

SDNP/03209/HOUS – The Longbarn, Russell Way, Petersfield, GU31 4LD





PART 2

SOUTH DOWNS NATIONAL PARK AUTHORITY

PLANNING COMMITTEE REPORT OF THE DIRECTOR OF REGENERATION AND PLACE

Applications to be determined by the council on behalf
of the South Downs National Park Authority

14 October 2021

SECTION 1 – SCHEDULE OF APPLICATION RECOMMENDATIONS

Item no.	01
Report to	Planning Committee
Date	14 October 2021
By	Director of Regeneration and Place
Local Authority	East Hampshire District Council
Application Number	SDNP/21/03209/HOUS
Applicant	Mr Russell Oppenheimer
Application	Conversion of the Longbarn garage at Mallards Mere into an artist studio and home office.
Address	The Longbarn, Russell Way, Petersfield, Hampshire, GU31 4LD

Recommendation: That the application be Approved for the reasons and subject to the conditions set out in paragraph 10 of this report.

Executive Summary

This application is referred to the Planning Committee for determination as the applicant is a District Councillor.

The application has been sent to the monitoring officer for confirmation that it has been dealt with in accordance with the Council procedures for handling planning proposals submitted by or on behalf of Council Members and Staff. An update will be provided at the meeting in this regard.

1 Site Description

The Longbarn is a detached residential outbuilding situated within the curtilage of Mallards Mere. The site itself is situated south-east of Russell Way. The property is located outside of the Settlement Policy Boundary of Petersfield but within the Petersfield Neighbourhood Plan area. The outbuilding is situated approximately 10 metres east of the host dwelling. The site is surrounded by vegetation on the boundaries and fields to the north-east and south-west.

Longbarn is a curtilage listed building set within the grounds of Mallards Mere (listed as Wealth Lodge) an early 18th century house. Historic mapping shows an arrangement of outbuildings forming a courtyard on similar footprint to the current Longbarn. However, the current building has been subject to a number of changes over the years most likely before the listing of Mallards Mere in 1973.

2 Proposal

Planning permission is sought to convert the garage section of the Longbarn to an artist studio with living spaces. The conversion would be used in connection with the main dwellinghouse, Mallards Mere.

External alterations would consist of the removal of the two garage doors and replacing them with a window and a set of double doors. The materials to be used would consist of matching brickwork for the walls and white painted timber for the window frames.

Planning permission is required as the works relate to an outbuilding within the curtilage of a listed building.

3 Relevant Planning History

27273/003 - Alterations to outbuilding to form garage - Approved 02/11/2000.

SDNP/15/04761/HOUS - Single storey side extension with an additional room in the roof space, internal alterations and whole house refurbishment following demolition of conservatory - Approved 26/11/2016.

SDNP/20/00841/HOUS - Installation of 12 solar panels - Approved 03/07/2020.

SDNP/21/03210/LIS - Conversion of the Longbarn garage at Mallards Mere into an artist studio and home office - Currently under consideration.

4 Consultations

Parish Council Consultee - No objection.

EH - Conservation Section - No objection, subject to conditions.

5 Representations

One letter of representation has been received stating that they do not object to the application and offer the following comments:

- The external appearance of the building would be enhanced,
- The historic fabric of the building is unlikely to be harmed,
- Approval should be subject to the agreement and conditions of the Conservation Officer.

6 Planning Policy Context

Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory development plan in this area is the **South Downs Local Plan 2014-2033** and any relevant minerals and waste plans. Other plans considered:

The development plan policies and other material considerations considered relevant to this application are set out in section 7, below.

National Park Purposes

The two statutory purposes of the SDNP designation are:

- To conserve and enhance the natural beauty, wildlife and cultural heritage,
- To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

If there is a conflict between these two purposes, conservation takes precedence. There is also a duty to foster the economic and social well being of the local community in pursuit of these purposes.

7 Planning Policy

Relevant Government Planning Policy and Guidance

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF), updated July 2021. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 176 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

National Planning Policy Framework (NPPF)

The following National Planning Policy Framework documents have been considered in the assessment of this application:

The following policies are relevant from the Petersfield Neighbourhood Plan:

- BEP1 Design
- BEP6 SPB

The development plan policies listed below have been assessed for their compliance with the NPPF and are considered to be compliant with the NPPF.

The following policies of the **South Downs Local Plan** are relevant to this application:

- Core Policy SD1 - Sustainable Development
- Core Policy SD2 - Ecosystems Services
- Strategic Policy SD4 - Landscape Character
- Strategic Policy SD5 - Design
- Strategic Policy SD8 - Dark Night Skies
- Strategic Policy SD9 - Biodiversity and Geodiversity
- Strategic Policy SD12 - Historic Environment
- Development Management Policy SD13 - Listed Buildings
- Development Management Policy SD14 - Climate Change Mitigation and Adaptation of Historic Buildings
- Strategic Policy SD25 - Development Strategy
- Development Management Policy SD31 - Extensions to existing dwellings, and provision of annexes and outbuildings

Partnership Management Plan

The Environment Act 1995 requires National Parks to produce a Management Plan setting out strategic management objectives to deliver the National Park Purposes and Duty. National Planning Policy Guidance (NPPG) states that Management Plans "contribute to setting the strategic context for development" and "are material considerations in making decisions on individual planning applications." The South Downs Partnership Management Plan as amended for 2020-2025 on 19 December 2019, sets out a Vision, Outcomes, Policies and a Delivery Framework for the National Park over the next five years. The relevant policies include:

8 Planning Assessment

1. Principle of development
2. Impact upon scale and character of dwelling and the local area
3. Impact on the Listed Building
4. Impact on the amenity of neighbouring properties
5. Ecology and biodiversity
6. Impact on South Downs National Park

Planning Considerations

1. Principle of development

The Petersfield Neighbourhood Plan identifies the site to be located outside of the Settlement Policy Boundary.

Policy SD25 of the Local Plan states that development will be permitted outside of settlement boundaries where it complies with relevant policies in this Local Plan, and when there is an essential need for a countryside location.

Policy SD31 of the South Downs National Park (SDNP) Plan places a limit on proposals which would increase the gross internal area of the existing dwelling (as at 18 December 2002) by no more than approximately 30%, except in exceptional circumstances.

The supporting text for Policy SD31 states that where outbuildings were utilised for ancillary domestic purposes on 18 December 2002, the GIA of the outbuildings may be considered in the assessment of any increase in floorspace.

The habitable floorspace within the Longbarn was being used for ancillary domestic purposes in 2002. For this reason, this section of the floorspace is considered to be 'original floorspace'. The garages are not considered to be original floorspace.

Original dwelling (including ancillary floorspace of outbuilding): 410.73sqm
Previous extensions: 18.36sqm (2016 side extension on main dwelling after demolition of conservatory)
Proposed: 37.59sqm (conversion of garage into habitable space)
Total additional: 93.54sqm
Resultant habitable floorspace: 466.68sqm.

The proposal would equate to an 13.62% increase in floorspace, in compliance with Policy SD31 of the SDNP Local Plan.

Even though the proposal would be in accordance with Policy SD31, it would be necessary to impose a condition to ensure that the additional floorspace is used in connection with Mallards Mere; and shall not be used or occupied separately or severed thereafter.

With the relevant condition, the principle of the development is therefore considered to be acceptable, subject to the following considerations.

2. Impact upon scale and character of dwelling and the local area

Policy SD4 of the Local Plan seeks to ensure that there is no unacceptable impact upon the landscape. Policy SD5 of the SDNP Local Plan seeks to ensure that development make a positive contribution to the overall character and appearance of the area. Proposal should integrate with the landscape and should be sympathetic the setting in terms of height, massing, roof form and materials. Policy SD31 SDNP Local Plan reiterates the aims of policy SD5.

Built Environment Policy 1 (BEP1) of the Petersfield Neighbourhood Plan states that all development will be expected to meet the highest standards of design and make a positive contribution to the character of Petersfield. Built Environment Policy (BEP 6) additionally states that alterations to dwellings will be permitted providing they are in keeping with the scale and character of the property and its surroundings.

The external alterations to the outbuilding would consist of the removal of the two garage doors and replacing them with a window and doors. The proposed window and doors would be appropriately sized to match the existing openings on this building. The proposed openings would also be appropriately located on the northern elevation.

Materials to be used would match those of the host building, with the use of facing brickwork and white painted timber for the window frame and door frame.

Due to the positioning of the outbuilding, the conversion and external alterations would not result in any negative impact upon the streetscene or the wider landscape.

For the above reasons, the conversion and the associated works would be in keeping with the scale and bulk of the existing dwelling and local area and would be in compliance with Policies SD5 and SD31 of the SDNP Local Plan and Policies BEP1 and BEP6 of the Petersfield Neighbourhood Plan.

3. Impact on the Listed Building

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires planning authorities, when considering whether to grant planning permission for development which affects a listed building or its setting, to 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.

Section 189 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including contribution made by their setting. Section 190 of the NPPF states 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 into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal. Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 196 of the NPPF states that where development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Policy SD12 of the Local Plan states that development proposals will only be permitted where they conserve and enhance the historic environment, including through the safeguarding of heritage assets and their setting.

Policy SD13 of the Local Plan states that development proposals which affect a listed building or its setting will only be permitted and listed building consent granted where:

- a) They preserve and enhance the significance of the listed building and its setting by demonstrating that loss of historic fabric and detail of significance, including internal features, floor plans and the integrity of the rooms, is avoided; or
- b) Harm to the significance of the listed building or its setting is considered to be outweighed by public benefits by the Authority, when appropriate mitigation measures will be expected, including archaeological investigation (including a written report) or recording.

Policy SD14 states that development proposals will be permitted, and where relevant listed building consent granted, for works to heritage assets to adapt to, or mitigate the effects of, climate change where it can be clearly demonstrated that this is consistent with all of the following:

- a) The preservation and enhancement of the heritage asset's significance, character and appearance;
- b) The preservation and enhancement of the heritage asset's special architectural or historic interest;
- c) The long-term preservation of the historic built fabric; and
- d) The setting of the heritage asset.

The proposal appears to have been sensitively thought through using a design that respects the existing form and character of the building. Changes to the structure have been kept to a minimum which include the utilisation of existing openings. This ensures there is an overall improvement to the appearance. As such the proposed conversion does not have an adverse impact on the appearance or historic significance of the existing building.

The Principal Conservation Officer has been consulted on this scheme and has no objection to the proposal. The Conservation Officer has requested conditions regarding the materials and the windows/doors, which will be considered within the Listed Building Application (SDNP/21/03210/LIS).

For the above reason, the proposal would preserve the setting of the Listed Building in compliance with Policies SD12, SD13, and SD14 of the SDNP Local Plan and Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the NPPF.

4. Impact on the amenity of neighbouring properties

The NPPF requires development to provide a high level of amenity for all new and existing occupants of land and buildings. Policy SD5 of the SDNP Local Plan also seeks to ensure that there is no unacceptable impact upon neighbouring amenity. Policy SD31 of the SDNP Local Plan also sets out that proposals should not be of a form which would be detrimental to the amenities of nearby residents by virtue of loss of light and privacy.

The building being converted is situated approximately 41 metres away from the closest neighbouring dwelling, number 14 Russell Way.

For the above reason, the proposal would be sufficiently distanced, orientated and designed so as not to have an unacceptable effect on the amenities of the neighbouring properties, in particular to their outlook, privacy or available light, in compliance with the NPPF and Policies SD5 and SD31 of the SDNP Local Plan.

5. Ecology and Biodiversity

Policies SD2 (Ecosystem Services) and SD9 (Biodiversity net gain) of the SDNP Local plan seek to ensure that development proposals have an overall positive impact on the natural environment.

In accordance with Policy SD2 and SD9, the applicant intends to install a water butt and a bird box on the site.

It would be necessary to impose a condition to ensure that the water butt and bird box are installed and retained thereafter. With the relevant condition, the proposal would be in accordance with Policies SD2 and SD9 of the Local Plan.

6. Impact on the South Downs National Park

The proposal is within the South Downs National Park and proposals within this area would not be permitted if they would harm the tranquillity and appearance of the landscape and any development must meet the purposes of the National Park. The proposal is for the conversion of an existing residential outbuilding into additional habitable floorspace and it is considered that the proposal would not cause harm to the purposes of the National Park or have an adverse impact on the tranquillity and appearance of the surrounding area.

The application site is situated within the SDNP Dark Night Skies Reserve. Policy SD8 seeks to ensure that there is no unacceptable impact upon the SDNP Dark Night Skies Reserve. The application would include the installation of floor to eaves glazing on the proposed doors on the northern elevation. In accordance with the guidance within the SDNP Dark Skies Technical Advice Note, a condition should be imposed to ensure that the impact from the floor to eaves glazing is mitigated.

With the relevant condition, the scheme would not result in a negative impact upon the SDNP Dark Sky Reserve, in compliance with Policy SD8 of the SDNP Local Plan.

9 Conclusion

The garage conversion and the associated works are considered to be acceptable as they would be in scale and character with the dwelling, would not detract from the character and appearance of the area or South Downs National Park, would not have an unacceptable impact on the amenities of neighbouring properties and would preserve the character of the Listed Building. In addition, the proposal would not have any negative impact on the purposes of the SDNP. As such, the proposal is in compliance with the relevant policies of the SDNP Local Plan, the Petersfield Neighbourhood Plan, Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the NPPF.

10 Reason for Recommendation and Conditions

It is recommended that the application be Approved for the reasons and subject to the conditions set out below.

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The floorspace hereby permitted shall be used solely in connection with the main dwelling on the site (currently known as 'Mallards Mere') and shall not be used or occupied separately or severed thereafter.

Reason: To safeguard the amenities of the local area and to ensure that the outbuilding is used only in connection with the existing dwelling.

3. Prior to the first occupation of the development hereby approved, a minimum of one water butt and one bird box shall be installed within the site. The water butt and bird box shall be installed as per manufacturer's instructions and shall be installed within the site retained and maintained thereafter.

Reason: To protect and enhance biodiversity in accordance with Policies SD2 and SD9 of the SDNP Local Plan.

4. Prior to development above slab level, details of mitigation methods (in accordance with the SDNP Dark Skies Guidance) for the floor to eaves glazing on the doors on the northern elevation, must be submitted to and approved in writing by the Local Planning Authority. The mitigation method agreed by the Local Planning Authority shall be permanently used and maintained thereafter.

Reason: To protect the character of the countryside, and the designated International Dark Night Reserve, which is part of the special quality of the South Downs National Park, in accordance with National Park Purposes and the National Planning Policy Framework 2021.

5. The development hereby permitted shall be carried out in accordance with the plans listed below under the heading "Plans Referred to in Consideration of this Application".

Reason: For the avoidance of doubt and in the interests of proper planning.

11. Crime and Disorder Implications

11.1 It is considered that the proposal does not raise any crime and disorder implications.

12. Human Rights Implications

12.1 This planning application has been considered in light of statute and case law and any interference with an individual's human rights is considered to be proportionate to the aims sought to be realised.

13. Equality Act 2010

13.1 Due regard has been taken of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010.

14. Proactive Working

In reaching this decision the local planning authority has worked with the applicant in a positive and proactive way, in line with the NPPF.

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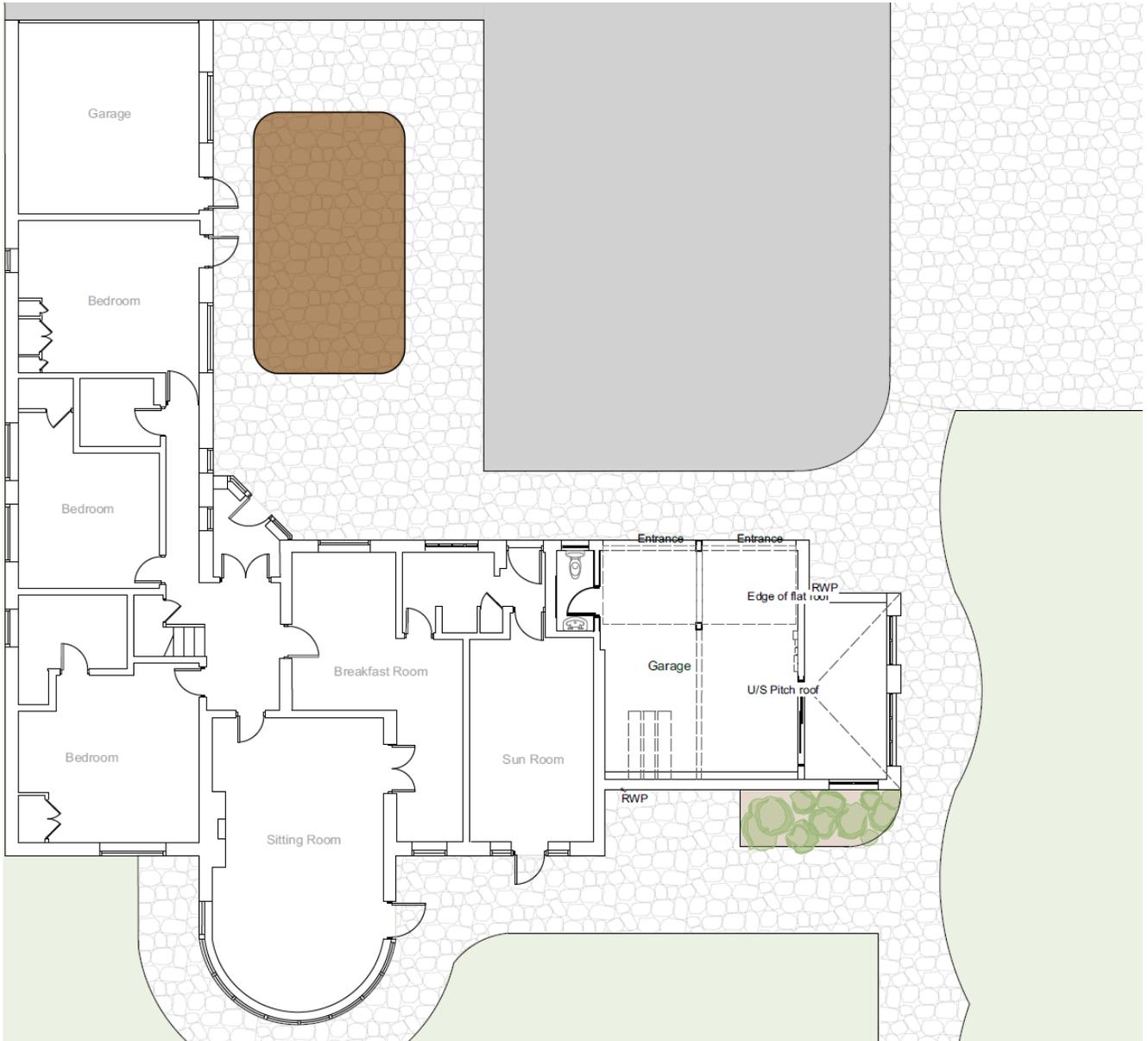
The application has been assessed and recommendation is made on the basis of the following plans and documents submitted:

Plan Type	Reference	Version	Date Received	Status
Application Form - Application Form			14.06.2021	Approved
Application Documents - CIL Form 1A Additional Information			14.06.2021	Approved
Application Documents - Ecosystem Services Statement			28.07.2021	Approved
OS Extract - Location plan	A1077 100 A		28.07.2021	Approved
Plans - Site plan	A1077 101 A		14.06.2021	Approved
Plans - Existing Ground floor plan	A1077 200		28.07.2021	Approved
Plans - Ground floor plan as existing	A1077 203		28.07.2021	Approved
Plans - First floor plan as existing	A1077 204		28.07.2021	Approved
Plans - Proposed ground floor plan	A1077 210		28.07.2021	Approved
Plans - Proposed Ground floor plan	A1077 212		28.07.2021	Approved
Plans - Existing roof plan	A1077 201 A		14.06.2021	Approved
Plans - Fabric Removal plan Proposed	A1077 202 A		14.06.2021	Approved
Plans - Proposed roof plan	A1077 211 A		14.06.2021	Approved
Plans - Existing elevations	A1077 300 A		14.06.2021	Approved
Plans - Existing sections	A1077 301 A		14.06.2021	Approved
Plans - Proposed elevations	A1077 310 A		14.06.2021	Approved
Plans - Proposed sections	A1077 311 A		14.06.2021	Approved

Application Documents - Heritage, Design and Access Statement			14.06.2021	Approved
Application Documents - Preliminary Roost Assessment Report			14.06.2021	Approved

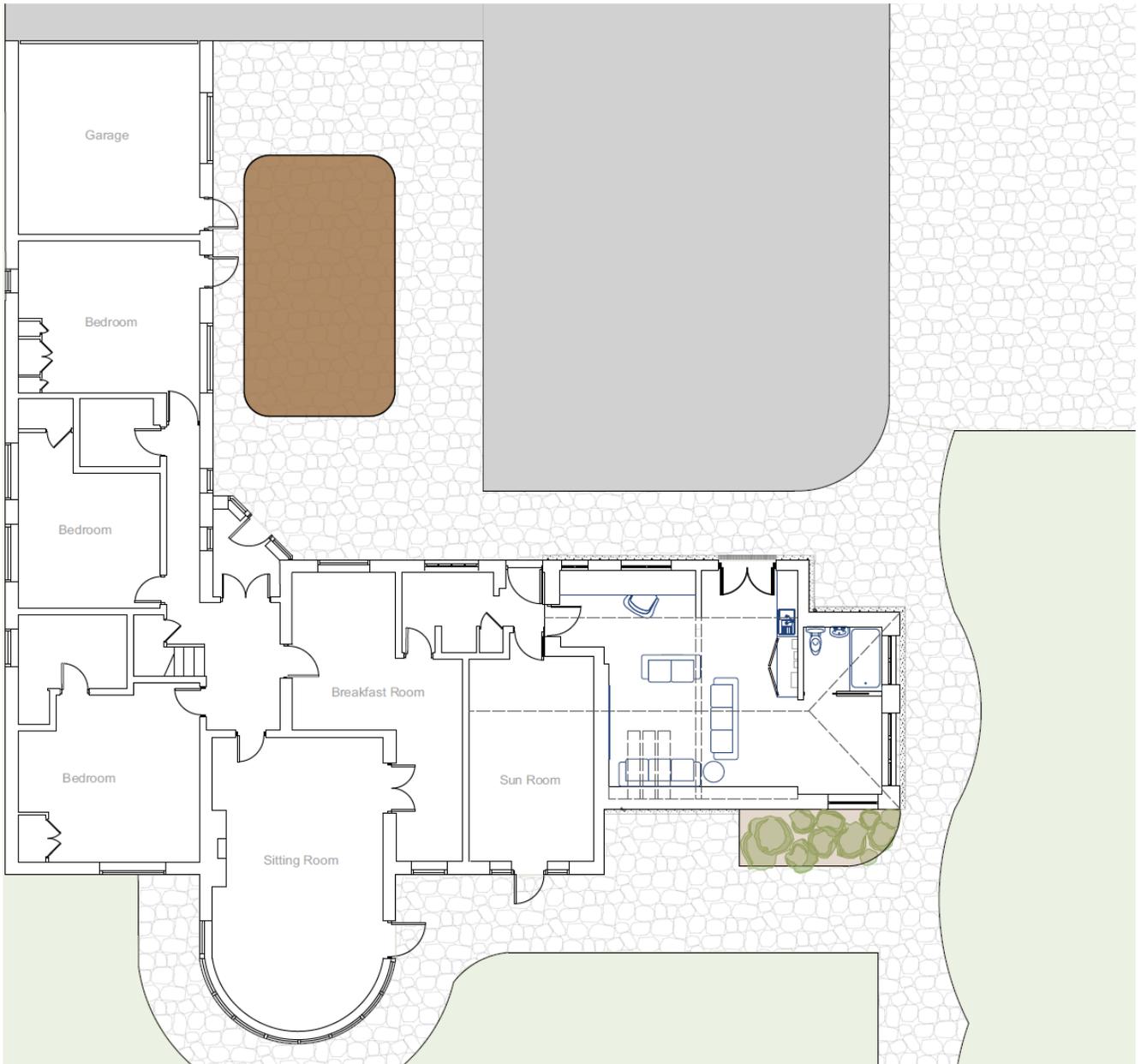
Reasons: For the avoidance of doubt and in the interests of proper planning.

Part 2 Section 1, Item 1 The Longbarn, Petersfield



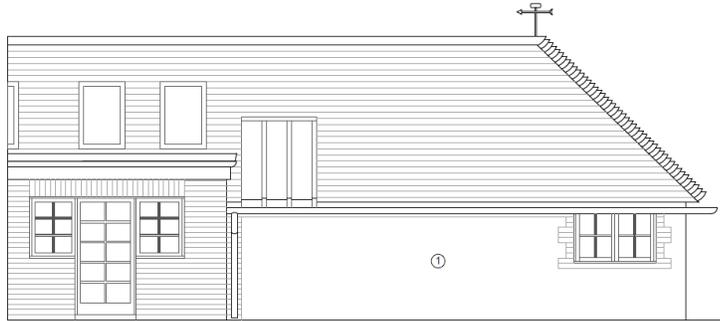
Existing ground floor

Part 2 Section 1, Item 1 The Longbarn, Petersfield



Proposed ground floor

Part 2 Section 1, Item 1 The Longbarn, Petersfield



South Elevation



East Elevation

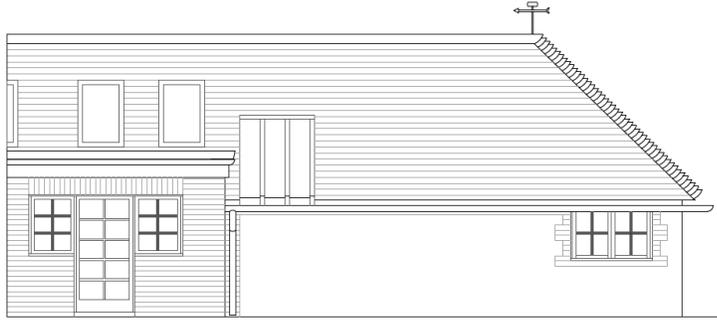
4. Timber windows
5. Timber doors



North Elevation

Existing elevations

Part 2 Section 1, Item 1 The Longbarn, Petersfield



South Elevation



East Elevation



North Elevation

Proposed elevations