



**CONVERSION TO HOLIDAY
ACCOMMODATION**

**DESIGN, ACCESS AND
PLANNING STATEMENT**

**LAND ADJ TO THE SPRING
BLACKHORSE LANE
SHEDFIELD**

**ALEXANDRA WEBB
BSc (Joint Hons) MSc MRTPI**



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Appendices

A – pre-application advice response to 17/01872/PREDIP - dated 07/09/2017

B – Transport Statement – Richard Parker Consultancy Ltd – March 2019

C – Appeal decision APP/L1765/W/18/3194677 - Bellcroft, Black Horse Lane - dated 26/10/2018

1.0 INTRODUCTION

1.1 Southern Planning Practice Ltd is instructed by Mr & Mrs P Walsh to submit a full planning application for the *conversion of an existing stable block into holiday accommodation* on land adjacent to The Spring, Black Horse Lane, Shedfield, Southampton, SO32 2HT.

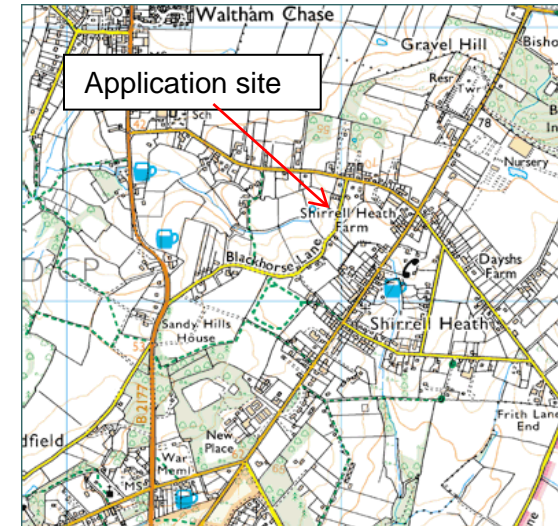
1.2 The application should be read alongside the following plans:

- Site Location Plan - WIN-AJW-980.2.01
- Block Plan -WIN-AJW-980.2.02
- Existing Elevations - WIN-AJW-980.2.03
- Proposed Elevations - WIN-AJW-980.2.04
- Klargester Details

1.3 This statement will begin by describing the site and its surroundings, followed by a review of the planning history. It will then examine the proposal in detail, before setting out relevant policy. The statement will then examine the proposal within the context of policy to justify the works

1.4 The location of the site is shown in the Ordnance Survey map extract. The area known as Shirrell Heath does not have a settlement boundary. It is within the countryside outside of the South Downs National Park boundary.

1.5 The site is approx. 1km from Waltham Chase and 2.7km from Wickham which are accessible via a regular bus route along Gravel Hill (300m east of the site) between Winchester and Fareham.



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1.6 The site forms part of the ownership of 'The Spring' and is outside the residential curtilage. To the north lies the residential dwelling known as 'The Spring' and an agricultural barn is located further south, as Black Horse Lane bends to the west. 'Thimble Cottage' and 'St Margarets Cottage' are located on the opposite side of the road to the south.

Background to the Application

- 1.7 The principle of the development of a new unit of tourist accommodation was discussed through initial pre-app advice request 17/01872/PREDIP. A new replacement building was proposed as part of this submission.
- 1.8 A written response from case officer Liz Marsden was received on 07/092017 and is included at **Appendix A**. The case officer stated that *“With regard to Policy MTRA4, it is acknowledged that the wording of the policy does not preclude the provision of new buildings for tourist accommodation, though **it is considered that the policy preference is, as specified, for the reuse of existing rural buildings**”* and raised concerns over the design and visual impact of a replacement building. The case officer stated that *“**The conversion of the existing building would however have less impact and fit well into the criteria for low key tourist accommodation, appropriate to the site, location and setting**”*
- 1.9 Considering this advice, it is proposed to convert the existing building.
- 1.10 The case officer concludes that *“**whilst the conversion of the existing structure would be likely to be acceptable in policy terms, there is still concern about the level of traffic it would generate, though I appreciate that this would need to be offset against a level of usage that could be reasonably expected if used for its original purpose**”*. Any potential highway issues are

addressed in the Transport Statement prepared by Richard Parker Associates at **Appendix B** and in the following Planning Considerations section.

2.0 SITE & SURROUNDINGS

- 2.1 The site measures 0.7ha and is located on the west side of Blackhorse Lane. Planning permission 96/02177/FUL for a *block of 2 no: stables and tack room also new access* was granted on 5th November 1996.
- 2.2 The site has its own access located on the eastern boundary with good visibility splays onto Blackhorse Lane.



- 2.3 It is bounded by post and rail fencing with mature trees and hedgerows.
- 2.4 The existing stable building is set back from the road with a parking area to the east.
- 2.5 The building contains x stables and a tack room. The building is single storey with a gabled roof. The building consists of block work with vertical timber cladding.

3.0 PROPOSAL

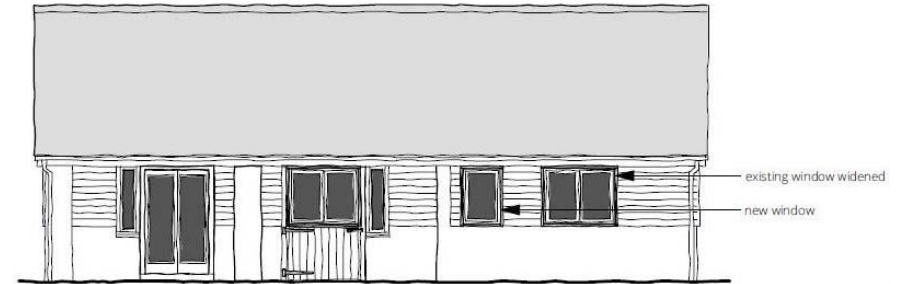
Layout

3.1 The proposal is for the conversion of the existing stable block into a 1-bed unit of holiday accommodation.

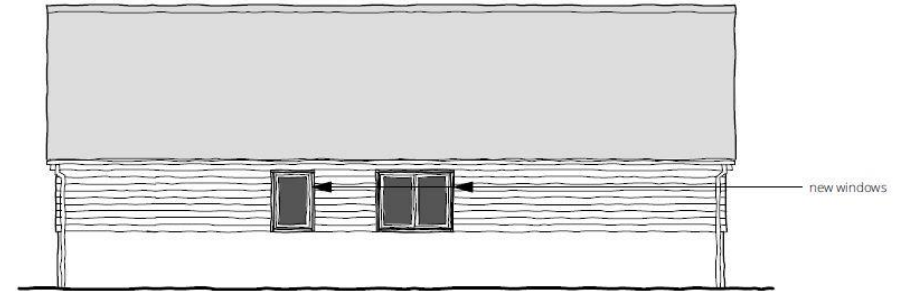
Design

3.2 The building would maintain its overall visual appearance of a rural building however additional and alterations to the existing windows are proposed.

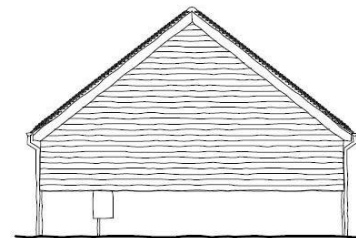
3.3 A new single mullion window is proposed on the south (front) elevation and a double mullion window on the west (side) elevation. A total of 2 (a single and a double mullion window) are proposed on the north (rear) elevation)



South (Front) Elevation



North Elevation



East Elevation



West Elevation

- 3.4 The existing window on the south (front) elevation would be widened.
- 3.5 The existing timber cladding and brickwork is proposed to be retained along with the existing plain clay roof tiles.

Landscaping

- 3.6 The existing mature hedgerow along the site boundaries would be retained along with the trees to the south, west and north west of the existing building. The applicants would be prepared to carry out further landscaping if necessary.

Access and Parking

- 3.7 The access and parking arrangements would remain as existing

4.0 POLICY

National

- 4.1 The following sections of the National Planning Policy Framework 2019 (NPPF) are relevant:

2. Achieving Sustainable Development

Para.	Description
7	<i>The purpose of planning is to achieve sustainable development</i>
8	<p><i>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):</i></p> <p><i>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;</i></p> <p><i>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 a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and</i></p> <p><i>c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.</i></p>

10	So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).
11	Plans and decisions should apply a presumption in favour of sustainable development.....For decision-taking this means: c) approving development proposals that accord with an up-to-date development plan without delay; or d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless: i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

4. Decision Making and Determining Applications

Para.	Description
38	Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

6. Building a strong, competitive economy

Para	Description
83	Planning policies and decisions should enable: a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings; b) the development and diversification of agricultural and other land-based rural businesses;

	c) sustainable rural tourism and leisure developments which respect the character of the countryside; and d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.
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11. Making Effective Use of Land

Para	Description
117	Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions

Local

4.2 The Development Plan comprises of the recently adopted policies within the Winchester District LPP1 – Joint Core Strategy Development Plan Document (March 2013) and the **LPP2 - Development Management and Site Allocations now known as Local Plan Part 2 (April 2017)**. The policies of key importance to this application are detailed in the tables below:

Core Strategy Policies

Policy	Description
DS1	Development Strategy and Principles When considering development proposals across the District, the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. The Council will work proactively to find solutions which mean proposals that accord with planning policies can be approved wherever possible and

	<p>to secure development that improves the economic, social and environmental conditions in the area.</p>
MTRA 4	<p>Development in the Countryside <i>In the countryside the Local Planning Authority will only permit the following types of development</i></p> <ul style="list-style-type: none"> • development which has an operational need for a countryside location, such as for agriculture, horticulture or forestry; or • proposals for the reuse of existing rural buildings for employment, tourist accommodation, community use or affordable housing (to meet demonstrable local housing needs). Buildings should be of permanent construction and capable of use without major reconstruction; or • expansion or redevelopment of existing buildings to facilitate the expansion on-site of established businesses or to meet an operational need, provided development is proportionate to the nature and scale of the site, its setting and countryside location; or • small scale sites for low key tourist accommodation appropriate to the site, location and the setting. <p><i>Development proposed in accordance with this policy should not cause harm to the character and landscape of the area or neighbouring uses, or create inappropriate noise/light and traffic generation.</i></p>
CP8	<p>Economic Growth and Diversification <i>The Local Planning Authority will support economic development and diversification across Winchester District, in accordance with the spatial strategies for the District, through the retention, regeneration and intensification of previously developed land and by allocating land as necessary to support employment growth at sustainable locations. About 20 hectares of new employment land will be provided for economic growth and future employment needs.</i> <i>The Local Planning Authority will support development within the District's five key economic sectors of public administration and business services, land based industries, tourism and recreation, knowledge and creative industries and retail. This will be achieved through the retention of appropriate premises and, where feasible and consistent with the spatial strategy, new development to ensure that there is an adequate supply of land and premises, suitable to maintain a diverse and successful local economy.</i></p>

CP14	<p>The Effective Use of Land <i>In order to ensure that scarce development land is used effectively, the Local Planning Authority will support higher densities on sites which have good access to facilities and public transport, particularly within the urban areas. The development potential of all sites should be maximised, and will be balanced against the need to promote high quality design. The primary determinant of the acceptability of a scheme will be how well the design responds to the general character of the area</i></p>
CP18	<p>Settlement Gaps <i>The Local Planning Authority will retain the generally open and undeveloped nature of the following settlement gaps.</i></p> <p>- Bishop's Waltham – Swanmore – Waltham Chase – Shedfield – Shirrell Heath</p> <p><i>Within these areas only development that does not physically or visually diminish the gap will be allowed.</i></p>
CP20	<p>Heritage and Landscape Character <i>The Local Planning Authority will continue to conserve and enhance the historic environment through the preparation of Conservation Area Appraisals and Management Plans and/or other strategies, and will support new development which recognises, protects and enhances the District's distinctive landscape and heritage assets and their settings. These may be designated or undesignated and include natural and man made assets associated with existing landscape and townscape character, conservation areas, scheduled ancient monuments, historic parks and gardens, listed buildings, historic battlefields and archaeology.</i></p> <p><i>Particular emphasis should be given to conserving:</i></p> <ul style="list-style-type: none"> _ recognised built form and designed or natural landscapes that include features and elements of natural beauty, cultural or historic importance; _ local distinctiveness, especially in terms of characteristic materials, trees, built form and layout, tranquillity, sense of place and setting.

Development Management Policies:

Policy	Description
DM1	<p>Location of New Development Development that accords with the Development Plan will be permitted within the defined boundaries of the following settlements.....Outside of these areas, countryside policies will apply and only development appropriate to a countryside location will be permitted, as specified in Policies MTRA4, MTRA5, DM10 – DM13, etc.</p>
DM15	<p>Local Distinctiveness Developments should respect the qualities, features and characteristics that contribute to the distinctiveness of the local area. Proposals which accord with the Development Plan will be permitted where they conserve or enhance:</p> <ul style="list-style-type: none"> i. the landscape and townscape framework, including the 'key characteristics' identified in local Character Assessments and adopted Design Statements; ii. open areas and green spaces that contribute to the special qualities of the townscape or the setting of buildings, including heritage assets; iii. recognised public views, features or skylines; iv. the special qualities of Conservation Areas and historic landscapes; v. trees, hedgerows, water features and corridors which contribute to local distinctiveness. <p>Regard will be had to the cumulative effects of development on the character of an area.</p>
DM23	<p>Rural Character Outside defined settlement boundaries, development proposals which accord with the Development Plan will be permitted where they do not have an unacceptable effect on the rural character of the area, by means of visual intrusion, the introduction of incongruous features, the destruction of locally characteristic rural assets, or by impacts on the tranquillity of the environment.</p> <p>The following factors will be taken into account when considering the effect on the rural character and sense of place:</p> <p>Visual - intrusion should be minimised, including the effect on the setting of settlements, key features in the landscape, or heritage assets. The cumulative impact of developments will be</p>

considered, including any ancillary or minor development that may occur as a result of the main proposal.
 Physical – developments will be encouraged to protect and enhance the key characteristics of the landscape and should avoid the loss of key features or the introduction of elements that detract from the special qualities of the place. Any re-modelling of the landscape will also be taken into account.
 Tranquillity – developments should not have an unacceptable effect on the rural tranquillity of the area, including the introduction of lighting or noise occurring as a result of the development, taking account of the relative remoteness and tranquillity of the location. New lighting will generally not be permitted in unlit areas and the type, size, design and operation of any lighting may be controlled where necessary by the use of conditions.

Developments should not detract from the enjoyment of the countryside from the public realm or public rights of way.

The volume and type of traffic generated by the development will be assessed along with the ability of rural roads to accept increased levels of traffic without alterations that would harm their rural character.

5.0 **PLANNING CONSIDERATIONS**

Principle

- 5.1 The Framework gives a presumption in favour of sustainable development and supports good design that contributes positively to making places better for people.
- 5.2 The site is within the countryside in Shedfield where *small scale sites for low key tourist accommodation appropriate to the site, location and the setting* is considered acceptable under local plan policy MTRA4. The plan does not define small scale sites or low-key tourist accommodation.
- 5.3 In both national policy and development plan policy, tourism facilities are considered appropriate in the countryside provided they do not harm protected landscapes and environmentally sensitive areas. The proposal would not impact on the landscape character of the area as the building already exists.

Impact on the Character of the Area

- 5.4 The conversion scheme has been sensitively designed to respect the rural feel of the existing building and retains these characteristics. The proposed redevelopment would result in a change of use but visually the building would remain the same in terms of scale and design to the former stable block. The addition of windows in the north

south and west elevations would allow the building to be used more effectively for habitable accommodation.

- 5.5 The site is already visible from Blackhorse Lane. The existing boundary treatment already integrates the building into the landscape setting. Therefore, the proposed conversion scheme would not materially harm the overall character and appearance of the landscape in accordance with local plan policy DM23.
- 5.6 The conversion of the existing building into a small modest sized holiday cottage is an appropriate low-key tourist facility in this location in line with local plan policy MTRA4. The proposal would make effective use of land in accordance with para 117 of The Framework and local plan policy CP14.

Settlement gap

- 5.7 As the application proposes the conversion of the existing building as opposed to a replacement it is not considered to detract or impact on the *Bishop's Waltham – Swanmore – Waltham Chase – Shedfield – Shirrell Heath* settlement gap (within which the application site is located) as the building exists and is partially visible from Blackhorse Lane.

Impact on Amenity

- 5.8 There would be adequate amenity space provided within the site to serve the proposed holiday accommodation.

- 5.9 Given the distance from the nearest neighbouring property, approx. 90m to the south east, the proposal is not considered to have an adverse impact on neighbouring amenity.
- 5.10 The location of the parking and amenity space would not impact on neighbouring properties as there has previously been equestrian activity and associated vehicle movements in this location and the proposed re-use would result in a reduced level of activity as the equestrian use would be extinguished.

Highways Impact

- 5.11 The existing vehicular access into the site would provide suitable visibility splays and enough parking and turning area exists to the west in accordance with paragraph 108 of the NPPF.
- 5.12 The proposed 1-bed unit of holiday accommodation is not considered to generate much additional traffic and not at peak times. A Transport Statement has been prepared by Richard Parker Consultancy Ltd (see **Appendix B**) to assess any potential highway impacts and concludes that *“The additional traffic will have a negligible impact on the safety and operation of Blackhorse Lane.....there is no highway or transport reason for refusing this proposal”*.
- 5.13 It is also noted that since the pre-application advice, planning permission for a new detached 5-bed dwelling has been allowed at appeal at Bellcroft, Black Horse Lane (ref. 17/01689/FUL). The main

issue was the effect of the additional traffic the development would generate on highway safety however the planning inspector confirmed in the appeal decision (see **Appendix C**) that **“Given the current low traffic volumes in Black Horse Lane, the additional trips generated by the development would have a negligible effect on traffic flows”** and concluded that **“There would not be a material adverse effect on highway safety”**.

- 5.14 The NPPF advises at paragraph 109 that *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe”*. It is evident that given the scale of the proposal and from the assessment made in the advice note that there would be no adverse impacts of the proposal on the local road network and highway safety would not be compromised.

6.0 CONCLUSION

- 6.1 The proposal would make efficient and effective use of land and has no adverse consequences for the amenities of the neighbouring properties.
- 6.2 It would respect the local environment as the proposal would not cause material harm to the character of the area or street scene.
- 6.3 In conclusion this application complies with national and local plan policy and should therefore be granted permission.