

DELEGATED OFFICER REPORT:**Application Ref:** F/23/95180**Site Address:** Land at Hillview Manor Park, Winchester Road,, Hampshire, SO50 7HD**Case Officer:** Clare Martin**Description:** Change of use of land for the stationing of 14no. caravan compliant lodges to be used as holiday accommodation and associated infrastructure

Particular Site Constraints?	Yes ☒	No ☐
• Outside of the urban edge (within countryside) • Adjacent to Hill Copse ancient woodland and Site of Importance for Nature Conservation (SINC) • Not within Solent Mitigation and Disturbance Zone • Not within New Forest Mitigation and Disturbance Zone • Within Southern Water Sewer Buffer • Minerals and Waste Safeguarding Site • Within Archaeology Buffer		

Planning History?	Yes ☒	No ☐
<u>Other applications submitted</u> • F/23/95179 – Erection of 1no. five-bedroom dwelling following removal of the mobile home – Refused (10/7/23) • F/23/95181 - Change of use of land for 10no. residential lodges – Currently being determined.		

Publicity:	Letters ☒	Site Notice ☒	Newspaper ☐
Representations: (summarised)	<u>16 letters of objection and 1 comment letter</u> <i>Access and Highways</i> • Additional traffic using existing access that has poor visibility turning into Winchester Road. Traffic is fast moving and the incline is a blind spot to drivers. • Obstruction to existing on site car parking. <i>Residential Amenity</i> • Disruption to existing occupiers who are retirement age, some living alone and are vulnerable. • Security and safety of property. • Additional noise, pollution and litter from holiday use <i>Environmental</i> • Disruption to wildlife. • Impact on trees <i>Other</i> • Increase insurance premiums living next to holiday lodges. • Devaluation of property • Impact on health from dust and debris caused by building works.		

	• Current site is not maintained by landlord. • Works may result in additional land movements. • Disruption from previous works at the site. • Problems with portalos next to residents' properties. <u>Local Planning Authority Response</u> • Comments are noted and access and highways, residential amenity, trees and ecology are covered within the assessment section. • The holiday site is separate from the existing residential lodges and therefore unlikely to result in obstruction to existing parking spaces. • The safety and security of properties, litter and disturbance from the holiday use would have to be resolved by the manager of the holiday accommodation. However, Eastleigh Borough Council has statutory nuisance controls outside of the planning framework. • Devaluation of properties, increase in insurance, maintenance issues, are not material planning considerations and so cannot be assessed as part of the application. • Unfortunately, development works often result in some disturbance of existing residential properties but should be of a relatively short duration as the units would be transported onto the site although hard standings and underground services would still need to be installed. Had the application been approved it would have been possible to limit the working times for building works to provide some breaks for the neighbouring residents. The impact of dust and debris from construction works could also have been managed through a pre-commencement condition requiring a construction environmental management plan to be approved.
Planning Policy (summarised)	<u>Objection</u> The proposed scheme is in an area designated as countryside. It is not one of the uses appropriate in the countryside as set out in policy S5 and is therefore contrary to policy S5 in the adopted Local Plan. In addition, there may be an unacceptable impact on the residential amenity of existing residents due to the close proximity of tourism lodges and residential lodges.
Ecology Officer: (summarised)	<u>Objection</u> <u>Designations</u> Hill Copse ancient woodland is adjacent to the north western boundary of this site. Upperbarn Copse ancient woodland is located approximately 270 m to the west of this site. There is a strip of woodland (The Sixes) adjacent to the southern boundary. Bow Lake which is a tributary of the River Itchen is approximately 115 m to the north of the site. <u>SINC</u> The proposal would cause direct and indirect disturbance to the adjacent ancient woodland, which is an irreplaceable resource. Due to the nature of the proposal, a buffer zone of 50 m would be required to protect the ancient woodland edge from disturbance. This would not be able to be accommodated within the proposed layout. <u>Protected Species</u> There are records of common toads, bats, notable species of higher plants and hedgehogs in the immediate area.

	Should this proposal continue to be considered above this objection, an ecological impact assessment, lighting plan, surface water drainage plan and biodiversity enhancement and management plan would be required.
Tree Officer:	<u>Objection – lack of information</u> As shown in the tree survey, there are some significant trees on site. The submitted arboricultural documents only represent one part of what we require to assess the application: the tree survey details what is on site, but nothing more. At this stage, we raise a holding objection based on lack of information. This is contrary to the Trees and Development SPD, Key Point 1 (paragraph 12). We will require an Arboricultural Impact Assessment, Arboricultural Method Statement and a Tree Protection Plan, as per the SPD and British Standard 5837:2012.
Environmental Health:	<u>Amenity</u> We understand the use applied for is 'holiday accommodation' which is very short term. If it was for dwelling use, we would comment on potential impact of Winchester Road and other land uses. As 'holiday use' we suppose demand for booking would reduce if for example noise or odour affected enjoyment of the accommodation. Regarding construction, please condition a Construction and Environmental Management Plan. <u>Contaminated Land</u> The former use of the land as a brickworks has the potential to have caused contamination of the ground, however no information is included in the application showing how land contamination risks have been appropriately considered. Due to this and the sensitive end use proposed we recommend that the application be permitted with conditions requiring the investigation and assessment of land contamination, and a requirement that appropriate mitigation of any discovered risks be carried out to the satisfaction of the LPA.
Housing Enforcement Officer - Licencing: (Summarised)	Consultation response outlines amendments required to the layout for the licencing process. Furthermore, as the proposal is for a holiday caravan site it should be conditioned so as to clearly specify the limitation for any occupation of individual units (i.e. can only be occupied for 11 months of a year, cannot be occupied in December & January of any year, or something similar).
Transport Officer (HCC):	<u>No objection to principle</u> but require site access plan and vehicle tracking details. <u>Access</u> Access is proposed to be from an existing access from the highway to the northern end of the site off Winchester Road. Whilst the access is existing, and generally accepted, given the increase in vehicle movements that would result from the proposals, this would need to be upgraded, resurfaced, and conform to current visibility standards set by recorded speeds. Additionally, a width suitable for the passing of two vehicles (one accessing / one egressing) would need to be provided, and this should be inclusive of an allowance for a refuse vehicle. A vehicle

	tracking exercise should be undertaken to demonstrate these movements. <u>Internal Site</u> Whilst the internal site would not be adoptable, demonstration that the site is capable of supporting movement for refuse and emergency vehicles should be provided, inclusive of where bin collection points would be located. A vehicle tracking exercise would again be requested to accompany this.
Minerals and Waste Team (HCC):	<u>No objection</u> Due to the site not reaching the 3 hectare threshold, we do not consider the site to be a viable mineral extraction opportunity.
Archaeology (HCC):	The site lies within a wider landscape of some archaeological potential, with evidence for Iron Age/Romano-British occupation and Bronze Age funerary activity present within 1km of the site. LiDAR shows that the remains of an earthwork enclosure are located within Upperbarn Copse (300m to the south-west of the site), likely of an Iron Age date, and a Romano-British enclosure seen in cropmarks on the other side of the copse. Excavations undertaken ahead of development close to Crowdhill Copse (600m to the south of the site), revealed multiple Bronze Age cremation burials, which fit into a wider landscape of Bronze Age funerary activity which includes multiple burial mounds. Given this archaeological background, the site can be seen to have a potential for buried archaeological remains. Although areas immediately adjacent to the site (now occupied by the Hillview Manor Park housing estate and the yard bounded by Winchester Road) were once occupied by a brickworks and can be seen to have been previously impacted, these areas do not appear to have extended to within this proposed development site (this is shown in both historic mapping and LiDAR). There is no evidence of significant previous impacts within the site that might have compromised the archaeological potential. The proposed development is of a large enough scale, that associated groundworks (footings, utilities, access etc.) are likely to negatively impact any archaeological remains which might be present. Whilst I do not believe that this represents an overriding concern, a programme of archaeological mitigation should be required. As such, I would advise that the assessment, recording and reporting of archaeological deposits be secured by suitably worded conditions attached to any planning consent that may be granted.
Flood and Water Team (HCC):	Some flood risk information has been provided, which is acceptable, however there is no surface water drainage information to review. We would need to see the proposed drainage before advising on the suitability of the proposals.
Parish Council:	<u>Objection</u> • That the development gave rise to highway safety concerns, as it would create additional traffic on a busy and dangerous main road with restrictive sight access and egress onto Winchester Road; • That the development was contrary to current planning policy as it was beyond the urban edge;

	• That should the Borough be minded to grant, conditions should be placed restricting the applicant from changing the usage classification in the future to allow for permanent residential dwellings; • That the development would disturb habitats of ecological importance and impact veteran trees; • That the proposed dwellings were out of character with the street scene of the area; • That the development could have a detrimental impact on the medieval heritage site which was in close proximity to the site; and • The concerns expressed by the environmental health regarding soil contamination be supported.
Winchester City Council	The proposed development lies approximately 100m from the administrative boundary with Winchester City Council which is located immediately north of the proposal. An existing belt of ancient woodland (irreplaceable habitat) currently provides a landscaping buffer to the north west of the development and it is not clear to what extent the integrity of this designation would be impacted by the development. Alongside direct impacts resulting from construction, the potential for indirect impacts in both the short and long term do not appear to have been considered. Whilst Winchester City Council does not oppose the general principle of the development and the assessment of the development against the local development plan would fall within the remit of Eastleigh Borough Council, there is currently insufficient information to rule out harmful impacts upon the integrity of ancient woodland which lies adjacent to the development. This woodland forms part of a wider network of similar habitats which extend into the Winchester District area. Such impacts could (in the absence of mitigation) be detrimental to both landscape and ecological interests within the area of Winchester District.
Southern Water: (summarised)	<u>Objection</u> From our initial assessment of the existing apparatus it appears that there is limited opportunity to divert existing water apparatus and building over the public water main cannot be permitted. The consultation response goes onto to provide more general advice.

Site Visit:	Yes ☒	No ☐
Details: Site visit carried out 28/6/23		

Pre-commencement Conditions:	Yes ☐	No ☒
Details:		

Legislation:
Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:-

"If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise."

Policy:

National Planning Policy Framework Planning Practice Guidance

Development Plan:

The Eastleigh Borough Local Plan 2016-2036 The most relevant policies are Strategic policies S1 (sustainable development), S2 (approach to new development), S5 (new development in the countryside) & S11 (transport infrastructure); and Development Management policies DM1 (new development criteria), DM3 (adaptation to climate change), DM6 (sustainable drainage), DM8 (pollution), DM10 (water and waste water), DM11 (nature conservation), DM12 (heritage), DM13 (transport), DM14 (parking) & DM38 (funding infrastructure).

Supplementary Planning Documents:

Quality Places; Trees and Development

Proposal:

Hillview Manor Park is an existing residential lodge site north of Fair Oak, which provides permanent retirement accommodation. The proposal involves the expansion of the park into the field to the north-west of the existing residential accommodation to accommodate 14no. lodges to be used as holiday accommodation. The single storey three bedroomed lodges have a floor area of 93m², each with access to their own external decked area and car parking.

Two further applications have been submitted involving new residential lodges to the east of the application site (application F/23/95181) and a two-storey residential dwelling to replace an existing mobile home located to the south (F/23/95179). The proposed dwelling has subsequently been refused due to its impact on the countryside and lack of ecology information.

Assessment:

Principle

The site is located within the countryside, where it is recognised that tourism can make a contribution to the local economy. At a national level the National Planning Policy Framework makes provision for sustainable rural tourism where these facilities respect the character of the countryside (paragraph 84c). The NPPF also looks to support agricultural diversification, although in this case the site does not appear to be part of a farm but rather an extension of the existing caravanning site.

At a local level, policy is set out within the Eastleigh Borough Local Plan 2016-2036 that was adopted in April 2022. Policy S5(1) sets out the uses appropriate in the countryside and S5(2) provides criteria for new development in these uses. While the Policy does allow for tourism in the countryside, this is exclusively through the re-use of existing buildings. The proposal would be contrary to Policy S5 as it introduces a new tourism use in the form of the siting of fourteen lodges and associated infrastructure. As such the principle of development is not acceptable.

Impact on Countryside

Policy S5(2) provides further detailed criteria for development in the countryside including avoiding adverse impact on the rural character of the landscape and the settings of adjoining National Parks.

The existing residential lodge site is self-contained within defined boundaries and is mostly surrounded by countryside, fields and woodlands. The proposal would extend the built form past the existing site boundary into the relatively undeveloped fields to the northwest. The proposal would represent a large development comprising 14no. lodges with associated hardstanding covering approximately 0.9 hectares. It is considered that the nature and extent of the built form, along with the associated increase in activity and car movements, would have an urbanising impact on the area of countryside. The site is located at the approach to the South Downs National Park and therefore the proposal would also have a negative impact upon the setting of the National Park.

Furthermore, the site is in an elevated position in relation to Winchester Road with the land steeply sloping from the high point in the Southwestern down to the road. While the site benefits from mature trees and vegetation along its boundaries, there are nevertheless gaps within the tree line where the development would be visible from both Winchester Road and the land to the east and north, especially those lodges in the more elevated positions. As such the scale and nature of the proposal would have a significant adverse impact upon the rural character of the site, wider landscape and setting of the National Park.

Residential Amenity

The proposed lodges are single storey structures, which are set in from the site boundaries and are at an angle to the existing residential lodges. The spacing between the proposed units are also more generous than the existing relationship between units within the residential park. Overall, the structures are not considered to have an unacceptable impact upon the existing residential properties (by way of a loss of light, outlook and privacy).

A number of letters have been received from residents of the existing site raising the issue of increased noise and disturbance from the holiday use. While it is noted that the existing residents currently enjoy their quiet countryside surroundings the introduction of holiday accommodation next to an existing residential use is not considered unacceptable from an amenity point of view.

Access and Highways

The proposed fourteen holiday lodges would increase the number of vehicles using the existing Winchester Road access, which is from a busy classified road. While the Transport Officer has not objected to the principle of development, further information is required to ensure that the proposal conforms to safety standards.

No information has been provided as to how many additional vehicular trips would be generated by the holiday use and no scalable site entrance plan has been provided to show how the access will be upgraded to accommodate the associated increase in traffic movements. It is possible that the visibility splays will need to be widened to meet highway standards, and any increase in hard standing and loss of vegetation will have a further urbanising impact upon the character of the site when viewed from Winchester Road.

Turning to the site's internal layout, it is not clear how many car parking spaces are being provided as part of the application and whether there is sufficient room on site to accommodate the parking demand. Vehicular tracking details would also be required to demonstrate whether refuse and emergency vehicles could access the site and two vehicles could pass each other.

Ecology

The proposed lodges are located within 5m to 10m of Hill Copse ancient woodland, well within the 50m deep development free buffer that schemes would be expected to provide at the edge of ancient woodlands. Furthermore, the introduction of a tourism use onto the site could encourage recreational use of the ancient woodlands and no information has been provided as to how this use will be managed. As such the proposal would result in both direct damage, and indirect disturbance, to the ancient woodland that is an irreplaceable and valuable resource. An objection has been raised by the Ecology Officer on this basis.

In terms of protected species, there are records of common toads, bats, notable species of higher plants and hedgehogs in the immediate area and a proposal of this nature has the potential to impact upon protected species and their habits. No information has been submitted in this regard (i.e. an ecological impact assessment, external lighting plan) and as such forms an additional reason for refusal.

In terms of management, the design and access statement outlines the applicant's intention to maintain the grassed area, hedges and trees within the site's boundaries and enhance with additional planting. However, no enhancement, management or maintenance plans have been provided as part of the planning application and it is not clear how this can be achieved. Furthermore, the submission fails to set out how the development will achieve a biodiversity net gain, which is also a requirement of Policy DM11.

Trees

In addition to the ancient woodland, there are a number of significant trees on the site. While a tree survey has been provided, the submission fails to properly assess the impact of the proposal on these trees (through an Arboricultural Impact Assessment, Arboricultural Method Statement and a Tree Protection Plan). As such an objection has been raised by the Tree Officer.

Sustainable Drainage System

New development on a site of 0.5 to 1 hectare are required to have a sustainable drainage system with at least two forms of naturalised filtration (as set out in Policy DM6). No sustainable drainage details have been provided for the proposal and the layout does not appear to provide sufficient remaining space on site for the sustainable drainage system.

Other

- Had the application been recommended for permission conditions would have been used to secure the contaminated land and archaeology information.
- Southern Water are objecting to the development due to the affect a public water main that crosses the site. and the full details are available on the council's website.

Impact of SPA:

Recreational Disturbance

The site is not within the recreational disturbance buffer zone for the New Forest or Solent and Southampton Water Special Protection Area.

Nutrients

The site is within the impact zone for nitrogen and phosphorus. New housing (or other overnight accommodation) has been shown to have a determinantal impact on the water quality of the River Itchen Special Protection Area, due to eutrophication. A nutrient budget has not been submitted for the development (which would likely show a positive output for nitrogen and phosphorus) and no mitigation has been provided for the increase

in nutrients caused by the housing development. As such the proposal is likely to have a detrimental impact on the Special Protection Area, in terms of an increase in nutrients.

The Council has been unable to complete an appropriate assessment for the development, due to the lack of information provided by the Applicant.

Equalities Act:

Section 149 of the Equalities Act 2010 created the public sector equality duty.

Section 149 (1) states:

A public authority must, in the exercise of its functions, have due regard to the need to:

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

When making policy decisions, the Council must take account of the equality duty and in particular any potential impact on protected groups.

It is considered that this application does not raise any equality implications.

Climate Change:

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 and Local Plan 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 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 Adopted Local Plan sets a target for 14,580 dwellings to be provided by 2036. The NPPF, Policies S1, DM2 and DM3 of the Adopted 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 development is expected to be resilient to the potential effects of climate change and is expected to reduce/limit impacts on climate emissions as a result of the development or its use.

It is acknowledged that the proposed lodge style homes would incorporate modern methods of insulation and they would be expected to be resilient to the potential effects of climate. The new lodges will utilise the most up to date energy saving methods and will prioritise energy efficiency. Had the application been recommended for permission, then conditions would have been imposed to ensure appropriate measures were incorporated into the development, inline with DM3.

Conclusion:		
Recommendation:	PERMIT ☐	REFUSE ☒
Comments ...		