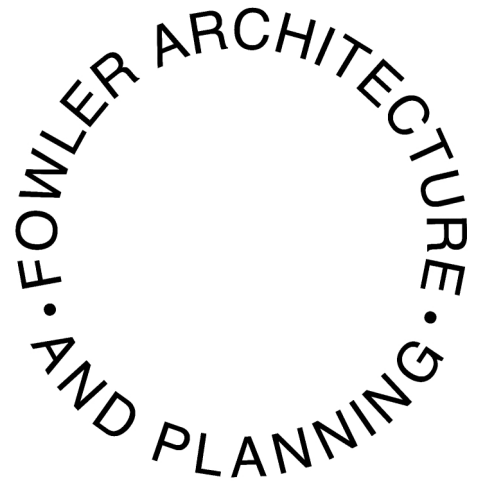


Our Ref: AS/170106/P1

3 March 2017

Mr B Conlon
Environment and Planning
Basingstoke & Deane Borough Council
Civic Offices
London Road
Basingstoke
Hampshire
RG21 4AH



BY EMAIL to planning.comments@basingstoke.gov.uk

Dear Mr Conlon

Proposal: 17/00545/FUL Change of use to glamping site comprising the placement of 6 no. glamping pods/living vans, timber clad amenities/office cabin and manager's accommodation and use of existing barn for store of ancillary equipment and materials

At: Land At Os 458185 159714 Browninghill Green Baughurst Hampshire

Fowler Architecture & Planning Ltd has been instructed to submit a formal **OBJECTION** to the above proposal, on behalf of Mr J Clifton-Brown of Lower Church Farm, for the following reasons:

1) Principle of development

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"*.

This plan-led approach to decision-taking is reinforced by the Framework¹, unless material considerations indicate otherwise - as confirmed in the Court of Appeal judgement in Gladman Developments Ltd vs Daventry District Council and SSCLG [2016] EWCA Civ 1146.

The development plan is the Basingstoke and Deane Local Plan (2011 to 2029) adopted May 2016 (LP). There is no made Neighbourhood Plan covering the application site.

¹ Paragraphs 2, 11, 12, 13, 14 & 196

Glamping use

Taking first the matter of the proposed glamping site use, the DGG Planning Ltd statement refers to LP Policy EP4, however this is not relevant to the proposal. Economic uses covered by this policy are those primarily in B class floorspace.

It is agreed that LP Policy EP5 is relevant and sets out that proposals for camping and touring caravan sites will be permitted where: *d) There is a proven need for the facility; and e) They are sympathetic to the character and visual quality of the area concerned and any visual intrusion can be mitigated.* The Framework at Paragraph 28 of states sustainable rural tourism and leisure developments that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside, should be supported. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres.

Need for the facility

In considering the application under criterion (d) and Framework paragraph 28 bullet point 3, no evidence has been presented to the LPA in order to demonstrate there is a proven need for the facility.

No analysis of the local market for such uses has been submitted. It is therefore not possible to concur that the site represents a sustainable and appropriate location to locate the proposed use to fulfil any identified need that exists, and cannot be met, in a more sustainable location.

The application is wholly absent in providing any evidence to the LPA to demonstrate the enterprise would be viable and has been founded on a sound economic basis. There are serious doubts whether the formation of 6 no. glamping pods / living vans would generate an economic income that would sustain the laying out of the use and erection of associated facilities, including the manager's accommodation.

The application appears entirely speculative without foundation under EP5(d) and there is an insufficient evidence basis upon which the LPA can approve this planning application.

Impact on character and appearance

In terms of criterion (e), paragraph 17 of the Framework outlines that one of the core land-use planning principles underpinning decision making is the recognition of the *“intrinsic character and beauty of the countryside”*. The provision of new camping and touring caravan sites within countryside locations must be carefully considered and robustly justified in light of the level of protection afforded to the countryside, and against the broader definition of development as set out in the

Framework, which includes the wider aims of social, economic and environmental sustainability.

The site lies in the open countryside to the south of Baughurst and is within the Wolverton Landscape Character Area (LCA) in the Basingstoke Landscape Assessment (BLA). The BLA identifies this area as characterised by a medium to small-scale mixed farmland and woodland mosaic. Hamlets and individual properties are dispersed throughout the area linked together by a network of narrow, winding lanes, often enclosed within high hedgerows/hedgebanks. The landscape retains a rural, quiet character whereby Church Road is unaffected by the urban influences of Tadley and Baughurst to the north-eastern edge of the LCA. The adverse impacts of suburbanising influences of built development and roads associated with Tadley/Baughurst, including suburban styles of fencing, signage, lighting and planting is identified as a key issue adversely affecting the rural and quiet character.

The site is under grass cover, and forms part of an uninterrupted comprehensive sweep of open pastoral land extending around Church Road and Baughurst Road in the environs of Church of St Stephen, a Grade II* Listed Building. The site plan proposed the formalisation of an access, bin collection point adjacent to Church Road, a sizeable manager's accommodation, car parking, facilities building, paths and an illustration of how 6 no. timber living pods and vans will be laid out. The proposal would be in conflict with the limited development on Church Road with structures spread across the 0.95 hectare site. This would introduce urban elements into an open and exposed location and unduly encroach into the open tract of land, visible from Church Road itself and from Footpath 17 to the south, causing serious harm to the character of the landscape.

The proposed development would not be sympathetic to the character and visual quality of the area. It would introduce suburbanising features in an otherwise rural and quiet scene, contrary to LP Policy EP5(e) and EM1(a). These intrusive and alien features, and residential activity, would markedly alter the tranquil nature of the site which is situated within a sweep of open land and pastoral setting. The proposal would adversely impact on the visual amenity and scenic quality of the countryside, contrary to criterion (b) in LP Policy EM1 and as a result, the proposal fails to positively contribute to local distinctiveness, the sense of place and the existing street scene, contrary to LP Policy EM10(2)(a)(c).

Proposed manager's accommodation

The site is located in countryside and outside of a Settlement Policy Boundary. Ordinarily under LP Policy SS6 new housing is restricted unless representing a specified exception. This approach accords with paragraph 55 of the Framework that advises local planning authorities to avoid new isolated homes in the countryside unless there are special circumstances, including consideration of the functional and financial basis for the new home.

The Applicant's submissions state *"the manager's accommodation is essential to support a new glampsite"* for reasons of emergency, management and maintenance issues during a 24 hour period under LP Policy SS6(f). A 'temporary' building is proposed with an indication that after a three year temporary period, a permanent permission can be considered thereafter.

Firstly, as the proposal has not demonstrated a proven need for the use, or that it has been planned on a sound economic basis, the suggestion that any glamping site justifies a new isolated dwelling in the countryside is unfounded.

Secondly, there is not considered to be an essential need for the occupant to be on site at any time during any 24 hour period. The 'needs' identified are not those that can reasonably be explained as requiring a 24 hour presence on-site and that presence then requires a new home in the countryside. The ability to meet the Applicant's objectives by means through (for example) by call out, CCTV and shift patterns has not been fully explored.

Thirdly, no evidence is provided within the application that any need cannot be met by alternative suitable accommodation that is available in the locality. LP paragraph 4.78 makes clear that given that the Borough's characteristics are such that most agricultural and other countryside-based enterprises are reasonably accessible to settlements. In this case, the Applicant highlights the proximity to Baughurst and Tadley.

Fourthly, it is disputed that the manager's accommodation is *"mobile"* and *"physically capable of being moved"*. The building is substantial extending to a footprint of 13m by 8m meaning that it is too large to be constructed off-site and legally transported as a single object, and visa-versa. The plans illustrate the structure is also to be sited on a level surface, requiring a slab. While the building may be of timber construction this does not mean that it is mobile.

The proposed dwelling therefore conflicts with Policy SS6 and paragraph 55 of the Framework as it is not essential for a rural worker to live at or near their place of work in the countryside.

2) Impact on designated heritage assets

With the above points in mind concerning the impact on the open and pastoral setting, the effect of the development on the setting of the Grade II* listed Church of St Stephen and the Grade II listed The Old Rectory is an important material consideration. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that: *"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."*

The Judgement in the Court of Appeal (Jones v Mordue Anor (2015) EWCA Civ 1243) has clarified that, with regards to the setting of Listed Buildings, where the principles of the Framework are applied (in particular paragraph 134), this is in keeping with the requirements of the 1990 Act.

The Framework sets out 12 core planning principles for delivering sustainable development. Particular regard should be had to the tenth core principle, which identifies at paragraph 17 that planning should *“conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations”*.

Significance is also defined as deriving *“not only from a heritage asset’s physical presence, but also from its setting.”* Section 12 of the Framework relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 129 that *“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal”*

It is requested the Council’s conservation officer be consulted on the proposal in this regard. The glamping site development will represent a permanent change to the quiet, rural and pastoral setting of the designated heritage assets. The proposal does not include any heritage statement assessing the significance of the listed building’s setting, nor assess the impact of the development upon this setting. In the absence of such information, it is considered the urbanisation of the site and intensification in use would adversely affect the rural and verdant approach to the Church and associated heritage assets, which forms the setting for the Listed Building, and is therefore in conflict with Local Plan Policy EM11, which protects listed buildings and their setting.

3) Highway Safety

LP Policy CN9 seeks to promote a safe, efficient and convenient transport system. Development proposals are expected to provide safe, suitable and convenient access for all potential users, and amongst other matters, do not result in inappropriate traffic generation or compromise highway safety. Framework paragraph 32 requires safe and suitable access to the site can be achieved for all people and that development should be refused where the residual cumulative impacts of development are severe.

The site is proposed to be accessed from Church Road; a single width, restricted to HGV road that is subject to the national speed limit. The site is also within close proximity of the Baughurst Road junction; which has limited visibility when facing

oncoming traffic from Baughurst / Tadley. Given that this would be the most used junction for the future users of the site there is great concern for the effect of the development upon local highway safety from the intensification in the use of this road junction. Access from the site itself is limited whereby a splay of less than 30 metres is available to the north. To facilitate any greater splay third part land will be required and extensive hedgerow clearing and felling of an oak tree. Any negligible movements associated with the paddock use cannot be used to justify any intensification.

It is requested that the Council's Highway Officer be formally consulted on the application. In the absence of a detailed transport statement it cannot be demonstrated that the proposal would not have a detrimental effect on the local highway network, and thus would be contrary to LP Policy CN9 and the Framework.

4) Amenity

LP Policy EM10 states all development proposals will be required to respect the local environment and amenities of neighbouring properties. In this case, the site is located between Lower Church Farm to the north and a group of properties in an isolated hamlet to the south on Church Road. The development will alter the rural and quiet nature of the countryside by reason of the associated vehicular movements, activities, noise and light pollution. The use will therefore adversely impact on the peace and enjoyment of the countryside setting of local residents, to the detriment of their residential amenities.

5) Other matters

It is noted that the application site includes the existing barn within the southern portion of the site and an ancillary storage use is proposed for this building. It is requested that the Council question the Applicant why the triangular parcel of land is excluded from the development as this appears to be functionally related to the proposed use.

Summary

In conclusion, the proposed development does not meet the definition of sustainable development as defined by the development plan for Basingstoke and Deane Borough Council and the Framework.

The proposed use conflicts with Policy EP5, is not demonstrated to be founded on an evidenced need for the facility and a sound financial footing, furthermore there is no functional reason to permit a new isolated home in the countryside under Policy SS6(f).

The application is furthermore deficient in addressing the impacts of the proposal. The proposal would: be harmful to the character and appearance of the countryside;

not preserve the setting of listed buildings; be detrimental to highway safety; and would adversely impact on residential amenities.

No material considerations, including the presumption in favour of sustainable development, outweigh the harm by reason of non-compliance with the development plan.

It is therefore requested that the application be refused planning permission.

Yours faithfully,

Aaron Smith BA(Hons) Dip TP MRTPI

FOWLER ARCHITECTURE AND PLANNING

cc: Clients
Cllr Robert Tate

DRAFT