

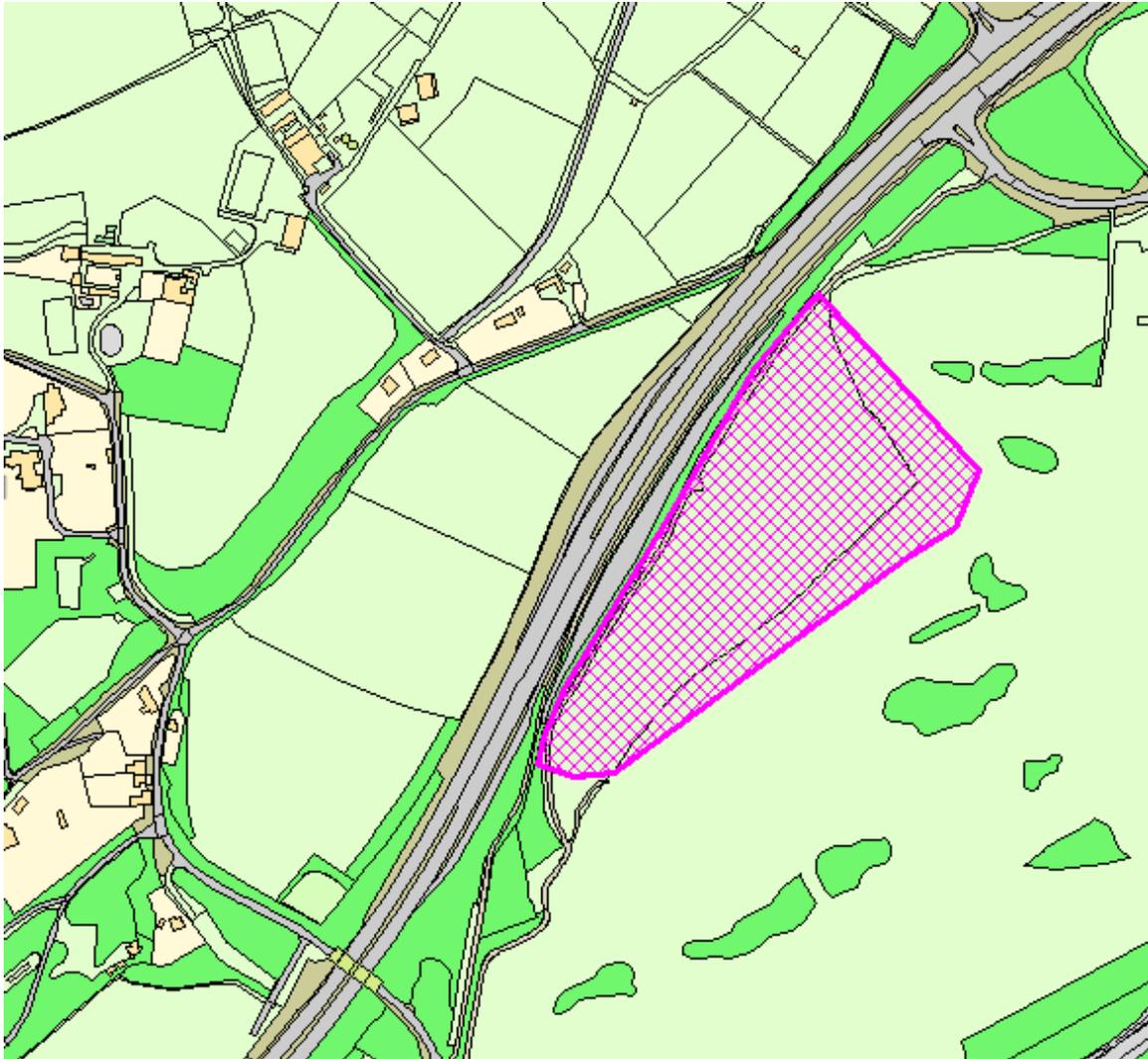
Agenda Item 7
Report PC23/24-35

Report to **Planning Committee**
Date **13 June 2024**
By **Director of Planning**
Local Authority **East Hampshire District Council**
Application Number **SDNP/21/04092/OUT**
Applicant **Mr A Corbett**
Application **Use of land as lodge park for tourism use, including landscaping, access road, onsite roads, footpaths, recreational space and management office/reception. (Outline Application)**
Address **Petersfield Golf Club, Tankerdale lane, Liss, Hampshire, GU33 7QY.**

Recommendation:

- 1) That planning permission be granted, subject to the conditions set out in paragraph 9.1 of the report.**
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Site Location Map



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Executive Summary

Key Matters

- The site is in a countryside location in between the A3 and the golf course of Petersfield Golf Club, which is situated in between Petersfield and Liss. The site is accessed via Tankerdale Lane, which is the main access for the Golf Club directly from the A3.
- The application seeks Outline Planning Permission for the siting of 20 tourist lodges, with access and layout to be considered in detail as part of this application. Reserved Matters of scale and appearance of the lodges and the landscaping would need to be applied for at a later stage, in the event of this application being approved.
- Access to Tankerdale Lane is via a junction with the A3. Originally, National Highways and the County Highways Authority raised concern about the highways safety of using the A3 junction. Additional traffic surveys and assessment was undertaken by the Applicant's consultants which culminated in both consultees no longer objecting to the use of the A3/Tankerdale Lane junction.
- It is considered that the principle of development is acceptable in regard to its location under policies SD23 and the exception criteria of justifying a countryside location in SD25, for the reasons outlined in the report.
- There have been various iterations of the layout over a long period of time. The original layout of 20 lodges was considered to be unduly suburban and not landscape-led. The latest layout is fundamentally different.
- The amended layout involves a communal parking area with lodges only accessible via a pedestrian route; wholesale re-positioning of lodges to work better with existing contours; siting lodges to maximise views from them to the west; minimise noise disturbance from the A3; and create the ability to introduce a comprehensive landscape scheme, ecology benefits, and surface water management, albeit the detail of which is either recommended via condition and/or subject to any future Reserved Matters application(s).
- For the reasons concerning the principle of development and the design and landscape considerations, it is considered that a satisfactory layout and means of access via the A3 and Tankerdale Lane has been achieved, and the application is recommended for approval.
- The application is before Members because of the nature of the proposals and responses received, including objections from the Parish Council and two neighbouring Parish Councils.

I. Site Description

- I.1 Petersfield Golf Club is situated to the north east of Petersfield. The application site is located within, and at the western edge of, the wider grounds of the Golf Club's ownership. The site does not form part of the formal course and is a 2.5ha field in between the western edge of the course and the adjacent A3. The Golf Club is solely accessed via the A3 and Tankerdale Lane which leads from it. The site access comprises an existing field gate and track which is near to the junction of Tankerdale Lane and the A3.
- I.2 The site is claimed to be part of the lawful use of the golf course, however, this is unclear from available planning history dating back to 1995 and the submission outlines that it has been used as agricultural/pasture land. In any event, it is a reasonably underused benign field and its grassland character and field margins reflect this.
- I.3 The site originally was two fields and there is a remnant of a dividing hedgerow approximately through the centre of the site. The Site's boundaries are a mix of hedgerow and trees which are consistent with locally characteristic field margins. The land rises from the north-west to the south-east through the site and at the highest eastern side there are views westwards across the landscape to the Hangars. At the lower western side of the site these wider views are lost and road noise is more pronounced.
- I.4 The western site boundary is adjacent to an internal track within the Golf Club's grounds, beyond which is the tree embankment of the southbound carriageway of the A3. The Shipwrights Way runs along this side of the A3.

2. Relevant Planning History

- 2.1 SDNP/19/05317/PRE: Change of use of land and construction of up to 7 lodges for holiday occupation with associated access and parking in conjunction with the operation of the golf club. Advice issued by EHDC in 2019, which outlined the relevant policies and areas where further information and consideration was needed.

3. Proposal

- 3.1 The Golf Club wish to diversify their income through the re-development of the application site with a new tourism use.
- 3.2 Outline Planning Permission is sought for 20 holiday lodges on the application site, with the matters of access and layout for consideration as part of this application. If granted consent, a Reserved Matters application(s) would be required for the scale and appearance of the lodges, and the landscaping scheme. The parameters for the scale of the lodges has been provided, which would be 14m long x 7m wide x 3.5m high. These footprint dimensions are reflected in the proposed layout.

Access and Layout

- 3.3 The existing site access on Tankerdale Lane (near to its junction with the A3) would be used. Works to widen it and ensure suitable visibility are proposed to enable two way traffic and accommodate the anticipated traffic from the development.
- 3.4 The access would lead into a new car parking area to serve all of the lodges. A reception building/managers accommodation would be sited at the northern side of the car park. 22 parking spaces are proposed within the parking area.
- 3.5 Leading from the car park, a single pedestrian route would be created through the site with the lodges sited along it. They would be set back from this central route by varied distances and orientations. The siting of the lodges has sought to reflect the topography of the site and utilise the higher ground to exploit the panoramic views and areas of the site with less road noise.
- 3.6 A denser cluster of lodges and area of informal open space in the northern part of the site are proposed, whilst to the south there would be less lodges and a more open area intended to be used for ecological enhancements. The central access path would travel through the southern half to facilitate a link with the Shipwrights Way.

Sustainability

- 3.7 Although it is an outline application, the lodges are intended to be energy and water efficient. The car parking would be provided with electric vehicle charging points. Conditions on both of these aspects are recommended.

Drainage

- 3.8 The layout includes a SUDs pond to demonstrate the principles of a sustainable drainage scheme. The site is also not subject to any flood risk. Given consultee feedback and that this is an outline application, suitable conditions for foul and surface water drainage are recommended. It is likely that a foul treatment plant would be required.

Biodiversity and hard/soft landscaping

- 3.9 The detailed landscape scheme would be subject to a Reserved Matters Application. Notwithstanding, the layout has been devised in response to a landscape strategy as described in section 8 below.

4. Consultations

- 4.1 Responses received from a range of consultees are summarised below. Comments are in response to a re-consultation exercise following receipt of amended plans.
- 4.2 **Ecology:** No objection, subject to conditions.
- 4.3 **Environmental Health:** No objection, recommend informative.

4.4 **Design:** Objection.

- Development needs to follow contours, largely achieved apart from 2 lodges orientated perpendicular to the slope.
- Layout too regimented with some lodges too closely spaced.
- Yet to be demonstrated that the lodges would not break the skyline of the site's ridgeline along the south-eastern site boundary, which is a stated objective in the applicant's submission.
- Car park location supported, but too large and complicated design.
- Layout needs to demonstrate opportunities for multi-functional SUDs.
- Layout does not demonstrate that the lodges and identified developable areas can be extended south given ecological areas already tightly drawn and the open space is not large.

4.5 **Drainage:** No objection, subject to conditions.

4.6 **Highways Authority:** No objection, subject to conditions.

4.7 **Landscape:** Objection.

- Impact upon the undeveloped corridor of the A3 (a characteristic of the road);
- Precedent to undermine above characteristic through piecemeal development.
- Scheme reliant on lodge design and soft landscaping for mitigating the above points; tightly controlling these Reserved Matters recommended.
- Scheme could suffer from higher levels of pollution – headlights, air quality and noise.

Layout

- Works well with contours and relatively simple pattern (positive).
- Allows for SUDs by following the contours.
- Reinstatement of historic field boundary positive.
- Does not satisfactorily demonstrate capacity for 20 lodges, whilst still delivering environmental attributes given lack of detail on drainage and landscape strategies.
- Utilising most of the site for development with limited opportunity to mitigate for the lodges and generate landscape enhancements (wildlife).
- Lodges too close to the highest point of the site.
- Car park oversized; unnecessary hardstanding and lack of integrated landscaping.

Access

- Highways requirements create an uncharacteristic site entrance. Gap left by the original access could be planted to mitigate impact of the proposed access.

Water management

- Need to provide opportunities to mitigate negative landscape effects of development and create enhancements.
- Drainage requirements to influence site capacity, layout and design.

If minded to approve, recommend:

- Reducing to 18 units, to ensure more space for wildflower grassland.
- Reduce car park size.

- Conditions for: removing non-native invasive species; tree and hedgerow protection during construction; lighting; hard landscaping details; drainage strategy (multi-functional SUDs); landscape management; site restoration if scheme became unviable.
 - Future Reserved Matters for soft landscaping to include scrub habitat and natural regeneration; supplementary planting at the access; and lodge designs to 'sit lightly' on the landscape and be removable; green roofs; sustainable materials.
- 4.8 **Lead Flood Authority:** Comments: Further detailed information for the surface water drainage scheme required.
- 4.9 **Public Rights of Way:** No objection to this application, subject to condition.
- 4.10 **National Highways:** No objection.
- 4.11 **Natural England:** Objection. Suitable mitigation needed to address recreational disturbance to the Wealden Heaths II Special Protection Area (SPA). (Officer note – Site outside of 5km SPA buffer, therefore no mitigation required.)
- 4.12 **Southern Water:** No objection, recommend informative.
- 4.13 **Steep Parish Council:** Objection.
- Landscape impact and concern about any implications for drainage.
 - Within countryside and Contrary to SD25.
 - Harm to relative tranquillity (contrary to SD7)
 - Ecological impact (contrary to SD9)
 - Constitutes a housing development being sold on the open market and makes no provision for affordable homes.
 - Increased traffic and highways impact for junction between Tankerdale Lane and the A3.

5. Representations

- 5.1 6 objections and 42 representations in support have been received, which raise the following:

Objections

- Does not meet the objectives of the National Park.
- Any use as second homes does not benefit local economy.
- Unsustainable tourism units.
- Will primarily attract golfers.
- Would not be available to those who are local and on lower incomes.
- If the site is not required for golf, it should be reverted to natural habitat to mitigate impact of the golf course.
- Concern the access track south of the site would be used as a 'rat run' or alternative route to Sheet, given difficulty of A3 junction.
- Precedent for unsuitable future development.

Highways

- Highway safety of Tankerdale Lane/A3 junction from increased traffic during daylight/night times.
- Upgrades to A3 junction required.
- Adequate parking required, particularly to avoid overspill parking onto Tankerdale Lane.
- Impact on highways safety of Shipwrights Way.

Landscape and design

- Already enough erosion of the landscape from building within the surrounding area.
- Extra hardstanding from access routes.
- Floor plans show complete homes.
- Need to ensure the lodges are not visible and light pollution is minimised.

Ecology

- Impact to flora and fauna.
- Scheme will not improve an already sterile habitat on site.

Drainage

- Discharging into river and concern over maintenance/risk of failure of foul drainage.
- Insufficient information provided; ground investigations, calculations; flood risk.
- Discharging into mill stream and concern about flows.
- Alternative of discharging into mains drainage or infiltration on site to be explored.
- Need to ensure adequate flows in summer, and at peak holiday times.

Liss Parish Council

- In countryside location and contrary to SD25.
- Lodges to be sold on open market and concern they could be sold as first/second homes; no affordable housing provision.
- Access inadequate and highway safety issue with A3 junction
- Impact on relative tranquillity (SD7) and ecological impact (SD9).

Sheet Parish Council

- Development of a recreational greenfield site.
- Increased traffic through the village is access were made possible from Farnham Road, at the end of the existing access track, rather than Tankerdale Lane.

Support

- Supports viability of the Club and its activities (eg, youth programs).
- Enhancement to the Club and area.
- Need for tourism and would be a 'base' for visitors to explore the National Park and support shops, pubs and restaurants.
- Would support economy of local towns.
- Unobtrusive location; would not interfere with any adjoining uses.
- New planting would improve the site.
- Social activities of tourism should be encouraged.
- Need to support the National Park being more attractive to visitors.
- Other Clubs elsewhere have done similar schemes.
- New employment opportunities; important for economic health of the National Park.
- Showcase the National Park via a modest development in a sustainable way.
- Would not impact upon any surrounding tourism accommodation; would be a different type of offer.

Landscape and ecology

- Site is not open countryside; sandwiched between A3/Golf Club.
- Low key development; minimal impact on landscape or drainage.
- Concerns about ecology can be addressed.
- Potential visitors could choose this site because of appreciation of natural beauty and wildlife and landscape.
- Would improve the site; considered as a bare wasted piece of land.
- Supporting the Golf Club would in turn protect the open landscape, flora and fauna of the wider golf course.
- Lodges would be low and wooden, which would blend in with the surrounding countryside; similar lodges have been allowed elsewhere.

Highways

- C.750 golf club members use the A3 junction; additional traffic from 20 lodges not significant.
- A3 junction could be improved but not a reason to refuse the scheme.
- A3 can cope with the additional traffic.
- Good pedestrian and cycle access into Sheet and Petersfield.

Amenity

- Won't be a nuisance to any third party.

6. Planning Policy

6.1 Most relevant polices of the adopted South Downs Local Plan (2019) (a longer list of other relevant policies and legislation can be found in Appendix I)

- SD4: Landscape character
- SD5: Design
- SD9: Biodiversity and geodiversity
- SD10: International sites
- SD19: Transport and accessibility
- SD23: Sustainable tourism
- SD25: Development strategy

6.2 Relevant supplementary planning documents (SPD) and other guidance

- Design SPD (2022)
- Sustainable Construction SPD (2020)
- Parking for Residential and Non-Residential Development SPD (2021)
- Biodiversity Net Gain Technical Advice Note (TAN)
- Ecosystems Services TAN

6.3 Most relevant sections of the National Planning Policy Framework (NPPF) 2023

- Section 2: Achieving sustainable development.
- Section 12: Achieving well designed places and beautiful places.
- Section 15: Conserving and enhancing the natural environment.

6.4 Most relevant policies of the South Downs Management Plan (2020-2025)

- Policy I - Landscape
- Policy 43 – Appropriate recreation and tourism facilities

7. Planning Assessment

Principle of development

- 7.1 Development Plan policies and the NPPF place ‘great weight’ on conserving the landscape and the scenic beauty of national parks, which align with the First Purpose. Policy SD1 re-affirms National Park Purposes (with the First Purpose taking precedence) and outlines that where relevant Local Plan policies are accorded with there is a presumption in favour of sustainable development.
- 7.2 The NPPF outlines overarching environmental, economic and social objectives to sustainable development. In these respects, environmental matters are addressed below regarding development in countryside locations and landscape impact considerations. There would be economic benefits to the local economy from increasing visitors to the area and employment opportunities. Social objectives of enhancing access to outdoor space and recreation within the National Park are also supported. The 2nd Purpose and Duty would be met in these regards.
- 7.3 The SDNPA's Visitor Accommodation Review (2014) cites a need for a wide variety of tourist accommodation across the National Park and policy 43 of the Partnership Management Plan (2020-2025) supports the development and maintenance of appropriate recreation and tourism facilities.
- 7.4 Policy SD25(2) permits development outside of settlement policy boundaries where, exceptionally, it complies with one or more of its criteria and other relevant policies. The most relevant criterion of SD25(2) is whether there is an essential need for a countryside location. The lodges would be in this countryside location by virtue of the Golf Club seeking to diversify and support its income and that this site is in its ownership and closely related to the formal course and its operations.
- 7.5 In these respects, there is justification to support the provision of new holiday lodges here, subject to according with other relevant Local Plan policies including landscape considerations, which are relevant to the principle of development.
- 7.6 Policy SD23 is directly relevant and sets out that new visitor accommodation will be permitted where it is demonstrated that proposals:
- a) provide opportunities for visitors to increase their awareness, understanding and enjoyment of the special qualities;
 - b) The design and location of the development minimises the need for travel by private car and encourages access and/or subsequent travel by sustainable means, including public transport, walking, cycling or horse riding;
 - c) Will not detract from the experience of visitors or adversely affect the character, historical significance, appearance amenity of the area;
 - d) New buildings be sensitive to their character and setting; and
 - e) Ancillary facilities are not disproportionately large in relation to the rest of the visitor facilities;
 - f) Any proposals do not have an adverse impact on the vitality and viability of town and village centres or assets of community value; and
 - g) Where proposals are located outside of settlement policy boundaries, they:
 - (i) positively contribute to natural beauty, wildlife and cultural heritage; and
 - (ii) are closely associated with other attractions/established tourism uses (including the public rights of way network) or

(iii) are part of a farm diversification scheme or Whole Estate Plan (WEP).

- 7.7 The proposals would accord with (a), (c), (d), (e), (f). In regard to criterion (b) the location and nature of the development would result in more car journeys and indeed the site is highly accessible by car being directly accessed from the A3, with sufficient parking on site. Additionally, there are typically no bus stops on the A3 nor are there any in the immediate vicinity of the site to encourage more sustainable travel, which is the aim of this policy criterion.
- 7.8 There is, however, some scope for walking or cycling to the site given it is immediately adjacent to the Shipwrights Way, which provides a connection with Liss to the north where there is a mainline railway station. Petersfield is also a similar distance away to the south. A Travel Plan is recommended to be conditioned to consider further how the scheme could be more sustainable. Electric vehicle charging points would also be provided and is subject to a condition.

Landscape impact

- 7.9 Regarding SD23(g)(i), this closely aligns with the First Purpose and requires proposals to make a positive contribution to each of its aspects. The Landscape Officer has raised a concern regarding piecemeal development along the A3 corridor. They outline that the scheme would impinge upon a key characteristic of the A3 which is its undeveloped corridor. Furthermore, that the lack of development and high quality (when compared to other transport corridors) of the landscape either side of the A3 is one of the key reasons why the existing site integrates well with the landscape.
- 7.10 The character of the A3 corridor and land around it has been an issue for two sites near Buriton, where development has been both acceptable and unacceptable – respectively the ‘Re-Charge’ scheme allowed via an Appeal in 2023 and separately an outline application for a hotel to the north (SDNP/23/04270/OUT) which was refused at the 11th April 2024 planning committee meeting.
- 7.11 These two sites were previously described as being intrinsically part of a general sweep of very rural countryside which flows down from the Chalk Scarp and forms part of the separation between the South Downs escarpment and Petersfield and neighbouring villages. Views from Butser Hill to these two sites were also key considerations in both proposals.
- 7.12 The current application site is similarly an agricultural field adjacent to the A3. In contrast to those two other sites, it is ‘sandwiched’ between the A3 road and the more formally laid out golf course. It is also in a location where it is not readily visible from elevated vantage points like Butser Hill. The Hangars to the west of the site do afford some opportunity for views across the wider landscape but the application site is not readily visible, unlike the aforementioned other sites. Those other sites were also described as being in a gateway location to the National Park, whereas this site arguably cannot be described as such given its location.
- 7.13 Given the location and context of the site, there would not be significant impact upon tranquillity given the site is immediately between the A3 and the formal golf course whereby this intrinsic character of the wider landscape character would still be conserved.
- 7.14 Overall, it is considered that for these reasons the proposals are acceptable in principle in regard to landscape impact. Whether the scheme makes a positive contribution is considered in more detail in the next section. Regarding SD23(g)(ii), the site also benefits from ready access onto the Shipwrights Way that would connect people with the wider public right of way network.

Layout and access (the Reserved Matters for consideration)

- 7.15 During the application process, there have been numerous iterations and design changes to the layout, following requests for more informed contextual analysis and assessment of the prevailing landscape character. There is not a need to refer in detail to those previous iterations, however, it is noteworthy to highlight that the scheme is fundamentally different in layout than first proposed. The use of Tankerdale Lane and an existing track for access are unchanged.

- 7.16 The revised scheme is more landscape led than before insofar as the process of achieving a more acceptable and substantially revised layout started with:
- 1) re-assessing the prevailing landscape character;
 - 2) the characteristics of the site and its constraints and opportunities;
 - 3) creating an overall landscape strategy to reflect the above and inform a new layout;
 - 4) using the landscape strategy to inform how new planting and habitat (green infrastructure) can be connected through the site; and
 - 5) the landscape strategy informing the developable areas on site to determine the siting of lodges.
- 7.17 As a result of the above, an improved layout has been achieved which is less suburban than originally proposed and still achieves the delivery of 20 lodges. The car parking is now contained to the north-west corner of the site and, consequently, the access to lodges is via a narrower pedestrian route. The lodges would be arranged in a way which better utilises the contours to avoid excessive engineering.
- 7.18 This overall approach of the location of the car park and use of contours in the orientation of lodges is supported by consultees, albeit with concerns about the capacity of the site to accommodate 20 lodges and that they appear too regimented. The layout has sought to minimise any suburban character with a central car park and single access through the site with lodges accessed from it. As a consequence of this approach and utilising the contours, there is a degree of regimentation but this is not unduly excessive.
- 7.19 The layout would also help to maximise views of the wider landscape from the lodges. Whilst this involves siting lodges on the higher ground, which is a concern of consultees, being able to access views enhances a sense of place (an aim of SD5(c)) within the scheme and helps to reduce noise impacts for these lodges. Conversely, the scheme would be well contained within the site and there are no apparent wider views from where the lodges would be readily visible. This includes views from the elevated Hangars to the west. In these respects siting lodges higher in the site is not a significant issue in landscape terms (on this occasion) and there are the above benefits.
- 7.20 The dimensions of the car park are larger than what's required, however, it does provide scope to integrate new planting into it through a future Reserved Matters application detailing the landscape scheme. The car park is considered to be acceptable.
- 7.21 Consultees have raised concern about how the layout could accommodate suitable landscaping, multi-functional SUDs and ecological enhancements, particularly in the absence of further information and context of an outline application. The layout has been informed through understanding the developable areas of the site, areas where structural landscaping could be introduced (eg, restoring a central hedgerow) and dedicating the southern area of the site for new habitat. A detailed landscape scheme would be required as a Reserved Matter.
- 7.22 A SUDs pond has been shown in the layout and given a better use of contours within the layout it is considered that there would be good opportunity to devise an appropriate surface water drainage scheme that could also deal with managing water quality as well as quantity and supporting new landscaping.
- 7.23 It is considered that improvements have been made since the original submission and the latest layout is acceptable for the reasons outlined above. For these reasons, the proposals now better accord with relevant policies of SD2, SD4, SD5, SD45.

Access and parking

- 7.24 Use of the existing track was initially an issue for National Highways, given that it was close to the junction between Tankerdale Lane and the A3. National Highways considered that the short slipway off the A3 for arriving vehicles was a safety issue due to increased vehicle movements associated with the scheme and speed of cars leaving the A3. Concerns with

visibility splays for the site access, works to it including treatment of the verges were also considerations that have sought to be addressed.

- 7.25 Following further traffic speed surveys undertaken by the applicant and information provided, National Highways have removed their objection. The county Highways Authority also raise no objection to the use of the existing access, based on the plans/information provided and subject to the recommended conditions.
- 7.26 It is considered that the use of the main A3/Tankerdale Lane access and the anticipated level of traffic are acceptable in highway safety terms. The proposals therefore accord with policy SD19. The proposed car park would also be sufficient to meet the needs of the development, in accordance with policy SD22 and the Parking SPD.

Drainage

- 7.27 Given consultee feedback and that this is an outline application, suitable conditions for foul and surface water drainage are recommended. It is noteworthy to highlight that the layout includes space for a SUDs pond that would contribute to a sustainable drainage scheme. The site is also not subject to flood risk.

Sustainability

- 7.28 Requirements (eg. energy and water efficiency) for the lodges are recommended to be secured via conditions 12 and 13.

Ecology, biodiversity net gain and ecosystems services

- 7.29 Mandatory BNG is not applicable to this application given the timing of its submission. However, conservation and enhancement is still required under policies SD2 and SD9 as well as the First Purpose.
- 7.30 Proposed enhancements include restoring historic field boundaries with new and supplementary native planting, which involves re-establishing a former hedgerow running centrally through the site; new broadleaf woodland planting in the southern extent of the site; new species diverse grassland (eg, wildflower) in the southern part of the site and around the areas of the lodges. These measures are recommended to be secured via condition 14 regarding the landscape scheme. In conjunction with appropriate management through a Landscape and Ecological Management Plan (condition 15), these aspects of the proposals would enhance the site and also support protected species. In all of these respects, the policy SD9 is accorded with overall.
- 7.31 The County Ecologist's latest response (re-consultation on amended plans) raises some reservation about the date of the previous surveys given the length of time of the application process. However, they do not object and conditions below can secure conservation and enhancement measures.
- 7.32 The scheme could also deliver ecosystems services benefits outlined in policy SD2. These include providing more, better and joined up habitats, storing carbon through new planting and habitat creation and its management, all of which is recommended to be conditioned (14,15,17). The proposals would also contribute to visitor's health and well-being in regard to providing suitable tourist accommodation in an accessible location that increases opportunities for access into the National Park, which are recognised objectives within SD2 and the Second Purpose.

Impact on amenities

- 7.33 Given the location and context of the site, whereby there are no immediate neighbouring third-party properties, the development would not cause unacceptable impact upon surrounding amenities.
- 7.34 Concern has been raised in representations regarding the existing track being used for access to/from the site to the south and the impact of increased traffic onto Farnham Road. There is no indication that this access is intending to be used by the Golf Club to serve the development and the primary access would be from the A3 junction. This could be secured

(and ensured) via the Travel Plan and/or the Site Management Plan which are recommended to be secured via conditions 8 and 26.

Dark night skies

- 7.35 A lighting scheme is proposed to be conditioned. It is envisaged that a low key scheme would be introduced to avoid upward light spill, disturbance to wildlife, and be practical for the amenity of visitors. The appearance of the lodges, including the extent of glazing, and mitigation measures can also be considered at the Reserved Matters stage.

The Conservation of Habitats Regulations (2017)

- 7.36 To fulfil the requirements under the Habitats Regulations (2017) (as amended) and policy SD10, officers are required to assess the likely significant effects of development on the European protected sites and not adversely affect their integrity.
- 7.37 The site is approximately 6km from Wealden Heaths II Special Protection Area (SPA) and, therefore, outside of the 5km buffer attributed to its designation, within which the potential for development to have a likely significant effect upon its designation needs to be considered. Any such impact includes additional pressure from increased recreational disturbance from visitors.
- 7.38 The site is located adjacent next to the Shipwrights Way which does eventually lead up to the SPA, however, given the distance (with the site being outside of the 5km buffer) the proposals can be screened out of a likely significant effect from recreational impacts for this primary reason. This represents established practice.
- 7.39 Furthermore, there is also intervening recreational opportunities within Liss between the site and the SPA, including along the Shipwrights Way which runs past publicly accessible greenspace which has previously been established to mitigate recreational impacts upon the SPA from new development (albeit it was originally created in association with a larger development in Liss). It is, therefore, considered that Natural England's objection is not relevant and incorrect, and the case officer has notified Natural England of their conclusion on this matter.

CIL

- 7.40 The development is considered to be CIL liable, however, further assessment and discussion with the Applicant will be needed to ascertain the exact contribution.

8. Conclusion

- 8.1 The proposals are acceptable in principle for the reasons outlined and specifically in relation to policies SD23 and SD25. They have been the subject of lengthy discussions on a range of considerations regarding the layout of the scheme. The revised layout is appropriate in the context of the surrounding landscape character and has the ability to deliver aforementioned enhancements in regard to new planting and habitat creation. Overall, the revised layout has sufficiently taken into account consultee responses, representations, and the landscape character and appearance of the area.
- 8.2 The NPPF outlines overarching economic, social and environmental objectives to sustainable development. In these respects, the scheme would deliver new tourism development which would have social and economic benefits. Environmentally, the scheme would be acceptable for the reasons outlined in the assessment above.
- 8.3 The proposals substantially comply with both relevant individual policies and the Local Plan as a whole, the NPPF, National Park Purposes and duty, and relevant legislation.

9. Reason for Recommendation

- 9.1 It is recommended that planning permission be granted, subject to the following conditions:
- I. The permission hereby granted is an outline permission under s92 of the Town and Country Planning Act 1990 (as amended) and an application to the Local Planning Authority for the approval of the following matters shall be made not later than the expiration of 2 years from the date of this permission:

- i. Scale (lodges to be within the parameters of 14m long x 7m wide x 3.5m high);
- ii. Appearance; and
- iii. Landscaping.

Reason: To enable the Local Planning Authority to control the development in detail and to comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

2. The development permitted shall be begun either before the expiration of five years from the date of this permission, or before expiration of 2 years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

Reason: To enable the Local Planning Authority to control the development in detail and to comply with Section 92 of the Town and Country Planning Act 1990 (as amended).

3. The development hereby permitted shall be carried out in full 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.

4. The development hereby approved shall not be used at any time for any purpose other than as holiday accommodation. The lodges shall not be used as permanent residential accommodation or for any other purpose in Use Class C3 (dwellinghouses) of the Town and Country Planning (Use Classes) Order 1987 (as amended), or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.

Reason: This development in the countryside, outside of any identified settlement, is only acceptable as holiday accommodation for use by short term visitors to the area.

5. The holiday accommodation hereby approved shall not be occupied by any person, group or their dependants, for a period of more than 28 consecutive days in any twelve month period. A register of the occupancy of the lodges shall be maintained and kept up-to-date by the operator of the units, and shall be made available to the Local Planning Authority upon request (within 14 days of a written request being made). It shall record the names and addresses of all visitors and their arrival and departures dates.

Reason: This development is only acceptable as holiday accommodation for use by visitors to the area. There is a need to ensure that practical and permanent management measures are in place to control the visitor accommodation.

6. The reception building shall only be used as ancillary staff office and accommodation in conjunction with the main holiday lodge use of the site.

Reason: To ensure the building remains ancillary within the approved development.

7. Prior to the first occupation of any lodge hereby approved, a Site Management Plan shall be submitted to and approved in writing by the Local Planning Authority. This Plan shall include (but not limited to) the following:

- i. Site management in respect of noise and visitor activities such as barbeques, pets and amplified music.
- ii. A Waste Management Plan identifying all waste streams and confirming how waste shall be collected, stored and disposed of.
- iii. Management and maintenance of external lighting.
- iv. Measures to educate visitors about the special qualities of the South Downs National Park.
- v. Management of the car parking area, including electric vehicle charging points, and visitors accessing the lodges upon arrival.

The Site Management Plan shall be implemented in full accordance with the approved details and thereafter adhered to in the operation of the development, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the site is managed in an environmentally sensitive way, to minimise impacts upon surrounding amenities and inform visitors of the recreational and educational and activities in the South Downs National Park.

8. The scale and appearance particulars of the lodges and ancillary reception building, to be submitted in accordance with Condition I, shall include scaled elevational and floor plan drawings and a schedule of materials and finishes and architectural details and, where so required, samples of such materials and finishes, to be submitted to and approved in writing by the Local Planning Authority. The schedule shall include, but not be limited to:
 - i. Treatment of external walls, roofs, eaves;
 - ii. Windows and doors including glazing;
 - iii. Rainwater goods; and
 - iv. Green roofs, where feasible and viable, which shall include technical design and species selection.

Reason: To comply with Article 5 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (or any Order revoking and re-enacting that Order).

9. No development shall commence until details of existing and proposed site levels and longitudinal and latitudinal sections through the site have been submitted to and approved in writing by the Local Planning Authority. These shall show how the development shall be set into/onto the topography of the site in relation to ordnance datum points. The development shall thereafter proceed in full accordance with the approved details.

Reason: To ensure a satisfactory development which responds to the characteristics of the site.

10. All new electricity and telephone lines shall be laid underground.

Reason: To safeguard the landscape character of the site.

11. No development shall commence until a Construction Environmental Management Plan has been submitted to, and approved in writing by, the Local Planning Authority. The approved Plan shall be adhered to in full throughout the construction period. The Plan shall provide for:
 - a. An indicative programme for carrying out of the works and methods and phasing of construction works;
 - b. Construction work shall only take place in accordance with the approved method statement.
 - c. The arrangements for public consultation and liaison during the construction works;
 - d. Measures to minimise the noise (including vibration) generated by the construction process to include hours of work, proposed method for constructing foundations, the selection of plant and machinery and use of noise mitigation barrier(s);
 - e. Details of any floodlighting, including location, height, type and direction of light sources and intensity of illumination;
 - f. The parking of vehicles of site operatives and visitors;
 - g. The arrangements for deliveries associated with all construction work;
 - h. Loading and unloading of plant, machinery, and materials and access and egress;
 - i. Storage of plant and materials used in demolition (if any) and constructing the

development;

- j. Location of temporary site buildings and compounds;
- k. Protection of pedestrian routes during construction.
- l. The erection and maintenance of security hoarding, where appropriate;
- m. Wheel washing facilities;
- n. Measures to control the emission of dust and dirt during construction;
- o. A scheme for recycling/disposing of waste, including spoil, resulting from demolition and construction works;
- p. Construction working hours.
- q. No construction materials or equipment to be left on or near to Steep Footpath 29 that would cause obstruction, hinderance or a hazard to users.

Reason: In the interests of highway safety and the amenities of the area.

12. No works pursuant to this permission shall commence until a design stage construction report (in the form of design stage SAP data calculations; a BRE water calculator; product specifications; and building design details, layout or landscape plans), has been submitted to, and approved in writing, by the Local Planning Authority. The report shall demonstrate that:
- i. Each lodge has reduced predicted CO2 emissions by at least 19% due to energy efficiency and a further 20% due to on site renewable energy compared with the maximum allowed by building regulations;
 - ii. Predicted water consumption no more than 110 litres/person/day;
 - iii. Evidence demonstrating sustainable drainage and adaptation to climate change;
 - iv. Sustainably sourced materials;

Thereafter the development shall be undertaken in full accordance with the agreed details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure development demonstrates a high level of sustainable performance to address mitigation of and adaptation to predicted climate change. This is required to be a pre-commencement condition because it is necessary to agree such details prior to commencing works.

13. Within 6 months after the occupation of the development hereby permitted, detailed information in a post construction stage sustainable construction report (in the form of design stage SAP data calculations; a BRE water calculator; product specifications; and building design details, layout or landscape plans), shall be submitted to, and approved in writing, by the Local Planning Authority. The report shall demonstrate that:
- i. Each lodge has reduced predicted CO2 emissions by at least 19% due to energy efficiency and a further 20% due to onsite renewable energy compared with the maximum allowed by building regulations;
 - ii. Predicted water consumption no more than 110 litres/person/day;
 - iii. Evidence demonstrating sustainable drainage and adaptation to climate change;
 - iv. Sustainable materials, which shall include (but not be limited to) timber from sustainable sources (FSC Certified).

The development shall be occupied in full accordance with these agreed details and these details shall thereafter be retained.

Reason: To ensure development demonstrates a high level of sustainable performance to address mitigation of and adaptation to predicted climate change.

14. The landscaping scheme to be submitted, in accordance with Condition 1, shall include a

detailed scheme of hard and soft landscaping works, which shall be submitted to and approved in writing by the Local Planning Authority. All such works shall then be fully implemented in accordance with the agreed details. The scheme shall include details of:

- i. Proposed planting plans and strategy, including written specifications, cultivation and other operations associated with plant, grass, shrub and replacement tree establishment; schedules of plants and trees (achieving where possible closed canopies along the green corridor through the site) noting species, sizes; and proposed numbers/densities where appropriate;
- ii. Tree guards, staking and tree-pit construction;
- iii. Location, height and materials/construction technique for all boundary treatments and other built means of enclosure (including gates and setbacks);
- iv. Retained areas of grassland cover, scrub, hedgerow, and trees;
- v. Treatment of surfaces, paths, access ways, courtyards, seating areas, patio areas and parking spaces, including their appearance, depth and permeability, any kerbs, edges, steps and ramps, spot levels, finished floor levels, upstands and demarcation;
- vi. Above ground rainwater harvesting solutions and rain gardens;
- vii. A timetable for implementation of the soft and hard landscaping works.
- viii. A schedule of landscape maintenance for a minimum period of 5 years to include details of the arrangements for its implementation.

Thereafter the development shall be undertaken in full accordance with the agreed details unless otherwise agreed in writing by the Local Planning Authority.

All soft landscaping shall be carried out in the first planting and seeding season following the first occupation of the development, or the completion of the development, whichever is the sooner. All shrub and tree planting shall be maintained. Any trees or plants which, within a period of five years, die, are removed, or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To achieve an appropriate landscaping scheme to integrate the development into the landscape and mitigate any impact upon the amenities of neighbouring properties.

15. The landscaping particulars to be submitted in accordance with Condition 1 shall include a site-wide detailed Landscape and Ecological Management Plan (LEMP). The LEMP shall include details of measures to retain existing boundary features; long term objectives and management responsibilities; the management regime of the landscape scheme and; measures to enhance ecology through the provision of landscape species. The approved measures shall thereafter be implemented in full and maintained in accordance with the approved details.

Reason: To secure the long term maintenance of the landscaping scheme, which will contribute to the setting of the development and the surrounding character and appearance of the area and enhance biodiversity.

16. Prior to the commencement of the development, a Tree Protection Plan and Arboricultural Method Statement for the site boundary vegetation around the application site shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter proceed in full accordance with the approved details.

Reason: To conserve trees on/around the site which are to be safeguarded and retained.

17. Prior to the commencement of development, a detailed Ecological Mitigation, Compensation and Enhancement Strategy shall be submitted to and agreed in writing by

the Local Planning Authority. This strategy shall, as a minimum, be in accordance with the principles for ecological mitigation and enhancement measures detailed within the Ecological Impact Assessment Report by Gray's Ecology (dated June 2021). The Strategy shall include (but not be restricted to):

- a) details of all habitat and species related avoidance and mitigation measures (e.g. timings, methods, responsibilities);
- b) detailed lighting strategy and evidence to demonstrate this takes full account of ecological receptors;
- c) plans of, and details describing, all habitat impacts and measures to compensate impacts (e.g. location, methods of establishment, responsibilities, care and maintenance);
- d) plans and details of all habitat and species related enhancement measures (e.g. location, methods, responsibilities, care and maintenance).

The development shall, thereafter, be implemented in full accordance with these approved details.

Reason: To conserve and enhance biodiversity.

18. No development shall commence until a detailed external lighting scheme that accords with the SDNPA Dark Night Skies Technical Advice Note (2021) has been submitted to and agreed in writing by the Local Planning Authority. The external lighting scheme shall also be designed to minimise impacts on wildlife, particularly in regard to green infrastructure within and around the site. The agreed details shall, thereafter, be implemented in full prior to the site being brought into use and retained thereafter.

Reason: In the interests of the conserving dark skies and wildlife.

19. Before the development is brought into use, the existing access from the site to Tankerdale Lane shall be permanently stopped up and effectively closed, with the footway and verge reinstated in accordance with the general arrangement site plan PG-HSP-00-00-DR-C-215, to the satisfaction of the Local Planning Authority.

Reason: In the interests of highway safety.

20. No development shall commence on site until the access, including the footway and/or verge crossing, has been constructed and lines of sight of 2.4 metres by 39 metres to the north and 34 metres to the east are provided in accordance with the approved plan PG-HSP-00-00-DR-C-216. The visibility splays shown on the approved plan shall be kept free of any obstruction exceeding 1 metre in height above the adjacent carriageway and shall be subsequently maintained thereafter.

Reason: To provide satisfactory access and in the interests of highway safety.

21. Prior to the development being brought into use, the car parking and cycle parking shall be provided in full. These shall, thereafter, be retained at all times for their designated purpose.

Reason: To provide sufficient parking on site to serve the development.

22. Prior to the development being brought into use, provision of electric vehicle charging spaces (minimum of 7Kwh power with universal sockets) within the approved car park shall be agreed in writing with the Local Planning Authority and thereafter provided in full. These shall thereafter be maintained and retained for use.

Reason: To provide on-site sustainable parking facilities.

23. Prior to the development being brought into use, a Travel Plan shall be submitted to and approved in writing by the Local Planning Authority that seeks to reduce reliance on private vehicles. The measures within the Travel Plan shall, thereafter, be implemented in full.

Reason: To ensure a more sustainable form of development.

24. No development shall commence until a detailed surface water drainage scheme for the site has been submitted to and approved in writing by the Local Planning Authority. The drainage scheme shall minimise the extent of underground pipework in favour of further above ground surface water management features such as swales, and capture at source solutions including rainwater gardens, green roofs (where feasible) and water butts. The drainage scheme shall account for a 1:100 year + 40% climate change event and any increased run-off must be attenuated on site and not increase flood risk elsewhere.

The sustainable drainage scheme shall be implemented in full accordance with the agreed details and, thereafter, managed and maintained in full accordance with a management and maintenance plan to be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure satisfactory provision of surface water drainage.

25. No development shall commence until a detailed drainage scheme for the proposed means of foul water disposal has been submitted to and approved in writing by the Local Planning Authority. A maintenance plan with management responsibilities shall also be submitted to and agreed in writing by the Local Planning Authority. The development shall be carried out in full accordance with the approved details.

Reason: To ensure satisfactory provision of foul water drainage.

26. Details of all fencing, gates or other means of enclosure shall first be submitted to and approved in writing by the Local Planning Authority and carried out in accordance with the approved details. No other fences or means of enclosure nor any hard-surfaces, buildings or enclosures or additional site accesses shall be constructed or erected or without the further written approval of the Authority, notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), Schedule 2, Part 2, Classes A & B, or any order revoking or re-enacting that Order.

Reason: In the interests of landscape and visual amenity and to safeguard the rural character of the area.

27. No vehicles, machinery, equipment, materials, spoil, skips, scaffolding, or anything else associated with the works, use or occupation of the development, shall be left on or near to Steep Footpath 29, as to cause obstruction, hindrance or a hazard to its legitimate users.

Reason: To ensure the public right of way remains unobstructed.

Mike Hughes

Interim Director of Planning

South Downs National Park Authority

Contact Officer: Richard Ferguson

Tel: 01730 819268

Email: Richard.Ferguson@southdowns.gov.uk

SDNPA Consultees Legal Services, Development Manager

Appendices: Appendix I – Policies and Legislation.

Background Documents: [All planning application plans, supporting documents, and consultation and third party responses](#)

[SDNP/21/04092/OUT | Use of land as lodge park for tourism use, including landscaping, access road, onsite roads, footpaths, recreational space and management office/reception | Petersfield Golf Club](#)

[Tankerdale Lane Liss Hampshire GU33 7QY \(southdowns.gov.uk\)](https://www.southdowns.gov.uk)

[South Downs Local Plan \(2014-33\)](#)

[South Downs National Park Partnership Management Plan](#)

[SDNPA Supplementary Planning Documents and Technical Advice Notes](#)