

Application No: 24/01338FULL

Site: Harry's Field, Abbotswell Road, Frogham, Fordingbridge,
Hampshire SP6 2JA

Proposal: Use of land and buildings as a seasonal campsite for 50 pitches
(including 8no. bell tents) for no more than 52 days in a
calendar year (ADDITIONAL INFORMATION PROVIDED)

Applicant: V Sheriff

Case Officer: Ben Gilpin

Parish: Hyde Parish Council

1. REASON FOR COMMITTEE CONSIDERATION

Contrary to Parish Council view

2. POLICIES

Development Plan Designations

Conservation Area

Principal Development Plan Policies

DP2 General development principles
SP5 Nature conservation sites of international importance
SP6 The natural environment
SP7 Landscape character
SP15 Tranquillity
SP16 The historic and built environment
DP47 Extensions to holiday parks and camp sites

Supplementary Planning Documents

Hyde Parish Village Design Statement SPD
Habitat Mitigation SPD

Other

Planning Guidance Note- applications for temporary camping uses
(updated April 2025)

NPPF

Sec 2 - Achieving sustainable development

Sec 6 – Building a strong, competitive economy

Sec 12 - Achieving well-designed and beautiful places

Sec 15 - Conserving and enhancing the natural environment

Sec 16- Conserving and enhancing the historic environment

3. MEMBER COMMENTS

None received.

4. PARISH COUNCIL COMMENTS

Hyde Parish Council: Recommend refusal:

- The proposal does not comply with Local Plan Policies SP5, DP2, SP15, DP18, SP46, DP47 and SP55. The site is within 400 metres of a SAC, SPA and Ramsar, makes a limited contribution to local community (site is operated as a standalone business with its own shop, café facility and numerous licenses for sale of alcohol, thereby detracting away from other local businesses), no environmental benefit, no public transport, visitors all using cars with no alternative option.
- Query the total number of pitches with the addition of 8 bell tents and an additional bell tent in the garden of Polmear.
- Considerable impact on the protected SSSI, with parking on the verges outside the property. Part of the SSSI has been gravelled over.
- The Authority can only approve further development if it can ascertain that it will not affect the integrity of the protected sites following appropriate assessment. This site can clearly not be demonstrated as having no detrimental effect with over a possible 200 people a day using the forest for up to 60 days.
- Article 4 is there to protect the integrity of the Forest and proposed sites should comply. This site clearly does not comply and there is no evidence in any documentation to support its compliance.
- Significant disruption to local residents, lack of evidence/ justification for the proposed extension; area well catered for with regard to campsites; site not complying at present for 28-day use; use of fire pits is a wildlife risk.
- The management plan adds nothing positive to the application, it does not change Parish view stated in original comments on 22 January

2025. Past experience leads Parish to believe that effective management at the site has proved to be lacking. The Sandford Principle must be given priority.

(This is a summary of the Parish Council's comments; their full response is available to view online).

5. CONSULTEEES

Ecologist: Comments in relation to recreational disturbance, mitigation of nutrient impacts and urban effects. Recommends amendments to the appropriate assessment to reflect the comments. Overall, no objection on designated site grounds.

Natural England: Further information required to determine impacts on designated sites through an appropriate assessment of nutrient and potential recreational impacts on designated sites. Further comments awaited on appropriate assessment.

Local Lead Flood Authority: No objection.

Highway Authority (HCC): No objection.

Environmental Health (NFDC): Comment. Having reviewed the proposed Management Plan, it is noted that the plan lacks detail in a number of areas relating to the prevention of nuisance impacts. Consideration should be given to the following points if such a plan is to form the basis of a condition for any granted permission:

- Impacts from anti-social behaviour (inc. shouting, swearing etc) need to be considered.
- Noise impacts from children, large groups of people and dog barking should be included.
- The noise curfew should also be extended to cover the morning period e.g. until 08:00am.
- A procedure for dealing with complaints should be clearly outlined, including details of the action to be taken for any non-compliance of the site rules.
- A restriction on the number of fire pits should be specified.
- A monitoring plan for the use of fire pits should be included to ensure that smoke does not adversely affect neighbouring properties.

Planning Policy: Comment. Subject to it being clarified that neither the Holdenhurst or Trowbridge wastewater treatment works are within nutrient-affected catchments; and evidence being provided that the proposed method of collection for wastewater is in place, the applicant's proposals for addressing water quality impacts for application 24/01338 are considered to be acceptable.

Building Design and Conservation Officer: No objection.

Due to the temporary nature of the site, there is no objection from a heritage perspective.

Go New Forest: Support.

Seasonal camping remains a critical component of the local economy and tourism. Demand continues to outstrip supply during the summer months, especially in the northern part of the New Forest District.

It is important to acknowledge that house prices in the New Forest are the highest of any National Park in the country. Camping is a low-cost accommodation option that helps visitors connect with the special landscape of the Forest and the flora, fauna and animals which makes this area so unique.

Planning consent will allow people to make memories at Harry's Field which will inspire visitors to protect the environment and preserve it for future generations.

6. REPRESENTATIONS

22 representations of objection on the following grounds:

- Impact on neighbouring amenity;
- Impact on protected sites;
- Anti-Social Behaviour; and
- Non-compliance with policy.

7. RELEVANT HISTORY

Application for Approval pursuant to Regulations 75 - 78 of the Conservation of Habitats and Species Regulations 2017 (as amended) for proposed temporary use of land under Part 4 Class BC of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) for not more than 28 days in total as a temporary tented campsite for up to 45 pitches in the 2025 calendar year (25/00287PAHR) approved on 09 May 2025

Application for Approval pursuant to Regulations 75 - 78 of the Conservation of Habitats and Species Regulations 2017 (as amended) for proposed temporary use of land under Part 4 Class BC of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) for not more than 28 days in total as a temporary tented campsite for up to 45 pitches in the 2024 calendar year (24/00477PAHR) approved on 18 June 2024.

Application for Approval pursuant to Regulations 75 - 78 of the Conservation of Habitats and Species Regulations 2017 (as amended) for proposed temporary use of land under Part 4 Class B of the Town and

Country Planning (General Permitted Development) (England) Order 2015 (as amended) for not more than 28 days in total as a temporary tented campsite for up to 45 pitches in the 2023 calendar year (23/00594PAHR) approved on 16 July 2023.

National Park-wide Article 4 Direction confirmed on 12 February 2024 withdrawing permitted development rights within Class BC of Part 4 of Schedule 2 (unless temporary campsite in first use prior to March 2020 and limited to no more than 28 days a year).

National Park-wide Article 4 Direction confirmed on 17 October 2023 withdrawing permitted development rights for temporary campsites within Class B of Part of Schedule 2 (unless in first use prior to March 2020 and limited to no more than 28 days a year).

8. ASSESSMENT

The Application site

8.1 Harry's Field is situated on the north side of Abbotswell Road, to the east of the Foresters Arms public house in Frogham. The site comprises 1.53 hectares of grassland and lies within the Western Escarpment Conservation Area, occupying an enclosed position, with residential properties to the southeastern, southwestern and northwestern corners. Land to the north and east is in agricultural use. The site makes use of a point of access from the public highway, from Abbotswell Road as the main access to the site

8.2 The site is circa 80m north of the New Forest Sites of Special Scientific Interest (SSSI) and New Forest Special Area of Conservation (SAC), and circa 380m west of the New Forest Special Protection Area (SPA).

Proposed development

8.3 The National Park-wide Article 4 Direction (February 2024) removes permitted development rights for temporary campsites as detailed above. However, it should be noted that, as a campsite which operated prior to 2020, Part 4 Class BC permitted development rights can still be exercised for up to 50 pitches for 28 days per calendar year and the relevant notifications have already submitted. The application proposes 50 pitches over 52 days, including the provision of 8 bell tents. This represents a reduction from the 60 days originally proposed and conforms to the nationally permitted 50 pitches/60 days that landowners benefit from.

8.4 The application is accompanied by a number of supporting documents that include a Planning Statement (incorporating Design, Access, Heritage and Landscape), Transportation Statement,

Management Plan, Extended Phase 1 Ecological Assessment, Surface Water Drainage Statement and Sustainability Statement.

8.5 The Campsite Management Plan includes conditions for users in terms of noise nuisance and its management, fire and BBQ policies, New Forest Code compliance and ecology and site sustainability commitments. No external lighting is provided or allowed (only torches are permitted).

Consideration

8.6 The key issues for consideration are:

- The principle of development;
- Landscape and heritage impacts;
- Ecological and recreational impacts;
- Highway and access impacts; and
- Impacts on the local community (residents and businesses).

Principle of Development

8.7 The Government has deemed (as a matter of principle) that 60-day campsites, up to 50 pitches, are generally acceptable across the country (including National Parks) – hence the introduction of the new permitted development right in July 2023. The Authority's subsequent Article 4 Direction removes this permitted development right to ensure that temporary campsites in the National Park are properly planned. As set out in national planning policy guidance¹, "...an article 4 direction only means that a particular development cannot be carried out under permitted development and therefore needs a planning application. This gives a local planning authority the opportunity to consider a proposal in more detail."

8.8 To assist the determination of applications for temporary campsites caught by the Article 4 Direction, the Authority approved a Planning Guidance Note, which was updated last month to reflect the new habitat mitigation payments for New Forest and Solent recreational impacts.

8.9 The Guidance Note is a material consideration and sets out the relevant planning considerations that will apply. It makes it clear that the Authority will only consider the grant of planning permission for up to 50 pitches for up to 60 days in any one calendar year. Any proposals in excess of these thresholds will be determined against Local Plan Policy DP47 which does not permit new campsites (unless they are to enable the removal of pitches from more sensitive areas).

¹ [When is permission required? - GOV.UK](https://www.gov.uk/guidance/when-is-permission-required)

8.10 As this proposal is for 50 pitches / 52 days it needs to be assessed against the relevant considerations set out in the approved Planning Guidance Note.

Landscape and Heritage Impacts

8.11 The site is located within the Western Escarpment Conservation Area, as well as being identified as being in the Landscape Character area (LCA) 21 – Northern Heathland and Forest (Frogham falls within sub-section 'Ancient Forest Farmlands'). The campsite is, and would continue to be, located on land that has a long-standing use as a seasonal camp site. The seasonal camping use of the site pre-dates the designation of the conservation area in 2008 by several decades.

8.12 With regards to the landscape issues identified that affect the Ancient Forest Farmlands, they are listed as: varying levels of grazing on New Forest Lawns; lack of hedgerow management; modern development out of keeping with local vernacular styles; and use of unsympathetic close-board fencing around properties.

8.13 In this case, the use of the land for a temporary period during the calendar year, for a three-year period would have no effect on, or contribute to, the identified issues of concern that would otherwise damage the landscape in this area. This proposal is for a short-term seasonal use and does not involve permanent built infrastructure.

8.14 In view of this, the use of the land, as identified, is not considered detrimental to the wider LCA.

8.15 In terms of heritage impacts, the effect of the seasonal camping use on the character and appearance of the conservation area is also an important consideration. Due consideration has been given to Section 16 of the NPPF, Section 66 of the 1990 Act and Policies DP2 (General Development Principles), Policy SP16 (Historic and Built Environment), Policy SP17 (Local Distinctiveness) and DP18 (Design Principles) of the adopted Local Plan and the Design Guide SPD (2022). In the context of the site and in light of the temporary nature of the proposed use, it is not considered that the short-term use of the site for camping would impact the character or appearance of the conservation area. The Western Escarpment Conservation Area was designated in March 2008 with the seasonal camping use of the site in existence. The proposal is considered to accord with Local Plan Policies SP7 and SP16.

Ecological and Recreational Impacts

8.16 Local Plan Policy SP6 seeks to protect and enhance habitats and species of biodiversity importance. The application site itself is not subject to any nature conservation designations and the proposal would not result in any direct habitat loss.

8.17 The application site is located within 400m of the New Forest SAC (80m to the south) and the New Forest SPA (380m to the east). The Guidance Note sets out that the Authority will not support any new temporary campsites (established post 1 March 2020) or extensions to existing sites within 400m of the European designated sites due to concerns over impacts on site integrity from urban edge effects. However, in this case, it is noted that the site has been in use for temporary camping and caravanning for over 60 years. The applicant is also able to rely on the fallback position of using the site for 28 days (without any further planning controls or conditions) as well as utilising the site for caravan rallies (unlimited numbers). These fallback positions are material and should be given weight in the planning balance.

8.18 The supporting information accompanying the application details the mitigation and management measures to be applied to the site which includes making visitors aware of the New Forest Code; providing comprehensive maps and guidance on the use of public footpaths and cycle-paths, a “zero light pollution” policy.

8.19 The Authority has undertaken an Appropriate Assessment as to whether granting temporary planning permission would adversely affect the integrity of the New Forest and River Avon European sites in view of the sites’ conservation objectives. The assessment concludes that proposed development would, in combination with other developments, without mitigation, have an adverse effect due to the recreational impacts and changes to water quality, but that the adverse impacts would be avoided if the planning permission were to be conditional upon securing mitigation in accordance with the Authority’s Mitigation Strategy or mitigation to at least an equivalent effect.

8.20 These measures include a financial contribution to the Authority’s Habitat Mitigation Scheme to address recreational impacts; and having an agreed arrangement in place that wastewater generated by the temporary use will be dealt with by having the foul water tankered off site by a licenced operator to Waste Water Treatment Works which do not discharge treated effluent into the catchment of the River Avon or any other river catchments whose special ecological interest is sensitive to nutrient loading. These measures have been agreed for other temporary campsites operating in the National Park and have support in principle from Natural England.

Highway and Access Impacts

8.21 The site is served by an existing main gated access from Abbotswell Road. No additional access works, or hard infrastructure are proposed. Whilst the roads serving the site are typical of the narrow country lanes in this area, they are considered adequate to safely cater for the additional traffic generated by the temporary campsite use. The submission, including the applicant’s Transportation Statement, has been reviewed by

the Highway Authority who raise no objection to the proposal. Overall, the scheme is considered acceptable from a highway safety perspective.

Impacts on the Local Community (Residents and Businesses)

8.22 Objections have been received that cite impacts on surrounding amenity (of neighbours), from noise, dogs, smoke, and anti-social behaviour. The Environmental Health Officer has suggested measures to manage these impacts, the details of which could be agreed by condition prior to commencement of the camping use this year.

8.23 The concerns of the Parish Council and residents are understood but it is considered that any remaining impacts can be further mitigated through the control measures put forward in the applicant's Management Plan as well as the conditions recommended below. Therefore, it is not considered that the proposal would be sufficiently detrimental to residential amenity as to justify a recommendation for refusal.

8.24 Go New Forest have commented that seasonal camping remains a critical component of the local economy and tourism, providing a low-cost accommodation option that helps visitors connect with the special landscape of the Forest and the flora, fauna and animals which makes this area so unique. In terms of economic benefit, it is not unreasonable to assume that campsite guests would visit local shops and pubs during the temporary period of the proposed use.

Conclusion

8.25 Notwithstanding the site's location in relation to the European designated sites, the proposal is considered to meet all the other requirements set out in the Authority's approved Planning Guidance Note 'Applications for temporary camping uses'. As set out above, an appropriate assessment has been undertaken of the potential impacts of the temporary use on the integrity of the New Forest and River Avon European sites which concludes that, subject to securing mitigation, there will be no adverse impacts. As per the Guidance Note, the permission, if granted, would be temporary and limited to three years only. The use of the site and compliance with the conditions will be actively monitored (and if necessary enforced) during this period. The applicant therefore has a clear incentive to adhere to the planning conditions and to operate a well-run, low impact temporary campsite, especially should she wish to renew the permission at any time in the future.

9. RECOMMENDATION

Subject to the receipt and consideration of Natural England's comments, grant temporary planning permission subject to conditions:

1. The use of the land hereby permitted shall cease on or before 20 May 2028 and the land restored to a condition which has first been agreed in writing by the New Forest National Park Authority.

Reason: To enable the Local Planning Authority to review the impact of the seasonal campsite use in light of the circumstances then obtaining.

2. Development shall only be carried out in accordance with the approved plans (DRG001; DRG002; DRG003, LGPS/PP/HFCS/01/01) and the details set out in the accompanying Transportation Statement and Management Plan. No alterations to the approved development shall be made unless otherwise agreed in writing by the New Forest National Park Authority. All associated camping activities and facilities including parking, deliveries, mobile catering, picnicking, outdoor play etc. shall only take place within the red line application site.

Reason: To ensure an acceptable form of development in accordance with Policies SP16, SP17, DP18 and DP2 of the adopted New Forest National Park Local Plan 2016- 2036 (August 2019).

3. Prior to the commencement of development ecological mitigation for the River Avon and New Forest European sites shall be submitted to and approved in writing by the New Forest National Park Authority. The ecological mitigation (for recreational impacts) may take the form of a planning obligation which secures financial contributions in accordance with the Authority's Habitat Mitigation Scheme.

Reason: To safeguard sites of international ecological importance in accordance with Policies SP5 and SP6 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019), the Authority's Habitat Mitigation Scheme.

4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) England Order 2015 (or any re-enactment of that Order) no other camping or caravanning use otherwise approved by Class BC of Part 4 and Classes A and C of Part 5 of Schedule 2 to the Order, shall be carried out without express planning permission first having been granted.

Reason: To ensure that no other form of temporary camping or caravan use takes place on the site in accordance with Policy DP47 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

5. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 or any order revoking or re-enacting that order, no access, vehicular or pedestrian, other than that shown on the approved plan shall be formed to the site.

Reason: In the interests of highway safety and to comply with Policy SP55 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019) and Section 9 of the National Planning Policy Framework.

6. No goods, plant, or machinery shall be stored on the site without the express planning permission of the New Forest National Park Authority.

Reason: In the interest of the amenities of the locality in accordance with Policy DP2 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

7. No external lighting shall be installed on the site.

Reason: To protect the amenities of the area in accordance with Policies DP2 and SP15 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

8. No barbeques or wildfires shall be carried out at the site unless details are submitted to and agreed in writing by the New Forest National Park Authority.

Reason: In order to protect the nearby designated sites and residential properties from fire risk in accordance with Policies DP2 and SP5 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

9. No amplified music shall be played in conjunction with the use of the land as a temporary campsite.

Reason: In the interests of the tranquillity of the area and neighbouring amenity in accordance with Policies DP2 and SP15 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

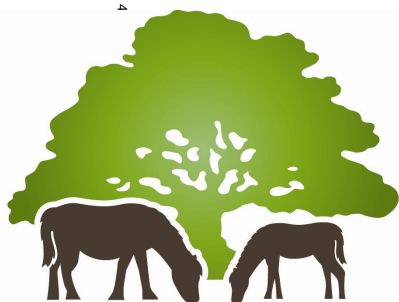
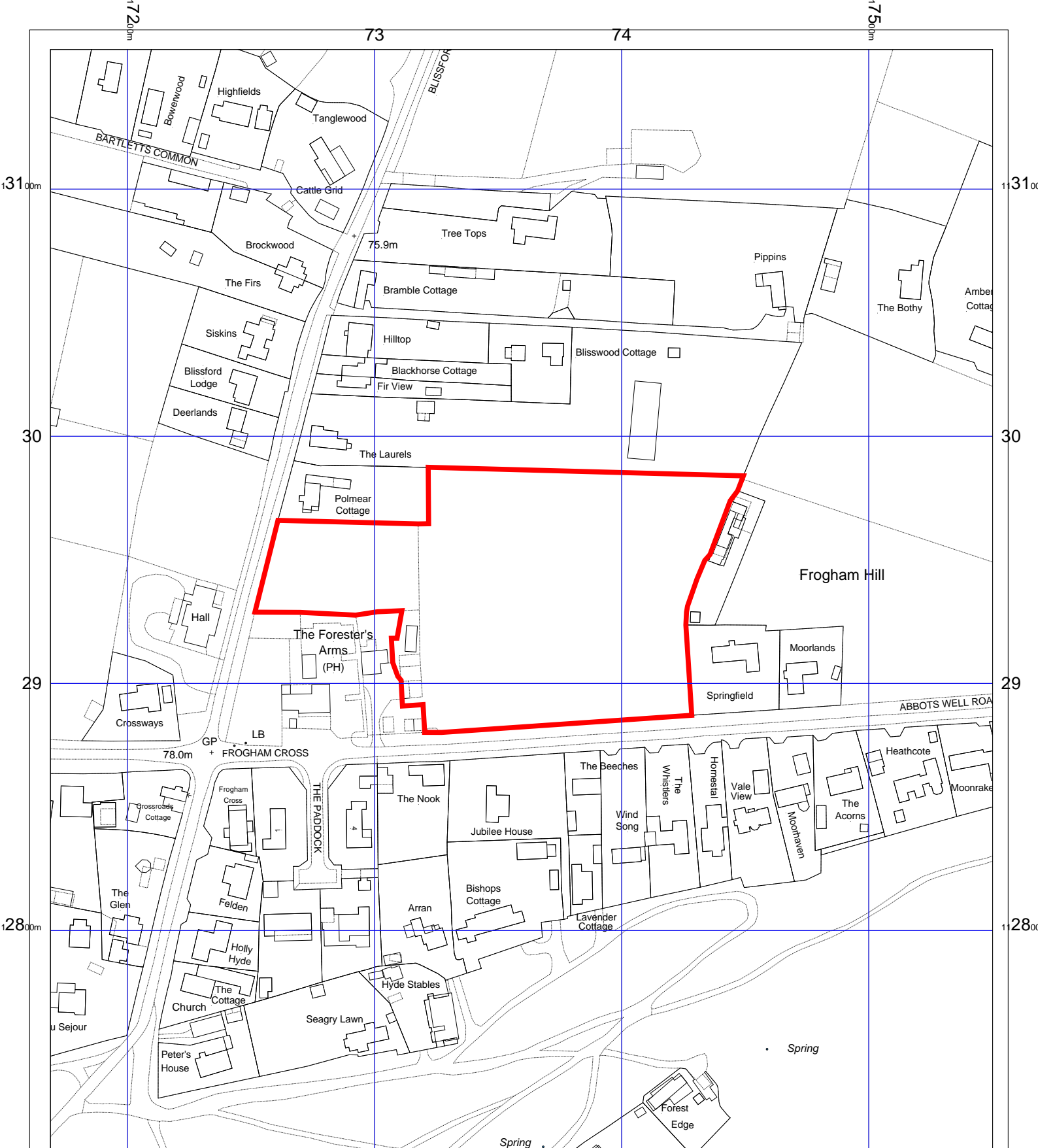
10. All wastewater generated by the temporary use will be dealt with by having the foul water tankered off site by a licenced operator to Waste Water Treatment Works which do not discharge treated effluent into the catchment of the River Avon or any other river catchments whose special ecological interest is sensitive to nutrient loading.

Reason: To safeguard sites of international ecological importance in accordance with Policies SP5 and SP6 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).

11. Within one month of the date of this decision an updated Management Plan (incorporating the measures recommended by Environmental Protection) be submitted for written approval to the Local Planning Authority.

The approved control measures shall apply at all times unless otherwise agreed in writing by the Local Planning Authority.

Reason: To safeguard the residential amenities of adjoining occupiers in accordance with Policy DP2 of the adopted New Forest National Park Local Plan 2016 - 2036 (August 2019).



**NEW FOREST
NATIONAL PARK**

73
New Forest National Park Authority
Lymington Town Hall
Avenue Road
Lymington
SO41 9ZG

Tel: 01590 646600
Fax: 01590 646666

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