

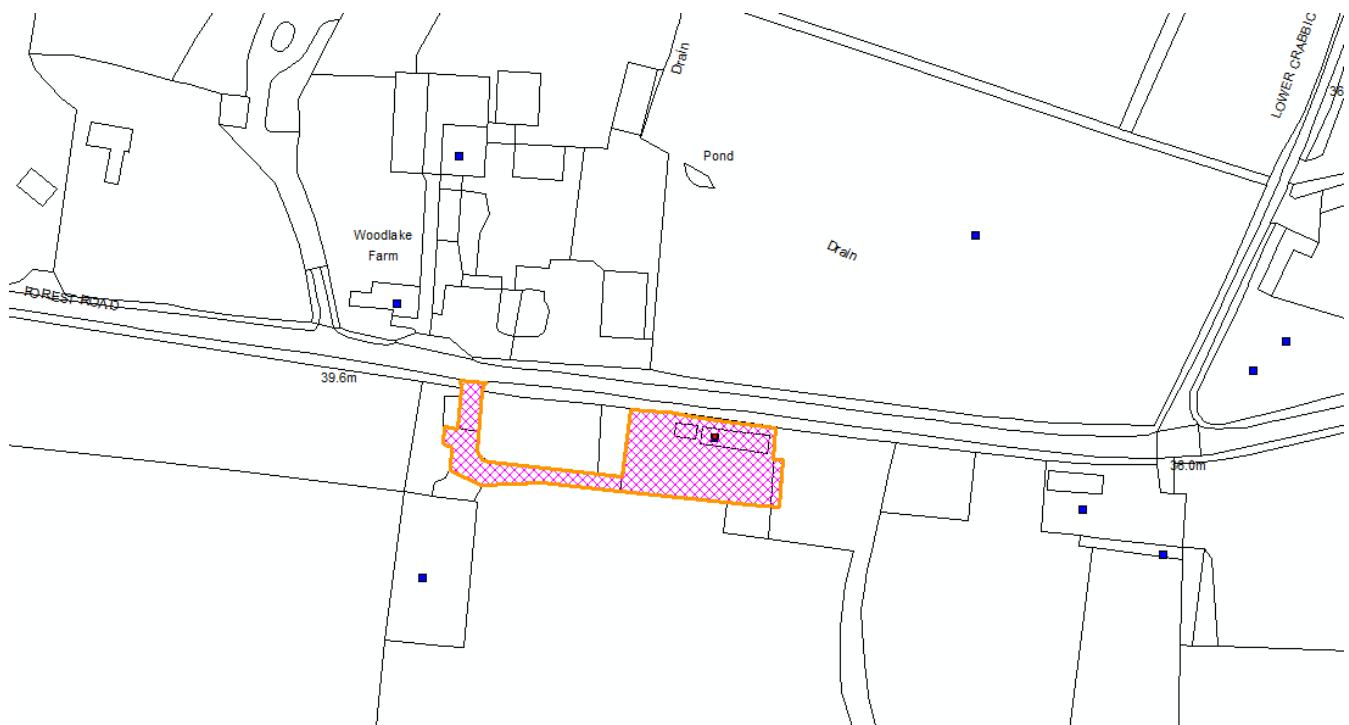
WINCHESTER CITY COUNCIL
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Case No: 25/01836/FUL
Proposal Description: Material change of use of land to a mixed-use for the keeping of horses and the stationing of caravans for residential purposes, and the erection of a dayroom ancillary to that use.
Address: Willow Tree Stables Forest Road Denmead Waterlooville Hampshire
Parish, or Ward if within Winchester City: Denmead Parish Council
Applicants Name: Mr. Quey Williams
Case Officer: Ethan Townsend
Date Valid: 8 September 2025
Recommendation: Application Permitted
Pre Application Advice No

Link to Planning Documents

[Link to page – enter in reference number 25/01836/FUL](#)

<https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple>



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Reasons for Recommendation

The development is recommended for permission, as it is considered that while the proposal would result in limited harm in terms of landscape impact, this would be outweighed by the need for Gypsy and Traveller pitches within the district.

General Comments

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The application is reported to the Planning Committee due to the number of Objections received, that are contrary to the Case Officer's recommendation.

Amendments to Plans Negotiated

None.

Site Description

The application site covers approximately 0.13 hectares and is situated to the south of Forest Road. Its northern boundary is defined by established trees and hedgerows. Within the site, an existing access track and area of hard surfacing lead to a forecourt, which accommodates a stable building, a storage container, a small store, and a dog-grooming unit.

Beyond the red line boundary, the wider land comprises a menage and grass paddocks. The surrounding stretch of Forest Road features a dispersed pattern of residential properties, agricultural and equestrian uses, as well as some commercial premises.

Proposal

This application seeks full planning permission for the material change of use of the land to a mixed-use for the keeping of horses and the stationing of caravans for residential purposes (mobile home and tourer), the erection of a dayroom ancillary to that use and a small refuse store. The proposal includes 1No. residential pitch to accommodate a Gypsy/Traveller lifestyle.

Relevant Planning History

- 23/01498/DIC - Discharge of Condition 4 of planning permission 23/00063/FUL – Permitted 06/07/2023
- 23/00063/FUL - Continued use of storage building as a dog grooming salon (sui generis) – Permitted 14/06/2023
- 22/02109/LDC – Retention of partial business storage use (Class B8) of stable building and hardstanding area – Permitted 13/12/2022
- 22/02107/LDC – Retention of storage building (Class B8) – Permitted 05/12/2022
- 15/02549/FUL – To allow the siting of 2x secure containers on the land (for secure storage in association with the permitted private equestrian) – Permitted 13/01/2016
- 12/02139/FUL – Variation of condition no.6 of planning permission 10/01864/FUL; to allow 1no. caravan on site – Refused 12/04/2013
- 11/03068/FUL - Construction of 20 metre x 40 metre ménage with removable flood lighting – Permitted 15/03/2013
- 10/01864/FUL – Change of use of agricultural land to equestrian to include a hardstanding, stables, tack room, storage and facilities to store two horse trailers – Permitted 22/10/2010

Consultations

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Service Lead – Engineering (Drainage) – No objection subject to conditions

- Recommend pre-commencement condition to identify drainage strategy.

Service Lead – Sustainability and Natural Environment (Ecology) – No objection

- Request condition on external lighting and wildlife enhancements.
- BNG does not apply due to being exempt.

Service Lead – Sustainability and Natural Environment (Landscape) – No objection

- Proposal is low key and small scale; its visual harm is likely to be limited.
- Request condition on floodlighting.

Natural England – No objection

- No objection subject to securing appropriate mitigation

Representations:

Denmead Parish Council

After discussion, Denmead Parish Council raised UNANAMOUS STRONG OBJECTION to this application due to possible further development in the future. Furthermore, it was decided to request that the application should be heard by WCC Committee should the officer be minded to approve the application.

6 Objecting Representations received from different addresses citing the following material planning reasons:

- Principle of development is contrary to policy MTRA4 of the LPP1, DM1 of the LPP2 and the Denmead Neighbourhood Plan
- Harm to the countryside through noise and light pollution.
- Harm to rural tranquillity.
- Concern over flooding impacts and drainage concerns due to proximity to flood zone.
- Concern over safety of access to the site.
- Concentration of traveller's sites in the area.

No supporting representations received.

Relevant Government Planning Policy and Guidance

National Planning Policy Framework (NPPF)

2. Achieving sustainable development
4. Decision-making
5. Delivering a sufficient supply of homes
9. Promoting sustainable transport
11. Making effective use of land
12. Achieving well-designed places
14. Meeting the challenge of climate change, flooding and coastal change
15. Conserving and enhancing the natural environment

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National Planning Practice Guidance (NPPG)

- Appropriate assessment
- Biodiversity net gain
- Consultation and pre-decision matters
- Design: process and tools
- Determining a planning application
- Effective use of land
- Housing needs of different groups
- Housing for older and disabled people
- Housing: optional technical standards
- Housing supply and delivery
- Light pollution
- Natural environment
- Noise
- Rural housing
- Use of planning conditions
- Waste
- Water supply, wastewater and water quality

Winchester Local Plan Part 1 – Joint Core Strategy (LPP1)

DS1 – Development Strategy and Principles

MTRA1 – Development Strategy Market Towns and Aural Area

MTRA4 – Development in the countryside

CP5 – Sites for Gypsies, Travellers and Travelling Showpeople

CP10 – Transport

CP16 – Biodiversity

CP17 - Flooding, Flood risk and the water environment

CP20 – Heritage and Landscape Character

Winchester District Local Plan Part 2 – Development Management and Site Allocations (LPP2)

DM1 – Location of New Development

DM4 – Gypsies, Travellers and travelling Showpersons

DM15 – Local Distinctiveness

DM16 – Site design Criteria

DM17 – Site Development Principles

DM23 – Rural Character

Local Plan (Regulation 19) 2020 – 2040

Strategic Policy SP2 - Spatial Strategy and Development Principles

Strategic Policy SP3 - Development in the Countryside

Strategic Policy D4 - Design Principles for Market Towns and Rural Villages

Policy D1 - High Quality, well designed and inclusive places

Policy T1 - Sustainable and Active Transport and Travel

Policy T2 - Parking for New Developments

Policy T4 - Access for New Developments

Policy NE1 - Protecting and enhancing Biodiversity and the Natural Environment in the district

Policy NE5 - Biodiversity

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Policy NE6 - Flooding and Flood Risk

Policy NE9 - Landscape Character

Policy NE14 - Rural Character

Policy NE15 - Special Trees, Important Hedgerows and Ancient Woodlands

Policy NE16 - Nutrient Neutrality Water Quality Effects on the Special Protection Areas (SPAs), Special Areas of Conservation (SACs) and Ramsar Sites of the Solent and The River Itchen

Policy H1 – Housing Provision

Policy H12 - Provision for Gypsies, Travellers and Travelling Showpeople

Policy H13 – Safeguarding Traveller Sites

Policy H15 - Authorised New / Expanded Traveller Sites

Denmead Neighbourhood Plan

1 – Spatial Strategy

Annex 1, proposal 5 – Traveller Accommodation

Supplementary Planning Document

National Design Guide 2019

High Quality Places 2015

Air Quality Supplementary Planning Document 2021

Residential Parking Standards 2009

Gypsy, Traveller and Travelling Showpeople Development Plan Document

Other relevant documents

Climate Emergency Declaration, Carbon Neutrality Action Plan 2020-2023.

Nature Emergency Declaration.

Statement of Community Involvement 2018 and 2020

Landscape Character Assessment March 2004 and emerging LCA December 2021

Biodiversity Action Plan 2021

Waste Management Guidelines and Bin Arrangements

Position Statement on Nitrate Neutral Development – February 2020

National Planning Policy Framework: proposed reforms and other changes to the planning system – December 2025

Planning Policy for Traveller Sites

Planning Considerations

Principle of development

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and paragraph 48 of the National Planning Policy Framework (NPPF) require that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

In December 2025, the Government published proposed reforms to the National Planning Policy Framework. However, as this document is a draft for consultation purposes, it carries little weight in the current application.

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The Regulation 19 Local Plan has been agreed by Full Council, and the examination is now subject to public consultation on the Proposed Main Modifications. Therefore, the emerging policies can be given moderate to significant weight in the assessment of development proposals in advance of Adoption.

Policy DS1 of the Local Plan Part 1 sets out the overarching Development Strategy for the District. Amongst various other requirements this policy states that development proposals will be expected to make efficient use of land within existing settlements and prioritise the use of previously developed land in accessible locations in accordance with the Development Strategy set out in Policies WT1, SH1 and MTRA1. This strategy is continued within the LPP2 by Policy DM1 which states that development that accords with the Development Plan will be permitted within the defined boundaries of the settlements it refers to (including Winchester). It states that outside of these areas, countryside policies will apply and only development appropriate to a countryside location will be permitted.

The application site is located outside of the defined settlement Boundary of Denmead. Therefore, the application site lies within the countryside and countryside policies apply.

Policy MTRA4 of the LPP1 restricts development in the countryside subject to a number of justified cases. In terms of housing, this is restricted to affordable housing exemption sites and agricultural workers dwellings that have an operational need. The current proposal has not been promoted to meet any of these justified cases and is contrary to policy MTRA4. The Emerging Local Plan, Strategic Policy SP3 concerns development in the countryside. This policy identifies that traveller accommodation in accordance with H12 and H13 would be acceptable.

Policy H12 of the Emerging Local Plan concerns the provision of Gypsies, Travellers and Travelling Showpeople whereas policy H13 concerns safeguarding existing sites. As such, H13 does not apply as this seeks to provide a new site.

Policy CP5 of LPP1 is a criteria-based policy that will be used in conjunction with Policy DM4 to determine planning applications and to assist in allocating sites through the Gypsy and Traveller Site Allocations DPD. Policy H12 of the Emerging Local Plan and Policy CP5 of the LPP1 set out the criteria for new pitches including the following:

- Sites should be well related to existing communities to encourage social inclusion and sustainable patterns of living, while being located so as to minimise tension with the settled community and avoiding sites being over concentrated in any one location or disproportionate in size to nearby communities.
- Be accessible to local services
- Avoid harmful impacts upon nearby residential properties
- Sites should be clearly defined by physical features, where possible, and not unduly intrusive

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- Capable of accommodating the proposed uses to an acceptable standards (water supply, play space for children, storage and equipment space, safe vehicular access, permanent structures restricted to what is required in rural locations).
- Safe vehicular access from the public highway and provision for parking.
- In rural locations, any permanent built structures should be restricted to essential facilities such as a small amenity block.
- No commercial activities should take place on the land, including the storage and sorting of materials, other than as necessary for a site's use as a travelling showpersons site.
- Minimise external lighting to avoid a detrimental impact on the surrounding locality;
- Proposals should be consistent with other policies such as on design, flood risk, contamination, protection of the natural and built environment or agricultural land quality and protect areas designated for their local, national or international importance, such as Gaps and the South Downs National Park.

In this instance, the application site is located within the countryside, outside the defined settlement of Denmead. It is not within a settlement gap or the South Downs National Park. It is considered that the site would be well related to the existing community. Denmead facilities are available with access to schools, healthcare and community groups. The proposed site would not lead to an overconcentration, whilst there are other sites within the countryside area of Denmead, the proposal seeks one pitch, and given its modest scale, would not be detrimental to character of the area. This is explored further within Sections 2 and 3 of this report. The application site is located within an area of paddocks that is well-screened from the road by the northern boundary hedge and served by an existing access. Compliance with the other criterion set out under policy H12 of the Emerging Local Plan and Policy CP5 of the LPP1 are discussed in the relevant subsections of this report.

Policy DM4 of LPP2 requires that new gypsy and traveller accommodation should meet the requirements of policy CP5 and applicants should meet the definition of gypsies or travellers under Annex 1 of the Planning Policy for Traveller Sites (PPTS).

The 'Traveller' Development Plan Document (DPD) was adopted in February 2019. Policy TR6 addresses sites outside of those that have a permanent or temporary permission as identified within the DPD. The policy allows for new sites to be considered provided certain criteria are met. These include:

- Applicants being identified as gypsies and travellers or travelling show people as identified through Annex 1 of Planning Policy for Traveller Sites 2015 or subsequent revision;
- A statement has been provided detailing that the applicants/future occupiers meet the definition under Annex 1 of the PPTS. The PPTS definition of Gypsies and Travellers has also been updated (December 2023) to include settled status following the Smith Judgement.

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The application is for one gypsy pitch, and it is therefore accepted that the site will be occupied by individuals who meet the definition of gypsies and travellers as set out in Annex 1 of the Planning Policy for Traveller Sites. This requirement will be secured through the application of the Planning Inspectorate's standard condition, which states: "*The site shall not be occupied by any persons other than gypsies and travellers as defined in Annex 1 of the Planning Policy for Traveller Sites.*" This ensures compliance with policy by way of condition.

Policy TR7 sets out the requirements of new pitches and plots in regard to Access and Parking, Environmental impacts, and General provisions (drainage, waste, external lighting). These are addressed in the relevant sections below in this report.

The Winchester Gypsy and Traveller Accommodation Assessment (2022) has identified a need for gypsy and traveller and travelling showpeople accommodation for the period 2022-2038.

The 2024 Authority Monitoring Report (AMR) sets out the most recent 5-year position on gypsy and traveller and travelling showpeople needs and supply. It sets out a position as of 2024 and takes into account unmet needs remaining since the publication of the GTAA in 2022.

The position as of 2024 is as follows:

Calculation	Gypsy Travellers	&	Travelling Showpeople
a. 2024-2029 requirement (2022-2026 requirement from table above + 3/5ths of 2027-2031 requirement)	60	25	
b. Completions 2022-2024	0	0	
c. Remaining 5-year requirement 2024-2029 (a-b)	60	25	
d. Supply 2024 – 2029	38	15	
e. Years pitch / plot supply	3.2	3.0	

Planning Policy for Traveller Sites ("the PPTS") is the current National Policy in relation to provision for gypsy and traveller sites. Paragraph 28 of the PTTS states the following: "If a local planning authority cannot demonstrate an up-to-date 5-year supply of deliverable sites, the provisions in paragraph 11(d) of the National Planning Policy Framework apply".

It is acknowledged that it is not currently possible for the Local Plan to demonstrate a deliverable 5-year supply of gypsy traveller pitches or showpersons' plots. As such, paragraph 11(d) of the NPPF is triggered and the tilted balance engaged. This paragraph requires that, where policy is out of date or silent, permission should be granted unless:

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- i. the application of policies in the Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
- ii. 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, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

The policies referred to are those in the Framework (rather than those in development plans) relating to:

- a. habitats sites (and those sites listed in paragraph 189) and/or
- b. designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, a National Landscape, a National Park (or within the Broads Authority) or defined as Heritage Coast;
- c. irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 75); and
- d. areas at risk of flooding or coastal change.

These requirements are assessed in turn under the relevant headings in this report below.

The Denmead Neighbourhood Plan Annex 1 proposal 5 states that development of two new sites for travellers accommodation would be supported provided that:

- I. Each pitch is a self-contained site of no more than two or three pitches or plots;
- II. Are located on land in close proximity to the settled traveller community in Old Mill Lane and adjacent to the existing site at West Fork in Bunn Lane and;
- III. Will accord with all the relevant policies of the Neighbourhood Plan and the Winchester Development Plan.

In this case, the application is for 1 pitch and would be self-contained. Therefore, part I of the policy is met. The application site is located close to the existing lawful site at Bunn Lane, therefore criterion 2 is met. Criterion 3 is assessed under the relevant headings below. However, it should be noted that this is not an adopted policy within the Neighbourhood Plan.

The application site is considered to meet the definition of previously developed land ('PDL') as the planning history identifies that the commercial use (dog groomers and B8 storage) and existing hardstanding are lawful. Annex 2 of the NPPF defines PDL as

"Land which has been lawfully developed and is or was occupied by a permanent structure and any fixed surface infrastructure associated with it, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed). It also includes land comprising large areas of

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fixed surface infrastructure such as large areas of hardstanding which have been lawfully developed. Previously developed land excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape".

Paragraph 61 of the National Planning Policy Framework (2024) identifies the Government's objective of significantly boosting the supply of homes. It states that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay. Furthermore paragraph 63 of the National Planning Policy Framework (2024) expressly identifies that the need, size, tenure of housing needed for different groups in the community are assessed, specifically identifying travellers as a relevant group.

This application provides an opportunity to address part of the unmet need through a previously developed windfall site. With the Council's new Local Plan still emerging, windfall sites offer a timely solution to the shortfall. The tilted balance is engaged, and the principle of development is acceptable, subject to any adverse impacts of granting planning permission significantly and demonstrably outweighing the benefits (when assessed against the policies in the National Planning Policy Framework, taken as a whole).

Assessment under 2017 EIA Regulations.

The development does not fall under Schedule I or Schedule II of the 2017 Environmental Impact Assessment Regulations; therefore, an Environmental Impact Assessment is not required.

Impact on character and appearance of area

Policy DM23 of the LPP2 and NE14 of the Emerging Local Plan require development within the countryside to avoid harmful visual and physical impacts, as well as the loss of tranquillity. Policy CP5 of the LPP1 requires that development should not be unduly intrusive and avoids the introduction of incongruous features.

The application site has changed character in recent years, as set out by the planning history. There is an existing stable and tack room on site, although these are small-scale and comprised of wood. There is also a long, hardscaped access and turning area within the site, a storage container, and a dog groomers. The wider site comprises a menage and grass paddocks. Beyond the site, the wider area is comprised of agricultural land, residential properties and commercial land.

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Public views of the site are limited, with the only potential vantage point being from Forest Road. There are no public rights of way within or near the site. While views from Forest Road are possible at the site's access point, they remain restricted due to the mature roadside planting that provides effective screening. Although glimpses may be possible through gaps in the roadside planting when travelling along Forest Road, these would be minimal. Furthermore, the proposed site plan identifies that the tourer, mobile home, and dayroom would be positioned near the southern edge of the existing hardstanding. This layout ensures that existing structures (the store, storage container, dog grooming unit, and stable block) located near the northern roadside boundary will act as an additional buffer between the road and the proposed caravans.

Policy H12 of the Emerging Local Plan states that, in rural locations, permanent built structures should be limited to essential facilities, such as a small amenity block. In this case, the only permanent structures proposed are the refuse store and day room. The store is modest in scale, measuring approximately 2.1 metres in width, 1.28 metres in depth, and 1.2 metres in height. It will be constructed from timber, which is an appropriate material for a rural setting, and will be screened from public view by its position behind existing roadside boundary planting. The dayroom is similarly modest in size, being 6.5 metres in width, 3.5 metres in depth and 3.6 metres in ridge height. The dayroom would be sited behind the existing development on site and not visible from public realm. It would be comprised of timber cladding and have a pitched slate roof. The Authority's High Quality Places SPD supports the use of slate and timber cladding, as they are natural materials that are commonly used within the district.

The Authority's Landscape team has been consulted on the application and concluded that, due to its small and low-key scale, the proposal would have only a limited impact on the character of the area. The Landscape Officer has recommended that external lighting is conditioned to prevent harm to rural character through light pollution. The proposed change of use would result in an impact upon tranquillity through noise, light and traffic generation. However, when considering the existing lawful uses at the site, and proposed condition on external lighting, the impact upon rural tranquillity is not considered to be materially harmful.

Concerns have been raised regarding a potential overconcentration of gypsy and traveller sites in the area. The nearest site is a multi-pitch traveller site located to the rear of the Chairmaker Arms which lies approximately 800 metres to the west and is subject to a temporary planning permission. In addition, the lawful site at Bunns Lane is situated around 1.1 kilometres to the northwest. The current proposal is small-scale (being for 1no. traveller pitch) and the introduction of this pitch is not expected to result in a significant material increase in activity at the site. Given the separation distances from other sites, the development is not considered to create an overconcentration of traveller pitches that would adversely affect the character or appearance of the area.

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It is acknowledged that the stationing of the caravans (mobile home and tourer) and the day room would give the site a more cluttered appearance. While such development can have a suburbanising effect on rural plots, in this case, the impact is considered limited due to the existing lawful uses, hardstanding, and buildings already present on the site.

The proposed pitch has been designed to remain within the existing developed area on the hardcore forecourt, rather than extending onto grass paddocks, which would have a greater impact on rural character. Furthermore, Woodlake Farm, directly to the north of the site, is used as a domestic caravan and mobile home storage. Given this context and the effective screening from public vantage points, the proposed development is not considered to result in significant harm to the character or appearance of the area. The proposal is considered to comply with policies CP5 of the LPP1, DM15, DM16, DM17, DM23 of the LPP2, and H12, D1, and NE15 of the Emerging Local Plan.

Policy TR7 of the Winchester District: Gypsy, Traveller and Travelling Showpeople Development Plan Document (2019) sets out the environmental requirements for potential new pitches:

- avoid boundary treatment that has a detrimental visual impact on the character of the site and locality
- provide landscaping to reinforce the boundary of the site and to provide screening of views into/out of the site
- provide an area of open space within the site for safe children's play, located to avoid conflict with vehicles on the site
- contribute to the Solent Recreation Mitigation Strategy where required
- ensure that the site and the layout proposed on it would not cause harm to the significance or setting of heritage assets or biodiversity interests.

In relation to the requirements of Policy TR7, the application site benefits from established landscaping along its boundaries, providing effective screening. Although the proposed site plan does not specifically allocate an area for children's play, the wider holding (within the blue line) comprises grass paddocks, which offer adequate open play space away from vehicular access and driveways. The site is also located outside the 5.6 km buffer zone for the Solent Recreation Mitigation Partnership. Further details on heritage and ecological considerations are addressed in the relevant sections below. Overall, the proposal is considered to comply with the environmental requirements of Policy TR7 within the Winchester District Gypsy, Traveller and Travelling Showpeople Development Plan Document (2019).

Development affecting the South Downs National Park

The application site is located 1.56 km from the South Downs National Park.

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy

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Framework (NPPF) updated 2024. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 189 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

Due to the distance and intervening features, an adverse impact on the National Park and its statutory purposes is not identified.

In conclusion therefore the development will not affect any land within the National Park and is in accordance with Section 11a of the National Parks and Access to the Countryside Act 1949.

Historic Environment

No Impact, the works do not affect a statutory Listed building or structure including setting; Conservation Areas, Archaeology or Non-designated Heritage Assets including setting.

Neighbouring amenity

Policy DM17 of the LPP2 identifies Site Development Principles that must be followed, including that the proposal must not have an unacceptable adverse impact on adjoining land or neighbouring amenities by reasons of overlooking, overshadowing or overbearing, or any other adverse impact to primary amenity spaces. Policy D1 of the Emerging Local Plan shares these requirements.

The closest residential property, Woodlake Farm, lies 87 metres to the north-west of the location of the proposed mobile home. Due to the separation distance between the site and neighbouring properties along with the intervening landscaping it is considered there is sufficient space to ensure that the proposal would not be materially harmful to neighbours' amenities in terms of loss of outlook, light or privacy.

Concern has been raised in regard to neighbouring amenities, specifically with regard to noise. The wider site has lawful equestrian, storage and dog grooming business use. It is not considered that the creation of 1No. gypsy pitch would result in a materially harmful increase in noise at the application site. The site is well screened and a sufficient distance from neighbouring properties to ensure that noise associated with the residential use of the site would not cause adverse harm to neighbouring amenity.

Therefore, it is considered that the proposal complies with policies DM17 of the LPP2 and D1 of the Emerging Local Plan.

Sustainable Transport

Paragraph 115 of the National Planning Policy Framework (2024) notes that when assessing sites for development, it should be ensured that (b) safe and suitable access to the site can be achieved for all users.

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Paragraph 116 of the National Planning Policy Framework (2024) states that Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.

The existing access, which this application proposes to retain, was originally approved under application 10/01864/FUL for an equestrian use comprising five loose-box stables. The proposed use is not likely to result in a higher volume of trips or involve vehicles larger than those previously associated with the equestrian/stable use of the site. It is considered that the creation of 1no. gypsy pitch on the site would generate a minimal amount of traffic and therefore not result in harm to highway users. The existing hard surfacing on site is of a sufficient size to allow vehicles to turn and manoeuvre within the site, to allow for vehicles to exit the site in a forward gear. Furthermore, it is considered that there is sufficient space within the site to allow for parking of vehicles associated with the residential use.

The proposal complies with policies CP5 and CP10 of the LPP1, DM18 of the LPP2 and T1, T2 and T4 of the Emerging Local Plan.

Ecology and Biodiversity

Paragraph 193 of the National Planning Policy Framework requires Local Authorities to apply the following principles when determining an application:

- A. if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;
- B. development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;
- C. development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists; and
- D. development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can

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secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.

The application site is not subject to any ecological designations and is predominantly comprised of existing hardstanding. Accordingly, it is not considered to provide suitable habitat features for protected species. The Authority's Ecologist has reviewed the proposal and confirms that, as the mobile home, touring caravan and dayroom will be located on existing hardstanding, the development would have minimal direct ecological impacts. However, in view of the rural setting, the Authority's Ecologist has recommended a condition to control external lighting to safeguard rural character and local ecology, particularly nocturnal species. This accords with the Institute of Lighting Professionals (ILP) and the Bat Conservation Trust (BCT) bats and artificial lighting guidance note 08/23.

Policies CP16 of the Winchester District Local Plan Part 1 and NE5 of the Emerging Local Plan require development proposals to deliver ecological and biodiversity enhancements, independent of the statutory Biodiversity Net Gain requirement. To secure these enhancements, a condition has been imposed requiring the submission of details on wildlife measures and ensuring their implementation. Subject to the above conditions, the proposal is considered to accord with Policies CP16 and NE5 and with paragraph 193 of the National Planning Policy Framework (2024).

Biodiversity Net Gain

Biodiversity net gain is required under the statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021). As such, planning applications (unless exempt) received on or after 2 April 2024, are required to provide a 10% Biodiversity Net Gain. Based on the information available, one of the statutory exemptions set out under the Biodiversity Gain Requirements (Exemptions) Regulations 2024 applies. Regulation 4 sets out that de minimis development is exempt, which is defined as a development proposal that impacts less than 25 square metres of onsite habitat that has a biodiversity value greater than zero. The proposed development would be sited on existing hardstanding that was approved under application (22/02109/LDC). The existing hardstanding has a biodiversity value of zero and therefore the development would be considered to be de minimis.

Appropriate Assessment

The proposal is for Development within, bordering or in close proximity to a European Protected Site (i.e. River Itchen SAC, The Solent SAC, SPAs, Ramsar Sites) and is for overnight accommodation affecting Nitrates.

The application will have a likely significant effect in the absence of avoidance and mitigation measures on European and Internationally protected sites as a positive contribution of 1.92 kg/TN/year is made. The authority has concluded that the adverse effects arising from the proposal are wholly consistent with, and inclusive of the effects detailed in the Winchester City Council Position Statement on nitrate neutral development and the guidance on Nitrates from Natural England.

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The Authority's Appropriate Assessment is that the application, coupled with a mitigation package secured by way of a Grampian condition (condition 4), complies with this strategy and would result in nitrate neutral development. It can therefore be concluded that there will be no adverse effect on the integrity of the designated sites identified above in this regard.

This represents the Authority's Appropriate Assessment as Competent Authority in accordance with requirements under Regulation 63 of the Conservation of Habitats and Species Regulations 2017, Article 6 (3) of the Habitats Directive, and having due regard to its duties under Section 40(1) of the NERC Act 2006 to the purpose of conserving biodiversity. Consideration of the Ramsar site/s is a matter of government policy set out in the National Planning Policy Framework (2023).

Sustainable Drainage

The application site is located within Flood Zone 1, which is classified as having a low probability of flooding (specifically, less than a 1 in 1,000 annual chance of flooding from rivers or the sea). An extensive area to the east of the site, outside the application boundary, is identified as being at high risk of both fluvial and pluvial flooding. A review of the Environment Agency's surface water flood maps confirms that the majority of the site is not prone to surface water flooding. However, the proposed dayroom would be positioned in a section identified as being at risk of surface water flooding. The Authority's Drainage Engineer has assessed the application and raised no objection, subject to the implementation of an appropriate Sustainable Drainage System (SuDS).

In respect of foul drainage, the details submitted with the application note that a package treatment plant (PTP) is proposed. The Authority's Drainage Engineer notes that this is acceptable where connection to the public sewer is not feasible. However, no details regarding effluent disposal have been provided. Therefore, a condition has been recommended which would require details of the surface water and foul drainage schemes to be submitted and approved prior to development commencing. Subject to this pre-commencement condition, the proposal is considered to comply with policies CP17 of the LPP1 and NE6 of the Emerging Local Plan.

Trees

A group of trees are located to the northwest of the proposed mobile home. All of these trees lie outside the application site's red line boundary. Given the separation distance between the trees and the proposed mobile home and touring caravan, together with the fact that these units will be positioned on existing hardstanding, it is considered that the development will not result in any adverse impact on these trees.

In addition, a small refuse store is proposed close to the vehicular access to the site. Three trees are situated near this access point and hardstanding; however, the refuse store is modest in scale and will also be sited on existing hardstanding. As such, it will not encroach upon or harm the root protection areas of these trees.

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Accordingly, the proposal is considered to comply with Policy DM24 of the Winchester District Local Plan Part 2 and Policy NE15 of the Emerging Local Plan.

Equality

Due regard should be given to the Equality Act 2010: Public Sector Equality Duty. Public bodies need to consciously think about the three aims of the Equality Duty as part of the process of decision-making. The weight given to the Equality Duty, compared to the other factors, will depend on how much that function affects discrimination, equality of opportunity and good relations and the extent of any disadvantage that needs to be addressed. The Local Planning Authority has given due regard to this duty and the considerations do not outweigh any matters in the exercise of our duty.

Planning Balance and Conclusion

The application would result in 1 gypsy pitch outside of the settlement boundary of Denmead. It is acknowledged that the Council cannot demonstrate a 5-year land supply for gypsy and traveller sites and therefore paragraph 11(d) of the NPPF is engaged.

As set out above, Officers consider that the proposals would not result in harm to neighbouring amenities, trees or highways users. Whilst no information has been included regarding ecology or drainage, the relevant consultees have identified that ecological enhancements and drainage information can be secured by way of planning conditions.

The proposal is not considered to cause any adverse harm to the rural character of the area due to the character of the existing site and the development's limited visibility from the public realm.

Ultimately, there is a current shortfall in available gypsy and traveller sites within the district and there is an identified need for windfall development to address this issue. The site is defined as previously developed land and would provide an efficient use of this land. Overall, officers conclude that there are no adverse impacts associated with the development that would significantly and demonstrably outweigh the benefits of providing an additional Gypsy and Traveller pitch. Therefore, the application is recommended for approval.

Recommendation

Permit subject to the following conditions:

Conditions

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

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2. The site shall not be occupied by any person other than gypsies and travellers as defined in Annex 1 of the Planning Policy for Traveller Sites (or its equivalent in replacement national policy).

Reason: To ensure the development continues to meet the objectively assessed accommodation needs of gypsies and travellers as required by Policy DM4 of the Winchester District Local Plan Part 2 – Development Management and Site Allocations (LPP2).

3. Detailed proposals for the disposal of foul and surface water shall be submitted to and approved in writing by the Local Planning Authority before the commencement of the development hereby permitted. The approved details shall be fully implemented before development commences.

Reason: To ensure satisfactory provision of foul and surface water drainage.

4. The development hereby permitted shall NOT BE OCCUPIED until:

a) ~~OBJ~~A water efficiency calculation which demonstrates that no more than 110 litres of water per person per day shall be consumed within the development, and this calculation has been submitted to and approved in writing by the Local Planning Authority

b) ~~OBJ~~A mitigation package addressing the additional nutrient input arising from the development has been submitted to and approved in writing by the Local Planning Authority. Such mitigation package shall address all of the additional nutrient load imposed on protected European sites by the development and be implemented in full prior to first occupation and shall allow the Local Planning Authority to ascertain on the basis of the best available scientific evidence that such additional nutrient loading will not have an adverse effect on the integrity of the protected European Sites, having regard to the conservation objectives for those sites; and

c) All measures forming part of that mitigation have been secured and submitted to the Local Planning Authority.

Reason: To accord with the Conservation of Habitats and Species Regulations 2017, and Policy CP11, CP16 and CP21 of the Winchester District Local Plan Part 1.

5. No more than 1 no. gypsy pitch shall be formed on the site. A maximum of 2 caravans, as defined in the Caravan Sites and Control of Development Act 1960 and the Caravan Sites Act 1968 (as amended), of which no more than 1 shall be a mobile home, shall be stationed on the site at any time, the dimensions of which shall not exceed those shown for the mobile home on Drawing Number 25_1372-003 Rev P01 (Proposed Site Plan).

Reason: To define the extent of this planning permission and to prevent more intensive use of the site and to preserve the character and amenities of the area in accordance with Policies DM16, DM17 and DM23 of the Winchester District Local Plan Part 2 – Development Management and Site Allocations (LPP2).

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6. This permission shall be carried out in accordance with following approved plans and documents, unless otherwise agreed in writing with the local planning authority prior to the change being implemented:

- Proposed Site Plan, drawing number 25_1372-003 Rev P01, received 08/09/2025
- Proposed Standard Dayroom – Plans and Elevations, drawing number 25_1372-006 Rev P01, received 08/09/2025
- Proposed Refuse Store – Plans and Elevations, drawing number 25_1372-007 Rev P01, received 08/09/2025

Reason: To clarify which plans have been approved as part of this application

7. Details of any external lighting of the site shall be submitted to and approved in writing by the Local Planning Authority prior to their installation. The information shall include a layout plan with beam orientation, and schedule of equipment in the design (lumen type, mounting height, aiming angles and luminaire profiles). The lighting shall be installed, maintained and operated in accordance with the approved details.

Reason: To protect the neighbouring amenities; and to ensure that the ecological value of the site is not adversely impacted upon by the development.

8. Within 3 months of the date of this decision a Biodiversity Enhancement Strategy shall be submitted to the Local Planning Authority for approval in writing. The agreed measures shall be implemented in full no later than the first planting season following their approval in writing.

The strategy shall include provision for bat and bird boxes.

Details shall include the materials, size and design of the bird & bat boxes, the identification of the trees where the boxes will be located, the height above ground, the orientation of the box, how the box will be attached to the tree and a timetable for the installation of the boxes. Thereafter, the agreed measures shall be installed in fully accordance with the details so approved.

Reason: In the interests of ensuring biodiversity net gain as required by Policy CP16 of the Winchester District Local Plan Part 2 (2017).

Informatics:

1. This permission is granted for the following reasons:

The development is in accordance with the Policies and Proposals of the Development Plan set out below, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.

2. In accordance with paragraph 39 of the NPPF (December 2024), Winchester City Council (WCC) takes a positive and proactive approach to development proposals, working with applicants and agents to achieve the best solution. To this end WCC:

* Offer a pre-application advice service; and

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* Update applicants/agents of any issues that may arise in the processing of their application, where possible suggesting alternative solutions

In this instance

* a site meeting was carried out with the applicant
* the application was considered by the Planning Committee where the applicant/agent had the opportunity to speak to the Committee and promote the application

3. Based on the information available this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because one or more of the statutory exemptions or transitional arrangements (as set out in paragraph 17 of Schedule 7A of the Town and Country Planning Act 1990 and the Biodiversity Gain Requirements (Exemptions) Regulations 2024) are considered to apply as follows:

- The Development is below the de minimis threshold.