

CASE OFFICER'S REPORT

Application Reference:	PL/2026/00319
Application Type:	Full planning permission
Consultation Ends:	09/03/26
Case Officer:	Joe Richardson

Site Address:	Furze Farm, Landford, Sherfield English, SP5 2SB
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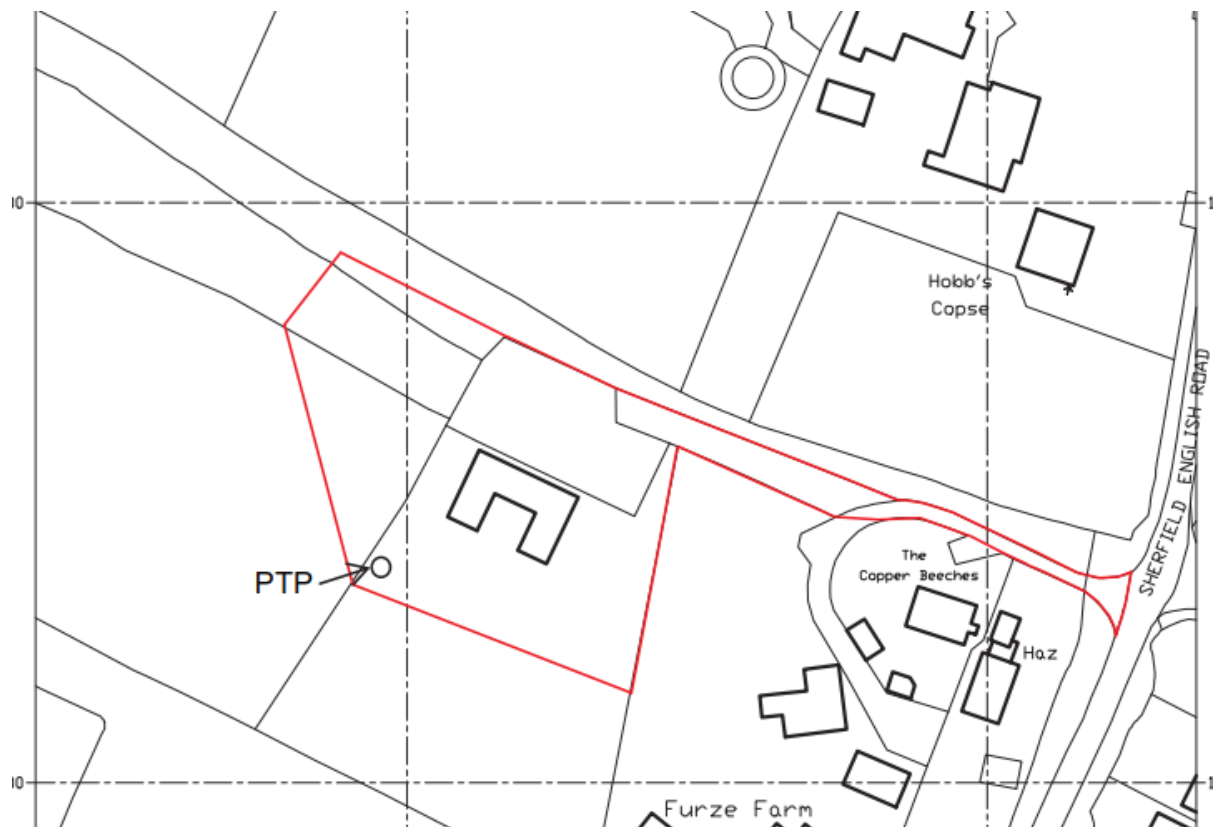
Proposal:	Change of use and conversion of rural building to one (Use Class C3) self-build dwelling with associated landscaping and works
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Recommendation:	Refuse
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Site Description/Proposal including site history:

The application site constitutes a parcel of land approximately 4.45 acres in size located within a predominately rural location in close proximity to the New Forest National Park (NFNP). Upon the land is an existing outbuilding erected adjacent to the residential curtilage of a detached dwelling house known as Furze Farm situated within an established residential area in Landford. The site benefits from recent planning consent, PL/2023/10270 that granted the change of use of land from residential to equestrian and to use the existing erected building as a livery/stable block.

Whilst there are existing residential dwellinghouses in close proximity to the site, the site in planning policy terms is considered to be in the open countryside and public footpath LAND15A runs adjacent to the site. The existing building and parcel of land are approximately 250m from the New Forest National Park boundary.



The site is within the Special Landscape Area (SLA), Flood Zone 1, in an area that is at low risk of ground water flooding, is within the River Test SAC catchment area and is within the 13.8km New Forest Recreation Zone of Influence.

Core Policies CP1 (Settlement Strategy) and CP2 (Delivery Strategy) form the settlement strategy for the Wiltshire Core Strategy (WCS). It is evident that the site subject to this planning application is outside of the defined settlement boundary of Landford and therefore, for the purposes of the local plan, is within the open countryside.

Planning permission is sought for the change of use and conversion of the rural building to one (Use Class C3) self-build dwelling with associated landscaping and works.

PL/2023/10270 - Change of use of agricultural land to equestrian and the erection of a stable block for use as a Livery (retrospective) A.C 23.01.24

PL/2023/08551 - Variation of condition 1 to amend the approved elevations, internal layout and materials from application PL/2022/06397 REF 08.12.23

PL/2022/06397 - Change of Use of land (Agricultural to Equestrian) and the retention of building as a stable block A.C 25.04.23

PL/2021/07390 – Retention of internal and external works to former stable building, use as tourist accommodation and use of land for agricultural purposes REF 29.09.21 and Dismissed on Appeal 04.07.22

20/11334/FUL - Conversion of existing stables to tourist accommodation and use of land for agricultural purposes. REF 22.06.21

19/11984/VAR - Variation of Condition 2 of planning application 18/11017/FUL amendments to approved elevations and materials of the stable block (retrospective) AC 10.02.20

18/11017/FUL- Change of Use of land (Agricultural to Equestrian) and the erection of a stable block AC 14.02.19

The principle of development has been established through planning permission 18/11017/FUL that granted the change of use of land from agriculture to equestrian and the erection of a stable block.

A further planning application 19/11984/VAR was submitted to the Local Planning Authority (LPA) that sought amendments to the design and materials for the approved stable block which was granted planning permission.

Subsequent applications 20/11334/FUL and PL/2021/07390 were submitted to the LPA for conversion works to the approved stable block to be used as tourist accommodation. Works were carried out to the building that converted this building to tourist accommodation without the relevant planning permission. A subsequent appeal against the refusal of planning application PL/2021/07390 was submitted to the Planning Inspectorate and was dismissed. The resulting changes to the building therefore did not benefit from any relevant planning permission and therefore are considered unauthorised.

A subsequent application PL/2022/06397 was submitted to the LPA to revert the building back to a stable block with the associated change of use of land from agriculture to equestrian. The proposed works to revert the building included the following:

- Removal of a pair of double doors and replace with a stable door between the store and tack room;
- Removal of glass bi-folding doors and replacement of two stable doors to the two stables on the right hand pair of stables;
- Removal of a pair of glass doors to the front elevation on the left hand side and replacement with a pair of solid timber doors;
- Removal of a pair of glass doors on the side of the left hand pair of stables, opening filled in and external finish to match existing;
- Removal of two courses of brick below stable entrance doors to provide a level threshold between outside and inside, all other doors to have a 150mm step to provide protection from flooding;
- Removal of internal ceiling to the stable between the tack and store rooms. All other ceiling as existing;
- Stable wall to be bare blockwork;
- Floors will concrete to the stables. All other floors to be timber floating floors to match height of existing 150mm step/ramp.

Condition 1 of planning permission PL/2022/06397 associated with this consent required the works to be carried out in full within six months of the decision date of the application. This condition is detailed below.

Within six months of the date of this decision, the development hereby permitted shall be carried out and completed in accordance with the following approved plans:

DWG No: 781/08/100 Site Location Plan Date Received 24.03.23

DWG No: 781/08/104 Proposed Site Layout Plan Date Received 24.03.23

DWG No: 781/08/102 Rev A Proposed Stable Elevations Date Received 07.02.23

DWG No: 781/08/102.1 Proposed Inner Stable Block Elevations Date Received 04.04.23

DWG No: 781/08/103 Proposed Stable Cross Sections A-A B-B Date Received 17.08.22

DWG No: 781/08/101 Rev A Proposed Stable Floor and Roof Plan Date Received 07.02.23

Fence details as per the contents of an email received by the Local Planning Authority dated 18th October 2022.

Statement of Works Date Received 29.03.23

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

These works were not implemented and a subsequent application PL/2023/08551 was submitted to the Local Planning Authority for changes to the internal layout and external appearance of the building. This application was refused for the following reason:

The existing building as constructed is unauthorised as it does not accord with the approved plans of planning approval PL/2022/06397 and has similarities with the refused application PL/2021/07390 and the subsequently dismissed appeal. On the basis of the information and details submitted, due to the proposed internal layout and close proximity to the adjacent associated dwelling, the Local Planning Authority remains to be convinced that the building as proposed would be used primarily for the stabling of horses and related equine operations. Consequently, the proposal would represent unjustified development in the open countryside contrary to the aims of Core Policies 48 and 57 of the Wiltshire Core Strategy and the requirements of the NPPF.

Application PL/2023/10270 was submitted to amend the external and internal layout of the building by increasing the number of stables from 2 to 4; reducing the overall size of the kitchen facilities and tack room along with the provision of an open store area and; fenestration changes to the doors and windows within the building to enable the keeping of horses. This application was approved in January 2024 and works to implement these changes were finalised in October 2025.

POLICIES

National Planning Policy Framework

Section 2 Achieving Sustainable Development

Section 11 Making Effective Use of Land

Section 12 Achieving Well Designed Places

Section 15 Conserving and enhancing the natural environment

Wiltshire Core Strategy

Core Policy 1 Settlement Strategy
Core Policy 2 Delivery Strategy
Core Policy 23 Southern Wiltshire Community Area
Core Policy 24 New Forest District Park
Core Policy 48 Supporting Rural Life
Core Policy 50 Biodiversity and Geodiversity
Core Policy 51 Landscaping
Core Policy 52 Green Infrastructure
Core Policy 57 Ensuring high quality design and place shaping
Core Policy 60 Sustainable Transport
Core Policy 61 Transport and Development
Core Policy 64 Demand Management

Supplementary Planning Documents:

Wiltshire Local Transport Plan 2015-2026: Car Parking and Cycling Strategy
Creating Places Design Guide SPD (April 2006)
National Design Guide 2021
Wiltshire Design Guide 2024

Emerging Local Plan

Salisbury District Local Plan

C6 - Special Landscape Area

ISSUES

- Principle of development including site history;
- Self-Build;
- Housing Land Supply position;
- Character and Design including SLA and NFNP;
- Amenity impacts including PROW;
- Highway safety/parking;
- Ecological Impact including the River Test SAC, New Forest SPA and BNG;

CONSULTATIONS/REPRESENTATIONS

Landford Parish Council – No objection

WC Highways – Comments received stating:

There has been many applications on this and the wider site for various proposals, however the highway aspect of these applications have been the same and I therefore make similar comments as previously. The site is located in the village of Landford off the classified C337 Sherfield English Road. Landford does not have a development boundary and I will be guided by you as to whether you consider the proposal to be contrary to policies CP57 (xiv), CP60(i) and CP61 of the Wiltshire Core Strategy and the NPPF 2024 paras 109-111 which seek to reduce the need to travel particularly by private car, and support and encourage sustainable, safe and efficient movement of people and goods. The existing vehicle access was the subject of concerns for a previous application on the site due to visibility. I understand that the visibility has been improved and vegetation cut back. Three off street parking spaces are proposed for this proposal on the driveway which is adequate.

Should you be minded to support the development, I raise no highway objection providing the following conditions are imposed:

The development hereby permitted shall not be occupied until the first 5m of the access, measured from the edge of the carriageway, has been consolidated and surfaced (not loose stone or gravel). The access shall be maintained as such thereafter.

REASON: In the interests of highway safety.

The development hereby permitted shall not be occupied until the area between the fence line at the northern side of the access parallel to Sherfield English Road and the fence at a 90 degree angle to it adjacent to the boundary of Hobbs Copse has been cleared of any obstruction to visibility at and above a height of 900mm above the nearside carriageway level. That area shall be maintained free of obstruction at all times thereafter.

REASON: In the interests of highway safety

No part of the development hereby permitted shall be occupied until the access, turning area & parking spaces [3] have been completed in accordance with the details shown on the approved plans. The areas shall always be maintained for those purposes thereafter and maintained free from the storage of materials.

REASON: In the interests of highway safety.

WC Ecology – Objection on the basis that no ecological assessment has been provided.

Please see full comments within the Ecological Impact section of this report.

WC PROW – No objection with the following comments received stating:

I note that part of the access drive to the site is recorded as a public footpath (LAND15A). This currently provides a vehicular access to properties, the existing stables and an agricultural access into fields. The entrance to the stables is located approximate 90 metres along the footpath. The track is straight and is wide enough to allow space for a vehicle and pedestrians to pass each other. The existing block of 4 stables has planning permission for livery which would be likely to generate more vehicular movements along the footpath than a 4 bedroom dwelling. I would not therefore raise an objection subject to the following informatives:

The applicant should note that no construction / demolition vehicle access may be taken along LAND15A without prior consultation with the Rights of way Countryside Access Officer (CAO). Where appropriate any safety/mitigation/reinstatement measures must be approved by the CAO. It is an offence under section 131A of the Highways Act 1980 to disturb the surface of a public right of way without lawful authority to do so. The Highway Authority have the power to take enforcement action as necessary.

The applicant should note that it is a criminal offence to obstruct a public right of way under section 137 of the Highways Act 1980 and therefore no materials, plant, temporary structures or excavations of any kind should be deposited / undertaken which obstruct or adversely affect the public right of way LAND15A whilst development takes place, without prior consultation with, and the further permission of, the highways authority at Wiltshire council.

The applicant should note that no gates, fences or stiles should be erected across the public right of way without prior consultation and approval from the Countryside Access Officer (contact rightsofway@wiltshire.gov.uk). Unauthorised structures across a right of way are an

obstruction and gates may only be authorised for the control of stock under section 147 of the Highways Act 1980.

New Forest National Park Authority – Comments received stating:

The above site is located close to the New Forest National Park Boundary and as you are aware, you have a legal duty under Section 62(2) of the Environment Act 1995 to have regard to the two statutory National Park purposes in making decisions that could affect the nationally protected New Forest National Park (Further details are set out in the Government's guidance note (DEFRA, 2005)). The Habitats Regulations Assessment (HRA) of the New Forest National Park Local Plan 2016 – 2036 (adopted August 2019) concluded that all proposals resulting in a net increase in new dwellings or overnight accommodation would be likely to have a significant effect on European sites without mitigation, an appropriate assessment is required in all cases. This should consider both recreational impacts and impacts on water quality. Additionally, given that the proposal is within 400m of the statutory designations 'The Conservation of Species and Habitat Regulations 2017 requires you to take into account whether the development would either alone, or in combination, have likely significant effect on a European Site (SPA/SAC/Ramsar Site).

Third party representations –

1 x letter of objection with comments received stating:

The applicant wants the change of use and conversion of rural building to a self-build dwelling. At the moment the building is supposed to be a stable block, but has been in name only since conception. It has never been used for equestrian purposes, no horse has been within 30 metres of the site! As such, no horse box has been anywhere near it either. The only heavy vehicles that have been up the track are the applicant's builders' vehicles daily and trucks and delivery lorries carrying hardcore to make hardstanding in the applicant's builder's yard he has installed further up the extended track. (5.51 planning statement). Since the applicant has started developing this area, the amount of traffic has using the track has progressively increased going to the holiday let, 'stables' and builder's yards when previously this was just a scenic, rural footpath the whole length. The site is well behind the building line comprising of the other houses along the road within the village building line. This is not a heritage asset and it has only been used for accommodation, not for any rural pastimes. The installation of a bird box and a bat box is poor consolation to the wildlife considering the large amount of trees the applicant has had cut down (at least 30 to allow for the site and the builder's storage yard 30 metres further up the track) in order to build the building and clear further up the track (5.54 planning statement) The local planning authority seek to resist new dwellings in open countryside - core strategy seeks to re-use and conversion of rural buildings, this building has never been used for the purpose it was built. No stables have ever been installed as it was originally build with two holiday lets and has never been converted to the originally stated stables.(6.2 planning statement). There are lights on in the building and washing hung outside frequently. I am told it is being used as a gym for the household. The drains have all been diverted from the applicant's ditches across the track into my ditch, causing excess flooding in Sherfield English Road at the entrance to the track because of excess water being directed down my ditch multiple times this winter as it was only meant to drain water off my fields, not the neighbouring field and the water from the stable block as well. The applicant has blocked his ditch to avoid clearing out his culvert under the road where this excess water should drain into the ditch down the track to Plaitford Common and into the ford there. This will increase if the conversion takes place allowing for the normal amount of water used by a four bed dwelling. The track is constantly being widened and lengthened, and the applicant, as a result, keeps overdigging my ditch and undermining my trees on the boundary of my property, causing seven of my trees to die and/or fall over in extreme weather conditions since he has started developing the property. In order to do this, the footpath has also on numerous

occasions been blocked off, preventing access to those wanting to use it. In the previous Planning Application/ PL/2023/10270, condition 2 states that approval of stables would only be carried out in association with the occupation/residential use of the adjacent Furze Farm for the lifetime of the development. There shall be no subdivisions of the planning unit. Also condition 7 of the above approval stated that the stable block hereby permitted shall not be used at any time for overnight purposes. Reason: in the interests of River Test catchment, where any new overnight accommodation may not be permitted without appropriate mitigation for nutrients. Also in the informative, it states that no works should be undertaken on the footpath without prior consultation with Rights of Way Countryside Access Officer.

1 x letter of support with comments stating:

I have no objection providing it is only one property and doesn't lead to further applications for additional buildings.

ASSESSMENT

Principle of development including site history

The Wiltshire Core Strategy (WCS) sets out a Settlement Strategy and a Delivery Strategy for the sustainable delivery of new development within the County. Applying the normal principle that applications for planning permission should be determined in accordance with the Development Plan unless material considerations indicate otherwise; proposed new development which does not comply with the Settlement and Delivery Strategies will be unsustainable, and so unacceptable as a matter of principle, in this overarching context. The WCS for the area was adopted by Wiltshire Council in January 2015.

Core Policy 1 of the Wiltshire Core Strategy sets out a settlement strategy for Wiltshire and guides where development may be acceptable. Landford is listed in the Wiltshire Core Strategy under List 2 as a settlement not identified in the settlement hierarchy that formerly had a boundary. The site is therefore considered to lie in the open countryside where development without justification is not supported.

Core Policy 2 Delivery Strategy sets out the housing and employment land targets for the County, and the locations where these facilities can be delivered in the most sustainable manner. The policy goes on to state that within the limits of development, as defined on the proposals map, there is a presumption in favour of sustainable development at the Principal Settlements, Market Towns, Local Service Centres and Large Villages.

The policy then goes on to consider schemes outside the defined limits of development, where development will not be permitted unless it meets the criteria set out in policy CP 34 (additional employment land), CP 37 (military establishments), CP 39 and 40 (development related to tourism), CP 44 (rural exception sites), CP 46 and 47 (specialist accommodation provision) and CP 48 (supporting rural life) or in Small Villages that development will be limited to infill within the existing built area.

The proposed development is located outside of any defined settlement boundary and is therefore considered to lie within the open countryside for the purposes of the local plan. In such locations, new residential development is strictly controlled unless supported by specific exception policies of which none apply to this proposal.

Core Policy 48 also provides support for the conversion and re-use of rural buildings for tourism, employment, cultural and community uses, the policy states:

Proposals to convert and re-use rural buildings for employment, tourism, cultural and community uses will be supported where they satisfy the following criteria:

i. The building(s) is/are structurally sound and capable of conversion without major rebuilding, and with only necessary extension or modification which preserves the character of the original building.

ii. The use would not detract from the character or appearance of the landscape or settlement and would not be detrimental to the amenities of residential areas.
(emphasis added)

iii. The building can be served by adequate access and infrastructure. iv. The site has reasonable access to local services.

v. The conversion or re-use of a heritage asset would lead to its viable long term safeguarding.

Where there is clear evidence that the above uses are not practical propositions, residential development may be appropriate where it meets the above criteria. In isolated locations, the re-use of redundant or disused buildings for residential purposes may be permitted where justified by special circumstances, in line with national policy.

It is accepted CP48 provides broad support for conversion of existing rural buildings for either tourism, community, cultural and employment uses subject to various criteria as listed above. The policies were not however intended to provide support for conversion of other buildings such as new builds in the countryside for residential purposes.

Officers are aware of the extensive planning history of this site. Of particular relevance is application, PL/2021/07390 that sought permission for the use of the stable building as tourist accommodation. This application was refused and subsequently, dismissed on appeal by the Planning Inspectorate (APP/Y3940/W/21/3283827). This decision and appeal decision are a material consideration of this planning application.

Application PL/2021/07390 was refused for the following reasons:

- 1. Wiltshire Core Strategy adopted planning policies CP39 and CP48 and the National Planning Policy Framework provide broad support for the conversion and reuse of existing redundant or disused rural buildings for tourism purposes. However, in this case the subject building has only recently been built out, and the building as constructed does not accord with the approved plans. Consequently, this proposal does not relate to the conversion and reuse of a redundant or disused rural building, but rather to the use of a new unauthorised building for residential purposes. As the building is located in the open countryside of Landford and in close proximity of the New Forest National Park where new build residential accommodation uses are strictly limited, the proposed development is contrary to the aims of core policies CP1, CP2, CP24, CP39, CP48, CP51, CP57, saved policy C6 and para 80 of the NPPF.*
- 2. Following consultation and advice from Natural England, the proposed wildflower meadow put forward as nitrates mitigation is considered unacceptable, and would not provide the level of certainty in perpetuity required under Habitats Regulations to rule out an adverse effect. Together with the lack of clarity regards the land area being returned to agricultural use, in the absence of a satisfactory scheme of nitrates mitigation, the development would likely result in adverse effects on the integrity of the River Test Special Area of Conservation. For this reason, the proposal would conflict with Wiltshire Core Strategy Policy CP50, which requires that development demonstrates how it will protect features of nature conservation, to maintain ecological value in the long term.*

Notwithstanding the works undertaken to the building, Officers remain to be convinced the building subject to this application is a redundant rural building being used as a stable block or livery given the recent planning history. Officers note that paragraph 84 of the NPPF refers to avoiding the development of isolated homes in the countryside and states the following:

Planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply:

- a) there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;*
- b) the development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets;*
- c) the development would re-use redundant or disused buildings and enhance its immediate setting; (emphasis added)***
- d) the development would involve the subdivision of an existing residential building;*
or
- e) the design is of exceptional quality, in that it:*
 - i. is truly outstanding, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas; and*
 - ii. would significantly enhance its immediate setting, and be sensitive to the defining characteristics of the local area.*

Noting criterion c) of paragraph 84 of the NPPF, this refers to reuse of “redundant or disused buildings”. In this case, the subject building is not considered to be redundant or disused as it was originally built not in accordance with the approved plans of consent, 18/11017/FUL. It is apparent from the extensive recent planning history for this building and lack of evidence submitted with this application that the building has never been used for equestrian purposes. Referring to the appeal decision, the Inspector at paragraphs 27 and 28 of the appeal decision confirms that the building was never used as a stable and therefore, could not be considered a rural building.

- 27. The building has never been used as a stable and, in its built form, is not practical to be used for these purposes. I conclude that on balance the building as built is not a rural building but is an unauthorised building, tantamount to a dwelling, in the countryside. For this reason, it would not be a rural building in terms of Core Policy 48.
- 28. Even if I am wrong and the building could be considered a rural building, there is limited evidence before me as to why the building is redundant. I appreciate that the appellant’s circumstances may have changed although few details have been provided in support of this. Furthermore, it is not clear why this would prevent the use of the building for the purposes for which it was granted planning permission by someone else.

Whilst works have been undertaken to convert the building to a stable block/livery in accordance with recent planning consent, PL/2023/10270, there is no evidence to suggest that the building has been used for the approved purposes. In fact, it is evident following a site visit that building materials/machinery/paraphernalia and three storage containers are sited within proximity to the building thus suggesting that the building may not be used in accordance with this approved equestrian use. Officers also note the comments from the member of the public that refer to the use of the building not being in accordance with the approved use. Having regard for what was noted on the site and there being a lack of evidence that the above uses are not practical propositions, the proposal fails to demonstrate

compliance with Core Policy 48 and with any of the criterion requirements of paragraph 84 of the NPPF.

In conclusion, the proposed development conflicts with Core Policies 1, 2 and 48 of the adopted Wiltshire Core Strategy as the site is outside of the limits of development and none of the exception policies under paragraph 4.25 apply in this instance. Therefore, the principle of development to convert the existing building to residential use is not acceptable and there is no evidence to demonstrate compliance with Core Policy CP48 and paragraph 84 of the NPPF.

Self-Build

This scheme is for the conversion of the existing building into a dwellinghouse as a self-build proposal. Self-build dwellinghouses help diversify the housing market and increase consumer choice. Self-build and custom housebuilding covers a wide spectrum, from projects where individuals are involved in building or managing the construction of their home from beginning to end, to projects where individuals commission their home, making key design and layout decisions, but the home is built ready for occupation ('turnkey').

The [Self-build and Custom Housebuilding Act 2015 \(as amended by the Housing and Planning Act 2016\)](#) provides a legal definition of self-build and custom housebuilding. The Act does not distinguish between self-build and custom housebuilding and provides that both are where an individual, an association of individuals, or persons working with or for individuals or associations of individuals, build or complete houses to be occupied as homes by those individuals.

The proposal would provide a self-build unit for which there would appear to be an un-met need as confirmed in the Wiltshire Council self-build register. As a proposal for a self-build dwelling, this carries moderate weight in favour of the proposal as it would meet an identified housing need. In terms of securing the proposal for as a self-build dwellinghouse, this is to be secured by the applicant entering into a unilateral agreement with the Council.

Housing Land Supply position

The Local Planning Authority (LPA) can currently demonstrate a 2.42 years housing land supply which is a significant shortfall. The presumption in favour of sustainable development ('tilted balance') as set out in paragraph 11 (d) of the NPPF therefore applies to the determination of applications in Wiltshire at this current time. However, the tilted balance is **not engaged** (emphasis added) for this application as there are impacts on habitat related developments as per footnote 7 and outlined within the ecological section of this report.

Notwithstanding, it is acknowledged that currently the Council cannot demonstrate a 5 year housing land supply and therefore, the additional dwelling proposed by way of this scheme is a consideration within the planning balance for the determination of this application.

In this case, the proposed development would provide one new dwelling, which in housing supply terms, would make a modest contribution towards addressing the shortfall. This benefit is considered in more detail within the Planning Balance section of this report.

Character and Design including SLA and NFNP

At a local level, WCS policy CP57 (Ensuring High Quality Design & Place Shaping), further

requires a high standard of design in all new developments through, in particular, enhancing local distinctiveness; retaining and enhancing existing important landscaping and natural features; being sympathetic to and conserving historic buildings and landscapes in terms of layouts, massing, building heights and plot sizes; and making efficient use of land whilst taking into account the local context and surrounding uses.

The revised NPPF puts greater emphasis on the need for good design. Paragraph 135 sets out that developments should function well and add to the overall quality of the area; demonstrate good architecture, layout and appropriate and effective landscaping; be sympathetic to local character; and establish a sense of place. It states at Paragraph 139 that development that is not well designed should be refused.

Also of relevance is WCS policy CP51 (Landscaping) that states: *Development should protect, conserve and where possible enhance landscape character and must not have a harmful impact upon landscape character, while any negative impacts must be mitigated as far as possible through sensitive design and landscape measures.*

Paragraph 189 of the NPPF states *Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and National Landscapes which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads. The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.*

The location of the building is approximately 250m from the boundary of the New Forest National Park. In addition to its countryside village location, the site forms part of a Special Landscape Area (SLA) as per policy C6 of the saved Salisbury District Local Plan (SDLP). This policy states that whilst generally not of as such high quality as within Areas of Outstanding Natural Beauty (now referred to as the National Landscape), some areas are considered worthy of being preserved. As such, in accordance with saved policy C6, development proposals are required to be sympathetic and appropriate to the landscape, having regard to scale, sitting, landscaping and design.

The existing and proposed plans are shown below along with photographs of the building taken in October 2025.



Existing (above)



Proposed (above)



The changes to the building would largely be limited to fenestration changes externally including door changes and internal changes to facilitate layout/room alterations giving it a more domestic appearance. The footprint of the building is not proposed to be changed.

Officers consider the proposed design changes would be very similar to that of the proposed plans for the refused application, PL/2021/07390 as shown below.



Paragraphs 9, 10 and 11 of the appeal decision regarding the design and impact of the proposal on the character and appearance of the area are shown below.

9. The overall size of the building would not be altered by the proposal. However, the addition of the brick plinth and several sets of French doors gives the building a more domestic appearance. Coupled with parking and other domestic paraphernalia, this would appear incongruous, resulting in an encroachment of residential development away from the road into the rural landscape. Despite the presence of trees, this would be visible from public viewpoints along the footpath. This would be harmful to the rural character of the area.
10. There is evidence that the materials used on the external walls have changed over the period since the building was constructed. At the time of my site visit, the walls were entirely timber clad although the drawings indicate a combination of cladding and render. The use of full timber cladding would help to give the building a more rustic appearance. However, it would not overcome the harm from the introduction of a residential use away from established development in this location.

11. The appeal site is in close proximity to the NFNP, which is indicated to be some 250m to 300m away. The proposal would be within its setting. The National Planning Policy Framework (the Framework) sets out at paragraph 176 that development within the setting of National Parks should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.

As the proposal would harmfully encroach into the rural landscape, it would not be sensitively located and would not enhance the character or appearance of the setting of the NFNP.

It is clear that the Inspector considered that the design and appearance of the building was incongruous resulting in residential development encroaching into the rural landscape and thus would not enhance the character or appearance of the setting of the NFNP, this being some 250m away.

Other than some fenestration changes to the building subject to this application, there is no difference between this proposal and the dismissed appeal given the proposed residential use of both schemes albeit that the dismissed appeal was for holiday let use. The incongruous design and appearance of the building with the intended residential use and associated domestic paraphernalia would result in encroachment into the rural landscape that would not enhance the character or appearance of the setting of the NFNP. It is therefore considered that the proposal would adversely affect the character and appearance of the area and as such, does not accord with the Core Policies CP23, CP25, CP51 and CP57 of the WCS, saved policy C6 of the Salisbury District Local Plan and paragraph 189 of the NPPF.

Amenity impacts including PROW

Core Policy 57 also requires that development should ensure the impact on the amenities of existing occupants is acceptable, and ensuring that appropriate levels of amenity are achievable within the development itself, and the NPPF (paragraph 135f) states that planning decisions should 'create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.'

The location of the application site is within the village of Landford and therefore, for the purposes of the local plan, is within the open countryside. The positioning of the existing building is set back from the public highway and residential properties known as Haz, Torino and Copper Beeches are in proximity of the site. Along the northern boundary of the site, is the PROW known as LAND15A.

As outlined within previous sections of the report, the principle of development is considered unacceptable. Notwithstanding this, due to the limited scale of the single storey development proposal and it being sited at sufficient distance away from neighbouring dwellings, it is considered there would not be any undue impact on neighbour amenity. Any noise/nuisance would fall under the relevant public protection regime to investigate if deemed expedient to do so.

Officers have walked the PROW known as LAND15A adjacent to the existing building and photographs are shown below. The ridge line of the building is visible at certain vantage points along this PROW.



Whilst the existing building is visible at certain vantage points along this PROW, any harm to users of this PROW would be minimal by way of the scheme proposed. Officers also note the comments of the Council's PROW Officer that raise no objection to this proposal subject to the imposing of informatives onto any decision. Please refer to the consultee section of this report for full comments.

Based on these comments and the approved landscaping scheme of consent PL/2023/10270, it would be difficult for officers to justify that this proposal would have a significant adverse impact to the PROW LAND15A to warrant the refusal of planning permission. However, this does not outweigh the harm identified to the setting of the NFNP by way of the intended residential use as outlined within the previous section of this report.

Highway safety/parking

The site benefits from an existing access/egress obtained from Sherfield English Road and this access/egress is unaltered by this proposal.

The Council's Highways Officer has assessed this proposal and has no objection to this scheme by way of the parking proposed in relation to the adopted parking strategy of Wiltshire Council and thus, no objection is raised to this element of the proposal.

Notwithstanding the above, comments are raised about the location of the site being outside of any development boundary and thus, the scheme could be considered as being contrary to Core Policies CP60 and CP61 of the Wiltshire Core Strategy and relevant paragraphs of the NPPF.

Whilst these comments are noted, officers consider that the location of the building is not in an isolated location and has reasonable access to local services given the presence of a bus stop on the A36, a convenience store, petrol filling station and a public house in close proximity to the site. Therefore, any occupier(s) of the converted building would not be solely reliant on the use of a private car to access services and facilities. Therefore, officers do not consider the location of the site, this being outside of any settlement boundary being contrary to Core Policies CP60 and CP61 of the WCS.

Ecological Impact including the River Test SAC, New Forest SPA and BNG

CP50 and CP52 of the Wiltshire Core Strategy and the National Planning Policy Framework require that the planning authority ensures protection of important habitats and species in relation to development and seeks enhancement for the benefit of biodiversity through the planning system. It will therefore be necessary to assess the site for its potential to support habitats and species of importance to nature conservation.

The application is accompanied by an Preliminary Ecological Assessment (PEA) undertaken by Pro Vision dated November 2025 that has been assessed by the Council's Ecology Team.

Comments received from the Ecology Team state:

The following submitted documentation was reviewed to inform this response:

- *Natural England Nutrient Neutrality budget calculator for The Solent Marine Sites. Nutrient Calculator rev b;*
- *Performance Results: Small wastewater treatment system one2clean. PIA;*
- *Existing Plan & Elevations. Larkham Design Ltd. Drawing Ref. 1027/Pr/01;*
- *Existing Location & Site Plan. Larkham Design Ltd Drawing Ref. 1027/Ex/01. Rev. B;*
- *Existing Plan & Elevations. Larkham Design Ltd Drawing Ref. 1027/Ex/02;*
- *Planning Statement. January 2026. Atlas Planning Group.*

New Forest Protected Sites

The proposed development site lies within the 13.8km zone of influence for the New Forest internationally protected sites, which comprises the New Forest SPA, New Forest SAC and New Forest Ramsar site. Therefore, the application is screened into appropriate assessment under the Conservation of Habitats and Species Regulations 2017 (as amended) on account of its potential to cause adverse effects on the New Forest protected sites through increased recreational pressure which may occur alone and in-combination with other plans and projects. Many of the special features of the New Forest protected sites afforded protection are vulnerable to adverse effects associated with an increase in recreation as demonstrated in Natural England's supplementary advice issued for the SPA on 19 March 2019 and for the SAC on 18 March 2019.

Following a Cabinet decision on 7 May 2024, Wiltshire Council's "Interim recreation mitigation strategy for the New Forest internationally protected sites" (Version 1.1, 21 March 2023) is being revised. Cabinet approved revised mitigation measures to manage recreational pressures on the New Forest protected sites, including the cessation of use of Community Infrastructure Levy (CIL) to fund Strategic Access Management and Monitoring (SAMM) measures for minor residential development (1-49 dwellings) and tourism / visitor accommodation within the 13.8km zone of influence. Instead, SAMM measures are to be funded by developer contributions at a rate of £612 (plus legal fees) per unit of residential or tourism accommodation. This revision applies to all development that will result in a net increase in accommodation units within the 13.8km zone of influence from the New Forest protected sites and therefore applies to this application. Evidence for the revised approach derives from the New Forest SAMM Report (Footprint Ecology, October 2023) which can be found here: Research into recreational use of the New Forest's protected habitats - New Forest National Park Authority (newforestnpa.gov.uk). The New Forest SAMM Report was commissioned by all the local planning authorities with areas lying within the 13.8km zone, in order to identify and implement a consistent strategic approach to mitigation across the zone of influence.

It will therefore be necessary for developer contributions of £612 per dwelling / tourism unit (plus legal fees) to be paid prior to commencement of development and secured via legal agreement. In the absence of a S106 the fee can be paid by a section 111 agreement. Where

the applicant elects to use the S111 process the fee must be paid and S111 signed by both the applicant and the council on the granting of planning permission. This will enable the Council to conclude, subject to endorsement from Natural England, that the development proposed by means of this application will not lead to significant adverse effects on the New Forest protected sites alone or in-combination with other plans and projects.

River Test Catchment

Solent Protected Sites - Solent Maritime Special Area of Conservation (SAC), Chichester and Langstone Harbours Special Protection Area (SPA) and Ramsar site, Portsmouth Harbour (SPA) and Ramsar site, Solent and Southampton Water (SPA) and Ramsar site.

This development falls within the catchment of the River Test catchment which drains into the Solent Protected Sites and has potential to cause adverse effects alone or in combination with other developments through discharge of nitrogen in wastewater. Appropriate Assessment must be carried out by the relevant Competent Authority (the LPA) to determine the potential significant effects and the suitability of any measures proposed to avoid or mitigate those effects.

Nitrogen budget

In line with Natural England's Advice on Nutrient Neutrality, a calculation of the nitrogen burdens of the proposal is required. Natural England has issued guidance and a calculator tool to be used by applicants and this is available here: <https://www.wiltshire.gov.uk/planning-bio-phosphorous-nitrogen-mitigation>. A nitrogen budget has been submitted. The nitrogen budget is in line with Natural England's advice and it is agreed that the development will result in a nitrogen burden of 3.66 kg/N/yr and mitigation is required.

Wiltshire Council has a strategic nitrogen mitigation scheme to available to applicants located in the River Test catchment in Wiltshire. The applicant has agreed to use the Council's nitrogen mitigation scheme to achieve nitrogen neutrality.

The cost of Nitrogen credits from the Council's strategic scheme to mitigate the burden would be £10,211.40 (£2790 per 1 kg/N).

The purchase of nitrogen credits prior to the commencement of development must be secured by planning obligations.

Where a Section 106 agreement is not in place, mitigation can alternatively be secured under Section 111. In such cases, the credits must be purchased upon the granting of planning permission by completion of S111 process.

The applicant should be directed to the Guidance Note for Completing Agreements Under S.111 of the Local Government Act 1972.

Bespoke Mitigation or Alternative Strategic Scheme

Alternatively, a bespoke scheme of mitigation can be submitted provided this has been agreed with Natural England. Alternative strategic mitigation sites are available in the Solent. The latest information on mitigation options is available on the Partnership for South Hampshire website. Potential mitigation schemes available to developers - Partnership for South Hampshire (push.gov.uk)

Until a mitigation scheme has been agreed, it is unlikely that an Appropriate Assessment for this development could conclude with sufficient certainty that there will be no adverse effects on the Solent SACs and SPAs, alone and in-combination with other plans and projects.

An Ecological Assessment has not been submitted in support of this application. In carrying out its statutory function, the LPA must be reasonably sure that the proposal will not result in significant adverse effects on protected habitats or species. The information outlined in the

table above must therefore be submitted and reviewed by the LPA's ecology team prior to determination of the application.

Biodiversity Net Gain

From 12 February 2024 Biodiversity Net Gain (BNG) became mandatory under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). Based on the information available the biodiversity gain planning condition is not considered to apply to this application as the application is for self and Custom Build Development, meaning development which:

- consists of no more than 9 dwellings;*
- is carried out on a site which has an area no larger than 0.5 hectares; and*
- consists exclusively of dwellings which are self-build or custom housebuilding (as defined in section 1(A1) of the Self-build and Custom Housebuilding Act 2015).*

Note to case officer: you should be satisfied that the proposals meet the above criteria and act accordingly. Further information will be required from the applicant prior to determination in the event the application is considered to be subject to mandatory biodiversity net gain.

Core Policy 50

Core Policy 50 of the Wiltshire Core Strategy requires all development to demonstrate no net loss of biodiversity and to seek opportunities to enhance biodiversity. The NPPF also encourages applications to deliver measurable net gains (para 186 d). While it is not expected that this development will result in significant loss of habitat, both CP50 and NPPF requires the inclusion of biodiversity enhancements, such as bird and bat boxes. Ecological enhancements are provided through the installation of bird and bat boxes, within the Existing Plan & Elevations (Larkham Design Ltd. Drawing Ref. 1027/Pr/01. Rev b). The location of ecological/biodiversity enhancements must be included in the site plan drawings and will become an enforceable part of the planning permission. Bird/bat boxes will continue to be available for bats/birds for the lifetime of the development.

Notwithstanding the comments of the Council's Ecologist, Officers note the comments above by way of no Ecological Assessment being submitted in support of this application. On this basis, the LPA cannot be reasonably certain that the proposed development would not result in significant adverse effects on protected species or habitats. The scheme is therefore considered to be contrary to Core Policies CP50 and CP52 of the WCS. As a result, as per footnote 7 of the NPPF, the tilted balance is not engaged.

Other matters

Comments received regarding drainage and the blocking of ditches/culverts are not a material consideration of this planning application. These are matters to be addressed between the relevant landowners and would not be a matter for the Local Planning Authority to become involved within.

Planning Balance

In determining this application, the local planning authority is fully aware that if development accords with an up-to-date Local Plan it should be approved, and that proposed development that conflicts should be refused unless other material considerations indicate otherwise. It is considered that the overall strategy of the Core Strategy to direct development to the most sustainable settlements remains desirable and accords with the objectives of the NPPF.

Paragraph 11 (d) and footnote 8 of the NPPF state that where a housing land supply cannot be demonstrated then, for applications including housing provision, the policies which are most

important for determining the application should be considered out-of-date. As a result, the presumption in favour of sustainable development (often referred to as the 'tilted balance') should be applied and permission should be granted unless protection policies set out in footnote 7 of the NPPF apply, or the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits. As stated, on this occasion, the tilted balance is not engaged due to the likely harm to habitat.

Whilst one dwellinghouse would have a modest impact on the housing land supply position, the tilted balance is not engaged due to the significant habitat impact identified by way of the proposal in the absence of any ecological assessment.

Conclusion

Officers note the comments received from the members of the public to this proposal that have been carefully considered and are duly noted.

The scheme is located outside of the limits of development and none of the exception policies under paragraph 4.25 apply in this instance and furthermore, no justification has been provided. On this basis the development is considered contrary to Core Policies 1, 2, 23 and 24 of the adopted WCS. Officers also consider the incongruous design and appearance of the building with the intended residential use and associated domestic paraphernalia would result in encroachment into the rural landscape that would not enhance the character or appearance of the setting of the NFNP, contrary to Core Policies 48, 50, 51, 52 and 57 of the adopted WCS, saved policy C6 of the Salisbury District Local Plan and paragraphs 84 and 189 of the NPPF.

Furthermore, in the absence of any ecological assessment being submitted with this application, the LPA cannot be reasonably certain that the proposed development would not result in significant adverse effects on protected species or habitats. As a consequence of the above, it is recommended that the application is refused.

RECOMMENDATION

That planning permission be refused for the following reason(s):

1. The application site lies outside any defined settlement boundary and is therefore located within the open countryside where new residential development is strictly controlled. No justification has been provided or demonstrated for the residential use proposed. The proposal does not comply with the exception criteria under Core Policies 1 and 2 of the Wiltshire Core Strategy, which restricts residential development in the countryside.

The existing building to be converted lies within a Special Landscape Area and within close proximity to the New Forest National Park (NFNP). Saved Policy C6 of the Salisbury District Local Plan and Core Policy 51 of the Wiltshire Core Strategy require development to protect, conserve and where possible enhance landscape character. Whilst works have recently been undertaken to convert the building to a stable block/livery in accordance with planning consent, PL/2023/10270, there is no evidence to suggest that the building has been used for the approved purposes. Consequently, the building proposed for conversion is not a redundant or disused rural building having never been used for the approved equestrian/livery purposes and therefore, fails to

meet the requirements of Core Policy 48 of the Wiltshire Core Strategy for the reuse of rural buildings. Furthermore, the incongruous design and appearance of the building with the intended residential use and associated domestic paraphernalia would result in encroachment into the rural landscape that would not enhance the character or appearance of the setting of the NFN. In the absence of any ecological assessment being submitted with this application, the LPA cannot be reasonably certain that the proposed development would not result in significant adverse effects on protected species or habitats. As a result the tilted balance, as outlined in footnote 7 of the NPPF 2024 is not engaged.

The proposal therefore represents an unjustified new dwelling in the open countryside contrary to Core Policy 1 (Settlement Strategy), Core Policy 2 (Delivery Strategy), Core Policy 23 (Southern Wiltshire Community Area), Core Policy 24 (New Forest District Park), Core Policy 48 (Supporting Rural Life), Core Policy 51 (Landscaping), Core Policy 57 (Ensuring High Quality Design and Place Shaping), saved policy C6 of the Salisbury District Local Plan, and paragraphs 84 and 189 of the NPPF. As a result, the substantial conflict with the development policies would in this instance significantly and demonstrably outweigh the modest benefits.

2. No ecological assessment has been submitted in support of this application. In exercising its statutory responsibilities, the Local Planning Authority must be reasonably certain that the proposed development would not result in significant adverse effects on protected species or habitats. Without appropriate survey information, the Local Planning Authority cannot be satisfied that the proposal complies with the requirements of Core Policies 50 and 52 of the Wiltshire Core Strategy which require the protection and enhancement of biodiversity.

In the absence of adequate ecological information, the Local Planning Authority is unable to conclude that the development would not result in significant harm to protected species. Consequently, the proposal is therefore contrary to Core Policies 50 (Biodiversity and Geodiversity) and Core Policy 52 (Green Infrastructure) of the Wiltshire Core Strategy and paragraphs 192, 193 of the NPPF. In the absence of any ecological assessment being submitted with this application, the LPA cannot be reasonably certain that the proposed development would not result in significant adverse effects on protected species or habitats. As a result the tilted balance, as outlined in footnote 7 of the NPPF 2024 is not engaged.