

2.2 The site does not lie within a designated character area or Conservation Area and there are no Listed Buildings nearby.

2.3 The introduction of 14 holiday units is submitted alongside a further application for the expansion of the lodge park with an increase in residential units and also a replacement dwelling on the site. The expansion features on the land associated with and adjoining the existing and this section of the site falls to the rear of this and is an underused rough grass field with excellent boundary screening. The proposed location plan below shows the placement of the new holiday lodges which are generously spaced and sensitively landscaped on the section of land to the rear of the main development.



Location of the 14 holiday lodges.

3. THE SITE LOCATION

3.1 The application site is located off Winchester Road and in accordance with the Council's Local Plan policies, lies outside of the urban edge and within an area of designated countryside. There are green fields and dense areas of woodland to the north, west and south of the site and the well-established Hillview Caravan Park sits to the front looking onto Winchester Road.

3.2 There is an existing caravan unit adjacent to the site which has become lawful by way of a Lawful Development Certificate, which is subject to an application for a replacement dwelling. Below is an aerial image of the existing site.



Aerial view of site (Google Earth 2023)

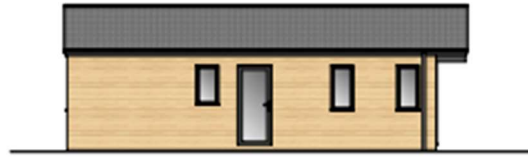
3.3 The existing residential lodge site is well established and the site benefits from good levels of natural screening. The new section of the site would be accessed by way of the existing northern entrance which is used to access the residential caravan permitted under the LDC.

4. DESIGN

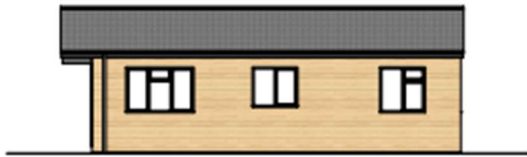
4.1 The proposed 14 new holiday lodges will be high quality moderns units. The images below are taken from the submitted plans and show examples of the style of lodge proposed which match and complement the proposed residential units proposed under a separate application:



PROPOSED FRONT ELEVATION
1:100



PROPOSED SIDE ELEVATION



PROPOSED SIDE ELEVATION



PROPOSED REAR ELEVATION



Images of proposed residential units

5. ACCESS

No new access is proposed to the new holiday lodges; however the existing northern access will be upgraded to accommodate the new users but this is a modest addition and therefore there would be no negative or additional impacts on the highway network.

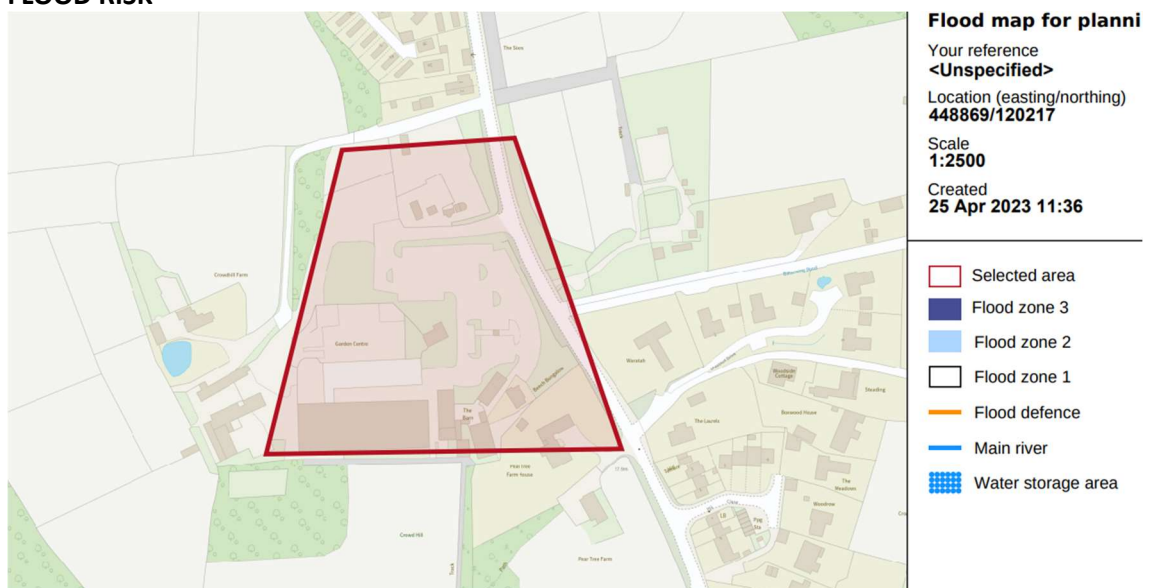
There is generous parking space provided to the new holiday units and there is room internally to manoeuvre vehicles so that only forward gear manoeuvres would be used to leave the site. a proposed turning area by the replacement dwelling.

6. RESIDENTIAL AMENITY

The new lodge units are well spaced and reflect the existing layout of the residential units (both existing and proposed) so this would be viewed as a natural extension to the site and not a new stand-alone proposal. There are good levels of existing screening which guard any sensitive views of the site.

There will be no unacceptable impacts on any existing or future residents by way of loss of privacy and there are no un-associated dwellings near enough so as to be negatively impacted by this modest holiday use.

7. FLOOD RISK



EA Flood Risk Map 2023

7.1 The site is within a Flood Zone 1 and is therefore at the lowest risk of flooding and a preferential site in terms of development.

8. PLANNING POLICY

The National Planning Policy Framework (NPPF 2021)

It sets out Central Government's planning policies for England and how these are expected to be applied.

Paragraphs 7 and 8 define the commitment to sustainable development based on three dimensions:

7. The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs⁴. At a similarly high level, members of the United Nations – including the United Kingdom – have agreed to pursue the 17 Global Goals for Sustainable Development in the period to 2030. These address social progress, economic well-being and environmental protection⁵.

8. Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Paragraph 84 (b and c) of the Framework, dictates that planning decisions should enable the development and diversification of agricultural and other land-based rural businesses and sustainable rural tourism and leisure developments which respect the character of the countryside.

Paragraph 159 states that “Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere”.

Paragraph 174 seeks to conserve and enhance the natural environment. This means that planning decisions should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes and sites of biodiversity and recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland and minimising impacts on and providing net gains for biodiversity amongst other matters.

Sections 70(2) and 79(1) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require a decision-maker to determine a planning application in accordance with the adopted Development Plan, unless material considerations indicate otherwise. These material considerations include national planning policy.

The Eastleigh Borough Local Plan 2016-2036

The most relevant policies are considered to be:

Strategic policies S1 and S2; and

Policy S5 which states that planning permission will be granted for new development in the countryside if it is related to:

- The provision of new employment through agricultural development; the extension and replacement of existing employment uses, the re-use of existing buildings;
- Residential extensions and replacement buildings, limited residential conversions, rural workers' dwellings and accommodation for gypsies, travellers and travelling show people;
- Community, tourist, or visitor uses through the re-use of buildings;
- Outdoor recreation and open space;
- Allotments and community farms
- Cemeteries
- Essential public utilities

Development Management policies DM1, DM2, DM3, DM6, DM11, DM13, DM26, DM29 and DM30.

Supplementary Planning Documents:

Quality Places;

Residential Parking Standards;

Character Area Appraisals;

Biodiversity.

- It is noted that there is no specific policy in this Development Plan relating to development or change of use of land for leisure, tourism or business purposes within the countryside. However, what is clear from tourism is that it provides rural prosperity and employment in areas which often struggle with both.

9. THE PLANNING BALANCE/ POLICY ANALYSIS

The Principle of Development

Policy S5 states that planning permission will be granted for new development in the countryside if it is related to community, tourist or visitor uses through the re-use of buildings, outdoor recreation, and open space amongst other uses. The proposal is for a tourist and open recreation use, however although it does not reuse a building as such, it is considered to be a natural extension to an existing lodge site with the use of these 14 lodges being for tourism. It is considered that this accords with the intentions of this rural policy and would build and enhance rural prosperity on a site which is already developed for lodge style buildings.

The site benefits from an existing and very well-established residential lodge site; the proposal forms a natural and very modest expansion of its use on land which is closely connected to the site and vastly underused wider extent of land next to this residential site. The residential lodges

have proved to be extremely popular, however there is a demand for holiday lodges for those seeking a retreat either short term or for longer periods. The applicant has found that he has received a number of enquiries for tourism accommodation, and subject to conditions such as a 12 month licence and the existence of a separate permanent address to protect against residential occupation, visitors (especially those who are retired) can enjoy an attractive holiday home.

This tourism use creates rural prosperity with visitors using local services such as shops and public houses which in turn encourages employment and investment.

The Framework at paragraph 84(c) states that planning decisions should enable sustainable rural tourism developments which respect the character of the countryside. The site is already largely developed with residential lodges and is sustainable with good links to facilities and public transport routes.

In terms of 'Need', Southampton has an excellent range of popular tourist facilities and visitor attractions ranging from cultural sites of interest, large shopping centres, and local and National Events which includes a Boat Show and International and Premiership Football and sporting events. In addition to this is the popular car ferry service to the Isle of Wight which makes Southampton a 'stop-gap' for those travelling further afield.

There is therefore a demand for holiday accommodation. A very simple search on Booking.com and other comparable sites reveals that during peak periods (such as the summer holidays), accommodation in this area is already either fully booked or limited in its availability. This itself shows a demand for holiday accommodation, not to mention the need for quality accommodation which draws visitors to this area from all walks of life.

In the wake of the recent pandemic and economic trends which follow rises in inflation, the 'Staycation' has become an attractive option for domestic holidaymakers and this trend to stay 'home' rather than abroad, does not appear to be waning, but in fact staying as a demand.

Rural locations do tend to be a preference to many visitors, but this does pose an impact on rural landscapes therefore the siting of holiday units need careful consideration so that the proposal do not harm the intrinsic nature of the open countryside. The Council is asked to

consider that this associated with a previously developed site which features residential lodges. The small section of tourist lodges would feature to the rear of the site and would visually represent a natural extension of the site. The site is already contained by way of good levels of boundary screening which has already curtailed its impacts on the surrounding open countryside.

The Council is asked to consider that the principle of tourist lodges in this location which is able to be largely screened with landscaping, and sustainable, on balance is appropriate. The existing residential park is an orderly feature in the street scene with the lodges being highly maintained as homes, therefore the impacts of the holiday lodges are already mitigated by the prevalent and existing residential use.

Local Plan DM1 which requires development to be appropriate to the nature and character of the area, be of a good quality design, minimise impact on neighbouring uses and occupiers, as well as respecting the character of the area. The proposal is considered to be a modest extension of the existing lodges, with a minor change in use to that of holiday rather than residential. The site is well screened and being modest in height and density, is not expected to negatively impact on the character of the area nor the street scene.

In terms of layout and design, the density of the proposal reflects the existing residential site and offers good levels of amenity space between each unit. The proposal, when viewed in the context of the established residential development is considered to accord with the prevailing pattern of development and therefore is in accordance with Policy DM1 of the Local Plan and the Council's 'Quality Place' and 'Character Area Appraisals' SPDs.

The Framework is supportive of rural businesses and their expansion and diversification. The proposal is considered to support the three amin Framework objectives required to achieve sustainable development:

- Economic: The proposal, will provide a visitor accommodation in a key location which is accessible to many facilities and tourist landmarks. This will stimulate wider economic benefit for local services, shops and visitor attractions, thereby contributing further to the economic prosperity of this site.
- Social: The proposal by providing additional visitor accommodation will allow for holidays that are good for health, well-being and social interaction.

- Environmental: The development would allow for the future maintenance of the remaining grassed areas, hedges and tree's which currently screen the boundaries. The proposal is considered to respect the character of the countryside as it is a extension of an existing site and is low density. The applicant would wish to enhance the rural characteristic of the site with additional planting will also be of benefit to wildlife habitat and species present on the site. Any conditions regarding ecological enhancements would be welcomed by the applicants so as to achieve an appropriate biodiversity net gain.

The Council is respectfully asked to consider the benefits of this modest extension into a holiday use which creates very little in the way of harm.

Residential Amenity

The Council is asked to consider that the proposal accords with guidance set out in the 'Quality Places' SPD in that there will be no unacceptable impact on the amenity of the neighbouring properties in terms of loss of privacy, light or outlook.

The proposed extension features to the rear of the existing and further proposed residential lodge park and is a modest and attractive addition and due to the generous spacing between units and modest amounts of amenity space to each unit the overall result is considered to be beneficial and manageable levels of amenity space which gives a low density effect.

Highways

The extension of the park with the addition of 14 holiday units to the rear is considered to be modest and proportionate. The northern access which would serve 8 of the additional residential homes and these holiday lodges, is well established and benefits from good levels of visibility. The proposal shows the widening and improvement of the existing access road to allow for ample passing space for the park extension. The Council is reminded that this application is submitted along with a proposal for a new section of residential accommodation and a replacement dwelling; the image below shows the northern access and how it would serve all 3 of the proposals.

Replacement Dwelling

14 holiday lodges



8 of the 10 proposed residential lodges

Access point

Ecology and Trees

The Council is asked to consider the accompanying tree report. The extension of the site for holiday accommodation is directly adjacent and to the rear of the existing well-established development and utilises underused land of very little visual value. The site, being so closely related to the residential use is not considered to contain any excessively sensitive ecological features, however the applicant would welcome and pre-commencement conditions to ensure the protection of any ecology factors the Council deem appropriate. A bio-diversity net gain can also be achieved through additional planting.

Climate Change

The applicant is aware that In July 2019, the Council declared a Climate Change and Environmental Emergency. In doing so it agreed, among other things, to:

- (a) put in place measures to ensure the Council's own operations and functions achieve carbon neutrality by 2025;
- (b) work with partners to aim for all projects and services delivered in the Borough to achieve carbon neutrality by 2030;
- (c) ensure that the Council's procurement policy recognises carbon neutrality as one of its primary considerations; and
- (d) recognise the urgency of action to mitigate and adapt to climate change in every decision taken by the Council. This is underpinned by the Climate and Environment Emergency Strategy 2020–2030 and the supporting Climate and Environmental Emergency Action Plan – Update June 2020.

The declaration of the Climate Change and Environmental Emergency demonstrates a strong commitment from the Council to achieve net zero. The NPPF, development plan and adopted local plan policy do not set this as a specific target, but it is a material consideration to be considered alongside all other material considerations. In any case addressing climate change is a core part of the NPPF and local plan policy. The need to support the economy is part of the Strategic Environmental Assessment for the adopted local plan, as is an assessment of climate impacts.

The NPPF aims for the need for housing to be met, and policy S2 of the Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Local Plan and energy and water elements of the adopted Environmentally Sustainable Development SPD require development to be sustainable in terms of resource use, climate change and energy use.

When considering the impact of climate change, the proposed lodge style homes are of the highest quality and incorporate modern day methods of insulation and draft proofing and they expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions. The new lodges will utilise the most up to date energy saving methods and will prioritise energy efficiency.

10. CONCLUSION

The Council is respectfully asked to consider the benefits of the proposal which outweigh any policy restrictions. The provision of 14 holiday lodges cater to a need for holiday accommodation in this area which encourages rural prosperity and increases trade to the area as well as according with the key provisions of the Framework.

The Council is asked to consider this proposal as a natural extension and diversification into tourism to this popular site, which on balance accords with both national and local policy requirements and provides a welcome boost to tourism in the Borough.