

## ITEM 7

---

<b>APPLICATION NO.</b>	14/02739/OUTN
<b>APPLICATION TYPE</b>	OUTLINE APPLICATION - NORTH
<b>REGISTERED</b>	19.11.2014
<b>APPLICANT</b>	Mr J R Wiltshire, Mr K A Willey And Mr R A Ferguson
<b>SITE</b>	Land North West Of Evans Close, Over Wallop, Stockbridge, SO20 8JS, <b>OVER WALLOP</b>
<b>PROPOSAL</b>	Outline - Residential development (Class C3) of up to 35 dwellings, associated open space, landscaping, car parking, vehicular and pedestrian access to Evans Close and pedestrian access to Station Road (External access not reserved)
<b>AMENDMENTS</b>	Amended plans received 07/01/2015, 21/01/15, 27/01/15, 05/02/15
<b>CASE OFFICER</b>	Mrs Laura McKay

Background paper (Local Government Act 1972 Section 100D)

---

### 1.0 INTRODUCTION

1.1 This application is referred to Planning Control Committee (PCC) as the Northern Area Planning Committee (NAPC) at its meeting on the 12 February 2015 were minded to delegate to the Head of Planning and Building to grant planning permission for the proposed development subject to completion of a S106 agreement and subject to appropriate conditions.

- 1.2
- A copy of the NAPC Agenda Report is attached at Appendix A
  - A copy of the NAPC Update Paper is attached at Appendix B

1.3 The recommendation to NAPC was for refusal of the application for the reasons set out in the NAPC Agenda Report. Since the NAPC meeting, the applicant's agent has submitted additional supporting information in the form of a Planning Statement and ESN06 statement. This has resulted in a revised recommendation, as set out below.

### 2.0 CONSULTATIONS

#### 2.1 Policy – comments

The content sets out the baseline position for the Over Wallop community with regards to demographic, education, employment and community facilities. The report then provides the benefits which would result, directly and indirectly, should the scheme be permitted. The material submitted is sufficient to satisfy criterion a) of ESN06 with regards to the proposal 'maintaining and enhancing' the sustainability of the community.

Regarding criterion b), the contribution towards improving the pavilion/ community building has been increased. Whilst this provides circa 30 – 40% of the estimated total cost I am unclear on the likelihood of other sources of funding being achieved to implement the pavilion/ community building works; or which element of the works could be delivered based on the contribution of £75,000. If additional funding towards the pavilion is to be sought once the contribution has been confirmed then I would have expected support from the parish council to confirm this.

### 3.0 REPRESENTATIONS

3.1 The Chair of Over Wallop Parish Council spoke at the NAPC meeting and advised Members that the Parish Council's previous concerns (as set out in paragraph 6.1 of the NAPC Agenda Report) had been overcome. Following the NAPC meeting the Parish Council has provided revised written comments:

#### 3.2 Over Wallop Parish Council – Support

Over Wallop Parish Council gave its unanimous **Support** to the application on its first submission, whilst acknowledging that the piece of land in question was outside the Settlement Boundary. That application was subsequently withdrawn.

At the second submission, three main areas of the plan required further clarification as the parish council had to respond to some concerns expressed by a number of parishioners. These queries centred on:

- Density of housing
- The removal of sewage
- The choice of entrance site

These were the reasons why the parish council entered a **No Objection** as it wished for them to be addressed by the Planning Officer and the developer.

1. **Density** The parish council is now fully reassured by the architect's detailed response, abbreviated in paragraph 1.2 of the NAPC Update Paper. The new houses will be surrounded by mature trees and open fields. The development will create a feeling of completion to the existing housing, and remove the eyesore that is the current derelict landscape. There is an opportunity to create a better environment than exists at Evans Close which is claustrophobic, lacking in privacy and lacking in sufficient parking for the residents. The parish council would agree to negotiate the numbers of units on the new site.
2. **Sewage** The parish council is reassured and satisfied by the comments from Southern Water in paragraph 3.1 of the NAPC Update Paper. The question of sewage at the development was raised at parish council meetings and during the public presentation by Fowler Architects. This was the reason for the comment from the parish council on the second submission.

I had a meeting with Ian Winter and the BTU Management Team on 27 June 2014. BTU is currently carrying out work to upgrade and improve the system and to increase capacity at the existing sewage plant at Station Road. We are now in full agreement that the system will be able to cope with the effluent from current housing as well as the proposed additional houses from the new development.

3. **Entrance** The parish council is happy with the drawings submitted for the entrance from Evans Close onto the new development. We note that there are No Objections Subject to Conditions from Highways (paragraph 5.2 of the NAPC Agenda Report).

**NAPC Agenda Report paragraph 5.6** "Housing is very pleased to support this outline application as these affordable dwellings will be meeting identified need ..."

The evidence from the Housing Needs Survey underlines the need for affordable housing for our parishioners who live and work in and around Over Wallop. The parish council would like to see the provision of suitable and appropriate housing from them and fully supports the application on behalf of those in need of housing in Over Wallop.

### 3.3 Representations

**1 x further letter of support** received from Blacksmiths Farm, Over Wallop:

- Provision of accommodation for local families
- Best option for new housing in the village
- Mix of housing fulfils requirements
- Will benefit local community facilities – pub, shop, school
- Will be in keeping with the character of the village

## 4.0 PLANNING CONSIDERATIONS

4.1 In relation to this report, the key planning considerations are as follows:

- The principle of development
  - Local Plan policies SET03 and ESN06
- Environmental impacts
  - Use of agricultural land
  - Landscape and visual impacts
  - Heritage impacts
  - Highways impacts
- Planning obligations

4.2 The following are planning considerations considered in detail in the NAPC Agenda Report (Appendix A). There are no changes to these considerations and as such they are not repeated here:

- Amenity
- Drainage and water resources
- Ecology

**Principle of development**

- 4.3 Policy SET03 of the Local Plan sets out a policy of general restraint of development in the countryside, unless it can be demonstrated that there is an overriding need for it or that it is permitted by one of a number of specific policies elsewhere in the Local Plan. One such policy is ESN06 which allows for rural development in particular circumstances. These Development Plan policies, together with other local and national guidance which are material considerations, provide a framework within which to determine the application.
- 4.4 Over Wallop does not meet all of the requirements set out in policy ESN06 for applicable settlements due to the lack of a school in the village. Officers recognised however that The Wallops school serves the village. It was noted that in the Revised Local Plan a settlement boundary has been proposed for Over Wallop, which indicates that the village is considered to be a sustainable location for additional development. It was therefore considered that policy ESN06 could be applied in this case.
- 4.5 The policy sets out three criteria to be met:
- a) The proposal is supported by evidence which demonstrates that there is need for the development to maintain and enhance the sustainability of the community;
  - b) The proposals demonstrate how existing community facilities will be sustained as a result of the new development or how new facilities will be provided;
  - c) The proposals demonstrate how existing community facilities will be sustained as a result of the new development or how new facilities will be provided.
- 4.6 ***a) Is the proposal supported by evidence which demonstrates that there is a need for the development to maintain and enhance the sustainability of the community?***
- 4.7 The information originally submitted as part of the application indicated that the proposal would be likely to increase the population of the village and contribute to meeting local housing need, local businesses, the local economy, the school and to the provision of community facilities. Officers considered however that the application submission did not address all aspects of the sustainability of the community and did not provide evidence to support the conclusions drawn. As such Officers considered that it had not been demonstrated that there was a need for this development in order to maintain or enhance the sustainability of the community and the first criteria of policy ESN06 had not been met.
- 4.8 The applicants have now provided further information in relation to this criterion of policy ESN06, considering all aspects of sustainability. Their statement identifies the baseline situation and the likely effects of the proposed development on the sustainability of the community.

*Affordable housing*

- 4.9 The applicants propose to provide 40% of the dwellings as affordable housing, with the mix of dwelling sizes to meet the identified local needs. This would need to be secured as a planning obligation in a S106 agreement, which at the time of the NAPC meeting had not yet been completed. This led to a recommendation for refusal on this ground.
- 4.10 A draft S106 agreement is at an advanced stage at the time of writing and it is expected that it will be completed by the date of the PCC meeting. Subject to this being completed, the previous recommended reason for refusal in this regard would be overcome.

The draft agreement includes a specific clause to give priority to people with a local connection to Over Wallop.

*Housing need*

- 4.11 The applicants have demonstrated that there is an identified need for both the affordable and open market dwellings proposed. Officers considered that the contribution to meeting identified local housing need weighed in favour of the proposal as a social benefit of the scheme. Officers considered however, that this alone did not justify development in the countryside because the benefits of providing additional housing could be achieved through sustainable development on other sites.
- 4.12 NAPC Members discussed local housing need and how this proposal would contribute to meeting that need. They noted that the proposal would provide both open market and affordable housing with a mix to meet the identified need, and that occupation of the affordable dwellings could give priority to people with a local connection.
- 4.13 The applicants suggest that the proposal will allow older people to downsize and free up family housing. The new information provided supports the assertion that there are under-occupied dwellings in the Ward.
- 4.14 The draft S106 agreement includes obligations to secure a specific mix of dwelling sizes, including family housing, dwellings suitable for wheelchair users and older people. The types of housing to be secured would meet the identified need and significant weight can be given to this. An obligation is included to give priority for the affordable housing to those with a local connection.
- 4.15 The applicants note that no other site has come forward for development in the village, and that other sites with potential to meet the housing needs are also outside of the proposed settlement boundary and each has difficulties to be overcome before housing could be delivered.

4.16 It is recognised that there are no other sites coming forward to meet this local need. There are no other sites of this size available for housing in the proposed settlement boundary of Over Wallop and recent national guidance prevents LPAs from securing affordable housing on small rural sites. It is recognised that the identified need for housing in Over Wallop would not be met by housing in other settlements.

4.17 It is considered that significant weight should be given to the ability of the proposal to deliver the amount and type of housing needed to meet specific local housing needs.

*Population projections*

4.18 Previous figures provided by the applicant forecast a 5% reduction in population in Over Wallop to 2020. Updated figures estimate a small increase of 0.86% in population by 2020, with reductions in the proportion of children and working age people and an increase in over 65's predicted during this period.

4.19 These population forecasts support the applicant's assertions of an ageing population in the village and reinforce the benefits of providing family housing to reduce the likely decline in families in the village and attract a working age population. The figures also support the proposal to provide a significant proportion of dwellings suitable for older people.

These projections support the applicants' previous assertions on the economic and social benefits of the proposal resulting from the type of housing proposed, as set out below. It is considered that greater weight can be given to these benefits in light of this.

*School admissions*

4.20 There is no indication that the Wallop Primary School is so under occupied as to be at risk of closure, however the applicants have now provided further information which indicates a projected decline of 12.8% in the proportion of primary school children in the ward by 2020.

4.21 It was previously identified by the applicants that the additional children living in the development would support the local school, which is currently under-capacity in current year R to Year 5 rolls. An additional indirect boost from families moving into houses vacated by people downsizing to this development is suggested.

The applicants have now provided information to demonstrate that the proposal would be likely to generate 11 pupils at the school, equating to around 5% of the total yearly intake.

4.22 It is recognised that additional children resulting from this development would help to support this local facility, particularly in light of projected continued decline in rolls. This facility is a significant element of the sustainability of the community and the proposal would help to maintain it for the future.

*Public open space and recreation*

- 4.23 The proposal includes provision of an area of informal recreation space on site in excess of the minimum required to serve the development, which would make a significant contribution towards addressing an identified deficit of such provision in the Ward. This is a benefit of the scheme.
- 4.24 A contribution towards provision of children’s play space is also proposed, to mitigate the impact of the development on the demand for such facilities.
- 4.25 Officers previously identified that these benefits weighed in favour of the scheme but noted that similar benefits would arise from other development within settlement boundaries, so were not unique to this scheme.
- 4.26 The proposal originally included a financial contribution of £50,000 towards improvement or replacement of the existing sports pavilion at the Alan Evans Memorial Ground. The applicants now propose a £75,000 contribution towards this, and this is included in the draft S106 agreement.
- 4.27 The pavilion is a project of the Parish Council, which envisages it as being a sports and social facility for the community, incorporating facilities for sports clubs but also other community uses and activities, such as hosting the annual Vintage Gathering.

Provision of an improved or replacement building would therefore enhance community facilities in the village.

- 4.28 The applicants have now identified that the Over Wallop Cricket Club was denied promotion to Hampshire County Division 4 due to the lack of facilities, including the condition of the pavilion, identified as “not fit for purpose”. The Parish Council also identifies the condition of the pavilion as a factor in difficulties in attracting people for youth football. This suggests that the pavilion’s condition and facilities are currently a limiting factor on the use of sports facilities.
- 4.29 Information provided from the Parish Council indicates that the replacement of the sports pavilion would cost between £160,000 and £200,000. The proposed contribution would equate to a significant proportion of the funding needed. No other sources of funding have been identified by the Parish Council as being available at present, therefore the contribution would not actually deliver the new pavilion. It is however noted that the increased contribution would reduce the amount of additional funding that the Parish Council would need to source.
- 4.30 It is recognised that the contribution could be used for improvements to the existing building rather than its replacement. The applicants have not identified specific works that the contribution would fund but it is considered that £75,000 would make a significant contribution towards improvement of the existing building and enabling further community use. The increased contribution would therefore result in greater benefits in terms of community facilities than previously considered.

*Community support*

- 4.31 It is notable that the Parish Council has now confirmed that they are in full support of the proposal, and that local support has been expressed through representations. This accords with the aims of policy ESN06 which envisages that this type of development would come forward with community engagement and support.

*Economic impacts*

- 4.32 The applicants have provided figures on the economic benefits of the proposal relating to the construction of the development and the expenditure of future residents in the local economy, including local businesses.
- 4.33 The Wallops Shop is run by the Village Shop Association. The applicants have obtained information from the Association who estimate that 90-95% of their trade arises from residents of The Wallops. They note that new developments in the locality e.g. Printers Place, resulted in boosts to trade, and that a recent cut in bus services has also increased trade.
- 4.34 The applicants identify a likely short term boost to the Shop's trade as a result of construction workers, and longer term increased trade due to the additional population resulting from the dwellings. They estimate an increase in yearly turnover of around 8% as a result of this development.
- 4.35 The Association has made representations on this application which suggest that the viability of the shop is difficult to maintain. Therefore an estimated 8% increase in turnover can be considered a benefit of the scheme which would help to maintain this local service.
- 4.36 The local pub, the White Hart, has also written in support of the scheme. The applicants' information estimates that the new population would be likely to generate an additional £9,000 of expenditure at the pub based on national data. This would again support this local service.
- 4.37 The Council's Evidence Base for the Revised Local Plan indicates that the Wallops have a higher than average employment base, and that people commute to the area to work. The proposal would increase the local population, with family houses likely to attract working age people. There is potential therefore that the future residents would be able to work locally, reducing the need to commute out of the area. The applicants suggest that people working locally may choose to move to the village, reducing in-commuting.

*Conclusion on criterion a)*

- 4.38 The benefits identified would contribute to the continued viability of local services and facilities, which make a substantial contribution to the sustainability of the community. The type of housing proposed would be likely to attract working age people who would potentially be employed in the local area.

- 4.39 The additional information now submitted provides an assessment of all aspects sustainability in relation to this community. It is considered that sufficient information has now been provided to demonstrate that the type of development proposed would provide specific social, community and economic benefits which would maintain the sustainability of the community. As such criterion (a) of policy ESN06 is now considered to have been met.
- 4.40 ***b) Do the proposals demonstrate how existing community facilities will be sustained as a result of the new development or how new facilities will be provided?***
- 4.41 Subject to the completion of a S106 agreement to secure the following obligations, Officers considered that the proposal would comply with criterion b) of policy ESN06:
- the provision of informal recreation space on site;
  - a financial contribution for improvements to the existing children’s play space at Evans Close; and
  - a financial contribution towards the replacement or refurbishment of the sports pavilion at the Alan Evans sports ground.
- 4.42 As set out above, an increased sports ground contribution is now offered. This would allow the existing community facility of the sports pavilion to be improved or increase the likelihood that the new community and sports facility sought by the Parish Council would be deliverable. Criterion (b) is therefore still met by the amended proposal provided that the S106 agreement is completed.
- 4.43 ***c) Does the proposal any existing need for affordable housing in the settlement or adjoining area, in accordance with policies ESN04 and ESN05?***
- 4.44 Subject to the completion of the S106 agreement, the proposal would also comply with criterion c) of policy ESN06 as it would provide affordable housing in accordance with the relevant other Local Plan policies.

*Conclusion on policy ESN06*

- 4.45 Having regard to the additional information now submitted, it is considered that the proposal would now comply with all of the criteria of policy ESN06 of the Local Plan and thereby would be appropriate development in the countryside in accordance with policy SET03.

**Use of agricultural land**

- 4.46 The site is agricultural land of unknown quality and therefore the loss of this land was identified as an adverse environmental impact in the NAPC Agenda Report (Appendix A).

Following the NAPC meeting, the applicants have provided further information on the history of the site. This shows that the northern part was used as an RAF camp “B-Camp” from World War Two with Nissen huts and hardstandings being located on the site. It appears that the buildings were removed in the 1970’s but that areas of rubble and hardstanding remain on the site.

From approximately 2000 to 2012 the site was apparently used for off-road motorcycling/motocross as a temporary use as Permitted Development. There is also anecdotal evidence from the Parish Council that post-war attempts to cultivate the land were unsuccessful.

The applicants contend that this demonstrates that the land is of poor quality and therefore is unlikely to be Best and Most Versatile (BMV) agricultural land.

- 4.47 The agricultural land quality of the site is considered in paragraphs 8.87 – 8.89 of the NAPC Agenda Report. The further information provided by the applicants does not include any formal assessment of the land quality such as an Agricultural Land Classification Report, but does indicate that it is unlikely to be BMV land or productive land due to its condition. On this basis it is considered that in this case, the loss of agricultural land would not be an adverse environmental effect of the development.

**Landscape and visual impacts**

- 4.48 Layout is a matter reserved for future consideration however it is necessary at this outline stage to be confident that a satisfactory layout can be achieved with the development as proposed. The particular constraints of this site mean that a 15m buffer to the boundary trees must be provided, which considerably reduces the developable area of the site. The indicative layout provided shows a suburban form of development with dwellings relatively close together. Officers consider that this is inappropriate for this site on the edge of the countryside, with a more open and spacious development being needed to reflect its position on the edge of the village. The indicative layout does not achieve this.
- 4.49 It has not been demonstrated that up to 35 dwellings can be satisfactorily accommodated on the developable area of the site without harm to local landscape and visual amenity. The applicants have not sought to provide any further information in this regard since the NAPC meeting.
- 4.50 While a smaller number of dwellings could potentially be accommodated on the site without such harm occurring, it would not be reasonable to grant outline permission for up to 35 dwellings if it were considered that the number of dwellings would need to be significantly fewer in order to achieve this. The potential to achieve the amount of development proposed is not therefore a matter to be left for negotiation at reserved matters stage.
- 4.51 The Update Paper for NAPC (Appendix B) identifies that there is some existing street lighting in the area. As such, the introduction of artificial lighting to this site would not be out of keeping with the local area, however it would contribute to the change in character of the site and the visual impact of the development.
- 4.52 The proposal would enable an improvement in the management of the trees on site and a robust landscaping scheme to secure biodiversity enhancements could be secured by condition. These would mitigate the visual impact of the development but would not completely ameliorate the harm identified, given the visibility of the site from the public realm.

- 4.53 At NAPC the Parish Council commented that the land was unlikely to be suitable for agriculture and noted that it had an adverse impact on the local environment.
- 4.54 The site is currently unattractive and not in a productive use. The information provided indicates that the condition of the site is unlikely to be improved and the site is unlikely to be suitable to be brought into agricultural use if this development does not go ahead. The impact of the development should be considered against this context.
- 4.55 The proposal would result in adverse impacts on local landscape and visual amenity, contrary to policy DES01 of the Local Plan. This weighs against the proposal.
- 4.56 It must be considered whether there are material considerations that would outweigh this harm. It is considered that the social and economic benefits of the scheme resulting from the provision of housing, public open space and community facilities to meet identified local needs are material considerations in this case. Significant weight can now be given to these benefits which are now supported by the further information provided.

**Heritage impacts**

- 4.57 The Wallops Village Design Statement identifies that increased traffic resulting from new development would have an adverse impact on the conservation area, contrary to policy ENV17 of the Local Plan. This proposal would result in increased traffic and as such would result in some impact on the conservation area, which weighs against the scheme. This impact is considered to be “less than substantial” for the purposes of the NPPF. Having regard to the test set out in the NPPF, it is considered that this harm would be outweighed by the public benefits of the scheme in providing housing to meet a local need.

**Highway impacts**

- 4.58 The draft S106 agreement includes provision of a financial contribution towards highway improvements, which would mitigate the impacts of the development on the local highway network and reduce existing safety problems. These works are also identified by Hampshire County Council as providing benefits to the local environment. This is a benefit of the proposal.
- 4.59 The applicants have obtained information from Hampshire County Council indicating that the works are proposed to be implemented by 2017. The phases of the development have been costed and the HCC Feasibility Report identifies that £120,000 in funding is needed to provide basic traffic calming solutions and an enhanced environment within the village, with a further £120,000 required for the next phase of works. Limited funding is currently available for these works. The financial contribution sought for this scheme would be equivalent to the funding needed for the first phase of works which may enable these improvements to come forwards more promptly. This would add weight to the benefits of the proposal.

**Planning obligations**

4.60 At the time of writing, negotiations on the draft S106 agreement are at an advanced stage and the agreement is expected to be completed by the date of the PCC meeting. Subject to the completion of this agreement, reasons 3, 4 and 5 as set out in the NAPC Agenda Report would be overcome.

**5.0 CONCLUSION**

5.1 The application site is in the countryside as defined on the Local Plan Proposals Map. Policy ESN06 of the Local Plan allows for such development where it meets particular criteria. Previously, the information provided by the applicants indicated potential for economic and community benefits resulting from the housing proposed, but that had not been clearly demonstrated. The further information now submitted supports these conclusions and allows greater weight to be given to these benefits of the proposal. The additional information assesses the sustainability of the community and demonstrates how this proposal would contribute to maintaining that sustainability.

5.2 It has also been demonstrated that the proposal would sustain community facilities and provide affordable housing as required by policy ESN06 of the Local Plan. This overcomes the previous objection to the scheme and it is considered that it has now been demonstrated that the proposal is appropriate development in the countryside.

5.3 Officers consider that the proposal would still result in adverse landscape and visual impacts and therefore would not meet the requirements of policy DES01 of the Local Plan. Other material considerations must therefore be taken into account to consider whether there is justification for permission contrary to the development plan.

5.4 It has been identified through a Housing Needs Survey that there is a need for both open market and affordable housing in the Parish of Over Wallop and this scheme would contribute to meeting that need. The size and type of dwellings proposed would meet the specific needs of this community. The local connection obligation proposed in the S106 agreement would ensure that the affordable housing is available to meet local needs. It is noted that no other sites have been identified as being available to meet this provision in the local area, and that provision in other settlements would not be likely to meet the local need. It is considered that significant weight can be given to the social benefits of the scheme in meeting the local housing need.

5.5 The proposal would also result in less than substantial harm to the conservation area, however it is considered that this harm is outweighed by the public benefits of the scheme resulting from the provision of housing and the provision of community facilities.

- 5.6 The information now provided on the condition of the land and existing lighting is considered to reduce the degree of adverse environmental impact previously identified. It has also been identified that the highway contribution would provide significant funding for highway works which would enhance the village environment. There are opportunities through landscaping and design of the scheme to provide biodiversity enhancements. It is considered that on balance the proposal would result in a minor adverse environmental impact.
- 5.7 The further information provided allows greater weight to be given to the benefits of the scheme and reduces the harm identified. This is considered to change the planning balance compared to the scheme as reported to NAPC. On balance, it is considered that the benefits of the scheme resulting from the provision of housing, public open space and community facilities outweigh the harm identified and justify granting permission contrary to the Local Plan. Subject to securing an appropriate legal agreement, the previous recommended reasons for refusal in relation to planning obligations are considered to have been overcome.

#### 6.0 **AMENDED RECOMMENDATION**

**Delegate to the Head of Planning and Building that subject to the completion of a satisfactory legal agreement to secure;**

- **provision of affordable housing, including a mechanism to give preference to those with a local connection**
- **provision of a proportion of single storey dwellings**
- **provision of affordable and open market housing with a specific mix of dwelling sizes to meet local needs**
- **provision and future maintenance arrangements for on-site public open space and/or contributions towards provision or improvement of off-site public open space and sports pavilion**
- **financial contribution towards traffic calming measures on Station Road/Salisbury Lane including measures at their respective junctions, and junction improvements at Old Stockbridge Road junctions with the B3084 Wallop Road and the A343**

**then OUTLINE PERMISSION subject to:**

1. **Applications for the approval of all the reserved matters referred to herein shall be made within a period of three years from the date of this permission. The development to which the permission relates shall be begun not later than which ever is the later of the following dates:  
i) five years from the date of this permission: or  
ii) two years from the final approval of the said reserved matters, or, in the case of approval on different dates, the final approval of the last such matter to be approved.  
Reason: To comply with the provision of S.92 of the Town & Country Planning Act 1990**
2. **Approval of the details of the layout, scale, and appearance of the building(s), the means of access thereto and the landscaping of the site (herein after called "the reserved matters") shall be obtained from the local planning authority in writing before any development is commenced.**

**Reason: To comply with Article 6 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (or any Order revoking and re-enacting that Order).**

3. **No development shall commence until details of the proposed means of foul and surface water sewerage disposal have first been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.**

**Reason: To ensure adequate provision for sewerage to prevent flooding and water pollution and in the interests of the amenity of residents, having regard to saved policies HAZ02 and AME05 of the Test Valley Borough Local Plan 2006.**

4. **No development shall take place until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro geological context of the development, has been submitted to and approved in writing by the Local Planning Authority. The drainage strategy should demonstrate the surface water run-off generated up to and including the 100 years. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. Critical storm plus an allowance for climate change will not exceed the run-off from the undeveloped site following the corresponding rainfall event. The strategy shall include details of and responsibilities for management and maintenance of all surface water drainage features in perpetuity. The development shall thereafter be carried out in accordance with the approved details.**

**Reason: To prevent the increased risk of flooding, both on and off site, by ensuring the satisfactory storage of/disposal of surface water from the site having regard to policy HAZ02 of the Test Valley Borough Local Plan 2006.**

5. **No development shall take place until details, including plans and cross sections, of the existing and proposed ground levels of the development and the boundaries of the site and the height of the ground floor slab and damp proof course in relation thereto have first been submitted to and approved by the Local Planning Authority, which may form part of a reserved matters submission. The development shall thereafter be carried out in accordance with the approved details.**

**Reason: To ensure satisfactory relationship between the new development and the adjacent buildings, amenity areas and trees in accordance with Test Valley Borough Local Plan 2006 policies AME01, AME02, DES06**

6. **No development shall take place until samples and details of the materials to be used in the construction of all external surfaces hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.**

**Reason:** To ensure the development has a satisfactory external appearance in the interest of visual amenities in accordance with Test Valley Borough Local Plan 2006 policy DES07.

7. No development hereby approved, other than those works required by this condition, shall take place until the vehicular access onto Evans Close has first been constructed in accordance with the approved plan no. 4814.007 A.

**Reason:** In the interest of highway safety in accordance with Test Valley Borough Local Plan 2006 policy TRA09.

8. The access hereby approved shall not be brought into use until the visibility splays shown on the approved plan have first been provided in accordance with the approved plan. Within these visibility splays notwithstanding the provisions of the Town & Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order) no obstacles, including walls, fences and vegetation, shall exceed the height of 0.6 metres above the level of the existing carriageway at any time. Thereafter the visibility splays shall be maintained as such at all times.

**Reason:** In the interest of highway safety having regard to policy TRA05 of the Test Valley Borough Local Plan 2006.

9. No development hereby permitted shall be commenced until details of the roads, footways, footpaths and cycleways to be offered to HCC for adoption, shall have first been approved in writing by the Local Planning Authority. The details shall include:

a) the width, alignment, gradient and surface materials including all relevant horizontal and longitudinal cross sections showing existing and proposed levels

b) the type of street lighting including calculations, contour illumination plans and means to reduce light pollution c) the method of surface water drainage including local sustainable disposal.

**Reason:** To ensure that the roads, footway, footpath, cycleway, street lighting and surface water drainage are constructed and maintained to an appropriate standard to serve the development in accordance with Test Valley Borough Local Plan 2006 policies TRA06.

10. No dwelling hereby approved shall be occupied until it has first been provided with car and cycle parking in accordance with details that shall have been submitted to and approved by the Local Planning Authority. Such details may be approved as part of a reserved matters application.

**Reason:** To make adequate provision for parking having regard to policy TRA02 of the Test Valley Borough Local Plan 2006

11. No development shall take place until full details of hard and soft landscape works have first been submitted to and approved by the Local Planning Authority. The details shall include:

- planting plans;
- written specifications (stating cultivation and other operations associated with plant and grass establishment);

- **schedules of plants, noting species, plant sizes and proposed numbers/densities;**
- **materials for all external hard surfaces;**
- **proposed finished levels or contours;**
- **means of enclosure**
- **an implementation programme**

**The landscape works shall be carried out in accordance with the implementation programme.**

**Reason: To improve the appearance of the site and enhance the character of the development in the interest of visual amenity and contribute to the character of the local area in accordance with Test Valley Borough Local Plan 2006 policy DES10.**

- 12. No dwelling hereby approved shall be occupied until a landscape management plan has first been submitted to and approved by the Local Planning Authority. The plan shall include long term design objectives, management responsibilities and maintenance schedules for all landscape areas and an implementation programme, The development shall thereafter be carried out in accordance with the management plan.**

**Reason: To improve the appearance of the site and enhance the character of the development in the interest of visual amenity and contribute to the character of the local area in accordance with Test Valley Borough Local Plan 2006 policy DES10.**

- 13. No development shall take place until tree protection measures have first been installed on the site in accordance with a specification and in locations that have first been submitted to and approved by the Local Planning Authority. The protection measures shall comply with BS5837:2012 standards. The protection measures shall thereafter be retained for the duration of construction. No works shall take place within the protected areas, nor shall any materials be stored or plant be operated within those areas, for the duration of construction, unless otherwise first agreed in writing by the Local Planning Authority.**

**Reason: To safeguard trees which make a significant contribution to local amenity from damage during construction having regard to policy DES08 of the Test Valley Borough Local Plan 2006.**

- 14. No new trees shall be planted unless in accordance with tree pit details that shall have first been submitted to and approved by the Local Planning Authority, which may be as part of a reserved matters submission for landscaping. The details must demonstrate that each tree will be appropriately planted, supported and protected; that there is sufficient soil volume available for the species proposed to reach design maturity; and that root barriers have been designed in where necessary to prevent predictable damage to other proposed structures.**

**Reason: To ensure that new planting is effective in integrating the development with the local environment having regard to policy DES10 of the Test Valley Borough Local Plan 2006.**

- 15. The development hereby approved shall be carried out in accordance with the measures set out in Section 4 (Recommendations and Mitigation) in the Ecological Constraints and Opportunities Assessment (Enims, Revision 2 May 2014) and Section 4.3 (Mitigation Requirements) in the Evans Close Station Road - Reptile Survey Report (Enims, June 2014) unless otherwise agreed in writing with the Local Planning Authority.**  
**Reason: To avoid impacts to reptiles, in accordance with Policy ENV05 of the Test Valley Borough Local Plan 2006.**
- 16. No development hereby permitted shall commence until the Local Planning Authority shall have approved in writing a Quality Audit as recommended in Manual for Streets published by the Chartered Institute for Highways and Transportation.**  
**Reason: To ensure that safe access is provided to and within the development having regard to Test Valley Borough Local Plan 2006 policies TRA05.**
- 17. Prior to the commencement of development full details of the layout for the parking and manoeuvring on site of contractor's and delivery vehicles during the construction period shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented prior to the commencement of development and retained for the duration of the construction period unless otherwise agreed in writing with the Local Planning Authority.**  
**Reason: In the interest of highway safety in accordance with Test Valley Borough Local Plan 2006 policies TRA05 and TRA09.**
- 18. No gates shall be installed within 4.5 metres of the edge of the carriageway of the adjoining highway. The access to such gates shall be splayed at an angle of 45 degrees from this point to the edge of the highway.**  
**Reason: In the interest of highway safety in accordance with Test Valley Borough Local Plan 2006 policies TRA05 and TRA09.**
- 19. Any single garage approved pursuant to the Reserved Matters shall measure 3m by 6m internally and be constructed as such and made available for the parking of motor vehicles at all times.**  
**Reason: In the interest of highway safety in accordance with Test Valley Borough Local Plan 2006 policy TRA02.**
- 20. At least the first 4.5 metres of the access measured from the nearside edge of carriageway of the adjacent highway shall be surfaced in a non-migratory material prior to the use of the access commencing and retained as such at all times.**  
**Reason: In the interest of highway safety in accordance with Test Valley Borough Local Plan 2006 policies TRA05 and TRA09.**
- 21. No development shall take place (other than any approved demolition and site clearance works) until an assessment of the nature and extent of any contamination and a scheme for remediating the contamination has been submitted to and approved in writing by the Local Planning Authority. The assessment must be undertaken by a competent person, and shall assess the presence of any contamination on the site, whether or not it originates on the**

site. The assessment shall comprise at least a desk study and qualitative risk assessment and, where appropriate, the assessment shall be extended following further site investigation work. In the event that contamination is found, or is considered likely, the scheme shall contain remediation proposals designed to bring the site to a condition suitable for the intended use. Such remediation proposals shall include clear remediation objectives and criteria, an appraisal of the remediation options, and the arrangements for the supervision of remediation works by a competent person. The site shall not be brought in to use until a verification report, for the purpose of certifying adherence to the approved remediation scheme, has been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of human health having regard to policy HAZ05 of the Test Valley Borough Local Plan 2006.

22. In the event that contamination (that was not previously identified) is found at any time during construction works, the presence of such contamination shall be reported in writing to the Local Planning Authority without delay and development shall be suspended on the affected part of the site until a remediation scheme for dealing with that contamination has been approved by the Local Planning Authority. The approved remediation scheme shall be implemented and, if requested, a verification report, for the purpose of certifying adherence to the approved remediation scheme, shall be submitted to the Local Planning Authority prior to the site being brought in to use.

Reason: In the interests of human health having regard to policy HAZ05 of the Test Valley Borough Local Plan 2006.

23. No development shall take place (including site clearance within the application site/area indicated red, until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological work, in accordance with a written brief and specification for a scheme of investigation and mitigation, which has been submitted by the developer and approved in writing by the Local Planning Authority.

Reason: The site is potentially of archaeological significance in accordance with Test Valley Borough Local Plan 2006 policy ENV11.

**Notes to applicant:**

1. In reaching this decision Test Valley Borough Council (TVBC) has had regard to paragraphs 186 and 187 of the National Planning Policy Framework and takes a positive and proactive approach to development proposals focused on solutions. TVBC work with applicants and their agents in a positive and proactive manner offering a pre-application advice service and updating applicants/agents of issues that may arise in dealing with the application and where possible suggesting solutions.

- 2. Permission is required under the Highways Act 1980 to construct/alter/close a vehicular access. Please contact the Head of Highways, Hampshire County Council, Jacobs Gutter Lane Hounslow, Totton, Southampton, SO40 9TQ. (0845 6035633) or highways-transportwest@hants.gov.uk at least 6 weeks prior to work commencing.**
  - 3. No vehicle shall leave the site unless its wheels have been sufficiently cleaned as to minimise mud and other material being deposited on the highway. Appropriate measures, including drainage disposal, should be taken and shall be retained for the construction period. (Non compliance may breach the Highway Act 1980.)**
  - 4. The scheme includes a number of small dwellings to meet specific local housing needs. In order to ensure that these dwellings remain of an appropriate size, the Local Planning Authority will consider removing permitted development rights for extensions to these dwellings at reserved matters stage.**
-

**APPENDIX A:**

**Officer's Report to Northern Area Planning Committee – 12 February 2015**

---

<b>APPLICATION NO.</b>	14/02739/OUTN
<b>APPLICATION TYPE</b>	OUTLINE APPLICATION - NORTH
<b>REGISTERED APPLICANT SITE</b>	19.11.2014 Mr J R Wiltshire, Mr K A Willey And Mr R A Ferguson Land North West Of Evans Close, Over Wallop, Stockbridge, SO20 8JS, <b>OVER WALLOP</b>
<b>PROPOSAL</b>	Outline - Residential development (Class C3) of up to 35 dwellings, associated open space, landscaping, car parking, vehicular and pedestrian access to Evans Close and pedestrian access to Station Road (External access not reserved)
<b>AMENDMENTS</b>	Amended plans received 07/01/2015, 21/01/15, 22/01/2015, 27/01/15
<b>CASE OFFICER</b>	Mrs Laura McKay

Background paper (Local Government Act 1972 Section 100D)

---

**1.0 INTRODUCTION**

1.1 The application is reported to Northern Area Planning Committee because the scale of development proposed would have a significant local impact.

**2.0 SITE LOCATION AND DESCRIPTION**

2.1 The application site is a 2.2ha triangular field at the north-western end of the village of Over Wallop. The site bounds Station Road to the south-west and Evans Close to the south-east, which then becomes Pound Road to the east of the site.

2.2 The site slopes down from 83.6m AOD at the north-east corner to 73.4m adjacent to Station Road.

2.3 There are lines of trees along the boundaries of the site, protected by a Tree Preservation Order (TPO). The trees south-western boundary of the site with Station Road which are subject of a group TPO and the trees along the northern boundary of the site which are protected by a woodland TPO.

**3.0 PROPOSAL**

3.1 Outline planning permission is sought for a development of up to 35 dwellings with associated public open space. The application seeks approval of the external access, with vehicular, pedestrian and cycle access proposed from the site to Evans Close. Pedestrian access is also proposed to Station Road.

3.2 The layout, landscaping, scale and appearance of the development are reserved matters. The proposal is supported by an indicative layout masterplan (which has been amended during the consideration of the application) however this is not sought for approval at this time. The applicant confirms that the trees subject of the Tree Preservation Order are to be retained.

3.3 An amended access plan has been submitted which increases the width of the footway along the southern side of the proposed access, in order to allow for pedestrian and cycle access.

3.4 With reference to the residential element, the scheme seeks to provide family homes, starter homes and downsize homes with the following mix:

	1 bed	2 bed	3 bed	4 bed	Total
Market Housing	1	8	9	3	21
Affordable Housing	6	6	2	0	14
<b>Total</b>	<b>7</b>	<b>14</b>	<b>11</b>	<b>3</b>	<b>35</b>

3.5 Of these dwellings the application proposes that 14 dwellings (40%) will be offered as affordable housing. Of these, the tenure will be made up of 70% rented and 30% shared ownership. The applicant proposes that 25% of the dwellings would be single storey properties with no more than 2 bedrooms, designed to Lifetime Homes standards to provide accommodation suitable for older people.

#### 4.0 HISTORY

4.1 14/01177/OUTN – Outline planning application for the residential development (Class C3) of up to 35 dwellings, associated open space, landscaping, car parking, vehicular and pedestrian access to Station Road and pedestrian access to Evans Close (External access not reserved) – **Withdrawn**

#### 5.0 CONSULTATIONS

##### 5.1 Policy – Objection

The application site lies outside of the settlement boundary; therefore the proposed development would be considered as development in the countryside having regard to Policy SET 03. The proposal for residential development would need to comply with criterion a) or criterion b) of that policy. It is considered that there is no overriding need for the development proposal to be in a countryside location (criterion a).

It is recognised that this application is made, by the applicant, under policy ESN06. Policy ESN06 is one such policy listed under criterion b) of policy SET03.

The opening sentence of Policy ESN06 states that development for housing, employment and community facilities in or adjoining settlements defined by policies SET01 and SET06 which contain schools, shops, community halls and access to public transport and have a population of less than 3,000 will be permitted subject to satisfying criteria a-c).

The site adjoins Evans Close which is a designated Frontage Infill Area and therefore subject to Policy SET06. The site is therefore adjoining a settlement defined by policy SET06.

It is necessary to establish whether Over Wallop is a village that qualifies for the application of this policy. With regards to facilities, Over Wallop has a village shop (which comprises of a Post Office), Over Wallop Parish Hall, public transport (bus stop at Over Wallop Post Office) as well as benefiting from a public house, church, recreation ground and allotments. However, Over Wallop does not have a primary school with the nearest school being located in Nether Wallop.

With regards to criterion a) of the policy, it is noted that Over Wallop Housing Survey Report (November 2014) has been submitted as part of the application. This report acknowledges that there is a demonstrable unmet housing need from local people for at least 30 units of housing in Over Wallop, including affordable and open market sectors. In addition to this, it is noted that Fowler Architecture hosted a community exhibition inviting all residents of Over Wallop to attend. The exhibition provided the opportunity for residents to complete a questionnaire which were subsequently analysed and used to feed into the proposals.

With respect to criterion b) paragraphs 4.55-4.57 of the amended planning statement refer to the vitality of the community. It is acknowledged that the applicant propose to provide a contribution towards the refurbishment or reconstruction of the sports field pavilion.

Criterion c) of the Policy refers to affordable housing. It is noted that the proposal seeks to provide 14 units of affordable housing comprising 30% shared ownership and 70% rental. 14 units equates to 40% of the proposed 35 units, this is therefore in accordance with Policy ESN 04.

The proposal is not a type appropriate in the countryside as set out in policies referred to in criterion b) of SET 03. As a result there is a conflict with policy SET 03. The saved policies of the adopted Borough Local Plan (2006) remain the statutory development plan and should be given greater weight unless material considerations indicate otherwise. Consideration needs to be given as to whether there are significant material considerations to justify this proposal being considered favourably as a departure from Policy SET03.

*Revised Local Plan*

Paragraph 154 of the NPPF requires that Local Plans should set out the opportunities for development and clear policies on what will or will not be permitted and where. The Council recognise that the Local Plan has a duty to facilitate future growth that is sustainable. Given that Test Valley is predominantly rural, it is imperative that an approach is taken that best considers the merits of settlements which are capable of sustaining sustainable future development.

Over Wallop is identified as a Rural Village in the settlement hierarchy set out in Policy COM2 of the Revised Local Plan. The settlement hierarchy identifies those settlements that can sustainably accommodate future scale of growth.

Over Wallop has a food store, leisure facility, public house, community facility. Although the site is located on the periphery of the village, these facilities are within walking distance.

The site does not fall within the proposed settlement boundary for Over Wallop (Map 32). It is recognised that there are objections to the proposed settlement boundary.

Only limited weight can be applied to Policy COM2 as it has unresolved objections and it has been identified as a Matter within the Inspector's Issues and Matters document.

Policy ESN06 is proposed to be replaced by Policy COM9 (Community Led Development), however Policy COM9 has unresolved objections and has been identified as a Matter within the Issues and Matters document by the Planning Inspector. Therefore less weight can be given to Policy COM9 given that there are unresolved objections and Inspector's questions.

*NPPF*

The National Planning Policy Framework (NPPF) is a material consideration. Paragraph 12 of the NPPF states that the NPPF does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up to date development plan should be approved, and proposed development that conflicts should be refused unless other material considerations indicate otherwise. Further to this, paragraph 211 reinforces that policies of local plans should not be considered out of date because of their adoption prior to the publication of the NPPF.

The proposal is contrary to the saved policies of the Development Plan (and the emerging Revised Local Plan). Consideration will need to be given to paragraph 14 of the NPPF and whether the proposal comprises sustainable development.

Paragraph 14 highlights what the presumption in favour of sustainable development would mean for decision taking. It is noted that the NPPF identifies three dimensions of sustainable development which should be taken into account, i.e. social, economic and environmental roles.

Whilst it is recognised that the proposal provides social benefits (i.e. provision of affordable housing and contributions towards community facilities), consideration is needed as to whether the proposal meets the economic and environmental aspects of sustainable development.

#### *Housing Land Supply*

Northern Test Valley has a provisional housing land supply of 5.52 years which is above the minimum requirement of 5 years supply. This demonstrates that the Council can meet its housing requirements over the next 5 years with an additional buffer of 5% in accordance with paragraph 47 of the NPPF. This figure is not considered to be a cap preventing development from coming forward. Appropriate residential development within rural villages will contribute towards the current Housing Land Supply position and the residual requirement of 36 dwelling per year in rural villages as set out in Policy COM1 of the RLP. This consideration needs to be weighed against other considerations such as the location of the proposal outside of the settlement boundary.

#### Other considerations

Should the application be considered favourably, then the following should be sought where appropriate:

- Affordable Housing
- Public Open Space contributions (on-site and/or off-site)
- Highways contribution
- Workforce Development (if development is considered of a sufficient size to justify this)
- Community Hall contribution
- Water Resource conservation measures

#### 5.2 **TVBC Highways – No objection subject to conditions**

Access proposals need to include provision for a 3m wide footway/cycleway on one side of the access. Visibility splays shown on the submitted access drawing are acceptable.

Should HCC wish to adopt the distributor road and turning area within the development this should be constructed to adoptable standards. A condition is to require the provision and maintenance of a public route (cycleway/footway) through the site between Evans Close and Pottery Drove is recommended.

The development will generate an additional 248 multi-modal trips on the local highway network which is inadequate in its present state to accommodate them.

A contribution of £123,853 towards traffic calming on Station Road/ Salisbury Lane and junction improvements at Old Stockbridge Road junctions with B3084 Wallop Road and at the A343 is required.

The contribution is necessary to make the development acceptable in planning terms because there are currently inadequate infrastructure for walking and cycling on Station Road/Salisbury Lane and to improve safety at the Old Stockbridge Road junctions and the infrastructure which it will fund is identified in the Test Valley Access Plan SPD (January , 2010).

The contribution is directly related to the proposed development because it will fund traffic measures on Station Road/Salisbury Lane and Old Stockbridge Road junctions with Wallop Road and A343 and the occupiers of the development will directly benefit from the infrastructure improvements.

The contribution is fairly and reasonably related in scale and kind to the proposed development because it has been calculated by reference to the actual increased number of new multi-modal trips which will be generated by the development.

**5.3 Tree Officer – No objection subject to conditions**

Groups of large mature trees flank two sides of this triangular site. The trees are conspicuous elements of the local landscape serving to screen the site in views from the road to the south west and wider country to the north. The more significant trees here are subject to group TPOs.

The illustrative concept plan provided with this submission shows that tree constraints information has been compiled and respected in the layout planning. Development as proposed by that plan does not present any significant conflict with existing trees –subject to appropriate precautions during construction (which the design and access statement suggests will be forthcoming). Any detailed submission would need to be accompanied by full tree protection details, sufficient to demonstrate how all retained trees are to be safeguarded for harm during the construction process.

Proposed new tree planting is indicated on the illustrative layout; in principle this is to be welcomed any detailed submission would need to be accompanied by sufficient detail to demonstrate that it is realistically achievable.

**5.4 County Ecologist – No objection subject to conditions**

Satisfied that the survey work and impact assessment are acceptable.

In summary, the only ecological impact is likely to be reptiles, of which a small population was identified on site, largely confined to the boundary vegetation. A mitigation strategy is proposed that broadly comprises ongoing management of the vegetation, a fingertip search of the affected area and progressive, sensitive clearance under ecological supervision.

In general this is an appropriate strategy, proportionate to the impacts. Therefore, if you were minded to grant permission, suggest this is secured through an appropriate planning condition.

The indicative site layout for the current application would appear to present a better opportunity to create an ecologically valuable boundary strip around the development footprint, incorporating reptile habitat. Appreciate that this is only an outline application and layout is reserved, so this is indicative only, but would encourage the applicants to consider how to maximise the ecological benefits of this boundary feature in any reserved matters application.

#### 5.5 **Landscape officer – Objection**

The site is situated in the countryside close to the north of the village of Over Wallop, also designated a Conservation Area. Along the northern and western boundaries of the site are important tree belts, which are also subject to a Tree Preservation Order (TPO). To the north, west and south of the site is farmland and to the east is the established estate at Evans Close. The site slopes from the north eastern corner down to the south western corner by around 10m.

This is an outline application for the erection of 35 dwellings with all matters reserved apart from the access. This follows the previously withdrawn application 14/01177/OUTN which the landscape team objected to on grounds of the access from Station Road and the impact on existing trees and hedgerow.

The current application now shows the access from Evans Close and the buildings moved away from the trees along the north and west boundaries of the site, in accordance with the 15m buffer given in the local plan policy.

#### Existing Landscape Character and Visual Amenity:

The site is found within the LCA10C Thrupton and Danebury Chalk Downland Landscape Character Area where the key characteristics are:

- A gently undulating area of very open chalk downland dominated by arable farming
- Some areas of pasture associated with older settlements
- Poor hedgerow structure
- A few isolated woodlands and shelter belts which traverse the landform
- Intrusive development along the roads radiating out of Andover, has diluted the rural character
- Largely a landscape dominated by 19th century parliamentary enclosure
- Larger farmsteads associated with main roads with smaller farmsteads associated with remoter open field systems
- Several popular and attractive villages and focal points including Amport, Abbots Ann, Broughton, Bury Hill, Danebury Hill Fort, Goodworth Clatford, Thrupton, Upper Clatford, and the Wallops
- A large scale landscape of 'big skies' and wide views

The site is broadly in line with this Landscape Character area as it is a gently sloping area of chalk downland found within an arable farming setting, close to the village of Over Wallop. Views are more limited in this location due to the mature tree belts along the northern and western boundaries.

There are clear views into the site from Evans Close, but limited views from the west due to the existing mature hedgerows along the western boundary. There are no public viewpoints from the north and a lack of existing footpaths surrounding the site.

Impact on Landscape Character and Visual Amenity:

There is an in-principle objection to housing on this site, as outlined in policy SET03. The site is currently an agricultural field in the countryside. Replacing the open green field with housing would adversely urbanise the site and this part of the countryside. Should these policy issues be overcome, there are still objections to the cramped layout of the site, despite the most recent changes and the adverse impact this will have on landscape character.

The characters of the existing properties closest to the site on Evans Road are predominantly terraced dwellings with generous front gardens and large rear gardens. Whilst a 15m buffer from existing trees has been provided around the outside of the proposed development and the layout altered, the number of dwellings proposed has not been reduced accordingly and therefore the layout is too cramped with the front and rear gardens much smaller than the existing dwellings at Evans Close and much smaller than the previous application.

The Wallops Village Design Statement (VDS) makes reference to the strong feeling of space in the villages and the importance of the ratio of open space to building. It states that each plot should not be too small, thereby allowing the building to overpower its space. The proposed scheme is therefore not in accordance with the VDS currently.

There are also concerns regarding street lighting, as generally the lighting in Over Wallop is muted, to preserve the rural countryside character through limiting light pollution.

The proposed development would represent the new edge of the village, adjacent to open countryside location and therefore the layout should reflect this. It should be more open and spacious than the existing housing, giving reference to its edge of countryside character. The proposals are too urban currently and I do not believe that up to 35 dwellings can be appropriately incorporated into the site without harm to existing landscape character and visual amenity and are therefore contrary to SET03, DES01 and DES08 of the Local Plan.

**5.6 Housing – No objection**

A full Housing Needs Survey has been completed by Action Hants and 720 households in the parish received a copy of the survey. There was a 23% response rate and key points relating to unmet housing need were identified: a need for smaller properties for those with disabilities and health issues,

smaller properties for rent, smaller properties for starter homes and for those wishing to downsize and a low turnover of relatively large expensive open market homes. Furthermore of the respondents, 3 had a need for 1 bed dwellings, 14 for 2 bed, 9 for 3 bed and 3 for 4 bed dwellings. There was also evidence that some 12 of 30 households (40%) were unable to afford market rents.

Hampshire Home Choice housing waiting list currently shows the need for 20 affordable homes for rent in Over Wallop, all applicants have a local connection to the village. Broken down there are 16 applicants for 1 bed dwellings, 2 applicants for 2 bed dwellings and 2 applicants for 3 bed dwellings. Regarding the high number of applicants for 1 bed dwellings, the Housing Options team has confirmed that for village properties there are opportunities to over occupy some larger properties according to circumstances. Furthermore, Help to Buy South, the zone agent for intermediate/shared ownership properties has confirmed recently that there are 273 applicants registered for the Test Valley local authority areas.

Based upon potential hidden need raised through the Housing Needs Survey and those registered on Hampshire Home Choice Housing Waiting list and Help to Buy South housing waiting list, Housing are pleased to support the following numbers and size for the affordable element of this scheme.

<b>Table 6 – Proposed Schedule of Residential Accommodation</b>					
	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>	<b>Total</b>
Market	1	8	9	3	21
Affordable	6	6	2	0	14
<b>Total</b>	<b><u>2</u></b>	<b><u>17</u></b>	<b><u>13</u></b>	<b><u>3</u></b>	<b><u>35</u></b>
Bungalows	7		-	-	7

The Design and Access Statement submitted states that the single storey dwellings with not more than two bedrooms will be designed to Lifetime homes standard. It also states that the one bedroom homes will include a separate habitable room to provide future bedroom space for a residential Carer. These extras are welcome, overall the proposal is an attractive proposition for those on the housing waiting list with a local connection to Over Wallop as well as to the local community. The Design and Access statement demonstrates the high level of local support for the affordable housing and for the homes for older people. This mix meets the local need well and has the full support of Housing.

The Design Principles set out in the Design and Access statement state that the affordable housing will be designed to be indistinguishable from the open market housing therefore meeting the requirement of the affordable housing SPD. The affordable housing SPD states that the affordable dwellings meet 'level 3' of the Code for Sustainable Homes, as a minimum standard. The Design and Access statement advises that all of these homes will be designed to meet code level 4 which is over and above our requirement and most welcome.

Housing are very pleased to support this outline application as these affordable dwellings will be meeting identified need with a number of 'extras' as outlined above, these will make real and positive differences to local people's health and wellbeing.

**5.7 County Archaeologist – No objection subject to conditions**

Agree with the discussion within the archaeological desk based assessment prepared by Thames Valley Archaeological Services submitted with the planning application. Although there are no archaeological sites currently recorded at this location the area in general has a high archaeological potential (that is the potential to encounter archaeological remains that are as yet unlocated).

It is proposed that some preliminary archaeological survey (an archaeological evaluation) would be appropriate and that the results of the archaeological survey would inform an appropriate level of archaeological mitigation. I would agree with that conclusion.

It does not seem likely that archaeological remains will prove to be an overriding issue and on that basis I would suggest that the archaeological survey and mitigation could be secured by an archaeological condition attached to any planning permission which might be issued. This should secure some preliminary archaeological survey, appropriate mitigation of archaeological remains identified and dissemination of the results.

**5.8 Environmental Protection – No objection subject to conditions**

Foul Drainage Provision

Pleased to see from the foul drainage report that a mains drainage connection (i.e. to the Southern Water sewerage network) appears to be feasible for this development. This is because shared private large-scale sewage treatment systems can be problematic (pump noise and sewage smells) if not well located, specified and maintained. Should there be any stumbling blocks to the provision of a mains sewage connection, Environmental Protection should be re-consulted.

Possibility of Encountering Land Contamination

Although the site comprises of a piece of previously undeveloped land, there is a possibility that the site has been subject to unlicensed disposal of waste and/or fly tipping in the past which may have resulted in localised areas of soils contamination.

In addition, due to the sensitive nature of residential usage and the scale of this development, it is in any case prudent to consider the possibility of encountering land contamination. In practice, this means undertaking a desk study and a qualitative risk assessment, which helps to determine the likelihood of encountering land contamination across the site and the scope of any further investigations that may be appropriate.

5.9 **HCC Education**

No requirement for a contribution towards either primary or secondary school places as a result of this development. There are sufficient school places available in the local area.

5.10 **Environment Agency – No comment**

Having assessed the planning application with regard to the development type and location of the proposal, we can confirm that we have no bespoke comments to make.

6.0 **REPRESENTATIONS** Expired 26.01.2015

6.1 **Over Wallop Parish Council – No objection**

Concerns raised on:

- 1) Density
- 2) The entrance and exit for vehicles onto Evans Close
- 3) That the sewage system will cope with the additional dwellings

6.2 **1 letter of objection** from 7 Evans Close:

- Concerned about entrance for pedestrians and cars onto Evans Close – road is not wide enough, on a bend and well used
- Too many cars will be using Evans Close and Pound Road
- Routes used by horses
- Water runs off adjoining field, collects at bottom and floods the road – where will the water go?
- Sewerage bills divided by houses using the plant – if plant is enlarged does this mean existing residents will pay more or less?
- 35 houses are too many

7.0 **POLICY**

7.1 Government Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (PPG)

Test Valley Borough Local Plan (2006)(TVBLP)

SET03 – Development in the countryside

SET06 – Frontage infill policy areas in the countryside

ENV01 – Biodiversity and geological conservation

ENV04 – Sites of importance for nature conservation

ENV05 – Protected species

ENV09 – Water resources

ENV11 – Archaeology and cultural heritage

ENV17 – Setting of conservation areas, listed buildings, archaeological sites and historic parks and gardens

HAZ02 – Flooding

HAZ04 – Land contamination

ESN03 – Housing types, density and mix

ESN04 – Affordable housing in settlements

ESN05 – Rural exception affordable housing

ESN06 – Rural development  
ESN30 – Infrastructure provision with new development  
TRA01 – Travel generating development  
TRA02 – Parking standards  
TRA04 – Financial contributions to transport infrastructure  
TRA05 – Safe access  
TRA09 – Impacts on the highway network  
DES01 – Landscape character  
DES02 – Settlement character  
DES08 – Trees and hedgerows  
DES09 – Wildlife and amenity features  
DES10 – New landscape planting  
AME01 – Privacy and private open space  
AME02 – Daylight and sunlight  
AME03 – Artificial light intrusion  
AME04 – Noise and Vibration  
AME05 – Unpleasant emissions

#### Draft Revised Local Plan (2014)

On the 31 July 2014 the Council submitted the draft Revised Local Plan to the Secretary of State. The Revised Local Plan underwent independent examination by a government appointed Planning Inspector during December 2014 and January 2015. At present the document, its content and its evidence base represent a direction of travel for the Council. Following the guidance in paragraph 216 of the NPPF the weight afforded to the content of the Revised Local Plan and the pertinent policies would need to be considered in the context of the stage in the process reached, the number and nature of the representations received, and the consistency with national guidance.

It is considered that the Revised Local Plan has a bearing on this application because of the proposed revised settlement boundaries (COM02) and provisions for community led development (COM09).

#### Supplementary Planning Documents (SPD)

The Wallops Village Design Statement  
Affordable Housing  
Infrastructure and Developer Contributions  
Test Valley Access Plan

## 8.0 **PLANNING CONSIDERATIONS**

8.1 The main planning considerations are:

- Principle of development:
  - Local Plan
    - Policy SET03
    - Policy ESN06
      - a) need to maintain and enhance the sustainability of the community
      - b) sustain community facilities or provision of new facilities
      - c) if residential; satisfies affordable housing requirements
  - Emerging policy in the Revised Local Plan

- Policy COM2
- Policy COM9
- NPPF
  - Weight to be given to Local Plan policies
  - Housing supply
  - Sustainable development
- Village Design Statement
- Amount of housing
- Affordable housing
- Access and highway impacts
- Landscape and visual impact
- Heritage impacts, including archaeology
- Ecology
- Public open space
- Drainage and water resources
- Amenity
- Other planning obligations

### **Principle**

- 8.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that if regard is to be had to the Development Plan for the purposes of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise. The Test Valley Borough Local Plan 2006 is part of the development plan.

### Local Plan

8.3 ***Policy SET03***

The application site is outside of any settlement boundary as defined on the Local Plan Proposals Map and as such is countryside, where Policy SET03 applies. This policy is a one of general restraint and seeks to restrict development in the countryside unless it has been demonstrated that there is a) an overriding need for development such as being essential to agriculture or if it is a type appropriate for a countryside location as set out in the various policies listed under criterion b) of policy SET03.

This application is made, by the applicant, under policy ESN06. Policy ESN06 is one such policy listed under criterion b) of policy SET03. As such despite being outside the settlement boundary, should the application satisfy the requirements of policy ESN06 the proposal would be compliant with policy SET03 also.

8.4 ***Policy ESN06***

Policy ESN06 allows development for housing, employment and community facilities in or adjoining settlements defined by policies SET01 and SET06 which contain schools, shops, community halls and access to public transport with a population of less than 3,000 people. The policy permits development on the basis that:

- d) The proposal is supported by evidence which demonstrates that there is need for development to maintain and enhance sustainability of the community;
- e) The proposals demonstrate how existing community facilities will be sustained as a result of the new development or how many new facilities will be provided; and
- f) The proposal, if it includes a residential element, satisfies any existing need for affordable housing in the settlement or adjoining area, in accordance with policies ESN04 and ESN05.

8.5 Before assessing the proposal against the tests a)-c) of policy ESN06, it is necessary to establish whether Over Wallop is a village that qualifies for the application of this policy.

8.6 On the Local Plan Proposals Map, there is no settlement boundary defined for Over Wallop therefore no SET01 designations adjoin the site. Evans Close and Pound Road are designated Frontage Infill Areas under policy SET06 however. The application site adjoins these roads and as such meets the first part of the qualifying criteria.

8.7 Over Wallop has a number of facilities including a shop, community hall and access to public transport. It also has a population of less than 3,000 people. It does not however have a school, with the nearest being in Nether Wallop, which serves both villages. On a strict interpretation of the policy therefore, Over Wallop does not qualify for proposals under policy ESN06 as a consequence of there being no school.

8.8 For clarification on this matter it is necessary to consider the supporting text to ESN06 which expands on the policy wording. This supporting text is not saved in the same manner as the policy but is a material consideration that should be balanced in the context of other more recent policy guidance.

Paragraph 6.4.41 states that, *“The policy would apply to those settlements defined in SET01 and SET06 which are served by existing facilities such as shops, schools, community halls and public transport. New development could help sustain such facilities promote expansion or support new provision. Other settlements without such facilities are not considered to be sustainable locations.”* (emphasis added).

The supporting text therefore indicates that the key issue to consider is whether a settlement has sufficient facilities to be considered a sustainable location for new development.

8.9 In the adopted Local Plan, Over Wallop is not allocated a settlement boundary. It is relevant however that in the Revised Local Plan (RLP), Nether Wallop and Over Wallop are defined as separate settlements and a proposed settlement boundary for each settlement.

Over Wallop is defined in policy COM2 as a Rural Village with a settlement boundary. The supporting text to the policy recognises that in such settlements, *“because of the level of facilities available to help support and sustain communities either individually or shared, some additional development may be appropriate”* (paragraph 5.45).

The definition of a settlement boundary in the RLP indicates that Over Wallop is now considered to be a sustainable location for further development, albeit on a small scale.

- 8.10 The supporting text to policy COM2 of the RLP confirms that shared facilities can be taken into account when considering whether settlements are appropriate for additional development. In this case the agent for this application states that the parishes of Over Wallop and Nether Wallop have a cross-functioning relationship in terms of providing local services and facilities to residents in the locality. The school provides for both settlements and can reasonably be considered a shared facility.
- 8.11 Having regard to these material considerations, it is considered that the absence of a school in Over Wallop itself does not prevent the proposal being considered against the criteria in policy ESN06.
- 8.12 **ESN06: tests**  
The proposal therefore needs to be considered against the tests a), b) and c) of the policy, as set out in paragraph 8.4 above.
- 8.13 In considering the level of detail required to demonstrate compliance with these tests, the supporting text of policy ESN06 is relevant. This states that, *“Policy SET03 permits development only where there is a clear justification for an exception to the general policy of restraint. The Council considers that development, which meets the identified needs of a rural community, could provide sufficient justification for an exception to be granted”* (paragraph 6.4.40).
- 8.14 It goes on in paragraph 6.4.42 to state that, *“Justification for the development should be comprehensive and consider all the relevant issues such as population, housing needs, employment and availability of social and community facilities and transport. The preparation of a Parish or Village Plan is an approach a community could adopt in order to provide the justification for new development. An alternative approach could be for proposals and the justification to be prepared by other interested parties in response to the preparation of parish appraisals”*.

Paragraph 6.4.43 sets out that the extent of public involvement and support will be important considerations in assessing the merits of any proposals brought forward under the policy.

- 8.15 An appeal decision for a site at Longstock Road, Goodworth Clatford considered the application of policy ESN06 to a similar type of development in 2008<sup>1</sup>. It is recognised that the decision pre-dates the NPPF however some comments from the Inspector remain highly relevant. In paragraph 4 of his decision, the Inspector states:

*“As a general rule I consider that the use of policy ESN06 in any particular case to obtain permission for residential development outside defined settlement boundaries should be based only on the clearest justification. This is because it is the Local Development Framework with its co-ordinated and comprehensive approach and the engagement of the community through widespread consultation which enables a comparative basis for the evaluation of the merits of individual sites. Furthermore not only should the provisos in that policy be satisfied, but the site should be one where development would not be harmful to the setting of the village and its character and appearance.”*

- 8.16 It is therefore apparent that clear justification is needed for any development in the countryside reliant on the provisos of policy ESN06 and that community involvement is essential.
- 8.17 The applicants have engaged with the local community prior to submitting this application, through discussions with the Parish Council and a public exhibition for local residents. This engagement sought to explore local opinion on a housing scheme on this site and the potential benefits thereof, particularly in relation to affordable housing.
- 8.18 The questions asked of local residents at the public exhibition related to housing development. A question was asked in relation to potential community benefits resulting from the provision of new homes: *“New homes at the proposal site could deliver a number of benefits for the community, which do you consider are the most important?”* This elicited a range of responses including desire for provision of open space, play facilities and contributions to a sports pavilion as matters to be considered. The applicant has sought to consider these in their submission. The consultation did not however explicitly seek views on the provision of, or need for any community facilities or employment for the village as part of the scheme.
- 8.19 It is noted that despite this local engagement, the Parish Council does not explicitly support this proposal, rather they state that they have no objection to the proposal but note three points of concern. No representations have been received from local residents in support of the application.
- 8.20 **a) *Is the proposal supported by evidence which demonstrates that there is a need for the development to maintain or enhance the sustainability of the community?***

---

<sup>1</sup> TVBC Ref. 07/00365/OUTN; Appeal ref. APP/C1760/A/08/2063239/NWF

8.21 The applicants have considered the vitality of the community and identified a number of impacts of the scheme on: local businesses and services, school admissions; housing need; public open space and recreation; highways, and economic benefits.

8.22 *Local businesses and services*

The applicants identify that a 5% population decrease is forecast for Over Wallop between 2012-2018 (taken from the Over Wallop Ward Profile November 2012) and suggest that the development would directly offset that projected decrease. They conclude that without additional housing to offset this reduction there is a significant risk that a decrease in population would place viability pressures on local services and facilities. They state that without the development there would be significant adverse sustainability impacts for the vitality of the community.

8.23 It is recognised that increasing the population of the village is likely to generate some additional custom for local businesses and this should be considered a potential economic benefit of the proposal.

No information has been provided however to demonstrate that the existing businesses, services and facilities in Over Wallop are under viability pressures now or that a reduction in population would have an adverse impact on the sustainability of the community. It is noted that neither local residents nor the Parish Council have offered any information to support the applicants' claim.

8.24 *School admissions*

The applicants have also identified that The Wallops Primary School has declining Year R intake, with offers increasingly being made to children outside the local catchment area. It is recognised that an increase in housing, particularly family housing, is likely to result in more children who would attend the local school and boost the pupil yield. This would support the local school and would be a benefit of the proposal, however there is no evidence that the school is at risk without the development.

8.25 *Housing need*

The applicant commissioned Action Hampshire to undertake a housing needs survey (HNS) for Over Wallop to identify need for both market and affordable housing. Action Hampshire are a reputable organisation who carry out such research and are used by the Council for such purposes.

8.26 The housing needs survey had a reasonable response rate of 23% of households in the parish and indicated housing need for 17 market and 12 affordable dwellings in the parish, with a range of sizes.

The applicants have also liaised with the Council's Housing team to identify the need for affordable housing identified on the Housing Register. This identifies 20 local households in need of affordable housing. The applicants have sought to offer a mix of dwelling sizes to contribute towards both the identified market and affordable housing needs.

- 8.27 The applicants propose that 25% of the dwellings be single storey dwellings with no more than 2 bedrooms, to provide accommodation suitable for older people. The demand for such accommodation has been identified through the housing needs survey and local consultation. They contend that providing such housing will allow older people currently under-occupying larger dwellings to downsize, releasing the vacated dwellings to other residents.
- 8.28 The housing mix proposed has the support of the Council's Housing team. It is proposed that the specific housing mix be set out in a S106 agreement to ensure that the development would meet the local housing need identified.
- 8.29 The proposal would contribute to meeting an identified local housing need for both market and affordable housing. The proposal would also contribute to boosting the supply of housing as required by the NPPF. This would be a benefit of the proposal that weighs in favour of the development.
- 8.30 *Public open space and recreation*  
The application includes provisions for public open space (POS) and recreation as follows:
- 0.7ha of on-site informal recreation space;
  - a financial contribution towards improvements to the existing children's play space at Evan's Close;
  - £50,000 towards refurbishment or replacement of the sports pavilion at the Alan Evans Sports Ground;
  - Provision of a footpath/cycleway link from Evans Close to Pottery Drove to improve access to the countryside.
- 8.31 The provision of informal recreation space and children's play space, either on-site or off-site, would be a requirement for any residential development because there is an identified deficit of these types of public open space in the local area. The proposal for 0.7ha of on-site informal recreation space is well in excess of the 0.09ha that would be required to mitigate the impact of the development, and would make a significant contribution towards addressing the 1.38ha deficit of such space in the village. Although the final proposal for on-site informal recreation space would not be confirmed until a detailed layout was submitted for consideration at reserved matters stage, it is recognised that this amount is likely to be achievable.
- This would be a benefit of the scheme and would weigh in favour of the proposal.
- 8.32 There is no deficit identified in sports ground provision in the local area. The proposed contribution towards the sports pavilion is offered by the applicants towards a project by the Parish Council to improve the facility. The Parish Council wish to replace the building to enhance the sports ground, rejuvenate the sporting community and promote social inclusion, sport and healthy exercise. This contribution represents approximately 25% of the projected cost for the development and is therefore potentially a significant source of funding.

- 8.33 An improved sports pavilion would be a significant community benefit for the village if it were delivered.

The applicants confirm that the Parish is seeking other sources of funding for the project but have not provided any information to demonstrate that any other funding has been secured or is likely to be forthcoming.

There is no evidence that the applicants' proposed contribution would actually deliver this facility. This therefore significantly reduces the weight that can be given to this as a potential benefit of this proposal.

- 8.34 The applicants local consultation has revealed a desire for a route to the countryside from Evans Close without using Station Road. The indicative layout shows a footpath/cycleway being provided through the site to achieve this. This route would not connect through to any public rights of way or particular destinations and therefore would not provide any significant accessibility benefits.

8.35 *Highways*

The proposal includes provision of a financial contribution towards the delivery of a traffic calming scheme in Over Wallop, identified in the Test Valley Access Plan. The applicants contend that this is a local priority and that improvements to highway safety should be considered a community benefit.

- 8.36 A highways contribution would be sought in this case because the proposal would increase traffic on the local highway network, which has been identified as substandard in parts, resulting in highway safety issues. Without such a contribution the proposal would exacerbate these highway safety issues and have an adverse impact on the local highway network.

The contribution would therefore be used to mitigate the impacts of this development on the local highway network. The infrastructure works would also contribute to reducing existing safety problems.

8.37 *Economic benefits*

The applicants highlight the ability of additional housing to attract younger residents, boost household expenditure, strengthen the labour force, increase local spending, and provide revenue for the Council in terms of New Homes Bonus.

- 8.38 These are all positive impacts resulting from additional housing and should be considered as benefits of the scheme.

8.39 *Conclusion on criterion a)*

The applicants have demonstrated that the proposal would have benefits in terms of meeting identified local housing need, provision of public open space and recreation space and helping to fund infrastructure works to address highway safety issues. The additional population generated would be likely to support the local school intake and the local economy.

- 8.40 The applicants have not however sought to assess the sustainability of the settlement as a whole or to demonstrate how this development would maintain or enhance that sustainability. No assessment of employment needs has been undertaken for example, with the community consultation not addressing this issue directly. Where need for community facilities has been identified in the form of the sports pavilion, the proposal does not provide a mechanism to deliver this. The other community and highways contributions highlighted would mitigate the impacts of the development itself and provide limited additional community benefits.
- 8.41 It is also recognised that the majority of the benefits highlighted by the applicants could also be achieved through development on other sites, as residential developments are required to provide facilities and/or contributions to mitigate their impacts. Such benefits are not particular to the development of this site therefore.
- 8.42 It is not therefore clear why this particular proposal would be important in maintaining or enhancing the sustainability of Over Wallop in relation to all of the specific matters identified in the policy and supporting text (as set out in paragraphs 8.13 and 8.14 above).

It is considered that there is no clear justification to demonstrate a need for the development to maintain or enhance the sustainability of the community. As such the requirements of criterion a) of policy ESN06 are not met.

- 8.43 ***b) Do the proposals demonstrate how existing community facilities will be sustained as a result of the development or how any new facilities will be provided?***
- 8.44 As set out above the proposal would deliver some improvements to public open space facilities and would contribute to the new sports pavilion, although it is not clear that this contribution would result in the facility being delivered.
- The proposal would also help to sustain the local school, although it is not clear that it is at risk.
- 8.45 It is considered that the proposal can be considered to meet this criterion of policy ESN06, however the community benefits identified are not considered to be substantial or particular to this proposal.
- 8.46 ***c) Does the proposal satisfy any existing need for affordable housing in the settlement or adjoining area in accordance with policies ESN04 and ESN05?***
- 8.47 Policy ESN04 requires housing sites of 15 or more dwellings (or site areas of 0.5ha or more) within or on the edge of settlements with a population of 3000 or more to provide for up to 40% of the dwellings to be affordable housing.

8.48 Policy ESN05 permits affordable housing development on rural exception sites (sites in rural areas, within or adjoining settlements), provided that there is evidence which demonstrates there is an unmet need within the parish for accommodation for households unable to afford open market housing and with a local connection. Such affordable housing is required to be restricted in perpetuity to occupation by households with a member in housing need, and the proposed mix of housing must meet the identified need.

8.49 The Housing Needs Survey demonstrates an unmet need within the parish for affordable housing. The proposal includes provision for 40% affordable housing, with a housing mix designed to meet the identified need, which would meet the requirements of policy ESN04.

8.50 The applicants are not seeking to have the scheme considered as a rural exception site under policy ESN05 as it is not proposed to provide 100% affordable housing. The proposal would however meet the criteria set out in policy ESN05 of there being a demonstrable unmet need for affordable housing for people with a local connection, with the mix meeting the identified need.

The Council's housing allocations policy allows for preference to be given to those with a local connection which would meet the requirements of policy ESN05.

8.51 Provided that the affordable housing provision was secured through a S106 agreement (which has not yet been entered into), it is considered that the requirements of criterion c) would be met.

8.52 Any residential proposal of 5 or more dwellings (or a site area of 0.2 ha or more) would also be expected to contribute to affordable housing and as such the need for affordable housing could potentially be met through other future development.

It is recognised however that this proposal would make a significant contribution to meeting the local identified need for both market and affordable housing, which weighs in favour of the proposal.

8.53 *Conclusion on policies SET03 and ESN06*

It has not been demonstrated that the proposal is needed to maintain and enhance the sustainability of the community. Furthermore there is no clear evidence of community support for the scheme, particularly having regard to the Parish Council's comments and lack of local support.

The proposal would result in community benefits and meet local identified housing need which weighs in favour of the proposal. However these benefits could accrue from development other than on this site and as such are not unique to, or dependent on delivery of this scheme. This reduces the weight that can be given to them.

8.54 It is not considered that the proposal fulfils the criteria in policy ESN06. There are no other policies listed under criterion b) of SET03 that are relevant to this proposal. Therefore it must be considered whether part a) of that policy applies.

8.55 It has not been demonstrated in the application submission that there is an overriding need for the development to be located in the countryside and as such the proposal is therefore in direct conflict with Policy SET03 of the Local Plan.

It is necessary, therefore, to consider whether there are any material considerations that could justify granting a planning permission contrary to SET03. In this case the relevant material considerations are the Revised Local Plan, the NPPF and The Wallops Village Design Statement.

Revised Local Plan (RLP)

8.56 The Council has submitted its Revised Local Plan DPD Regulation 22 document to the Planning Inspectorate and the public hearings have recently been completed. At the present time the document, and its content, demonstrates the direction of travel of the Borough Council and is a material consideration.

8.57 Paragraph 216 of the NPPF sets out when weight can be given to emerging plans. The second bullet point of paragraph 216 of the NPPF states that, *“the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given)”*.

8.58 **COM2**

Policy COM2 of the RLP outlines a settlement hierarchy which would provide a basis for the distribution of development across the Borough in sustainable locations. The hierarchy is based upon the settlements’ current characteristics, population and access to a range of services and facilities. Settlements are given settlement boundaries and the policy provides that within those identified boundaries, *“the principle of development and redevelopment will be permitted provided that it is appropriate to other policies of the local plan. Development outside the boundaries of the settlements in the hierarchy will only be permitted if;*

- a) it is appropriate in the countryside as set out in the local plan policies; or*
- b) it is essential for the proposal to be located in the countryside.”*

8.59 Under policy COM2, Over Wallop is designated as a Rural Village. The supporting text to the policy at paragraph 5.45 states that, *“The settlements within the “Rural Villages” category do not contain the range or number of facilities and services or have the accessibility of the first two categories to support strategic development allocations. However, because of the level of facilities available to help support and sustain communities either individually or shared, some additional development may be appropriate.”*

- 8.60 The scale of this development represents approximately a 5% increase in the number of households in the parish of Over Wallop. This is a significant development in the context of the village and exceeds the type of development envisaged by COM2.
- 8.61 The RLP Proposals Maps designate a settlement boundary for Over Wallop however the application site falls outside this boundary. As such the tests set out in paragraph 8.58 above apply. These are similar to those in policy SET03.
- 8.62 **COM9**  
Policy COM9 of the Local Plan relates to Community Led Development, and is proposed as a replacement for ESN06. It states that:  
*“Community led development will be permitted if:*  
a) *the proposal is supported by evidence that there is a need for the development to maintain or enhance the sustainability of the settlement through the delivery of community benefit; and*  
b) *it is demonstrated that the community has been involved in the preparation of the proposal; and*  
c) *the proposal, if for residential development, helps meet the affordable housing need of the parish in accordance with the thresholds contained within policy COM7 and local evidence and restrictions contained within policy COM8”.*
- 8.63 COM9 places additional emphasis on community involvement in the preparation of the proposal compared to policy ESN06 of the adopted Local Plan. The supporting text to the policy in paragraph 5.111 states that,  
*“The Localism Act 2011 recognises that communities should have opportunities to take responsibility for promoting residential development in order to help support local services and facilities. These proposals should be led by the parish council and could come forward through a neighbourhood plan or parish plan. Exceptionally proposals can be led by interested parties provided that they can demonstrate that there has been extensive parish council and community involvement and the proposals are supported. The Council will support proposals initiated by the community provided that they are justified and have local support.”*
- 8.64 The tests are similar to those in policy ESN06 of the adopted Local Plan but with additional weight on community involvement. As with policy ESN06 criterion a) has not been met. This proposal has not been initiated by the community and it has not been demonstrated that there has been extensive community and parish council involvement in the development of the proposal. Neither is there community support for the proposal as expected by this policy and as such criterion b) is not considered to have been met. Criterion c) would be met if the provision of affordable housing were secured through a legal agreement.
- 8.65 The proposal does not therefore meet the requirements of policy COM9. It therefore fails to meet the requirements of policy COM2 as it has not been demonstrated that it is an appropriate development in the countryside or essential to be located in the countryside.

- 8.66 There have been objections to both policies COM2 and COM9 and both have been Matters raised by the Inspector in the Examination in Public for the RLP. This reduces the weight that can be given to these policies. Nevertheless, the proposal would not meet the requirements of policy COM9 and therefore nor does it comply with COM2. There is no justification for the proposal under these policies (or any other) of the Revised Local Plan.

NPPF

8.67 ***Weight to be given to Local Plan policies***

The NPPF reinforces the primacy of the development plan but is a material consideration in the determination of applications. Paragraph 215 of the NPPF provides for policies in local plans to be given due weight in the determination of applications having regard to their degree of consistency with the NPPF (the closer the policies in the plan to the policies in the NPPF, the greater weight that may be given).

- 8.68 It is considered that policies SET03 and ESN06 are consistent with the NPPF as they support the principles of general restraint in the countryside but allow for sustainable development in appropriate rural locations, as set out in paragraph 55 of the NPPF. It is therefore considered that these policies can be given substantial weight in the determination of this application.

8.69 ***Housing supply***

Paragraph 47 of the NPPF requires LPAs to objectively assess needs for market and affordable housing in their housing market area(s) and to identify sufficient housing land supply to provide 5 years worth of housing against housing requirements with an additional buffer of 5%. A 20% buffer should be applied where there has been a record of persistent under delivery of housing however it is considered that Test Valley is not in that situation and that a 5% buffer should be applied. It is noted that the applicants disagree with this conclusion and consider that a 20% buffer should be applied.

- 8.70 The NPPF at paragraph 49 provides that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the LPA cannot demonstrate a five year supply of deliverable housing sites.

The requirement in the NPPF for the Council to have a deliverable five year supply of housing land, plus at least 5%, is a material consideration that could justify granting a planning permission contrary to SET03.

- 8.71 The Borough contains two housing market areas and this site is located in Northern Test Valley (NTV). At the present time a 5.52 year supply of housing land has been identified in NTV, which exceeds the requirement set out in the NPPF. As such the housing supply policies of the Local Plan are considered up-to-date and there is no justification for allowing a development contrary to policy SET03 on the basis of housing land supply in NTV.

It is noted that the applicants consider that a 5 year land supply cannot be demonstrated for NTV.

8.72 ***Sustainable development***

Paragraph 55 of the NPPF states that, *“To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby”*.

8.73 This proposal would contribute towards maintaining the vitality of the rural community due to the introduction of additional population, local spending and potentially increasing the school intake. To meet the requirements of paragraph 55 however, it must be considered whether the proposal is sustainable development.

8.74 The NPPF sets out three dimensions to sustainable development – economic, social and environmental (paragraph 7). In paragraph 8 it states that, *“These roles should not be undertaken in isolation, because they are mutually dependent...Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system”*. From this it is clear that to be sustainable development as defined in the NPPF, a proposal must achieve gains in all three dimensions.

8.75 ***Social impacts***

The proposal would result in social benefits through the provision of housing to meet local housing need, including affordable housing.

It would also contribute to provision of informal recreation space, children’s play space and to improving highway safety in the local area.

8.76 ***Economic impacts***

The proposal would result in economic benefits as a result of construction jobs and increased local spending from workers and the additional local population. The agent also notes that allowing older people to downsize will release under-occupied houses to family occupancy, resulting in more local spending from new residents and older people with improved disposable income.

8.77 The proposal would also generate New Homes Bonus for the Council which is a material consideration.

8.78 ***Environmental impacts***

The proposal would result in a substantial change to the character of the site from a field, partially overgrown with vegetation, to a housing estate. It is proposed to retain the trees around the edge of the site and more landscaping is possible but there would remain views into the site from Station Road and Evans Close.

8.79 The site is not an open space that contributes significantly to the character of the village but it is on the very edge of the village, forming a point of transition to open countryside beyond. The amount of housing proposed would result in small plots dominated by dwellings, with relatively small front and rear gardens.

This would not reflect the edge of countryside character of the site and would be detrimental to local landscape character and visual amenity. The use of artificial lighting, e.g. streetlighting, would be particularly prominent in this location where there are few sources of artificial light at present and would further exacerbate the harmful impact.

The mitigation proposed would help to soften the development but would not address the fundamental change in character of the site or enable it to integrate successfully into the local environment.

As such the proposal would adversely impact on the local environment and would be contrary to policy DES01 of the Local Plan.

- 8.80 The site primarily comprises semi-improved grassland with mature trees around the borders and a patch of immature trees in the north-east corner of the site. The proposal would result in the loss of the existing vegetation within the site, although the trees would be retained. The ecology survey submitted with the application identifies moderate potential for moderate negative impact on reptiles as a result of the loss of this habitat. Potential impacts on bats and birds were identified but the retention of the trees around the boundaries would minimise this impact.
- 8.81 The proposal is in outline form with landscaping reserved for future consideration, therefore details of proposed planting are not available at this time. The existing trees and hedging are proposed to be retained on the site with a 15m buffer between the trees and any dwelling in accordance with DES08. With suitable conditions to secure this, and a robust landscaping scheme the proposal could ensure no net loss of biodiversity, and potential biodiversity enhancements.
- 8.82 The proposal would increase the population of a village which does not have the benefit of significant local services and facilities, such that it would encourage out-commuting. There is public transport serving Over Wallop but residents of the development are likely to be highly dependent on the private car for day to day needs because of the location of the site. As such there would be an adverse environmental impact due to the increase in car traffic that would result from the proposal.
- 8.83 *Use of agricultural land*  
Paragraph 112 of the NPPF requires local planning authorities to take into account the economic and other benefits of the best and most versatile (BMV) agricultural land (that is land falling within Grade 1, 2 or 3a under the Agricultural Land Classification system). It states that, “*Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality*”.
- 8.84 This proposal would result in the loss of agricultural land and it must therefore be considered whether it is “significant development” for the purposes of paragraph 112. The NPPF does not define “significant development of agricultural land”, neither does the national Planning Practice Guidance (PPG).

There have been some appeal decisions dealing with the matter but the majority consider developments of much larger scale than this (e.g. solar developments of c. 10ha) so do not contribute significantly to consideration of this type of development.

- 8.85 The applicants have supplied an appeal decision from December 2014 from Shrewsbury (APP/L3245/A/14/2225192) for an outline application for 35 dwellings on a 2.99ha site. This is similar to the current proposal and as such the Inspector's comments on the use of agricultural land are relevant.
- 8.86 In paragraphs 6-16 of her decision, the Inspector considered the loss of agricultural land in relation to the impact on the economic viability of the local area of taking high grade agricultural land out of production. She did not consider whether the development was "significant" or not in terms of its size. In that case she concluded that the amount of money generated in profit by the agricultural land would be lost to the local economy and compared this against the economic benefits of the scheme, concluding that the benefits outweighed the small loss to the local economy.
- 8.87 If a similar approach is applied here, it is relevant to consider the quality and use of the land at present. It is not currently farmed and is somewhat overgrown, with areas of refuse and rubble having been deposited. The applicants refer to a generic grading of this part of the local area as shown on the Natural England Agricultural Land Classification Map, which suggests that the majority of the local area is Grade 3. No assessment of the grade of the land has been undertaken however, although the applicants identify various factors that they consider likely to reduce the overall quality of the land: areas of water logging, ground disturbance, the impacts of the wooded margins of the field, slope of the site, unmanaged nature of the site and the separation from productive agricultural land.
- 8.88 The applicants have not sought to provide any economic analysis of the impact of the loss of this agricultural land however note that it is not farmed or in production. This does not consider the potential for the land to be brought into productive use, and it should not be encouraged that leaving land fallow should be considered a reason to allow its loss.
- 8.89 Without an assessment of the economic value of the land, taking into account its quality, it is not possible to apply the same assessment as the Inspector in the Shrewsbury appeal. The NPPF requires LPAs to take into account the benefits of BMV land but there is insufficient information before the LPA to consider whether this site is BMV land or not. It is not therefore possible at this time to quantify the significance of this development in terms of loss of agricultural land. It is considered that the loss of agricultural land is an additional adverse environmental impact that should be considered in the planning balance.

- 8.90 Overall, the proposal would have adverse environmental impacts in terms of significant landscape/visual impact (including artificial lighting), loss of agricultural land and traffic. The proposal has the potential to provide biodiversity enhancements which could offset the adverse impacts, however it has not been demonstrated that there would be an overall environmental gain from the proposal.
- 8.91 The proposal would therefore result in social and economic gains but it has not been demonstrated that environmental gains would result from the development. As such having regard to paragraphs 7 and 8 of the NPPF the proposal is not considered to be sustainable development. Paragraph 55 of the NPPF would not therefore justify this development in a rural location.
- 8.92 *Presumption in favour of sustainable development*  
Paragraph 14 of the NPPF states that, “*At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking... For decision-taking this means:*
- *approving development proposals that accord with the development plan without delay; and*
  - *where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:*
    - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
    - *specific policies in this Framework indicate development should be restricted.”*
- 8.93 The proposal is not considered to be sustainable development for the reasons set out above. As such the presumption in favour of sustainable development is not engaged.

Even if the proposal were demonstrated to be sustainable development, none of the further tests of the presumption in favour of sustainable development apply:

- The proposal is contrary to policy SET03 of the Local Plan so does not accord with the development plan;
- The development plan is not silent or absent in relation to provision of housing in the countryside, as both policies SET03 and ESN06 relate;
- As set out in paragraph 8.63 above, the Council can demonstrate a 5 year + 5% housing land supply and the relevant Local Plan policies are consistent with the NPPF. As such they should not be considered out of date.

The proposal is not therefore justified, contrary to the development plan, by paragraph 14 of the NPPF.

Village Design Statement

8.94 The Wallops produced a Village Design Statement (VDS) which was adopted by the LPA as a Supplementary Planning Document (SPD) in February 2004. The VDS is a material consideration in the determination of this application. Although now 11 years old, it is a useful resource in terms of defining the character of the Wallops and the particular features of value.

8.95 There are no specific provisions in the VDS regarding the desirability of providing new housing and community facilities, so no part supports the principle of the development. Its age however means that it is not up to date in this regard so limited weight should be given to this absence.

8.96 Conclusion on the principle of development

It is recognised that the proposal would be likely to address part of the local shortfall in informal recreation space and the local housing need identified. It would increase the local population which would be likely to contribute to school intake and local businesses. It would also contribute towards highway infrastructure works that would improve safety on the local highway network.

It is considered that these factors weigh in favour of the development but do not provide the clear justification or demonstrate a need for this development to maintain or enhance the sustainability of the village of Over Wallop. It is also considered that the proposal is not acceptable in all other respects as required by paragraph 6.4.43 of the supporting text to policy ESN06.

8.97 As such the proposals do not comply with policy ESN06 of the Local Plan. Having regard to all other material considerations, it is not considered that the benefits of the scheme justify an exception from the policy of general restraint of development in the countryside set out in the Local Plan and the NPPF.

The proposal would be contrary to policy SET03 of the Test Valley Borough Local Plan 2006 and there are no other material considerations that would justify allowing the development contrary to this policy.

**Amount of housing**

8.98 The proposal is for up to 35 dwellings and it must be considered whether this amount of housing is appropriate for this site and realistic having regard to the various constraints and the character of the area.

8.99 The density of development proposed is approximately 16 dwellings per hectare (dph) taking the site as a whole, but significant areas of the site would not be developable because of the need to provide a 15m buffer between dwellings and the existing trees to be retained. Taking this into account the density proposed is up to 24dph.

8.100 Policy ESN03 of the Local Plan requires that, taking account of accessibility and proximity to local facilities, developments should make efficient use of land achieving a minimum density of 30dph. The proposal would not comply with this requirement however it is relevant to consider whether a lower density would be appropriate due to the character of the area and the housing mix proposed.

- 8.101 The village as a whole is relatively low density, and Evans Close adjacent to the site has a density of 25dph. In this context a higher density development on the application site would potentially be out of character of the area. As such it is not considered appropriate to require a minimum of 30dph on this site.
- 8.102 The VDS identifies that there is little development in Over Wallop above the 79m contour (page 12) and seeks to limit development above this contour where possible so that it is not visible from the surrounding area, preserving the character of the village. Approximately 1/3 of this site is above this contour however it is well screened by trees and it is noted that Evans Close/Pound Road extends up to the ridgeline immediately adjacent to this site. It will be necessary to design the detailed layout of the site to minimise the extent of dwellings on the higher part of the site to reduce the overall visual impact, however in this particular context development above 79m would not be precluded.
- 8.103 The housing mix proposed includes 25% single storey dwellings and the indicative layout provided has been amended to show the revised housing mix. It shows a 15m separation from the existing trees to prevent shading of the dwellings and risk to the trees. The indicative layout provided shows a suburban form of development with relatively small plots dominated by dwellings, and small front and rear gardens.

While the layout is not sought for approval at this time the constraints and housing mix proposed would remain for all layouts. As discussed later in the report, it is not considered that the amount of development sought can be satisfactorily accommodated on this site without harm to local landscape character and visual amenity.

#### **Affordable housing**

- 8.104 The proposal is for 40% of the dwellings to be affordable housing (equivalent to 14 dwellings), of which 70% would be for rent and 30% intermediate forms of tenure e.g. shared ownership. This meets the requirements of policy ESN04 of the Local Plan.
- 8.105 The mix of dwelling sizes proposed has been designed to meet identified local needs and is acceptable.
- 8.106 Provision of affordable housing must be secured as a planning obligation through a S106 agreement. Such obligations must meet three tests set out in part 122 of the Community Infrastructure Levy Regulations 2010 (as amended) (“the CIL Regulations”):  
“A planning obligation may only constitute a reason for granting planning permission for the development if the obligation is:  
a) Necessary to make the development acceptable in planning terms;  
b) Directly related to the development; and  
c) Fairly and reasonably related in scale and kind to the development”

- 8.107 In considering the need for obligations towards provision of affordable housing (policy ESN04), due consideration has been given to the three tests as set out within the CIL Regulations 2010, as set out in paragraph 8.101 above. Although the applicant has indicated a willingness to enter into a legal agreement to secure the affordable housing provision, they have not yet completed such an agreement.

In these circumstances the recommendation is one of refusal based on the proposal failing to provide sufficient affordable housing to meet an identified need for such housing. As a result the development would exacerbate, rather than address, the current shortfall in affordable housing provision within the area and is contrary to policy ESN04 of the Test Valley Local Plan 2006 and the Affordable Housing Supplementary Planning Document (2008).

If a satisfactory S106 agreement is completed by the time of the Committee meeting, this reason would fall away.

**Access and highway impacts**

- 8.108 Access is proposed on to Evans Close where it comes in close proximity to the site boundary. The previous scheme sought access onto Station Road which was considered unacceptable because of the adverse impacts on protected trees and hedging to create the visibility splays needed.
- 8.109 The access proposed would incorporate a 3m wide footway on one side to allow for pedestrian and cycle access. The junction geometry and visibility splays are appropriate and overall the access is considered acceptable.
- 8.110 Concerns have been expressed about gaining access to the site via Evans Close and the consequent impact on traffic on Evans Close and the junction to Station Road. The Highway Authority has not raised any objections in this regard and there is no evidence that the proposal would result in adverse highway safety impacts in the vicinity of the site.
- 8.111 The Highway Authority has identified that the proposal would result in an increase in multi-modal trips onto the local highway network. There are identified deficiencies in the local highway network, which is inadequate in its present state to accommodate the additional trips. There is currently inadequate infrastructure for walking and cycling on Station Road/Salisbury Land and there is an identified need to improve safety at the Old Stockbridge Road junctions, as identified in the Test Valley Access Plan. The proposal would exacerbate these deficiencies by placing an additional burden on the existing highway network.

Policy TRA04 of the Local Plan requires developments which generate additional demand for travel to provide proportionate financial contributions to improving the transport network.

- 8.112 In considering the need for Obligations towards mitigating the additional burden on the existing highway network (policy TRA04 and the Infrastructure and Developer Contributions SPD), due consideration has been given to the three tests as set out within the Community Infrastructure Levy Regulations 2010, as set out in paragraph 8.106 above. The need for a financial contribution towards off-site highway works to improve infrastructure for walking and cycling on Station Road/Salisbury Land and improve safety at the Old Stockbridge Road junctions is based on the number of persons likely to occupy the dwellings and is considered fair and reasonable in scale and kind.

Although the applicant has indicated a willingness to enter into a legal agreement to secure this given the present circumstances that the applicant has appealed to the Secretary of State and that the requisite legal agreement securing these Obligations has not been completed to-date the recommendation is one of refusal based on the proposal failing to provide mitigation to address the impact of development on the local highway network and infrastructure contrary to policy TRA01 of the Local Plan.

If a satisfactory S106 agreement is completed by the time of the Committee meeting, this reason would fall away.

- 8.113 Parking and internal road layouts are matters that would be considered at reserved matters stage if outline permission were to be granted.
- 8.114 The proposal includes provision for pedestrian and cycle connection from the new development to Evans Close. The applicants are proposing to provide a route through to Pottery Drove in addition to this, however no detailed drawings have been provided as this would be a matter considered at reserved matters stage. There is potential for such a path to be provided without adversely impacting on the existing trees subject to an appropriate layout and method of construction.

#### **Landscape and visual impact**

- 8.115 The VDS for The Wallops is a relevant material consideration when assessing the impact of the proposal on the local character of the area and the landscape, as it includes a detailed assessment of the character of the villages. The VDS on page 7 sets out various landscape and setting guidelines for The Wallops:
- The overall setting of the villages should be protected. Any future developments should be carefully controlled to protect open views and green spaces.
  - Open areas that support a variety of wildlife are a natural part of the character of the villages and should be maintained.
  - Wildlife should be encouraged through the retention and improvement of features such as ponds, watercourses, hedgerows and trees by landowners
- 8.116 On page 8 the VDS goes on to state that, *“Because of the linear nature of the villages, open countryside comes into the valley to the road edge at many points giving the villages a light and open character.”*

On page 9 it highlights that, *“There is a strong feeling of space in the villages. It is important that the ratio of open space to building on each plot is not too small, thereby allowing the building to overpower its space.”*

- 8.117 There are clear views into the application site from Evans Close and more limited views from the west due to the existing mature hedgerows along the western boundary, although these have significant gaps. There are no public viewpoints from the north and a lack of existing footpaths surrounding the site. Therefore the visual impact of the development would predominantly be from Evans Close and when leaving the village travelling north along the B3084 (Station Road). The development would also be visible when travelling into the village from the north, through the gaps in the hedging along the site.
- 8.118 The landscape and visual impact assessment recognises the visual impact of the development and includes principles for mitigation of that impact, including:
- limiting the height of dwellings;
  - using vernacular building styles and traditional materials;
  - retaining trees and hedges;
  - providing buffers to mature trees;
  - undertaking additional planting;
  - providing open space within the site, including a green buffer along the boundary;
  - enhancing the existing open space at the southern end of the site;
  - providing enclosure for individual dwellings using hedges and walls;
  - providing for biodiversity enhancements through native planting.
- 8.119 The site forms a transition between the built up area of the village and the countryside beyond, and its appearance would be fundamentally altered through this proposal. The village currently ends at Evans Close and then opens up to fields to the west and the application site to the east of the B3084. The development of the site would have an urbanising effect which would be detrimental to the character of this part of the countryside and the local landscape, reducing the openness of this end of the village.
- 8.120 The protected trees are a substantial feature of this site and contribute to the amenity of the area. They would be retained under this scheme. Policy DES08 of the Local Plan requires a 15m buffer between the edge of a tree canopy and any dwelling to safeguard the dwelling from shading and the tree from pressure for reduction or removal in the future. The applicants have provided an indicative layout which includes this buffer and have indicated the intention to retain all of the existing trees and hedges. If permission were to be granted a condition could be imposed to secure appropriate protection for the trees.
- 8.121 Creating this 15m buffer results in space around the western and northern boundaries of the site which cannot be developed, and which the applicants suggest would be public open space. This results in the dwellings being more concentrated within the middle part of the site. Although only indicative, this layout does take into account the specific sizes of dwellings proposed, which is designed to meet the local housing need.

It is therefore reasonable to conclude that the layout shows a relatively accurate representation of dwelling and plot sizes. The indicative layout provided shows plots dominated by housing, with relatively small front and rear gardens, which goes against the principles set out in the VDS.

- 8.122 The indicative layout shows a suburban form of development which would have a more cramped appearance to that of Evans Close, which has long, thin plots and a feeling of openness. The application site, if developed, would be the new edge of the village and a point of transition to the countryside. The layout would need to reflect that and should be more open and spacious than the existing housing, giving reference to its edge of countryside character.
- 8.123 It is recognised that the 15m buffer would provide opportunities for landscaping which would mitigate the impact of the development from Station Road. There would be some screening possible from Evans Close but the access would allow clear views into the site and in any case, screen planting would further reduce the openness of the site. There would not be sufficient space within the site to accommodate substantial landscaping sufficient to enable the development to integrate successfully into the local landscape.
- 8.124 Any layout of housing on the application site would have to respect the 15m buffer to trees and the dwelling sizes proposed. It is not considered that it has been demonstrated that there is sufficient space within the site, taking into account the 15m buffer to trees, to accommodate up to 35 dwellings of the sizes proposed with a satisfactory layout, design and landscaping that would reflect the character of the site.
- 8.125 It is recognised that the application seeks *up to* 35 dwellings, but it would not be appropriate to grant outline permission where there is no reasonable prospect of achieving near that number. A suitable design and layout must be achievable without significantly reducing the number of dwellings, as otherwise the LPA would effectively be granting permission for a different development to what has been applied for.

It is considered that it has not been demonstrated that up to 35 dwellings can be accommodated without an adverse impact on the local landscape and character of the area or a significant reduction in the number of dwellings.

- 8.126 The VDS on page 19 states that, *“The muted nature of the street lights in Over Wallop, and their absence in Nether Wallop, limit the amount of light pollution. This is regarded as an important part of the character of the villages”*. It previously refers (page 13) to a modern housing development having streetlighting to meet modern regulations which is a *“serious source of light pollution and totally out of keeping with the lighting of the rest of the village”*. There is no streetlighting in Evans Close.
- 8.127 No details of lighting have been given in this application but it is likely that street lighting would be required by the Highway Authority if the road were to be adopted. Careful design of the lighting would reduce the impact of this but any degree of artificial lighting would make the development more prominent.

This would be quite apparent at this end of the village where there is no streetlighting at present, and lighting would increase the visual impact of the proposal and the harm to the character of the area.

- 8.128 It is therefore considered that the proposal for up to 35 dwellings cannot be appropriately incorporated into the site without harm to existing landscape character and visual amenity, contrary to policy DES01 of the Local Plan and The Wallops Village Design Statement. It is not considered that this adverse impact can be adequately mitigated through the layout, appearance, scale or landscaping of the development.

### **Heritage**

8.129 *Archaeology*

The site is identified as having high archaeological potential however the County Archaeologist is satisfied that sufficient information has been provided to assess the likely impacts of the proposal on archaeology. Proposals are set out in the application for archaeological survey work and further mitigation as necessary.

- 8.130 The County Archaeologist concludes that it does not seem likely that archaeological remains will prove to be an over riding issue i.e. that archaeological impacts would not preclude development on any significant area of the site, preventing development of the scale proposed. This is sufficient at outline stage to raise no objections on the basis of archaeology. The survey and mitigation proposals are considered acceptable and can be secured by condition such that further works would be undertaken before any reserved matters submission, with the results to influence the detailed layout.

8.131 *Over Wallop Conservation Area*

The site is outside of the conservation area and would have a limited impact on views into and out of the designated area. It is not considered that the development of the site would adversely affect the setting of the conservation area.

- 8.132 The VDS on page 18 identifies that, *“Traffic considerations, both weight and flow, deeply affect the Over and Nether Wallop Conservation Areas. This means that proposals for any major building development, within or on the edge of either village, should take into account the capacity of the infrastructure and the likely effects on the settlements. The narrowness of the village roads, their proximity to the river bank, the lack of footways and the proximity to fragile listed buildings are all part of the attractiveness of the villages but are all at risk from the effects of traffic.”*

This proposal would be a major development which would increase traffic through the village, which would have a slight adverse impact on the conservation area, having regard to the VDS.

- 8.133 Paragraphs 132 – 134 of the NPPF set out that great weight should be given to the conservation of heritage assets and that harm to such assets as a result of a development should be weighed against the public benefits of that development, having regard to the degree of harm.

8.134 The proposal would result in a slight adverse impact on the character of the Over Wallop conservation area. It is considered that this would lead to less than substantial harm to the significance of the heritage asset. The proposal would however result in public benefits in terms of provision of housing, public open space and economic benefits. It is considered that in this case the public benefits outweigh the less than substantial harm identified.

8.135 *Listed buildings*

There are no listed buildings in close proximity to the site and the proposal would not adversely affect the setting of any listed buildings.

**Ecology**

8.136 The loss of the semi-improved grassland in the main part of the site is likely to impact on reptiles, particularly slowworms, due to loss of habitat. The proposal does include 0.7ha of on-site landscaped public open space however, so there is opportunity to provide replacement habitat within the site. Appropriate mitigation measures can be secured by condition to safeguard reptiles during construction and to secure provision of appropriate habitat within the detailed design of the scheme. On this basis, the proposal would not be likely to have adverse impacts on wildlife.

8.137 The proposal has potential for impact on nesting birds and bats during construction, which can be managed through conditions to secure appropriate methods of working. The retention of the trees on site would ensure that the features of value to bats and birds remain.

8.138 There is potential for the landscaping of the site to provide additional habitat and food sources to provide wildlife benefits and biodiversity enhancements. The County Ecologist notes that the on-site public open space presents an opportunity in this regard.

8.139 There is a Site of Importance for Nature Conservation (SINC) on the opposite side of Station Road from the site. This is around the brook, and is designated because of its value for water voles. The application proposal would not have any impact on that designated area.

**Public open space**

8.140 Policy ESN 22 of the Borough Local Plan requires the provision of public open space (POS) where there is a net increase in dwellings to ensure that development does not cause or exacerbate deficiencies in the general provision or quality of recreational open space.

A deficit has been identified in the local area of children's play space and informal recreation space in the Parish. The proposal would generate additional demand for recreation facilities in the local area and therefore needs to provide POS on site or make a financial contribution to off-site provision.

- 8.141 The extent of POS provision is calculated on the basis of likely population size arising from the development. As the final number of dwellings is not known at this stage (the proposal is for *up to* 35 dwellings) it is not possible to confirm the exact quantum of POS required to meet the needs of the population arising. If 35 dwellings were proposed, with the housing mix specified, this would generate a requirement for 0.572ha (572 sqm) of informal recreation space and 0.0387ha (387 sqm) of children's play space on site.
- 8.142 The applicant notes that there is an existing children's play area within 400m of the application site, located to the east of Evans Close. This play area sits within a recreation ground comprising informal open space. The applicant propose to make a financial contribution towards improvement of the off-site children's play area in lieu of on-site provision. Given the proximity of the existing facility to the site, this is considered an appropriate solution to mitigate the impacts of the development.
- 8.143 If the children's play area off Evans Close were to be enlarged, this would result in a reduction in informal recreation space on the recreation ground. The applicant therefore proposes to provide a minimum of 0.959ha of informal recreation space on site. This on-site provision would equate to the informal recreation space required for 35 dwellings plus an additional area to offset the reduction on the recreation ground. This is considered to be acceptable provision to mitigate the impacts of the development.
- 8.144 The indicative layout shows 0.7ha (7000sqm) of informal recreation space on site. This is in excess of the minimum area required to mitigate the effects of the development and would make a significant contribution to the identified deficit of informal recreation space in the local area.
- 8.145 In considering the need for Obligations towards mitigating for the additional burden on the existing public recreational open space provision (policy ESN22), due consideration has been given to the three tests as set out within the CIL Regulations, as set out at paragraph 8.106 above. The need for the on-site informal recreation space and off-site contribution to children's play space is based on the number of persons likely to occupy the dwellings and is considered fair and reasonable in scale and kind.
- 8.146 The applicants have indicated a willingness to enter into planning obligations to secure provision of POS however at the time of writing no S106 agreement had been completed. Given the present circumstances that the requisite legal agreement securing this provision has not been completed to-date, the recommendation is one of refusal based on the proposal failing to provide sufficient POS provision to address the impact of development, contrary to policy ESN22 of the Test Valley Borough Local Plan 2006.

If a satisfactory S106 agreement is completed by the time of the Committee meeting, this reason would fall away.

- 8.147 The applicants have offered a financial contribution towards a new or refurbished pavilion at the Alan Evans Sports Ground in the village. No deficit of sports ground provision has been identified in the 2012 Public Open Space Audit. As set out above in paragraph 8.32 it has not been demonstrated that this contribution would deliver community benefits as additional funding is also needed for the proposed development. It is recognised as a potential benefit but cannot be given significant weight in favour of the development because of the uncertainty at this time.

**Drainage and water resources**

8.148 *Foul sewage*

The site is close to an existing sewage treatment plant on the south side of Station Road. Concerns have been raised by the Parish Council about foul sewage provision, however Southern Water has confirmed that foul sewage disposal can be provided to service the development.

- 8.149 Concerns have been raised by local residents regarding the implications of additional properties using the existing sewage treatment facility on costs to existing residents. This is a matter for Southern Water and is not a planning matter for consideration in this application.

8.150 *Surface water*

The site is currently undeveloped and the proposal will result in an increase in hard surfacing, thereby increasing the potential for surface water run-off. A local resident has indicated that run-off from the field currently contributes to highway flooding.

- 8.151 Policy HAZ02 of the Local Plan allows for development that would not increase the risk of flooding.

The NPPF in paragraph 103 states that, “When determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere”. It also requires LPA’s to take into account the impacts of climate change when considering flood risk.

The Wallops VDS states that, “In areas where flooding is likely to occur this will be an important consideration in any proposed development” (page 12).

- 8.152 Flooding is an issue in the village, predominantly from the brook running through the area, but surface water flooding will also potentially contribute to this. A local resident has noted flooding occurs on Station Road. It is therefore necessary to consider whether the development would increase flood risk compared to the existing situation. Where possible, a reduction in flood risk should be achieved.

- 8.153 At outline stage, where the layout and landscaping of the site are not known, a detailed surface water management scheme cannot be considered, however there should be sufficient information to demonstrate that a suitable technical solution can be achieved. A Flood Risk Assessment has been submitted which addresses this requirement.

- 8.154 The application contains proposals for use of Sustainable Urban Drainage systems (SUDs), which are an appropriate means of managing surface water in this type of site. It is noted that the Environment Agency has not raised any objection to the proposal or sought to comment in detail on the scheme.
- 8.155 The slope of the site means that drainage features are most likely to be located towards the lower part of the site, where a 15m buffer between and dwellings and the existing trees is required. This would be likely to leave sufficient space for various different forms of SUDs to be incorporated into the site. While no detailed scheme has been submitted at this time it is considered that there will be a satisfactory technical solution available on the site.
- 8.156 The provision and future maintenance of SUDs would need to be secured as a planning obligation through a S106 agreement.

In considering the need for obligations towards mitigating the impact of the development on flood risk as a result of to surface water run-off, due consideration has been given to the three tests in the CIL Regulations, as set out in paragraph 8.106 above. The need for on-site mitigation is related to the increase in impermeable surfacing that would result from the development and the need to secure maintenance in perpetuity is required to ensure that the mitigation measures remain effective. The obligations are considered to be fair and reasonable in scale and kind and necessary.

- 8.157 The applicants have indicated a willingness to enter into planning obligations to secure this provision, the requisite legal agreement securing such a contribution has not been completed to date. The recommendation is therefore one of refusal based on the proposal failing to provide sufficient mitigation to address the impact of development on flood risk, contrary to policy HAZ02 of the Test Valley Borough Local Plan 2006.

If a satisfactory S106 agreement is completed by the time of the Committee meeting, this reason would fall away.

- 8.158 *Water resources*  
Policy ENV09 of the Local Plan requires development to minimise its impact on water resources and to incorporate measures which will have a significant long term impact on minimising the demand for water as an integral part of the proposal. The Infrastructure and Developer Contributions SPD requires a minimum of Level 3 of the Code for Sustainable Homes to be achieved for residential development.
- 8.159 The application includes proposals for all dwellings to meet Code for Sustainable Homes Level 4 in terms of indoor water consumption and external water use. This would comply with policy ENV09 and the SPD.

**Amenity**

8.160 Local and national planning policies require developments to provide a satisfactory standard of amenity for both future residents of the proposed development and existing residents of neighbouring development.

8.161 *Noise*

The site is bounded by Station Road and Evans Close so there is potential for road noise to impact on the proposed dwellings. There would need to be a minimum of 15m set back between the trees along Station Road and this would provide a significant buffer from road noise from that busier road. It is not considered that Evans Close would not generate sufficient traffic to have a significant impact on residential amenity. Any remaining potential road noise impacts could be mitigated through the detailed siting and internal layout of dwellings.

8.162 *Contamination*

The site is not known to be contaminated but its history indicates the possibility that some localised contamination might be found. A desk top assessment to assess this potential is recommended by the Environmental Protection Team, to be followed up by remediation as necessary depending on the results. This would be secured by condition if permission were to be granted.

8.163 There is no evidence that there would be contamination on the site at a level that would preclude residential development of the site. It is therefore considered that any risk of contamination could be mitigated through conditions and through the detailed layout and design of the site at reserved matters stage.

8.164 *Overlooking/loss of light*

The layout of the housing within the site and the relationships between dwellings (e.g. window positions) are matters that would be considered at reserved matters stage. At this time it is only necessary to consider whether up to 35 dwellings can be accommodated on the site without adverse impacts on amenity through overlooking and loss of light

It is considered that the site is of sufficient size that even taking into account the constraints of the tree buffer and the changes in levels, a satisfactory layout can be achieved which respects the amenity of existing and future residents.

8.165 *Amenity space*

The indicative layout provided demonstrates that there is sufficient space within the site to achieve satisfactory provision of private amenity space for each dwelling.

**Other planning obligations**

8.166 Policy ESN30 of the Local Plan provides for new development to make appropriate provision for infrastructure and community facilities directly related to and necessary for the development, having regard to the type, location, scale and cumulative impact of the development proposed.

The Infrastructure and Developer Contributions SPD provides further guidance and detailed information on how contributions towards community benefits and infrastructure will be applied.

8.167 *Education*

There is capacity in local schools to accommodate the additional children likely to result from this development. As such there is no requirement for an education contribution in this case.

8.168 *Workforce development contribution*

The Infrastructure and Developer Contributions SPD sets out that obligations towards skills training will be sought where a development has a significant impact on the local labour market. In this case the scale of development proposed would not be likely to have a significant impact on the local labour market and as such no obligation is sought.

9.0 **CONCLUSION**

9.1 The proposal is for residential development in the countryside as defined in the Local Plan Inset Maps. There is no overriding need for the development in the countryside and it is not a type of development appropriate in the countryside having regard to relevant policies in the Local Plan as the criteria of policy ESN06 have not been met. It is noted that the proposal does not benefit from community support. As such the proposal is contrary to policy SET03 of the Local Plan.

9.2 The proposal, if permitted, would contribute towards the Council's housing land supply and provide economic benefits and some social gains in the area, factors which would weigh in favour of the development. Other proposed benefits such as a community sports pavilion and potential biodiversity enhancements cannot be given significant weight as it has not been demonstrated that these benefits would be delivered through this development.

9.3 It is not considered however that this site offers anything significantly different, or unique, compared to other sites such that when considering the Borough Council's housing land supply figure – equating, as it does, to a 5.52 year supply, to allow for any justification for departing from the provisions of the Development Plan. The principle of development is therefore considered unacceptable.

It has not been demonstrated that the amount of development proposed and the housing mix specified could be accommodated within the site whilst maintaining a 15m buffer to the trees without resulting in a suburban type development which would not be appropriate on this edge of countryside site. The development would have an adverse impact on local landscape character and visual amenity which would be exacerbated by the incorporation of artificial lighting, even if carefully designed.

- 9.4 The proposal would result in the loss of agricultural land and would result in increased traffic with residents reliant on the private car, which would have adverse environmental impacts. It would also result in less than substantial harm to the significance of the Over Wallop conservation area. These matters offset any potential biodiversity benefits of the proposal and it is considered that it has not been demonstrated that the proposal would result in environmental gains.
- 9.5 Having regard to the NPPF, it is considered that the proposal is not sustainable development as it does not jointly and simultaneously achieve economic, social and environmental gains as required by paragraph 8. It is not therefore justified by the provisions of paragraph 55 of the NPPF.
- 9.6 The proposal would be contrary to policy COM2 of the emerging Revised Local Plan and is not therefore justified by any policy in that document. There are no other material considerations that justify a grant of permission as an exception contrary to the development plan.
- 9.7 In addition the proposal is either required to provide, as a consequence of Policy and/or by virtue of its impact on local infrastructure, mitigation for the impacts of the development on that infrastructure. Such mitigation is often secured via Obligations in a legal agreement to accompany any grant of planning permission. The applicant has indicated both an awareness, and a willingness to secure these provisions although, to date, the required Legal Agreement has not been completed. In these circumstances the failure to secure these Obligations are reflected in additional reasons for refusal. The Obligations are summarised as, the provision and future maintenance of on-site POS and surface water drainage measures; the provision of contributions to off-site POS and highway improvement works; and the provision and future retention (and disposition) of affordable housing at the site. Without such Obligations the impact of development on the respective matters is considered unacceptable.

Should a S106 agreement be completed by the date of the Committee meeting, these reasons would fall away.

- 9.8 Subject to appropriate detailed design and appropriate conditions, the proposal would be acceptable in terms of its impacts on ecology, amenity of existing and future residents and archaeology.

10.0 **RECOMMENDATION**

**REFUSE for the following reasons:**

- 1. The proposal is contrary to Policy SET03 of the Test Valley Borough Local Plan (2006) in that it has not been demonstrated that there is an overriding need for it to be located in the countryside or that the proposal is of a type appropriate in the countryside as identified in specific policies listed under the policy. The proposed development represents an unsustainable form of development in the countryside as it would result in social and economic benefits but also harm to existing landscape character and visual amenity, with no environmental gains having been demonstrated.**

**The proposal is unacceptable and contrary to Policy SET03 of the Test Valley Borough Local Plan 2006 and guidance provided by way of the National Planning Policy Framework. There are no material considerations that would justify departure from the development plan.**

- 2. It has not been demonstrated that up to 35 dwellings of the sizes proposed can be appropriately incorporated into the site without harm to existing landscape character and visual amenity. It is not considered that this adverse impact can be adequately mitigated through the layout, appearance, scale and landscaping of the development. As such the proposal is contrary to policy DES01 of the Test Valley Borough Local Plan 2006 and The Wallops Village Design Statement 2004 which is an adopted Supplementary Planning Document.**
- 3. In the absence of a legal agreement to secure the provision of new affordable housing, including their subsequent retention in perpetuity to occupation by households in housing need and ensuring that the units are dispersed throughout the development, the development fails to comply with, and is therefore contrary to policy ESN04 of the Test Valley Borough Local Plan 2006 and the Affordable Housing Supplementary Planning Document, thereby exacerbating an existing need for such housing in the locality.**
- 4. In the absence of a legal agreement to secure the provision and future maintenance arrangements for on-site public open space and/or contributions towards provision or improvement of off-site public open space, the proposed development fails to provide sufficient informal recreation space and children's play facilities required to serve the needs of the future population. The proposal will therefore result in an unnecessary additional burden being placed on existing informal recreation space and children's play facilities, exacerbating the identified deficit of such provision in the local area and adversely affecting the function and quality of these facilities to the overall detriment of the area and users of the open space. The proposal is contrary to Policy ESN22 of the Test Valley Borough Local Plan 2006, the Infrastructure and Developer Contributions Supplementary Planning Document and paragraph 73 of the National Planning Policy Framework.**
- 5. In the absence of a legal agreement to secure the provision of a financial contribution towards the infrastructure for walking and cycling on Station Road/Salisbury Land and safety improvements at the Old Stockbridge Road junctions, as identified in the Test Valley Access Plan, the proposal would result in an unmitigated form of development on the local highway and transport infrastructure serving the area, to the detriment of both existing and future residents of the area. The proposal is contrary to policies TRA04 and TRA09 of the Test Valley Borough Local Plan 2006 and the Infrastructure and Developer Contributions Supplementary Planning Document 2009.**

- 6. In the absence of a legal agreement to secure the provision and future maintenance arrangements of sustainable drainage measures on the site the proposal fails to mitigate the impacts of flooding from surface water from the development. As a result the proposal would be likely to result in flooding on the site or on adjacent land, and to exacerbate existing surface water flooding on Station Road. The proposal is contrary to Policy HAZ02 of the Test Valley Borough Local Plan 2006 and the National Planning Policy Framework.**

**Note to applicant:**

- 1. In reaching this decision Test Valley Borough Council (TVBC) has had regard to paragraphs 186 and 187 of the National Planning Policy Framework and takes a positive and proactive approach to development proposals focused on solutions. TVBC work with applicants and their agents in a positive and proactive manner offering a pre-application advice service and updating applicants/agents of issues that may arise in dealing with the application and where possible suggesting solutions.**

## **APPENDIX B**

### **Officer's Update Report to Northern Area Planning Committee – 12 February 2015**

---

<b>APPLICATION NO.</b>	14/02739/OUTN
<b>SITE</b>	Land North West Of Evans Close, Over Wallop, Stockbridge, SO20 8JS, <b>OVER WALLOP</b>
<b>COMMITTEE DATE</b>	12 February 2015
<b>ITEM NO.</b>	8
<b>PAGE NO.</b>	45-90

---

#### **1.0 AMENDMENTS/ADDITIONAL INFORMATION**

- 1.1 The applicants have provided an amended indicative site layout plan showing larger front gardens for some plots and a slightly reduced area of public open space. The indicative layout also shows 10 single storey properties rather than the 9 previously indicated.

In relation to the bungalows, the applicants' agent has confirmed as follows: *"Despite the latest plan showing 10 bungalows, that plan is indicative, the unit mix remains that within the submitted planning statement. This specifies 9 units, with the D&A Statement clarifying that a minimum of 25% of the total units should be provided as older person homes".*

The proposal therefore remains as a minimum of 25% of the units to be single storey dwellings suitable for older people.

- 1.2 The applicants have also provided further information to support their application, summarised as follows:
- The Parish Council supported the previous application submitted in May 2014, which is a relevant matter in the history of bringing this site forward;
  - The statement that the route across the site would not connect through to any public rights of way or particular destinations is incorrect. While no right of way adjoins the site, the link through to Station Road will provide a link towards Pottery Drove, which then becomes a Byway (BOAT no. 13) at the entrance to Croft Farm and links to the west to Byway 11 and the wider countryside access routes;
  - There is street lighting on telegraph poles in the vicinity of the site, including several on Evans Close itself;
  - The character of Evans Close is one of a suburban and dense street scene, dominated by terraced dwellings (41 of the 49 dwellings), which are uncharacteristic of the village in general;
  - The oblique angles created by several of the terraces ensure that views within the street scenes are framed only by the built-up frontages of these terraces with no meaningful separation and no attractive spaces created between dwellings;
  - Majority of the terraces are actually close to the street, with setbacks ranging from 2-9m;

- The much longer than average rear gardens of some properties in Evans Close are not readily appreciated in the streetscene and do not therefore positively contribute to the character;
- The predominantly built-up frontages diminish the value of the rear space from contributing to any general openness. The development of this site should not be dictated purely by the length of the front and rear gardens of the properties on Evans Close;
- Feel that the indicative layout responds to the general feeling of enclosure created by the built form at Evans Close and deals with the transition to the countryside and new edge to the village in an appropriate manner;
- Indicated a looser built form and structure using detached and semi-detached dwellings with good sized front and rear gardens, utilising spaces between the buildings and in the new public realm around the site perimeter to add to the sense of openness and transition;
- The layout effectively demonstrates how views through the site can be created to reinforce the rural scene.
- Indicative layout shows how the two tree belts can be integrated with the redevelopment by providing a focal end to views along the roads and enveloping the site with development fronting onto the perimeter, clearly defining the village edge and reinforcing the visual amenity of the TPO'd trees;
- With the “strong feeling of space” outlined in the VDS one must consider the plot, the setting and the spaces between buildings. We envisage the development provides a strong ratio of open space to building created by the open setting;
- Openness can also be considered alongside the scale of buildings. All of the terraced and semi-detached houses on Evans Close are two storeys high. The inclusion of single storey accommodation in this scheme helps create a sense of space. The revised layout now shows 10 bungalows, an increase of 1;
- The location of bungalows at the far western block helps reduce scale towards the site edge, while those shown to the north-eastern parcel respond to the VDS objectives for reducing scale on the higher ground;
- The lower building heights assist in achieving the aims for openness and transition to the countryside below by enabling the tree belt to be visible;
- All plots have generous gardens;
- Density is below that of the properties on Evans Close and at the end of the lower end of the density range in the village. On this basis, do not consider that the amount of development would be inappropriate, particularly when the density responds to the context and the actual amount of housing is needed to meet the range of local needs;
- Applicants provide a commitment to continue engagement with the community prior to the submission of the reserved matters. This will enable the community to be involved in the design and layout of the development with their valued input expected to help ensure that this development is of a high quality and responds to their local objectives within the VDS;

- There is existing street lighting in the village, including on Evans Close, Station Road, Pound Road and Appleton Close and the village is not an existing “dark area” where external lighting is precluded;
- Any street lighting required by HCC Highways should be addressed at the time of the reserved matters and an appropriate specification can be agreed to ensure the minimum number of columns and any light spill is limited;

## 2.0 CORRECTIONS

- 2.1 The consultation response by the Housing Team reported in paragraph 5.6 of the Agenda Report should be titled: **Housing – Support**, not “no objection”.

The figures given in the table included in the Housing comments are incorrectly added up in the “Total” row. The correct housing mix figures are as set out in the table in paragraph 3.4 of the Agenda Report.

- 2.2 It is stated in paragraph 8.127 of the Agenda Report that there is no street lighting at present at this end of the village. As identified by the applicants, there is some street lighting on Evans Close, with lights attached to telegraph poles at intervals along the street. The closest is in front of no. 34 Evans Close immediately adjacent to the site boundary.

- 2.3 Paragraph 112 on page 75 of the Agenda Report refers to an appeal having been lodged on this application. This is incorrect and the second part of this paragraph should read:

“Although the applicant has indicated a willingness to enter into a legal agreement to secure obligations towards mitigating the additional burden on the existing highway network, the requisite legal agreement securing these obligations has not been completed to date. On this basis the recommendation is one of refusal based on the proposal failing to provide mitigation to address the impact of development on the local highway network and infrastructure contrary to policy TRA01 of the Local Plan.

If a satisfactory S106 agreement is completed by the time of the Committee meeting, this reason would fall away.”

## 3.0 CONSULTATIONS

### 3.1 Southern Water – Comment

Our initial investigations indicate that Southern Water can provide foul sewage disposal to service the proposed development. Southern Water requires a formal application for a connection to the public sewer to be made by the applicant or developer.

The planning application makes reference to drainage using Sustainable Urban Drainage Systems (SUDS). Under current legislation and guidance SUDS rely upon facilities which are not adoptable by sewerage undertakers. Therefore the applicant will need to ensure that arrangements exist for the long term maintenance of the SUDs facilities. It is critical that the effectiveness of these systems is maintained in perpetuity. Good management will avoid flooding from the proposed surface water system, which may result in the inundation of the foul sewerage system.

Request that should this application receive planning approval, a condition is attached to the consent to secure details of foul and surface water sewerage disposal.

### 3.2 **Landscape – Objection**

*(Further comments provided on amended indicative site layout plan and accompanying written text)*

The comments provided and the amended drawing do not alter the Landscape recommendation or comments particularly. An additional bungalow is positive, but I do not accept the argument that this, along with the gaps between properties, is what will make for a spacious character. The gaps between properties will be fenced, some with parked cars in front. With views of other houses relatively close behind for a large number of plots, this will not make the site feel spacious and obviously doesn't address landscape character. Open space and trees around the periphery of the site will help to create a green buffer around the site and will create verdant views in, but I don't believe this will make the site feel or look spacious as there will be views towards dwellings with other plots relatively close behind.

### 3.3 **Rights of Way – No objection**

## 4.0 **REPRESENTATIONS**

### 4.1 **13 letters of support** received from local residents:

Evans Close; King Lane; Pound Road; Printers Place; Orange Lane; Station House; Appleton Close

Raising the following issues:

- Support proposal for new housing
- Support from public exhibition not given enough weight
- Need more of these types of houses in Over Wallop
- Perfect village site for new housing
- Site feels like part of the village and has a very strong landscape boundary making any new houses relate well to this part of the village
- Huge support in the village including from the Parish Council
- Over Wallop needs more homes for families with children, especially if they are affordable
- Desperate need for rental houses in the village
- Accords with planning policy
- Don't want Over Wallop to become a dormitory village, need young people to stay in the village
- Support the proportion of single storey dwellings as these are desperately needed
- Need a mix of house sizes in the village
- Would not be in any major respect detrimental to its immediate neighbours
- Would be advantageous to many in the area
- Where else would these much needed houses go?

- New residents will support local facilities and services to ensure that these remain viable
- Proposal is exactly what we want in the village
- Report does not reflect the mood of the village, which is overwhelmingly behind this application
- Site is well screened by mature trees

4.2 **2 letters of support** received from local businesses:

The White Hart:

- Over 35 years have seen the village change considerably
- Regularly hear about the lack of housing for the whole community
- There will be no business in the area that will NOT benefit from this housing
- With more housing comes more customers, more people using local facilities and going to local schools.
- The White Hart depends on the custom of villagers and a declining population will only be bad for our business.
- Our pub is one of the focal points for the community and is an essential part of village life. We therefore don't want to close and become another statistic. To help keep us viable we need more housing and more people.
- Community needs to retain more young people and encourage young families. The proposal will do this and provide 9 bungalows, which are not normally built any more.
- Shocked that the report says "there is a lack of local support" as the Parish Council have not objected. Hope that the Committee will approve the application, subject to important conditions to make sure the foul water system works, as it is supported by the community.

The Wallops Village Shop Association Ltd:

- We write to register our overwhelming support towards the application.
- Recent housing survey shows this village is in need of further homes, especially low cost housing, new family homes and bungalows
- Of all of the options we think that this piece of land is ideally positioned in the village for the provision of these houses, which will breathe a bit of new life into our community.
- The Wallop Village Shop is a community run shop established in 2004. The Association was formed to ensure that Over Wallop residents have continued access to a village shop and post office at a time when many rural communities face the closure of such facilities.
- Unfortunately, like other village and community shops, we are still struggling to survive with the competition of the large superstores and a declining local population. But we endeavour to keep going to serve the local residents, especially the elderly who find it difficult to commute in and out of town more so due to the recent cut in bus services.
- We offer a Post Office Local, open during shop hours, the provision of local produce (supporting local businesses) and a newspaper delivery service, as well as selling newspapers in the shop.

- As a vital hub for the Wallops community, we must support initiatives that have broad local support and that will enable us to provide a valuable service to local residents.
- The village shop would benefit tremendously from the provision of a further 35 homes in the village. Without new housing to support the shop and other village facilities, these will become less viable over time.

## 5.0 **PLANNING CONSIDERATIONS**

### 5.1 *Community support*

15 further representations have now been received which indicates that there is support for the provision of dwellings to meet local housing need, particularly the provision of affordable dwellings and bungalows.

- 5.2 Paragraph 6.4.43 of the supporting text for policy ESN06 in the Local Plan states that, *“The extent of public involvement and support will be important considerations in assessing its merits. However the Council will need to be satisfied that in all other respects the proposals were acceptable before taking account of the extent of public involvement and support”*.

In this case the proposals are not acceptable “in all other respects” and the additional representations do not alter the conclusions and reasons for refusal set out in the Agenda Report.

### 5.3 *Lighting*

As identified above, there is some street lighting in the local area and as such it is not completely free of artificial light, although the application site itself is not lit other than by the adjacent street light.

The applicants advise that any lighting required for Highway purposes would be the minimum necessary and could be carefully designed to reduce its impact. Nonetheless, introducing any form of artificial lighting into this site would contribute to the visual impact of the development.

### 5.4 *Indicative layout*

The applicants state that, *“The development of this site should not be dictated purely by the length of the front and rear gardens of the properties on Evans Close”*. This has not been suggested, rather it is the long plots of properties on Evans Close that contribute to its feeling of spaciousness as the various terraces and semi-detached dwellings are well spaced out. The applicants contend that the properties in Evans Close are laid out in such a way that they frame the views in the streetscene. They also note that the application proposal would allow views through to the countryside and the trees around the boundaries of the site, and that the layout creates a more open relationship between buildings and surrounding spaces.

5.5 The indicative site layout shows a main road through the site, at the end of which would be a view of the boundary trees to the north (and fields beyond), enclosed on both sides by dwellings. While there are reasonable gaps between dwellings in all parts of the site, these are generally either parking areas or private garden spaces. The parking areas would be hardstandings with cars parked in them, which would not be perceived as an open space. Private gardens would be enclosed by fences or walls so again would not be seen as an open space between properties.

5.6 The proposed addition of a further bungalow is noted, and it is suggested that the 10 bungalows be located in the eastern and western parts of the site. The applicants contend that these would create a sense of space, openness and transition to the countryside.

The use of lower buildings would create views over them to the two storey properties and would create a varied roof scape. It is not clear how this would create a feeling of openness, particularly as there would be no bungalows in the main road into the site from Evans Close and they would not be visible from it.

5.7 It is considered that the revised indicative layout plan and the further commentary from the applicants do not significantly alter the proposal's likely impacts. The indicative site layout still shows a suburban form of development which does not reflect its edge of countryside location.

5.8 *Legal agreement*

A S106 agreement for this proposal is in the process of being drafted, therefore planning obligations to secure affordable housing, public open space and highway infrastructure contributions for walking and cycling infrastructure on Station Road/Salisbury Lane and safety improvements at the Old Stockbridge Road junction have not been entered into. As such the third, fourth and fifth reasons for refusal as set out in the Agenda Report remain.

5.9 *Surface water drainage*

Following discussions with the Council's Legal Advisor, it is considered that the provision and future management and maintenance of any surface water drainage features can be secured through a condition should permission be granted. As such, there is no need at this outline stage for this to be secured as an obligation in the legal agreement and the sixth reason for refusal is therefore withdrawn.

6.0 **RECOMMENDATION**

**REFUSAL for the following reasons:**

1. **The proposal is contrary to Policy SET03 of the Test Valley Borough Local Plan (2006) in that it has not been demonstrated that there is an overriding need for it to be located in the countryside or that the proposal is of a type appropriate in the countryside as identified in specific policies listed under the policy. The proposed development represents an unsustainable form of development in the countryside as it would result in social and economic benefits but also harm to existing landscape character and visual amenity, with no environmental gains having been demonstrated.**

**The proposal is unacceptable and contrary to Policy SET03 of the Test Valley Borough Local Plan 2006 and guidance provided by way of the National Planning Policy Framework. There are no material considerations that would justify departure from the development plan.**

- 2. It has not been demonstrated that up to 35 dwellings of the sizes proposed can be appropriately incorporated into the site without harm to existing landscape character and visual amenity. It is not considered that this adverse impact can be adequately mitigated through the layout, appearance, scale and landscaping of the development. As such the proposal is contrary to policy DES01 of the Test Valley Borough Local Plan 2006 and The Wallops Village Design Statement 2004 which is an adopted Supplementary Planning Document.**
  - 3. In the absence of a legal agreement to secure the provision of new affordable housing, including their subsequent retention in perpetuity to occupation by households in housing need and ensuring that the units are dispersed throughout the development, the development fails to comply with, and is therefore contrary to policy ESN04 of the Test Valley Borough Local Plan 2006 and the Affordable Housing Supplementary Planning Document, thereby exacerbating an existing need for such housing in the locality.**
  - 4. In the absence of a legal agreement to secure the provision and future maintenance arrangements for on-site public open space and/or contributions towards provision or improvement of off-site public open space, the proposed development fails to provide sufficient informal recreation space and children's play facilities required to serve the needs of the future population. The proposal will therefore result in an unnecessary additional burden being placed on existing informal recreation space and children's play facilities, exacerbating the identified deficit of such provision in the local area and adversely affecting the function and quality of these facilities to the overall detriment of the area and users of the open space. The proposal is contrary to Policy ESN22 of the Test Valley Borough Local Plan 2006, the Infrastructure and Developer Contributions Supplementary Planning Document and paragraph 73 of the National Planning Policy Framework.**
  - 5. In the absence of a legal agreement to secure the provision of a financial contribution towards the infrastructure for walking and cycling on Station Road/Salisbury Land and safety improvements at the Old Stockbridge Road junctions, as identified in the Test Valley Access Plan, the proposal would result in an unmitigated form of development on the local highway and transport infrastructure serving the area, to the detriment of both existing and future residents of the area. The proposal is contrary to policies TRA04 and TRA09 of the Test Valley Borough Local Plan 2006 and the Infrastructure and Developer Contributions Supplementary Planning Document 2009.**
-