

**Application No: 18/00517/FULL Full Application**

**Site:** Land Adjacent To Park Lodge, Ringwood Road, Burley, BH24 4BS

**Proposal:** Two affordable dwellings; cycle stores; local heritage centre

**Applicant:** New Forest National Park Authority

**Case Officer:** Carly Cochrane

**Parish:** BURLEY

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**1. REASON FOR COMMITTEE CONSIDERATION**

The application is submitted by the Authority.

**2. DEVELOPMENT PLAN DESIGNATION**

Conservation Area

**3. PRINCIPAL DEVELOPMENT PLAN POLICIES**

- DP1 General Development Principles
- DP6 Design Principles
- DP12 Outbuildings
- DP15 Infrastructure Provision and Developer Contributions
- CP1 Nature Conservation Sites of International Importance
- CP2 The Natural Environment
- CP7 The Built Environment
- CP8 Local Distinctiveness
- CP10 Local Community Facilities
- CP11 Affordable Housing
- CP12 New Residential Development
- CP16 Tourism Development

**4. SUPPLEMENTARY PLANNING GUIDANCE**

Design Guide SPD

**5. NATIONAL PLANNING POLICY FRAMEWORK**

- Sec 5 - Delivering a sufficient supply of homes
- Sec 12 - Achieving well-designed places
- Sec 15 - Conserving and enhancing the natural environment

**6. MEMBER COMMENTS**

None received

## **7. PARISH COUNCIL COMMENTS**

Burley Parish Council: Recommend Permission

## **8. CONSULTEES**

- 8.1 Ecologist: No objection subject to condition to secure additional measures for biodiversity compensation and enhancement for the overall scheme, to include lighting details and standard charges for habitat mitigation.
- 8.2 Building Design & Conservation Area Officer: Proposals are broadly in line with the pre-application advice. Further refinements are suggested, as well as conditions relating to materials and the external finishes.
- 8.3 Tree Officer: No objection subject to conditions to protect retained trees on the site and secure new planting. The proposals do not require the removal of any important amenity trees and the seven trees of moderate or low quality to be removed can be replaced. No detrimental effect on the Conservation Area.

## **9. REPRESENTATIONS**

- 9.1 Three letters of representation; two making comments and one raising an objection to the proposal, summarised as follows:
- Development is on a Greenfield site, outside of a village boundary within the National Park and within a Conservation Area
  - Properly protected affordable housing is welcomed in the village, however concerned with setting a precedent
  - Houses have the capability of meeting green credentials; the current design is unexceptional
  - If the view is that affordable housing is priority, then the Heritage Centre should be relocated in an existing building or on a brown field site
  - Little justification is provided as to how the proposal is compliant with Policy CP11 - no explanation how the need identified translates into two 3 bedroom dwellings, or why the need cannot be accommodated in any other way (e.g. on alternative sites)
  - Development should be located on previously developed sites and in the larger settlements
  - Unclear as to what type of affordable housing will be required and how it will be secured
  - No clear evidence that the Heritage Centre community facility is needed
  - The Heritage Centre should be judged against policy CP16 which directs tourism to the defined villages
  - No Heritage Statement submitted, consider the development would have an adverse impact on the conservation area

- No information with regard traffic implications and additional pressures arising from the development

## 10. RELEVANT HISTORY

10.1 None

## 11. ASSESSMENT

11.1 The application site is located to the rear of the public car park in Burley, and currently forms part of a paddock within the grounds of the property of Park Lodge. The site is within the Burley Conservation Area and has a land area of approximately 0.12 hectares, and is rectangular in shape. The southern boundary is defined by a wooden fence and a line of scattered trees which separate the site from the adjoining car park. Manor Park lies to the east and this boundary is marked by post and rail fencing, with a small collection of animal shelters bordering the site. The garden of Burley Stores abuts the western boundary, delineated by post and wire fencing. The northern boundary of the site is not currently defined, bordered by the remainder of the paddock.

### **Proposal**

11.2 This application seeks planning permission for the erection of a pair of semi-detached affordable houses and a local heritage centre, detailed as follows:

- The proposed pair of semi-detached houses would be located within the western half of the site, with their rear boundaries adjoining that of Burley Stores. The front elevations would face west, and the houses would measure approximately 6.1 metres in width, 9.7 metres in depth, 5 metres in height to the eaves and 8 metres to the ridge. Internally, the dwellings would have a floorspace of 100m<sup>2</sup>. Materials used would comprise brick, clay tiles and timber sash windows. There would be a pair of semi-detached outbuildings, within the rear section of the respective private garden areas, providing cycle and garden storage (floor area of approximately 7m<sup>2</sup>.) All materials used in the construction of these outbuildings would match those upon the main houses. The properties would be accessed via the car park (which will need to be the subject of separate agreement with New Forest District Council), and there would be a turning area and 2 parking spaces per dwelling to the front of the properties.
- The proposed two storey heritage centre would be located on the eastern part of the site, and its design has been modelled on a traditional timber barn, and would therefore be constructed with a brick plinth and timber cladding. Internally, the heritage centre would comprise a floor area of approximately 310m<sup>2</sup>. There would be a separate access from that serving the

proposed dwellings, and parking would be within the existing car park.

- The application is accompanied by an arboricultural impact assessment and an ecological appraisal and the proposal includes provision of bat boxes, swift nest boxes and hedgehog houses for the two proposed houses.

### **Background**

- 11.3 This application is made by the New Forest National Park Authority following an agreement with the landowner to secure a 999 year lease of the land as an 'exception site' for the purposes of providing affordable housing and a heritage centre. It is proposed that the two proposed affordable units would be funded through development contributions, as per the two affordable houses recently built at Bransgore (planning permission ref. 14/00664).

### **Policy Considerations**

- 11.4 Policy CP11 of the Core Strategy supports small-scale affordable housing developments on sites in or adjoining villages to meet the needs of local people. Such housing must be capable of management by an appropriate body, which includes the National Park Authority. At this stage, it is envisaged that the proposed houses would be managed by the Authority (as is the case with the Bransgore scheme). Were the Authority to involve another body to manage the units on its behalf, they would remain available as affordable units. Should circumstances or ownership change in the long term future, then it would be appropriate at that stage to secure a legal agreement to ensure the units would continue to be made available as affordable homes to meet local housing need in perpetuity. New Forest District Council (NFDC), as the Local Housing Authority, have identified that there is a recognised need, with 20 persons currently listed on the NFDC Home search housing waiting list who have a connection to the parish of Burley.
- 11.5 The location of the proposed affordable units are in close proximity to all facilities and amenities within the village of Burley, and are in fact closer than most other residential properties in the village. The pedestrian entrance to The Mall is located approximately 35 metres to the south, with the nearest bus stop being located opposite its Ringwood Road entrance, being the main road which links Burley with the surrounding area. Ringwood Road can be accessed without having to cross any other highway. The proposed units would therefore clearly be sited in a sustainable location, which whilst 2 car parking spaces per unit have been provided, would reduce dependency on travel by private car. The proposed development is therefore considered to be in accordance with Policy CP11 of the Core Strategy.

- 11.6 Concern has been raised that other sites have not been adequately explored. However, no other suitable sites have been put forward for consideration as an 'exception site'. A need for affordable housing within the village has been identified, and as such it is not considered that this site is inappropriate for its proposed use for the reasons set out above.
- 11.7 Policy CP10 states that new local community facilities will be supported where there would be a clear and direct benefit to the local village or rural community within which they would be located. Concern has been raised within a letter of representation that the heritage centre would be more akin to a tourist facility, given that the majority of the floor area would be used as a display area/shop. The submitted Supporting Statement sets out that the concept of the heritage centre was initiated by the Parish Council, and cites potential uses as being for the display of artefacts collected by the Burley Living History Project. The proposed floor plans also show the provision of a staff area, and two meeting rooms. The Parish Council have considered the proposed building to be of a sufficient size to accommodate additional or ancillary Parish Council and local community facilities, to allow the other currently unsatisfied village needs to be met, such as through the provision of an accessible Parish office. As such, the proposal is considered to be compliant with Policy CP10 of the Core Strategy. Whilst the heritage centre would complement the tourism offer in Burley, it is not considered to be the type of tourism development envisaged by Policy CP16 (Tourism Development) which directs new facilities to the defined villages.

### **Character and Design**

- 11.8 The proposed houses would not be read in the context of an established street scene, or against any other existing property. The houses have been designed so as to have the appearance of traditional forest cottages, with external chimneys, timber sash windows and small porch overhangs. The design of the dwellings have been informed through pre-application discussions with the Authority's Building Design and Conservation Officer. Whilst further minor refinements to the proposed houses have been suggested these are not considered feasible as they would result in the properties having a higher ridge height, larger window openings and a resultant floorspace in excess of 100m<sup>2</sup>.
- 11.9 The proposed heritage centre would be a stand-alone development in that it would not be viewed in the context of any other building, with the exception of the proposed nearby houses which would be of a different character. The appearance of the building would be one of a barn conversion by virtue of the use of materials, and proportions of the elevations and roof. Windows and glazing is considered to be minimal, yet still adequately serving the internal layout. Again, the exact materials can be conditioned to ensure they

are appropriate to the conservation area. Overall, it is not considered that the proposed development would result in any adverse impact upon the character or appearance of the conservation area. In the event that the heritage centre does not proceed for any reason, then the lease makes provision for two further affordable housing units, subject to planning permission.

### **Amenity Considerations**

- 11.10 The rear gardens of the proposed dwellings would back onto the rearmost garden area of Burley Stores. At the closest point, there would be a distance of 23 metres between the proposed houses and Burley Stores. The rear gardens of the dwellings would measure approximately 15 metres. As such, it is considered that there is sufficient separation between the properties so as not to result in any significantly adverse impact upon neighbouring amenity with regard to overlooking, overshadowing or by appearing overbearing. For the same reasons, it is not considered that the future occupiers of the proposed dwellings would be adversely impacted by Burley Stores.
- 11.11 The access into both sites would be via the NFDC public car park, for which there is an existing access onto Chapel Lane. The car park has a capacity for the parking of approximately 75 vehicles. The proposed development would not result in the loss of any parking spaces, and therefore there would not be any displacement of vehicles upon the highway or elsewhere as a result. There would be a total of 4 parking spaces across the 2 residential units, which are private; there is not dedicated parking for the proposed heritage centre, however it is envisaged that this could be accommodated within the existing provision. NFDC have indicated an in-principle support for scheme, subject to a formal access agreement which would need to be completed separately. Whilst Chapel Lane is a classified road, there would be no change to the existing access to and from the car park. It is not considered that the additional 4 parking spaces for the residential development would have any material impact upon highway safety. Overall, it is not considered that the proposed development would result in any adverse impact upon either the car park capacity or safety of the highway at Chapel Lane.
- 11.12 There are a number of trees along the current southern site boundary, and trees on the site are protected by virtue of the conservation area status, as there are no Tree Preservation Orders on the site. An Arboricultural Impact Assessment has been submitted as part of the application, which shows the removal of some trees in order to allow the access into the site from the car park. However, the Tree Officer did not consider that this would involve the removal of any important amenity trees, and that those to be removed are of moderate or low quality, and could be replaced; this is proposed along the southern boundary of the site, within the garden area of the left hand facing house. Overall,

subject to condition, it is not considered that the proposed development would result in any significant effect on the overall tree cover within the area, or have any detrimental impact upon the conservation area.

### **Ecology and Biodiversity**

- 11.13 In accordance with the Conservation of Habitats and Species Regulations 2017 ('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 that 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 the approval of proposals for the mitigation of that impact in accordance with the Authority's Mitigation Strategy or mitigation to at least an equivalent effect.
- 11.14 As such, as the application site is located within 400 metres of the New Forest SPA, policy CP1 of the Core Strategy states that any new housing that is proposed to be located within 400m of the boundary of the New Forest SPA will be required to demonstrate that adequate measures are put in place to avoid or mitigate any potential adverse effects on the ecological integrity of the SPA. The protection of this area is provided by the EU Conservation of Habitats and Species Regulations 2010. As a method of demonstrating that adequate measures have been put in place to avoid or mitigate significant adverse effects on the New Forest NPA, the Authority has identified a package of appropriate mitigation measures through seeking financial contributions. A Unilateral Undertaking has been submitted alongside the application, and the required mitigation contribution will be paid prior to the commencement of development. This is considered to satisfy Policy CP1.
- 11.15 More recently, a joint statement from the Environment Agency and Natural England advises that any new development within the catchment of the Hampshire Avon needs to be "phosphate neutral". In response to this statement, the Authority, together with New Forest District Council and Wiltshire Council, has adopted an Interim Strategy on Phosphate Neutral Development which requires the imposition of a pre-commencement condition.
- 11.16 It is therefore recommended that the application be approved.

## 12. 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 Nos: P574/12, P574/13, P574/12/02, P574/12/03, P574/12/04, P574/12/05, 16245-BT2, 8844\_101.

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 CP7, CP8, DP6 and DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) December 2010.

- 3 No development shall take place above slab level until samples or exact details of the facing and roofing materials have been submitted to and approved in writing by the New Forest National Park 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 DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 4 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any re-enactment of that Order) no extension (or alterations) otherwise approved by Classes A or C of Part 1 of Schedule 2 to the Order, garage or other outbuilding otherwise approved by Class E of Part 1 of Schedule 2 to the Order shall be erected or carried out without express planning permission first having been granted.

Reason: To ensure the dwelling remains of a size which is appropriate to its location within the countryside and to comply with Policies DP10 and DP11 of the New Forest National Park

Core Strategy and Development Management Policies (DPD) (December 2010).

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

Reason: In view of the physical characteristics of the plot, the New Forest National Park Authority would wish to ensure that any future development proposals do not adversely affect the visual amenities of the area and the amenities of neighbouring properties, contrary to Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 6 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 DP11 and DP12 of the adopted New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 7 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 DP1 and CP6 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 8 The two residential units hereby approved shall be used solely for the purposes of affordable housing for rent as defined in Annex 2 of the National Planning Policy Framework (2018).

Reason: The dwellings are only justified on the basis that it is necessary to provide housing to meet a locally identified need within the settlement of Burley, in accordance with Policy CP11 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 9 The trees on the site which are shown to be retained on the approved plans shall be protected during all site clearance, demolition and building works in accordance with the measures set out in the submitted arboricultural statement.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area, in accordance with Policies DP1 and CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 10 No development shall take place until a scheme of landscaping of the site shall be submitted to and approved in writing by the Local Planning 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 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.

No development shall take place unless these details have been approved and then only in accordance with those approved details.

Reason: To safeguard trees and natural features which are important to the visual amenities of the area, in accordance with Policies DP1 and CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 11 The development hereby permitted shall not be occupied until the arrangements for parking and turning have been implemented.

These areas 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 Policies DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010) and Section 4 of the National Planning Policy Framework.

- 12 Prior to the commencement of development, ecological mitigation for the New Forest Special Protection Areas in the form of a planning obligation which secures financial contributions in accordance with the Authority's adopted Development Standards (SPD) and the Solent (SRMP) Explanatory Note shall be made to the local planning authority.

Reason: To safeguard sites of international ecological importance in accordance with Policies CP1 and CP2 of the adopted New Forest National Park Core Strategy and Development Management Policies DPD, Development Standards SPD and the SRMP.

- 13 Unless otherwise agreed in writing by the National Park Authority, development shall only take place in accordance with the recommendations for ecological mitigation and enhancement which are set out in the ecological report hereby approved. The specified measures shall be implemented and retained at the site in perpetuity.

Reason: To safeguard protected species in accordance with Policies DP1 and CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 14 No development shall be carried out until proposals for the mitigation or offsetting of the impact of phosphorus arising from the development on the River Avon Special Area of Conservation (SAC), including mechanisms to secure the timely implementation of the proposed approach, have been submitted to and approved in writing by the New Forest National Park Authority. Such proposals must:

Provide for mitigation in accordance with the Authority's Interim Mitigation Strategy (or any amendment to or replacement for this document in force at the time), or for mitigation to at least an equivalent effect;

Provide details of the manner in which the proposed mitigation is to be secured. Details to be submitted shall include arrangements for the ongoing monitoring of any such proposals which form part of the proposed mitigation measures.

The development shall be carried out in accordance with and subject to the approved proposals.

Reason: The impacts of the proposed development must be mitigated before any development is carried out in order to ensure that there will be no adverse impacts on the River Avon Special Area of Conservation (SAC), in accordance with the Authority's Interim Phosphorus Mitigation Strategy.

