



## Legend

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Organisation	Winchester City Council
Department	Winchester GIS
Comments	
Date	05 June 2013
SLA Number	100019531

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DEVELOPMENT CONTROL COMMITTEE AGENDA

**Item No:** 7  
**Case No:** 12/02344/FUL / W00967/13  
**Proposal Description:** (AMENDED PROPOSAL - Reducing number of dwellings from 75 to 71) Residential development of part of the playing fields for the erection of 71 no. dwellings with associated access, parking and landscaping  
**Address:** Swanmore College Of Technology New Road Swanmore Southampton Hampshire  
**Parish, or Ward if within Winchester City:** Swanmore  
**Applicants Name:** Linden Ltd Trading As Linden Homes Southern  
**Case Officer:** Nick Parker  
**Date Valid:** 7 November 2012  
**Site Factors:** Civil Aviation  
**Recommendation:** Application Refused

**General Comments**

This application is reported to Committee because of the number of letters of support received which is contrary to the officer's recommendation.

This application for the redevelopment of the Swanmore College Playing Fields forms part of a linked proposal to lay out a new playing field on land alongside Lower Chase Road, comprising an all-weather artificial pitch and a grass pitch. This application is currently being considered by Hampshire County Council.

Since submission the application has been amended in the following manner:

- a reduction in the number of dwellings proposed from 75 to 71 (including 28 affordable dwellings);
- an increase in the area of the public open space (POS) to 864 sq. metres;
- deletion of the previous 3 storey block in the west corner of the site;
- rearrangement of the south-eastern part of the development and towards the southern corner;
- redesign of the dwellings to either side of the access to front onto New Road;
- reduction of terraces in several locations;
- parking has been taken from the street to the rear of properties, most markedly in 'The Lanes' area towards the south of the site;
- additional trees within the development, notably along the northern ('The Gateway'/'The Green') and southern ('The Lanes') arms of the access roads;
- deletion of the previous triple parking and provision of on-street visitor parking.

In addition to the above a revised ecological assessment report, letter and method statement (Hampshire Ecological Services Ltd) has been submitted in response to the

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comments of the HCC Ecologist (Sarah Warriss-Simmons).

### Site Description

This site is located on the southern edge of the approach into the village of Swanmore adjacent to New Road and is located within the built-up settlement of the village.

The application site is approximately 2.3 ha in size comprising part of the playing fields serving Swanmore College and consists of mown grassland (playing field). The site is predominantly level and terraced into the general slope on its southern boundary. This has resulted in a bank along the northern boundary rising upwards towards Crofton Way and falling towards the College buildings beyond the southern boundary. In both cases the slopes have been planted with trees which are now mature. The site boundary with New Road is marked by a mature evergreen hedge approximately 2m in height. The western boundary is also marked by a hedge which includes a number of trees.

To the west is open paddock land, to the south west the college and to the east and south across New Road are community buildings and farm land. There are views of the site from the south, south east and from the west.

Immediately to the north is a residential area known as Crofton Way built in the 1970's which is set at a higher level than the site and largely screened by the mature boundary vegetation. The residential density of Crofton Way which consists of large two storey detached dwellings is approximately 14 dwellings per ha. The residential estate of Springvale is located to the north east of the site across New Road and was built in the 1950's. Springvale consists of smaller two storey dwellings in the form of semi-detached and terraces and has an average density of approximately 28 dwellings per ha.

### Proposal

The revised scheme now proposes 71 residential dwellings (9 of which are flats) comprising a density of approximately 31 dwellings per ha. 28 of these dwellings are proposed for affordable housing. The following table breaks down the split of dwelling sizes and overall percentage of total:

Dwelling size	Number of units	Proportion of total
1 bed flats	2	3%
2 bed flats	7	10%
2 bed houses	9	13%
3 bed houses	35	49%
4 bed houses	8	11%
5 bed houses	10	14%
Total	71	100%

28 affordable dwellings are provided within this mix = 39.4% of total.

In terms of layout the houses along the frontage of the site have been re-orientated so that they have a frontage orientated towards New Road. The on-site public open space is located towards the front of the site which would contain a play area and trees. Larger detached properties are located in a linear arrangement on the northern side of the site with rear gardens backing on to those at Crofton Way. The residential development in the

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western section of the site is denser and tighter consisting of smaller dwellings arranged in pairs of terraces along shared surface carriageways.

In response to the consultations the three storey flatted block at the western corner of the site has been reduced to two storeys and flats over garages have been introduced into the southern section of the site, to remove car parking from the frontages and allow a more informal road layout.

Vehicular access will be from a single point from New Road towards the northern end of the site frontage. The access point would be located to the north of the village hall access point on the opposite side of the road. The access road would lead into the site towards the area of open space before splitting to form a circular access arrangement. The majority of dwellings would front on to the access roads. There are no proposals for further pedestrian links into the site, other than from the main access.

A total of 150 car parking spaces are proposed to serve the development. These spaces will be in the form of individual garages and parking spaces along the site frontage, with a number of small communal parking areas towards the western section of the development. Cycle parking is proposed in garages or sheds located in back gardens for the houses and in a dedicated cycle store for the flats. In addition short stay cycle parking is proposed in the form of Sheffield stands outside the front entrance of the flats and by hoops attached to the front elevations of the houses.

An acoustic fence is proposed along the western boundary of the site to mitigate the potential noise impact of the sports pitch from the residents of the new development and Crofton Way.

### **Relevant Planning History**

HCC/2012/0405 – Change of use of horse paddock to an all weather Synthetic Turf Pitch (STP) with floodlighting and associated works, including grass rugby pitch at Lower Chase Road, Swanmore. Hampshire County Council application. Under consideration.

In addition several other HCC applications related to Swanmore College facilities have been submitted over the years but none have direct relevance to the current proposal.

### **Consultations**

Head of Strategic Planning: Objection (note comments made before the adoption of LPP1)

"The proposal relates to land which is within the settlement boundary of Swanmore, but which is subject to Local Plan policies RT1 and RT.2. There is a parallel proposal to relocate the playing fields which, if acceptable and linked to this proposal, could meet the requirements regarding recreational open space (RT.2).

However, the site is also subject to RT.1 which seeks to maintain its amenity value, much of which derives from its undeveloped and open nature. This would clearly not be maintained by the proposed development and although it appears to meet some emerging Core Strategy requirements, it does not meet all of them. By the time the application is determined these requirements are likely to carry substantial weight and would, therefore, be required in any event.

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The current shortfall of 5-year housing land supply is also likely to be resolved very soon, with the adoption of the Core Strategy. This will impose a housing target for Swanmore, but this needs to be addressed in a plan-led way. The development of this site could be considered through that process, alongside other options. However, the current application proposal conflicts with policy RT.1 and the emerging Core Strategy (policy CP11), so it is not considered that it would be appropriate to bring forward the site through an exception to policy at this stage”.

Urban Design: Objection

Comments of original scheme - Concerned about a number of issues:

1. The development does not visually relate to its context or make an attempt to connect to it. More specifically it does not face onto and address New Road (which other development in the area does) and other than the main access into the site there are no pedestrian connections to the college to the south or the proposed playing fields to west. It appears to me that there would be an opportunity to do all of this.
2. The development in terms of the forms of buildings, materials and individual designs gives the appearance of a conglomerate of different 'styles'. This will give the appearance of an eclectic development without a clear identity and sense of place. There is little unity or cohesion in the proposed design, which as explained above, is a defining characteristic of the village.
3. The development will appear dense and other than the small public open space there is little opportunity for the establishment of mature tree planting. This is an edge of settlement site and the design in my view should allow more space within the public realm for street trees and vegetation between buildings. As a precedent the development across the road known as Springvale successfully integrates within its semi rural context by exhibiting a strong landscape structure.
4. A significant number of the dwellings have wide car parking areas to the fronts which will detract from the character of the street scene. A particularly unsatisfactory part of the scheme is the street arrangement at plots 33-36 and 69-70 which will in effect appear as a car park with very wide aisle. The fact that block paving is proposed here this will not give the appearance of a 'square'.
5. Three storey buildings should not be used. The block proposed at plots 21-26 will be very visible in views from Lower Chase Road.

Comments of revised scheme - Comments on amended site layout A-02-100

1. The 2 dwellings either side of the entrance now front onto New Road which is better.
2. The relationship of plots 44 and 45 with New Road is better but the scheme would benefit if there was a pedestrian connection to New Road at this point.
3. A good hedge and some planting is needed along the south of plots 41 to 43 to reduce the impact of views of the backs of the houses and fences in winter months.
4. The removal of the 'square' parking area on the southern street is welcomed, so too the removal of 3 storey development.
5. I note that the Head of Landscape has stated that there is a shortfall in the amount of open space and has stated that there is not enough room for native trees to the front of the dwellings. My view is that to provide a satisfactory landscape framework to the scheme (which is essential on this edge of village site) sufficient space for large street trees to mature must be provided along the southern street. The site layout shows me (confirmed by the Head of Landscape) that there is insufficient room and therefore the scheme represents overdevelopment. It appears to me that a tree lined southern

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street could be designed in to the scheme which could be extended to the southern boundary of the new community recreation by a well designed pedestrian and cycle connection. A connection to the playing field might go some way to satisfying the shortfall of open space but you would need to check this with the Head of Landscape. This connection will provide permeability from New Road to Lower Chase Road and resolve the issue that the scheme is in effect an introverted cul de sac which turns its back on surrounding landuses.

6. If all the above can be secured then I would on balance be content from an urban design perspective but still with reservations about the lack of cohesion and unity in the designs of dwellings.

Head of Landscape: Objection

Comments on revised scheme - Unable to support this application, contrary to Policy CP13, and Saved Local Plan Policy DP5.

The revised plan has not addressed the fundamental lack of high quality design within the public realm to make a positive contribution to the local townscape environment. This is contrary to Policy CP13.

The proposed tree planting consists mostly of small or fastigated trees which will contribute little to the greening of the site. Additionally most of the proposed trees are shown planted in the small private front gardens and will be vulnerable to removal by the occupant, due to shading and light issues. This results in a scheme that is reliant on the trees within the 'open space' to green the whole site, leaving the southern part of the site lacking a landscape framework that would make it an attractive place. This is inadequate and contrary to Saved Local Plan Policy DP5 and DP3.

With consideration of the Open Space requirement falling short of the minimum standard, a second area of open space/amenity area should be considered for the southern part of the site to accommodate further tree planting to create a landscape/streetscape that would respond positively to the local townscape, throughout the whole site.

Head of Landscape (POS) – Objection

Comments on the revised scheme - Open Space Infrastructure: Swanmore, according to our most up-to-date assessment, is deficient in open space infrastructure. There are no allotments: there is a shortage of children's play space: and a shortfall in informal green space.

MTRA 2 requires new housing development to be "appropriate in scale" and requires "existing facilities to be retained or improved to serve the settlements and their catchment areas".

The commentary says that "given the dispersed nature of the District, the provision and retention of local services and facilities (including recreation facilities and allotments) is important, especially those which provide opportunities for communities to access them without having to travel excessive distances."

There is clearly then a Policy requirement for open space infrastructure to 'keep up' with new housing development, in order to avoid exacerbating these shortfalls or making people travel further for their recreational open space needs.

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With this in mind, it is disappointing to note that the area of open space illustrated on the landscape plan (TGD Landscape Strategy Plan 712 -0101 Rev F) continues to fall short of minimum standard, measuring only 864m<sup>2</sup>.

Policy CP7 (Open Space, Sport and Recreation) says that:

“new housing development should make provision for public open space in accordance with the most up-to-date standards preferably through on-site provision of new facilities where feasible or by financial contributions toward off site improvements”

This new standard requires a housing development of this size (2 x 1 bed, 15 x 2 bed, 40 x 3 bed, 18 x 4+ bed = 232 people) to provide at least 1,125m<sup>2</sup> where there are shortfalls, broken down into the following categories;

- |                        |                           |
|------------------------|---------------------------|
| • Allotments           | 150m <sup>2</sup>         |
| • Children's play      | 375m <sup>2</sup>         |
| • Informal green space | 600m <sup>2</sup>         |
| • <i>Total on site</i> | <i>1,125m<sup>2</sup></i> |

The area of 864m<sup>2</sup> shown on the plan can be taken as possibly meeting the 600m<sup>2</sup> of 'informal green space' and possibly providing 264m<sup>2</sup> of 'play' space ....but this still leaves it short by 111m<sup>2</sup> of play space - and short of 150m<sup>2</sup> of allotment space, i.e. a total shortfall of 261m<sup>2</sup>.

I would question also whether the useable open space should all be in one lump or whether it could not perhaps be split into two areas to give better coverage to the site.

'Saved' policy

Saved Policy DP5 requires there to be “adequate on-site amenity open space”. This must “contribute to maintaining or enhancing the visual and environmental character of the area”. It should also “incorporate appropriate hard landscaping and planting”.

I cannot see that the proposed tree planting is appropriate for such a large and high density housing scheme. The site will require space within the public realm allocated for landscape scale or 'forest scale' trees to be planted. A weakness of this scheme is that almost all of the trees planted in the street are in private front gardens and will be vulnerable to removal by the occupant.

Saved Policy DP3 (viii) requires development to include within it “sufficient amenity and recreational space, appropriate to its size, design and function.”

Head of Landscape (Trees): Objection

Objection based on the impact of this development on trees contrary to Policy DP4 of the Winchester District Local Plan, the pressures that are likely to arise in the future due to the proximities of proposed dwellings and existing trees as they mature and the lack of space that has been made available for new tree planting to establish.

Engineers: Highways: Objection

Traffic impact – The impact of the proposed development on the local highway network has been assessed using the nationally recognised modelling package PICADY, which examines the present junction capacities and also for the future test year 2022. The New Road/Church Road junction and the New Road/Forest Road junctions were examined

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and the results indicate that both road junctions "would operate well within its theoretical capacity during the network peak hours with minimal/no queuing or delays predicted to occur".

The total development traffic in and out of the site is anticipated to be 55 vehicles during the AM peak period and 42 vehicles during the PM Peak period. It is anticipated that approximately two thirds of the additional vehicles will head south towards centres of major employment and the remaining third will head north to more local destinations. The Transport Assessment concludes that the traffic generated by the proposed development will not have a detrimental impact on the operation of the local highway network surrounding the site and should be acceptable on these grounds.

Parking - I have looked at the revised internal infrastructure and car parking, although the proposed car parking meets the number of spaces for allocated & unallocated required by Winchester City Council's Residential Parking Standards for the total number of dwellings, no provision appears to have been made for visitor car parking as required by Policy 4 of the aforementioned document. The reduced number of dwellings requires a provision of 14 visitor spaces to be provided preferably on street or within additional capacity in unallocated parking areas. These additional visitor/casual caller spaces are considered necessary to reduce the risk of significant overspill parking occurring on street, which will interfere with the free flow of traffic through the site and cause highway safety problems.

As this application stands, I wish to maintain my previous recommendation for refusal. However, this could be overcome if an additional 14 number car parking spaces as discussed above were provided in suitable convenient locations throughout the site.

Also require financial contributions towards highway improvements in the area commensurate with the scale of development.

Engineers: Drainage: No objection

"I have been in discussions with the developer and his consultant to agree a comprehensive and sustainable drainage layout for the site. This application is accompanied by an acceptable Flood Risk Assessment and Drainage Strategy so I offer no objection subject to a condition securing a suitable drainage scheme".

Environment Agency: No comments to make on this proposal

Southern Water: No objections provided developer enters into a formal agreement with Southern Water to provide the necessary sewerage infrastructure required to service this development.

HCC Ecology: No objections to revised Ecological Assessment Report dated April 2013 and a Method Statement for the works to the south east hedge dated April 2013.

"I am satisfied that the reports provide adequate survey and assessment of the proposals, and detailed mitigation and enhancement plans have been set out. Adherence to these should be secured through any consent. I am satisfied that there is no reasonable likelihood of Dormice being present and impacted and therefore no further work is required. The relevant precautionary measures relating to reptiles have been included within the reports".



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Subject to conditions securing:

- the recommendations of the reports in order to secure adequate ecological mitigation and enhancement;
- a lighting scheme that minimises the impact of the development on the wildlife interests of the site.

Natural England: No objection

Sport England: No objection to this application, subject to the following condition being attached to the decision notice (if the Council are minded to approve the application):

The development hereby permitted shall not be commenced until the playing field and artificial grass pitch permitted by planning permission HCC/2012/0405 dated X has been implemented and made available for use.

Reason: To ensure the satisfactory quantity, quality and accessibility of compensatory provision which secures a continuity of use.

Further guidance: Replacement playing fields/sports facilities required to overcome policy objections, e.g. Exception E4 of Sport England's policy on planning applications for development on playing fields, will usually require planning permission and cannot, therefore, be secured by condition. However, if the planning permission is already in place a 'Grampian' condition can be used to link the two permissions.

Sport England has requested a number of conditions be attached to application HCC/2012/0405 to ensure that the new playing field is fit for purpose and available to the community. If these conditions are not attached to planning permission HCC/2012/0405, then Sport England would wish to lodge an objection to this application (12/02344/FUL).

Sustainability Officer: Objection

The application as it stands fails to respond to either the Winchester interim policy aspiration or the Policy CP11 (Sustainable Low and Zero Carbon Built Development) as set out in the submission core strategy (which requires development to meet the Code 5 standard for energy/CO2 emissions and the Code 4 standard for water consumption).

Others:

Winchester with Eastleigh Design Review Panel:

The Panel considered the proposal to be disappointing and unsatisfactory. Although the Panel recognised that some effort had been made to create distinct character areas within the development there remained significant concerns about the overdevelopment of the site, failure to achieve a sense of place, and the unsatisfactory relationship with the public realm.

Hampshire Constabulary - Crime Prevention Design Advisor: No objection in principle subject to detailed design changes to secure a safer environment.

**Representations:**

Swanmore Parish Council

Original scheme: Support subject to the following:

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- The three storey properties proposed are contrary to the Village Design Statement (Planning Guidance page 9)
- Extreme concern about the fact that there would be 4 junctions (Village Hall, School, Crofton Way, proposed site) in close proximity, along with traffic congestion at peak school open/closure times which would exacerbate the situation. Funds must be provided to ensure that adequate parking, off road drop off and pick up points, and road safety measures are put in place to resolve the certain conflict that will arise. Village Design Statement (Planning Guidance page 22)
- Consider that the housing mix should include more three bed semi -detached dwellings to meet the greater need.

Amended scheme: Object in light of the new planning policies contained in the Joint Core Strategy Part 1 as it does not meet MTRA2 or CP13.

Concerns also remain as per our original comments i.e.:

1. Extreme concern about the fact that there would be 4 junctions (Village Hall, School, Crofton Way, proposed site) in close proximity, along with traffic congestion at peak school open/closure times which would exacerbate the situation. Funds must be provided to ensure that adequate parking, off road drop off and pick up points, and road safety measures are put in place to resolve the certain conflict that will arise. Village Design Statement (Planning Guidance page 22)

2. Consider that the housing mix should include more three bed semi - detached dwellings to meet the greater need.

21 letters (6 received following amended plans) received objecting to the application for the following reasons:

- Adverse impact on highway safety; additional junction onto New Road causing highway hazards; should consider a roundabout junction to ease highway danger; question validity of traffic assessment
- Out of keeping with village character; urbanise village; campus style; too high a density; reduction in numbers not enough; not in keeping with VDS.
- Public Open Space too small
- Better alternative sites to develop for housing
- Question needs of college to expand in future
- Risk of flooding from poor drainage
- Noise and light pollution from relocated sports pitch
- Adverse impact on wildlife; question ecological report

43 letters (1 received following amended plans) of support received:-.

- Need for housing in village
- The school improvements will be available to the community
- Enhances area

**Relevant Planning Policy:**

Winchester District Local Plan Review

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Saved policies DP3 (general design criteria); DP4 (landscape and built environment), DP5 (design of amenity open space), CE2 (local gaps), H3 (development in built-up areas), RT1 (important amenity areas), RT2 (important recreational open space).

Winchester Local Plan Part 1 – Joint Core Strategy

Policies DS1 (presumption in favour of sustainable development), MRTA1 (development strategy market towns and rural area), MRTA2 (provision of new homes in large villages), CP2 (housing provision and mix), CP3 (affordable housing provision), CP7 (open space, sport and recreation), CP11 (sustainable low and zero carbon built development), CP13 (high quality design), CP14 (effective use of land), CP15 (green infrastructure), CP18 (settlement gaps), CP21 (infrastructure and community benefit).

National Planning Policy Guidance/Statements:

National Planning Policy Framework – Chapters 6 (delivering a wide choice of high quality homes), 7 (requiring good design), 8 (promoting healthy communities)

Supplementary Planning Guidance

Swanmore Village Design Statement  
Hampshire Parking Standards

**Planning Considerations**

The main planning considerations relate to:

- The principle of residential development for this site in light of National and Local Planning Policy.
- Whether the proposed scheme represents appropriate development for the site in terms of its density, scale, layout, design and green infrastructure.
- The impact of the development on highway safety
- Drainage
- Sustainability
- Ecology
- The benefits associated with development.

The principle of residential development for this site in light of National and Local Planning Policy.

The site is currently used as a sports field in association with Swanmore College. The principle of residential development of the site would not normally be acceptable as the site is subject to WDLPR saved policies RT1 (retention of important amenity areas) and RT2 (retention of important recreational open space). It may be possible to satisfy the requirements of RT2 through the proposal to relocate the playing fields, provided this is found to be acceptable and is of 'at least equal community benefit'. However at this stage planning permission has not been granted by HCC for the new Artificial Sports Pitch to the west of the site which would replace this use and therefore its replacement cannot be assured in planning terms. Sport England state that they would not support the loss of this playing field if planning permission was not in place for a suitable replacement.

Notwithstanding the provision of a suitable replacement sports facility policy RT1 seeks to retain the amenity value of the site, which derives largely from its open and undeveloped nature. The following sections will demonstrate that the development in the form proposed would not retain the character of the site, nor be consistent with the limited

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scope for development envisaged by policy RT1.

In terms of housing mix the majority of properties are 2 or 3 bedroom properties (72%) and this accords with policy CP2 of the LPP1 which requires a good mix including the majority of units to be 2 or 3 bed. It is proposed to provide 28 affordable units (39.4% of the total). Whilst just under the 40% threshold, as set out in policy CP3 of the LPP1, it is not considered sufficiently below the threshold to justify refusing the scheme on this ground alone. All affordable housing units would be located towards the southern side of the development but would have some market housing peppered within. Whilst not considered "fully integrated" the siting of the affordable housing within the higher density areas of the scheme is understood and considered acceptable in this instance.

Whether the proposed scheme represents appropriate development for the site in terms of its density, scale, layout, design and green infrastructure.

Policy CP13 of the Local Plan Part 1 recognises the importance of good design as reflected in the National Planning Policy Framework (chapter 7). The policy states that:

*"new development will be expected to meet the highest standards of design".*

The policy provides a checklist of requirements to ensure that high quality design is embedded in all new development schemes. The policy requires all new development to demonstrate that:

- An analysis of the constraints and opportunities of the site and its surroundings have informed the principles of design and how the detailed design responds positively to its neighbours and the local context;
- The proposal makes a positive contribution to the local environment and creates an individual place with a distinctive character;
- The public realm has been designed to ensure that its attractive, safe, accessible and well connected to its surroundings, including walking and cycling routes to and within the development, to encourage their use;
- The accompanying landscape framework has been developed to enhance both the natural and built environment and maximise the potential to improve local biodiversity;
- Measures to minimise carbon emissions and promote renewable energy and reduce impact on climate change form an integral part of the design solution.

Saved policies DP3, DP4 and DP5 of the WDLPR are also relevant. These policies require new developments to respond positively to the appearance and variety of the local environment (DP3), to maintain or enhance the District townscape and landscape (DP4) and to provide adequate on-site amenity open space (DP5).

In addition to the above Local Plan policies the Swanmore Village Design Statement (VDS) provides guidance in relation new development within the village. The VDS emphasises the rural character of the village explaining that the village has managed to retain its rural charm despite the development that has taken place during the last 40 years. The VDS provides the following planning guidance that is relevant to the consideration of the proposed residential development:

- The design of new homes should respect Swanmore's rural character (pg 4)
- The Parish boundaries are rural in character – including for example, hedgerows, trees and the River Meon – and many approaches are narrow winding lanes

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without pavements or lighting. Any future development should maintain this very desirable rural ambiance (pg 5).

- Swanmore's rural character should be perpetuated by striving for a balance between open areas, farms, land used for recreation, and land used for employment and housing (pg 6).
- New houses should merge with the existing residential pattern and be no more than two stories high...should respect existing building lines...ample plot ratios should be maintained...natural and local materials used...preserve existing houses' access to and views over open fields or woodland...healthy trees should be retained and protected when new development takes place (pg 9).
- Hedging and trees should be used to link a development with the surrounding countryside (pg 19).
- Every opportunity should be taken to expand the network of footpaths in the village and so encourage more residents to make local journeys on foot, especially to shops and schools (pg 22).
- Any development within the policy boundary and in the vicinity of the Secondary School should help improve management of traffic near the school entrance, where parking and turning are difficult and dangerous (pg 22).

The application is supported with a Design and Access Statement (DAS) that explains the design process undertaken to reach the final design and layout of the proposed scheme. The DAS has been updated following the objections received from design and landscape officers of WCC and the Design and Review Panel. Despite the amendments the objections by the WCC urban design and landscape officers remain and are largely based upon the scale of the development that does not reflect the context of the site and its immediate surroundings. The following paragraphs provide a critique of the proposed development taking into consideration the relevant policy and guidance highlighted above.

Numbers and density – The proposal for 71 residential units which consists of 62 houses and 9 flats relates to a density of approximately 32 dwellings per hectare. For comparison purposes the residential area of Crofton Way immediately to the north of the site, which consists of a group of detached houses built in the 1970's, has a density of approximately 14 dwellings per hectare. Further to the east and across New Road the residential area of Springvale, built in the 1950's consisting of a mix of semi-detached and terraced properties, has a higher density of development than Crofton Way of approximately 28 dwellings per hectare. A defining characteristic of these areas is that each has a cohesive character and common architectural language which provides a clear identity and sense of place. In Springvale's case the built form successfully integrates within its semi-rural context by exhibiting a strong landscape structure.

The number and density of the proposed development is considered high, not just in relation to the existing built environment but also given the rural edge location of the site and its current amenity value as an undeveloped grassed sports field. The provision of large (predominantly 5 bed) detached properties in close proximity to each other along the northern section of the site would present a particularly oppressive strip of development with limited gaps between buildings to offer relief from the continuous built mass. An even tighter arrangement of buildings is proposed throughout the remainder of the development consisting of terraces, semi-detached and linked detached buildings providing limited gaps between buildings and leaving limited space within the public realm to provide realistic opportunities for street trees to be planted and flourish that

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would offer relief to the built mass.

While policy CP14 of the LPP1 seeks development to make effective use of land the policy makes it clear that this should not be at the expense of the general character of the area.

Based on the above assessment it is considered that the proposal is seeking too much development on this rural edge site with the result that it would jar with the context of the adjacent housing areas and semi-rural environment.

Public realm - The revised scheme still falls short of the public open space requirement (by 261m<sup>2</sup>) and it is considered that there is not enough room for good sized native trees to be planted in the streets to contribute to the public realm. It is considered that to provide a satisfactory landscape framework to the scheme (which is essential on this edge of village site) sufficient space for large street trees to mature must be provided. The site layout indicates that there is insufficient room for such planting and this has been highlighted by the Council's landscape and tree officers. The lack of public open space and lack of space within the development to provide appropriate street trees is a clear sign that the scheme represents overdevelopment.

The scheme has also been criticised in relation to the lack of connections to the surrounding area. There is a single point of access onto New Road (vehicular and pedestrian) but no other connections to the surrounding area. A pedestrian connection to the new playing field might go some way to satisfying the shortfall of open space. This connection would also provide permeability from New Road to Lower Chase Road and resolve the issue that the scheme is in effect an introverted cul-de-sac which turns its back on surrounding land uses.

Appearance and design – In addition to the concerns with the number and density of development and poor quality public realm the development also lacks an identity or sense of place. For example the development in terms of the forms of buildings, materials and individual designs gives the appearance of a conglomerate of different 'styles'. This will give the appearance of an eclectic development without a clear identity and sense of place. There is little unity or cohesion in the proposed design, which as explained above, is a defining characteristic of the adjacent residential areas of Crofton Way and Springvale and the remainder of the village. Whilst the amended scheme has overcome some of the earlier criticisms in relation to frontage development, the removal of the three storey block of flats and re-arrangement of some parking areas this is not considered sufficient to overcome the concerns expressed above.

Based on the above assessment it is considered that the proposed development will have an adverse impact on the setting of the village which is contrary to policy CP13 of the LPP1, saved policies DP3, DP4 and DP5 of the adopted Winchester District Local Plan Review and the planning guidance contained with Swanmore Village Design Statement. Specifically it has been found that the proposal represents the overdevelopment of the site leading to a scheme that relates poorly with its semi-rural surroundings. It has been found that due to the overall number of units proposed and their built mass there will insufficient space for public open space and street trees to provide a quality public realm. Furthermore it has been found that the urban form of development and conglomerate of different styles will result in a development lacking identity and sense of place incompatible with the semi-rural setting on this edge of

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village site.

The impact of the development on highway safety

The application is supported with a Transport Assessment (TA) prepared by Bellamy Roberts. The TA includes an assessment of the impact on the proposed residential development on the local highway infrastructure and includes measures to reduce car travel through the provision of a site Travel Plan. This has been assessed by the Council's Highway Engineer who agrees with the findings of the assessment that the development would not have a detrimental impact on the operation of the local highway network.

In terms of parking it is proposed to provide a total of 150 car parking spaces (116 allocated and 34 communal). The Council's Highways Engineer has objected to the parking provision as no provision has been made for visitor parking which is required through the WCC Residential Parking Standards. The proposals would require a total of 14 visitor spaces to be provided, preferably on street or within additional capacity in unallocated parking areas. The additional visitor spaces are considered particularly necessary in relation to this site in order to reduce the risk of significant overspill parking occurring on the street, which will interfere with the free flow of traffic through the site and cause highway safety problems.

Following this objection the developer's transport consultants has sought to clarify the situation with regard to the shortfall of visitor parking and how this would be addressed. They state that the visitor parking would be accommodated either on street or adjacent house frontages and have calculated that 26 spaces could be accommodated within street areas and in front of dwellings without undue harm to the free flow of traffic.

The Highways Engineer does not consider that the solution proposed overcomes his original objection; and proves that there is inadequate dedicated provision for visitor parking.

"This is not considered to be acceptable for the following reasons:-

1. A lot of the spaces simply rely on parking on street, which will interfere with the free flow of traffic.
2. Many of the visitor spaces rely on parking immediately in front of driveway entrances (this is a form of allocated visitor parking) and doesn't really achieve the design aims of casual callers being able to park unhindered in a designated space.
3. Several spaces are located directly opposite driveway entrances thereby reducing the amount of road space that a vehicle reversing out of the driveway has to undertake this manoeuvre. This is likely to lead to driver frustration and neighbour disputes).

In conclusion, I do not consider the proposed additional visitor parking accords with the good design principles contained in the Manual for Streets Document. Clause 8:3:12 explains "An arrangement of discrete parking bays adjacent to the running lanes is often the preferred way of providing on-street parking. It has little effect on passing traffic and minimises obstructions to the view of pedestrians crossing the street".

A scheme of this scale would also be required to provide a financial contribution towards improvements to the local highway infrastructure in accordance with policy CP21 of the

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LPP1. Whilst the developer agrees in principle to such a contribution, in its present form the application is not supported with a commitment to provide such a contribution through a legal obligation and in its absence the development is considered unacceptable as it would lead to additional pressure on the local highway infrastructure without securing adequate mitigation measures.

Drainage

There is local concern that the proposed development would add to the existing problem of flooding in the area due to inadequate drainage. However the application has been assessed by Southern Water in conjunction with the WCC Drainage Engineer who has concluded that an appropriate sustainable urban drainage scheme can be agreed to serve the development without detriment to the hydrology of the area. The drainage scheme could be secured through an appropriately worded condition if permission were to be granted for the development.

Sustainability

Policy CP11 of the LPP1 requires all new residential developments to achieve Level 5 for the Energy aspect of the Code for Sustainable Homes (CfSH) and Level 4 for the water aspect of the CfSH. The applicant indicates that the residential scheme will meet Level 4 for both energy and water and that to exceed this level of sustainability would render the scheme unviable. The applicant does not provide any financial justification to demonstrate that meeting Code 5 for energy would be unviable and in the absence of a justified reason not to meet this level the development is considered contrary to policy CP11 of the LPP1.

Ecology

The application has been updated with a revised Ecological Assessment Report dated April 2013 and a Method Statement for the works to the south east hedge which responds to the matters raised by the County Ecologist. The issues raised in relation to the extent of the proposals; badger foraging habitat; potential for dormice; reptiles; lighting and boundary treatment have been addressed by the updated information and the recommended mitigation measures could be reasonably secured through an appropriately worded condition if permission were to be granted. Based on the above assessment the proposed development is not considered to adversely affect ecology and therefore accords with policy CP15 of the LPP1.

The benefits associated with the development

It is recognised that there are benefits associated with the proposed scheme; a key one being that it would allow Swanmore College to realise its aspirations to provide much improved, modern sports field facilities to serve the College and also the wider village community.

The proposal would also provide 28 affordable dwellings and would make a contribution towards the LPP1 housing requirement of the village to provide 250 residential units over the next local plan period. However the Head of Strategic Planning clarifies in his response that the provision of the 250 houses will need to be addressed in a plan-led way and while the development of this site could be considered through that process it would need to be considered alongside other options.

These benefits are recognised and are material planning considerations to weigh up when considering this planning application. However the benefits are to be weighed



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against the detailed planning application under consideration which has been heavily criticised in relation to its adverse visual impact on the setting of the village due to the unjustified loss of the recreational/amenity space and the inappropriate overdevelopment of the site. These factors weigh strongly against the development and are considered overriding in nature resulting in strong and justifiable reasons to refuse this proposal.

The developer also makes the claim that without the number of houses proposed then the associated benefits including the improved sports field and affordable housing would not be delivered, as any reduction in house numbers would render the scheme unviable. To date no financial data has been submitted to justify this claim and therefore cannot be considered a legitimate planning argument to support the current proposal. In any case the financial viability argument would not change the conclusions reached in relation to the material harm caused by the development. It would then be a matter of considering whether the benefits associated with the development were so great that they would justify accepting a poor scheme that has recognised shortcomings to the detriment of the village character.

**Conclusions**

Based on the above assessment it is concluded that the proposed development is unacceptable as it would lead to the loss of an existing sports playing field which has recreational and amenity value. Despite a planning application for an enhanced sports facility on the adjacent paddock land submitted to Hampshire County Council, planning permission does not exist and therefore there is no mechanism to ensure the replacement pitch is delivered through this application. In addition to these matters of principle it has been found that the proposed scheme would have a harmful impact on the setting of the village due to its overdeveloped scale and poor design. The scheme is also deficient in terms of public open space provision, parking provision, sustainability measures and transport mitigation. The development is therefore contrary to policies CP11, CP13, CP14, CP15 and CP21 of the adopted Local Plan Part 1 and saved policies RT1, RT2, DP3, DP4, DP5 and T4 of the adopted Winchester District Local Plan Review.

**Recommendation**

Application Refused for the following reasons:

- 1 The proposed development would result in the loss of an existing playing field associated with the adjacent College site. In the absence of a suitable alternative and at least equivalent level of facility being made available the development is unacceptable as it would result in the loss of an important recreational space which is contrary to policy RT2 of the adopted Winchester District Local Plan 2006.
- 2 The proposed development would result in the loss of an important amenity area that serves the village which derives its value largely from its open and undeveloped nature. In the absence of a suitable scheme of development that seeks to retain the character of the site the development is contrary to policy RT1 of the adopted Winchester District Local Plan 2006.
- 3 The proposed development will have an adverse impact on the setting of the village which is contrary to policies CP13 and CP15 of the Local Plan Part 1 2013, saved policies

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DP3, DP4 and DP5 of the adopted Winchester District Local Plan Review 2006 and the planning guidance contained with Swanmore Village Design Statement.

Specifically the proposed scheme results in:

- overdevelopment of the site leading to a scheme that relates poorly with its semi-rural surroundings;
- lack of space to provide sufficient public open space and realistic street trees to establish a quality public realm;
- poor connections to the surrounding area (including the natural environment) with limited walking and cycling routes to and within the development, to encourage their use
- urban form of development and conglomerate of different styles resulting in a development lacking identity and sense of place incompatible with the semi-rural setting on this edge of village site.

4 The proposal is contrary to Policy CP7 of the Winchester District Local Plan Part 1 - Joint Core Strategy in that it fails to make adequate provision for public recreational open space to the required standard, and would therefore be detrimental to the amenities of the area.

5 The proposed development provides insufficient visitor parking that falls short of the required parking levels as set out in the adopted Winchester City Council Parking Standards for Residential Areas 2009 and is therefore contrary to policy T4 of the adopted Winchester District Local Plan Review 2006. As a result of the parking shortfall the proposed development is likely to lead to additional overspill parking occurring on the street, which will interfere with the free flow of traffic through the site and cause highway safety problems.

6 The proposal is contrary to Policies DS1, MTRA1 and CP21 of the Winchester District Local Plan Part 1 - Joint Core Strategy, in that it fails to make adequate provision for improvements to transport and the highway network in accordance with Hampshire County Council's Transport Contributions Policy 2007, such provision being required in order to mitigate for the additional transport needs and burden imposed on the existing network arising from this development.

7 The proposed development is contrary to Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy, in that, based on the information provided it fails to achieve Level 5 for the energy aspect of the Code for Sustainable Homes (CfSH) and Level 4 for the water aspect of the CfSH.

**Informatives:**

1 In accordance with paragraphs 186 and 187 of the NPPF Winchester City Council (WCC) take a positive and proactive approach to development proposals focused on solutions. WCC work with applicants/agents in a positive and proactive manner by;

- offering a pre-application advice service and,
- updating applicants/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.

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In this instance the applicant did not seek pre-planning advice from WCC and following submission and consultations the applicant was advised of WCC concerns with the application. Amendments were made to the original scheme but did not address WCC concerns.

Throughout the planning process the applicant was advised by WCC that to overcome the objections then a substantial change would be required to be made to the scheme which would only be able to be resolved through a new planning application. The applicant chose not to withdraw the application and therefore the scheme was referred to Committee with a recommendation for refusal.

2 The Local Planning Authority has taken account of the following development plan policies and proposals:-

Winchester District Local Plan Review

Saved policies DP3 (general design criteria); DP4 (landscape and built environment), DP5 (design of amenity open space), CE2 (local gaps), H3 (development in built-up areas), RT1 (important amenity areas), RT2 (important recreational open space), T2 (access), T4 (parking)

Winchester Local Plan Part 1 – Joint Core Strategy

Policies DS1 (presumption in favour of sustainable development), MRTA1 (development strategy market towns and rural area), MRTA2 (provision of new homes in large villages), CP2 (housing provision and mix), CP3 (affordable housing provision), CP7 (open space, sport and recreation), CP11 (sustainable low and zero carbon built development), CP13 (high quality design), CP14 (effective use of land), CP15 (green infrastructure), CP18 (settlement gaps), CP21 (infrastructure and community benefit).