



Property Services

Land at Shepherds Spring, Smannell Road, Andover

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Smannell Road,
Andover

Planning Statement
December 2011

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BACKGROUND

- 1.1.1. Following extensive local consultations that began in 2006, Hampshire County Council (HCC) approved a strategy for schools in the north-east Andover area. This strategy is designed to improve primary school provision whilst ensuring the best use of resources by reducing surplus capacity in line with the Education Authority's statutory responsibility for the management of school places.
- 1.1.2. The strategy is based upon the County Council's policy to provide a new primary school within the East Anton Major Development Area (MDA) and to close Shepherds Spring Infant and Junior Schools. The new Endeavour Primary School in East Anton is now fully operational in temporary buildings and will move into permanent accommodation in early 2010. However, the two existing school buildings at Shepherds Spring have been retained and will continue to play an important role in the education service for the wider area.
- 1.1.3. The former Shepherds Spring Junior School has been adapted to accommodate the Andover Education Centre and opened in September 2008. The former Infant School building has been extensively refurbished as the Spring Meadow Children's Centre, opened in the summer of 2010, offering information, advice and support to parents/carers together with early years provision of integrated childcare and early learning, health services, outreach and employment advice for disadvantaged families.
- 1.1.4. The remaining surplus land at Shepherds Spring, comprising 1.46 hectares (3.6 acres) of the former school grounds, in addition to the access road from Smannell Road, is the subject of this outline application and is to be sold by the County Council to off-set the costs of implementing the above strategy for the Andover area (see Appendix 1).
- 1.1.5. The strategy anticipated that the disposal of the surplus land at Shepherds Spring would precede or coincide with the creation of the Education and Children's Centres, so that the capital receipt would be available to pay for those new facilities before or shortly after their opening. Consequently, pre-application discussions were held with the Borough Council in 2008 and a number of technical studies were commissioned during that period in anticipation of such an application.
- 1.1.6. Unfortunately, the economic circumstances of the house building market changed dramatically at that time and the disposal of this site had to be postponed. However, the County Council nevertheless fulfilled its commitment to create the Education and Children's Centres.
- 1.1.7. This outline application, therefore, is submitted to establish the principle of and means of access to 50 residential dwellings on 1.54 hectares (3.8 acres) of surplus land at the former Shepherd Spring Infant and Junior Schools, off Smannell Road, Andover.

2. PLANNING HISTORY

- 2.1. There is no relevant recent planning history on the application site.
- 2.1.1. A planning application for external works for the new Andover Education Centre (ref: 07/03561/HCC3N), immediately to the south-west of the site, was approved in March 2008.
- 2.1.2. An application for the refurbishment of the Infant School, south-east of the site, to create the Spring Meadow Children's Centre (ref: 09/00589 /HCC3N) was approved in May 2009.
- 2.1.3. An application, for the provision of 15 staff parking spaces within the grounds of the Children's Centre (ref: 10/02422/HCC3N) was approved in November 2010 and a further application (ref : 11/02362/HCC3N) to provide an additional 4 parking spaces was approved in December 2011. This latter approval will allow all 19 staff parking spaces, which are currently alongside the existing access road, to be replaced entirely within the grounds of the Children's Centre.

3. PLANNING POLICY

3.1. Introduction

- 3.1.1. Proposals for the site have been guided by relevant national planning policy guidance or statements and applicable sections of the current 'development plan', which currently includes the Regional Spatial Strategy (South East Plan) and the 'saved' policies of the Test Valley Borough Local Plan (adopted June 2006).
- 3.1.2. It is intended that Local Plan policies will be replaced by the Local Development Framework (LDF) for Test Valley, which will include a Core Strategy to cover a twenty year period. However, a draft Core Strategy will not be made available for consultation until early 2012 and does not add any material weight to the proposed development at this time.
- 3.1.3. In addition, a Planning Position Statement relating to the site was produced by the Borough Council's Planning Policy, Design and Conservation Team in October 2007 and pre-application officer advice was provided from the Development Control Team in a letter dated 17th March, 2008.
- 3.1.4. Whilst the Borough Council's Planning Position Statement is an unadopted planning document and the officer's pre-application advice was provided

without prejudice, they have both been used to inform the development of the proposals for the site.

3.2. Principle of development

- 3.2.1. In relation to the existing school use on the site, Local Plan Policy **ESN19** states that loss of community facilities will only be permitted if it can be demonstrated that the facility is no longer practical or desirable for its existing or another beneficial community use.
- 3.2.2. The background to the closure of the former schools at Shepherds Spring is summarised in the Introduction above. The disposal of the application site will help fund the Education Authority's strategy for education provision in this part of Andover and, specifically, the establishment of the new Education and Children's Centres within the former school buildings at Shepherds Spring.
- 3.2.3. Pre-application comments received in April 2011 from TVBC Planning Policy Officer confirmed that "*a community use has been retained on the site as the former school buildings have been reused to provide an education centre and children's centre*" and noted that the net sale proceeds from the disposal of the site will fund education improvements in the area.
- 3.2.4. The site falls within the settlement boundary of Andover where local planning policy **SET01** applies. The principle of residential development is, therefore, acceptable where it is in keeping with the character of the surrounding area and where the layout does not prejudice the development of adjacent sites.
- 3.2.5. The proposed residential use of the site is supported by Government guidance (PPS3; paragraph 36), which states that development should make effective use of land by prioritising previously developed sites including consideration of housing provision on surplus public sector land.
- 3.2.6. The Borough Council's 'Planning Position Statement' confirms that residential development is acceptable in principle and that the site should provide a range of house types and sizes, with the aim of promoting a mixed community, to a density that reflects both national guidance (PPS3, paragraphs 45 -50), the surrounding context, and site constraints.
- 3.2.7. Pre-application comments received in April 2011 from TVBC Planning Policy Officer confirmed that the site lies within the settlement boundary where residential development is considered acceptable in principle subject to no harm being caused to the character of the surrounding area.
- 3.2.8. Local Plan Policy **ESN03** advises that a minimum density of 30 dwellings per hectare should be achieved to ensure that efficient use is made of land

within settlements. In all cases care should be taken to avoid over-development, to ensure that schemes are well designed, and to ensure that the amenity of nearby residents is respected.

- 3.2.9. The illustrative layout that accompanies this outline application (extract attached as **Appendix 2**: see **Design and Access Statement** for detail) shows the site accommodating 50 dwellings, which represents a gross site density of 32.5 dwellings per hectare.
- 3.2.10. This is considered to be a reasonable balance between making efficient use of urban land and respecting the character of the surrounding area, and is compatible with the advice provided in the Planning Position Statement and the pre-application advice.

3.3. Affordable Housing

- 3.3.1. Policy **ESN04** of the Local Plan requires the provision of 40% affordable housing on housing sites of more than 0.5 hectare.
- 3.3.2. The assessment of local housing needs set out in the Borough Council's 'Planning Position Statement' has been up-dated in an email received from Borough Council's Housing Manager on 31st January 2011, which suggests that *"generally we are seeking 70% affordable rent and 30% shared ownership, to meet local need"*, with a suggested mix of unit sizes as follows:
- one bed – 26%
 - two bed – 52%
 - three bed – 18.5%
 - four bed - 3.5%
- 3.3.3. The illustrative layout provides for 20 dwellings for affordable housing, representing 40% of the total on site. An indicative distribution of the affordable units is illustrated in the **Design and Access Statement**.
- 3.3.4. The table below provides an indicative breakdown of the indicative housing provision for the site and, with regard to affordable housing, follows the guidance provided by TVBC Housing Services.

indicative housing mix				
Dwelling type	Tenure		Total	
	market	affordable	no	%
One bed dwelling / maisonette	0	4	4	8
Two bed Flat over Garage	1	0	1	2
Two bed house	16	11	27	54
Three bed house	7	5	12	24
Four bed house	6	0	6	12
Total	30	20	50	100

- 3.3.5. In developing the latest illustrative layout for the site, an assessment of the housing market in Andover has been made, with information provide from local estate agents and development surveyors. As a consequence, other than a single flat over a small garage block (FoG), all the proposed accommodation is in the form of traditional dwellings. However, it should be recognised that the layout is intended only for illustrative purposes and, should the outline application be successful a more definitive mix of units may be required to meet local needs, both for market and affordable housing.
- 3.3.6. The table below summarises the affordable housing as suggested by the Housing Officer in January 2011 and the mix illustrated in the application submission.

Affordable dwelling size	suggested mix %	illustrated mix %
1 bed	26	20
2 bed	52	55
3 bed	18.5	25
4 bed	3.5	0

(N.B. The Housing Officer's suggested mix was based on an earlier illustrative proposal for 70 units on the site.)

- 3.3.7. As explained in the Design and Access Statement, it is not always possible to meet exactly all numerical targets as many factors, some conflicting, will influence a site layout. But, it is considered that the illustrated mix does suggest that the site could accommodate the type of affordable units that are likely to be required.
- 3.3.8. Affordable housing requirements can change over time and it seems sensible that this matter is dealt with as and when detailed proposals are developed as 'need' may change again in the time between an outline consent and a prospective housing developer working up detailed proposals.

3.4. Public Open Space

- 3.4.1. Local Plan Policy **ESN22** states that the recreational needs of any new developments should be met on-site or as close to a development site as possible. Under this policy the Borough Council seeks open space provision, or contributions towards open space provision, from new housing developments based on an overall standard of 2. 8 hectares per 1000 population, comprising:
- sports grounds / pitches – 1 ha

- parkland – 0.4 ha
 - informal recreation areas – 0.8 ha
 - children's play space – 0.6 ha
- 3.4.2. Where the number of new inhabitants is not known, a rule of thumb based on 2.4 persons per dwelling is to be used to calculate on-site open space requirements. In accordance with the above standards, the per capita requirements for public open space are;
- 10m² - sports grounds / pitches
 - 4 m² – parkland
 - 8m² – informal recreation
 - 6m² - children's play
- 3.4.3. As suggested in the Borough Council's Planning Position Statement, it is accepted that the site cannot provide for sports grounds or pitches. Based on 50 dwellings and 120 people, the remaining on-site open space requirements under Policy ESN22 amount to 2,160m², comprising:
- 480m² parkland
 - 960m² informal recreation
 - 720m² children's play
- 3.4.4. The application's illustrative layout provides for a total of 3,185m² of potential public open space, with a substantial proportion focussed in the south-east corner of the site, as suggested in the Planning Position Statement.
- 3.4.5. Some 1,310m² of the proposed public open space comprises the 'protection zone' for trees, which are the subject of Tree Preservation Order Number TVBC.0968, along the eastern and southern-eastern boundary of the site (see also section 3.10 below).
- 3.4.6. Trees protected by a Tree Preservation Order provide a general public amenity whose benefit extends beyond the application site. On this site, the trees along the eastern boundary in particular provide an established landscaped screen to the backs of houses in Tiberius Way. In addition, such extensive zones of protected trees include open spaces under the canopies of the trees, which provide an attractive landscape setting and opportunities for dog-walking and quiet, informal recreation. It is, therefore, considered both reasonable and sensible, as proposed in the illustrative layout, that the protected trees are included within public open space to ensure their long-term viability and public benefit.
- 3.4.7. The tree protection zone could thus provide substantially more than the 480m² of 'parkland' space that is required on site.
- 3.4.8. The open space that is outside of the 'tree protection zones' amounts to 1,875m², which exceeds the on-site requirement for informal recreation and children's play as set out in paragraph 3.4.3 above.

- 3.4.9. Within this area the illustrative layout shows around 900m² in the south-east corner of the site, together with a smaller pocket of open space, amounting to 200m², centrally along the northern boundary with Augustus Walk. Both these areas would be available for informal children's 'doorstep' play and exceed the on-site requirement.
- 3.4.10. Pre application comments received from TVBC Planning Policy Officer in April 2011 confirmed that open space provision on site could meet the policy requirement for parkland and children's play space. The comments also noted that Children's Centres, such as the one provided by HCC at Spring Meadow as part of the wider education strategy (see section 1), provide play facilities.
- 3.4.11. As the site is within 250 metres of an existing fully equipped children's play ground off Roman Way, it considered that additional formal play equipment would not be necessary on the site. TVBC's strategy for children's play¹ states that provision in urban area of Andover is good and that play facilities in the Alamein Ward have improved since the re-opening of the play area at King Arthur's Way².
- 3.4.12. TVBC's published documents do not appear to provide recommended distances between dwellings and children's play areas. However, a document produced for a neighbouring LPA³ suggests that *"a 300m target / 600m maximum distance threshold will be suitable for most local facilities accessed on foot which residents, and especially children, can expect to have within their neighbourhood. As far as the PPG17 assessment is concerned, this category will include children's play areas..."*. That document also notes⁴ that guidance from the National Playing Fields Association *"suggest a 400m maximum distance threshold for equipped play areas"*.

3.5. Movement, traffic and access

- 3.5.1. Local Plan Policy **TRA01** states that new development which generates traffic should not have an adverse impact on existing pedestrian, cycle or public transport users and should employ measures to minimise its impact on the transport network. The development should also ensure it is well served by public transport and is accessible to both pedestrians and cyclists.
- 3.5.2. Where it is considered that a development will generate additional demands for travel, Policy **TRA04** requires that a proportionate financial

¹ "Positive About Play 2007-2012", TVBC, para 4.1.1

² Ibid; para 4.1.4

³ "Basingstoke & Deane Leisure and Recreation Needs Assessment, Final Report", BDBC, September 2008, page 75

⁴ Ibid; page 76

contribution will be sought for improving the transport network and / or towards sustainable modes of transport.

- 3.5.3. Policies **TRA05**, and **TRA06** (*inter alia*) require new residential areas to provide safe access and layouts and to mitigate the visual impact of the private car with emphasis given to pedestrians, cyclists and public transport.
- 3.5.4. Annex 2 (paragraph PS10) of the Local Plan states that a Transport Assessment (a comprehensive analysis and assessment of the likely traffic impact of a proposed development on the local highway network) will be required for any development in excess of 50 units.
- 3.5.5. A comprehensive Transport Assessment was prepared in 2008 for a earlier illustrative scheme which proposed up to 65 dwellings on the site. A revised **Transport Statement**, based on an assessment of 50 dwellings, was prepared in October 2010, and is submitted separately with the application. The **Design and Access Statement** also sets out how movement and access issues have been considered in the development of the illustrative layout for the site.
- 3.5.6. Pre-application comments from TVBC's Highways Officer raised no objections to the outline proposals.

3.6. Parking

- 3.6.1. Policy **TRA02** and Annex 2 of the Local Plan set out the maximum parking standards for new residential development based on the Hampshire Parking Strategy and Standards, 2002 set out in the table below.

parking standards			
dwelling (size)	Car spaces (maximum)	Cycles: long stay	Cycles: short stay
1 beds	1	1	1
2 / 3 beds	2	2	1
4+ beds	3	2	1

- 3.6.2. The site is not considered to be highly accessible according to the Local Plan (Policy TRA02, Figure 7.3)
- 3.6.3. Annex 2 notes that the Council will monitor planning permissions and review the residential parking standards with a view to achieving an average residential provision of no more than 1.5 space per dwelling in accordance with national guidance (PPG3: Housing; paragraph 62). However, the national guidance to express parking requirements as a maxima has recently been withdrawn.

- 3.6.4. The illustrative layout indicates a total of 89 car parking spaces for 50 dwellings, which is in accordance with the Council's adopted parking standards, and represents an average of 1.78 spaces for each dwelling.
- 3.6.5. The illustrative layout assumes that secure bicycle storage for residents would be provided within rear gardens or garages, and provision to secure a bicycle for short stays would be made available outside front doors.

3.7. Infrastructure and Services

- 3.7.1. Policy **ESN29** requires the appropriate provision of infrastructure and community facilities, which are directly related to and necessary for the proposed development.
- 3.7.2. From preliminary enquiries of existing utility companies it is understood that the site is clear of any utility installations, but could be readily serviced from its immediate surroundings.
- to the south, along Smannell Road, there is a low pressure gas main, a 3" water main, and a high voltage electricity cable. An electricity sub-station is located adjacent to the Children's Centre alongside the site access road;
 - to the north, telecommunications cables and a foul sewer are located along Augustus Walk.
 - To the east, further telecommunications cables are within the public footpath;
 - to the west the verge in Newbury Road contains a high pressure gas main and a 6" water main.
- 3.7.3. Other than affordable housing and open space provision, no other infrastructure and service issues were raised in the Planning Position Statement. Or more recent pre-application advice. Pre-application comments received in April 2011 from Planning Policy Officer noted that, in reusing the former school buildings to provide an Education and Children's Centre, community use has been retained on the site.

3.8. Flooding and groundwater

- 3.8.1. Policy **ENV10** seeks to avoid new development having an adverse impact on existing groundwater supplies and Policy **HAZ02** requires that new development does not exacerbate the risk of flooding.
- 3.8.2. Pre-application comments from the Environment Agency (EA) received in April 2011 confirmed that the application site lies within the Inner Protection Zone (SPZ1) for the Smannell Road abstraction and Andover public water supply.

- 3.8.3. The EA's pre-application response also confirmed that the site is within Flood Zone 1, where there is a low probability of flooding, but that its size will require a Flood Risk Assessment to be submitted with the planning application.
- 3.8.4. The application is therefore supported by a **Drainage Strategy** and **Flood Risk Assessment**, prepared by HCC Engineering Consultancy, and submitted separately with the application. The proposals set out in these documents follow investigations into the opportunities for the disposal of surface water from the site, and extensive discussions with the EA and other relevant agencies, and are designed to ensure compliance with the requirements of Policies **ENV10** and **HAZ02**.

3.9. Design, layout and form

- 3.9.1. In terms of overall design, Policy **DES01** states development proposals should ensure that they do not impinge on the landscape qualities of the area, as well as be in keeping with the local character of the area and contain sufficient landscaping to successfully integrate within the local environment.
- 3.9.2. In a similar vein, Policy **DES02** calls for development proposals to respond positively to the surrounding townscape, in both character and appearance, and to retain landscape features that contribute to that local character.
- 3.9.3. Policy **DES04** states that, where new routes are created, these should link into existing networks and reflect the surrounding route hierarchy. In addition, such routes should be designed to reduce opportunities for crime and to exploit any potential views of landmark features.
- 3.9.4. Policy **DES05** seeks to ensure that new proposals are underpinned by sound urban design principles in order that:
- the scheme integrates with the form and structure of the existing settlement or surrounding area;
 - any public spaces are well-defined, usable and connected;
 - the scheme is laid out to provide a clear distinction between public and private spaces;
 - buildings are laid out and relate positively to streets or other public spaces; and
 - the positioning of doors and windows enables adjoining streets or other public spaces to be overlooked.
- 3.9.5. Policies **DES06** and **DES07** require that new development is well-integrated into the surrounding area, in terms of form, structure and scale, and displays an attractive and high standard of appearance, detailing and materials.

- 3.9.6. The Borough Council's Planning Position Statement and pre-application advice state that the principle of two / three storey development on the site is acceptable.
- 3.9.7. A summary of the response to issues relating to the design, layout and the form of the proposed development within the site are addressed in the **Design and Access Statement**, submitted separately with this outline application.
- 3.9.8. A particular concern in developing the illustrative layout was to ensure that it adequately addressed the requirements of the S.17 of the Crime and Disorder Act 1998. Further discussions were held with the Crime Prevention Design Officer on 18th March 2011, after which a number of amendments were made to the illustrative layout.
- 3.9.9. Pre-application comments received in April 2011 from the Crime Prevention Design Officer refer to potential issues associated with access routes to back gardens and to parking courtyards.
- 3.9.10. All rear gardens are shown with gated access and routes are provided for those dwellings that are in the middle of terraces. These routes are not public but shared between occupiers and are essential if occupiers are to avoid bringing garden material and outdoor possessions through their houses. These shared routes are shown with gates both into individual gardens and at the entrance to the route off the public realm.
- 3.9.11. One private parking court is shown serving five dwellings. This courtyard backs onto the secured boundary of the Education Centre and does not provide a through route, thus the single point of access / egress would reduce casual public intrusion. As with houses elsewhere in the layout, the rear elevations of the adjacent dwellings are shown separated from the courtyard by garden boundary enclosures with gated access. The detached dwelling immediately to the east of the courtyard entrance is sited, oriented, and could be detailed to provide natural surveillance of the space. The apartment above the garages is shown as having its front door on the northern (street) elevation but it could also provide surveillance of the courtyard from windows on its southern elevation.

3.10. Amenity

- 3.10.1. Local Plan Policy **AME01** seeks to ensure adequate levels of privacy and amenity within residential developments, including for neighbours, through the provision of private and communal gardens and spaces, appropriate for the needs of the intended occupants, that take into account local topography, location and character considerations.
- 3.10.2. Policy **AME02** requires new development to ensure that adequate levels of day/sunlight are provided and that levels reaching neighbours are not

reduced below acceptable standards, Policy **AME03** seeks to minimise pollution from artificial external lighting.

- 3.10.3. Policy **AME04** states that noise-sensitive developments such as housing will be permitted provided that new residents would not be subject to unacceptable noise or vibration levels from existing noise-generating uses, unless adequate precautions are taken to reduce the impact of the disturbance to acceptable levels. This can be achieved through separation of sensitive parts of the development from the noise source, the design and orientation of buildings so as to protect habitable bedrooms, living rooms and gardens, the provision of suitable barriers and, as a last resort, sound insulation.
- 3.10.4. These issues have been of fundamental influence in determining the layout and scale of the outline application for the site and are discussed more fully in the **Design and Access Statement**.
- 3.10.5. Following the Initial pre-application advice a noise assessment was undertaken in August 2008, complying with national guidance (PPG24, Planning and Noise, 1994), and used to inform the development of the illustrative layout. The **Noise Assessment Report** was updated in July 2010 to reflect amendments to the type and amount of housing being proposed for the site and is submitted separately with the outline application. The report concludes that there are three design options along the site's western boundary with New Bury Road that would mitigate traffic noise so as to meet PPG24 NEC B requirements.
- 3.10.6. Following discussions around pre-application comments received in April 2011, TVBC Environmental Health Officer confirmed that he would not be inclined to object to the proposed layout with a noise barrier, so long as suitable noise protection measures are implemented together with suitable means of alternative ventilation provided.

3.11. Trees and Landscaping

- 3.11.1. Local Plan Policy **DES08** seeks to ensure that those trees, woodlands or hedgerows of amenity or landscape value are not lost and where development is proposed close to existing trees or hedgerows, it should be designed and located to ensure that their health and future retention is not likely to be prejudiced.
- 3.11.2. In accordance with Policy **DES10**, new and retained landscaping needs to be sufficient to successfully integrate the development into the local environment.
- 3.11.3. The TVBC Planning Position Statement notes that, in October 2007, a provisional Tree Preservation Order (TVBC 0968) was placed on the belts of trees that run along the site's eastern boundary and along its south-

eastern boundary with the Infants' School buildings (proposed Children's Centre). The Planning Position Statement also notes that any proposed development must take into account its relationship with the trees to be retained, so as to ensure that excess pressure from future residents to fell the trees is minimised, and that an application on the site must include an Arboricultural Constraints Plan in accordance with B.S. 5837:2005.

- 3.11.4. During October 2007 a survey of the existing vegetation on the entire school grounds was undertaken in general accordance with the requirements set out in B.S. 5837:2005 ('Trees in relation to construction – recommendations') to establish the type, size, age, condition and amenity value of the existing trees and groups of trees. This survey is summarised in the **Existing Amenity Vegetation Survey Report**, which is submitted separately as part of the outline application.
- 3.11.5. Within the site, this survey report concluded that, in general, the overall planting provides an effective screen but that many of the tree groups were densely planted with limited subsequent management leading to overcrowding.
- 3.11.6. As a result, there are no trees or groups considered to be in good condition or of high amenity value within the grounds. The group of trees along the site's eastern boundary, together with an adjacent single ash tree in the top north east corner, are classified as of moderate amenity value (Category B) and in fair condition. All other trees and groups of planting within the site are classified as having low amenity value (Category C) and in poor to fair condition.
- 3.11.7. During April 2008 meetings were held on site with the Tree Officer from TVBC to agree the inclusion of detailed proposals for the thinning and management of some trees and shrubs adjacent to the proposed Children's Centre boundary. The Tree Constraints Plans (ref: JSL 1628/003 & 004) and Woodland Management Recommendations, submitted separately with the application, summarise the outcome of the discussions between the Borough Council's Tree Officer and HCC's landscape consultants.
- 3.11.8. An extract of the relevant Tree Constraints Plan and the Woodland Management Recommendations are attached as **Appendices 3, and 4**.
- 3.11.9. Pre-application comments received in April 2011 raised the issue of an environmental enhancement strategy for Andover's ring roads, including Newbury Road adjacent to the site. This strategy is not adopted but is an informal partnership between TVBC and Highway Authority officers. Following discussions with the Landscape Officers from both TVBC and HCC (Environment) it was concluded that the four metre wide strip shown in the illustrative layout along the site's western boundary could, subject to any detailed proposals that may be subsequently approved, adequately accommodate both noise attenuation and structural roadside landscaping.

The illustrative layout would therefore not prejudice any wider landscaping strategy that may be adopted by TVBC and HCC for Newbury Road, and could, subject to details, contribute positively towards it.

3.12. Nature Conservation

- 3.12.1. Local Plan Policy **ENV01** seeks to maintain, enhance and restore biodiversity and geological interests and in particular for sites designated as being of international, national and local of importance. Policy ENV05 states that development which would affect a legally protected species or a site supporting a legally protected species will only be permitted if breeding and resting places are not harmed and discrete colonies can be sustained. Where development is permitted disturbance to the species and, in all relevant cases, their breeding and resting places should be reduced to a minimum
- 3.12.2. Local Plan Policy **DES09** states development will be permitted provided that any features of amenity value or local wildlife interest affected by the development can be largely retained and sympathetically incorporated into the overall design of the scheme.
- 3.12.3. The Borough Council's Planning Position Statement states that there is no known ecological interest within the site but that proposals should seek to enhance its biodiversity.
- 3.12.4. Information on environmental conservation designations at the national scale, available on the Multi Agency Geographical Information for the Countryside (MAGIC) data base, confirms that there are no areas designated as having special scientific interest (SSSIs) or importance for nature conservation (SINCs) within a 500 metres radius of the Shepherds Spring site. In addition, The Hampshire Biodiversity Information Centre (HBIC) was consulted in early May 2008 and confirmed that the Shepherds Spring site is not close to any areas that are designated as important for nature conservation, nor that it has any records of protected or notable species close by.
- 3.12.5. It was recognised that the existing trees and planting belts within the application site could represent opportunities for nesting birds and/or roosting bats. In addition, it is accepted that the timing of any works to the existing planting belts within the application site, as set out in the submitted Woodland Management Recommendations (see **Appendix 4**), should avoid the bird breeding season, that working methods should ensure retained trees and shrubs are protected from damage during construction, and that future landscaping and planting should consider opportunities to enhance the site for biodiversity.

- 3.12.6. Government advice (Circular 06/2005 “Biodiversity & Geological Conservation”, 16. 08. 05, para 99) suggest that, bearing in mind the delay and cost that may be involved, applicants should not be required to undertake surveys for protected species unless there is a reasonable likelihood of the species being present and affected by the development.
- 3.12.7. However, notwithstanding the above, an **Extended Phase 1 Habitat Survey and Reptile Survey** was undertaken during the summer of 2010 and is submitted separately with this outline application. The conclusions from the report of the surveys is that, given the low ecological value of the majority of the site, the proposed development should have negligible ecological impact assuming the recommendations made in the report are followed.
- 3.12.8. Following on from the pre-application comments received in April 2011, an addendum was made the Extended Phase 1 Habitat Survey and Reptile Survey, submitted separately with this application, in order to clarify the likely mitigation and management strategy for the site. HCC’s Senior Ecologist accepted that this is sufficiently comprehensive to give the LPA confidence that the proposal will not result in significant adverse impacts to reptiles while leaving some of the detail open for reserved matters.

3.13. Historic conservation

- 3.13.1. Policy **ENV11** seeks to protect cultural and historic heritage of local or national importance from development that would have an adverse impact on such features. If preservation *in situ* is not possible or feasible, interpretation of local culture and history as an alternative will be required through investigation and recording.
- 3.13.2. Wessex Archaeology was commissioned by Hampshire County Council to undertake detailed geophysical investigations on the site and the **Archaeological Report** was prepared subsequent to the completion of a desk-based assessment in September 2007 and is submitted separately with the outline application
- 3.13.3. The results and interpretation of the detailed survey revealed a number of features of archaeological origin located in the central eastern part of the site, with further features of possible or probable archaeological origin distributed throughout the area.
- 3.13.4. Based on the geophysical findings, informal discussions within HCC Environment (Landscape Planning and Heritage) confirmed in January 2008 that the archaeological integrity of the site could be protected through further on-site evaluation being undertaken before any development takes place, and that any outline planning permission could be conditioned to that effect. This was further confirmed in the pre-

application comments received in April 2011 which noted that features found on the site do not represent an over-riding archaeological constraint.

- 3.13.5. It is recognised that until such on site evaluations are made the extent of the site's archaeological remains, if any, and the impact on the future re-use of the land, cannot be fully assessed.

3.14. Water resources

- 3.14.1. The Borough Council's Planning Position Statement states that all new dwellings on the application site will be required to meet, as a minimum, Level 3 (private) and Level 4 (affordable) of the national standards in the Code for Sustainable Homes (CSH), with specific emphasis on water consumption.
- 3.14.2. Local Plan Policy **ENV09** relates exclusively to water resources and states that new development will be permitted provided that the Council is satisfied that the impact on existing water resources has been minimised and that measures which will have a significant long term impact on minimising the demand for water form an integral part of the proposal.
- 3.14.3. Hampshire County Council takes sustainability seriously and recognises the Borough Council's concerns expressed in Policy ENV09 of the Local Plan as regards water consumption. However, it is clear from the advice contained in the 'Code for Sustainable Homes: Technical Guide' (Department for Communities and Local Government, April 2008) that the information required to demonstrate compliance with the minimum mandatory requirements for the use of potable water relates to detailed matters that are beyond the usual requirement for outline applications.
- 3.14.4. The matters to be demonstrated at the design stage include the location, details and type of appliances / fittings that use water in the dwelling, including any specific water reduction equipment with the capacity / flow rate of equipment, confirmation that the hot and cold water system will be designed to avoid the risk of microbial contamination in line with best practice, and the location, size and details of any rainwater and grey-water collection systems in the dwelling.
- 3.14.5. In the light of the above, and the purpose of the outline application as set out earlier in paragraph 1.1.5, it is considered that the concerns expressed under Policy ENV09 would be most effectively dealt with at a subsequent detailed planning stage. Given the length of time required to move to a detailed scheme for a site of this size under prevailing economic conditions, it is expected that national requirements under the CSH, which extend beyond those concerned solely with water use, may be in place to ensure that the development of this site satisfies nationally agreed sustainability requirements.

3.15. Contamination

- 3.15.1. The application site is shown as agricultural land on available Ordnance Survey maps from the late 19th Century and the 1940s. The site was purchased in December 1966 to allow the creation of the Shepherds Spring Junior School to serve the surrounding residential development in north Andover. Since that time the site remained part of the school grounds until the recent closure of the Junior and Infants Schools,
- 3.15.2. Given the historical use of the land, and with regard to the requirements of Paragraph 24 of PPS23, a basic contamination assessment was made as part of the report into the site's ground conditions, prepared by **Ashdown Site Investigation Ltd** in August 2010 and submitted separately with this application.
- 3.15.3. That report concludes that the levels of contaminants determined are not considered to be significantly elevated and do not exceed typical residential soil screen values and generic assessment criteria. The potential risk from ground contamination in relation to the proposed development of the application site for housing is therefore considered to be low.

3.16. Conclusion

- 3.16.1. The proposal for the development of the application site are fully in accordance with planning policy at the national and local level. Section 38 (6) of the Planning and Compulsory Purchase Act 2004 sets out that if regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 3.16.2. In line with Government guidance, the proposal represents a high quality, development on surplus public sector land, at an appropriate density and within an accessible location. It therefore meets the objectives of sustainable development.
- 3.16.3. In conclusion, the proposals are policy compliant and will deliver a broad range of material community benefits in the form of new housing and funding for educational improvements in north-east Andover, as outlined in Appendix One. The supporting documents submitted as part of the application provide evidence to demonstrate that there are no overriding disbenefits associated with the proposals and that, where potential impacts have been identified, suitable mitigation measures have been or can be proposed.

4. Funding and planning obligations

4.1. Introduction

- 4.1.1. The Borough Council's Planning Position Statement from 2007 recognises that the rationale behind this outline application is to fund educational facilities that will benefit the wider community.
- 4.1.2. In developing the education strategy for Andover in 2006 it was estimated that the disposal of the surplus land for residential development could fund the works necessary to convert the Shepherds Spring school buildings to their new uses. However, in the current and foreseeable housing market conditions, it is clear that this level of capital receipt is unlikely to be achievable. In this instance, therefore, contributions towards other public benefits will reduce the public funds available for education that serve the wider area.
- 4.1.3. Given the background to these proposals (see Section 1), the School Organisation Officer within Children's Services has stated that no contributions will be sought for education facilities through the Section 106 process for this application. A copy of a letter to this effect is attached as Appendix 1.
- 4.1.4. The Planning Position Statements and pre-application advice raised the following as matters for which financial contributions could be sought.

4.2. Transport

- 4.2.1. Contributions towards transport infrastructure may be required under policy TRA 04 in accordance with the Andover Town Access Plan (TAP)
- 4.2.2. As set out in the submitted Transport Assessment (TA), a comprehensive series of improvements to the local highway network are being implemented as part of the East Anton major development area (MDA). In the surrounding area, this includes improvements to Smannell Road, to the Enham Arch roundabout, and to the pedestrian / cycleway under the railway arch between Cricketer's Way and River Way. More adjacent to the application site, improvements have or are to be made to the Newbury Road / Smannell Road roundabout and to pedestrian crossings over both these roads.
- 4.2.3. The submitted TA concludes that the development proposals in this application will not result in a significant impact on the local transport

network and that any impact will be accommodated by the improvements already planned to mitigate the East Anton MDA.

- 4.2.4. A Residential Travel Plan will be implemented as part of this development to encourage more sustainable travel patterns from the site. A package of measures will be introduced including personalised travel planning and marketing of public transport services. The Travel Plan will contain targets for reductions in car use and increases in walking, cycling and the use of public transport.
- 4.2.5. In addition, it is proposed that money from the application's S.106 contributions for transport should be used to provide an off-site footpath link, just beyond the western boundary of the application site, that will connect the new controlled crossing over the A343 Newbury Road with Augustus Walk.
- 4.2.6. However, other than these measures, it is concluded that the proposals will not generate a need for significant additional S.106 contributions for off-site transport improvements over and above the figure of £190,462 set out in the most recent pre-application advice.

4.3. Open Space

- 4.3.1. The Borough Council's most recent pre-application advice states that the indicative public open space requirements for the proposed development are:
- Sports Ground/ Formal Recreation: £91,485.60
 - 2. Parkland: £33,783.60 or on-site requirement of 480m²
 - 3. Informal Recreation Areas: no contribution sought as surplus in ward
 - 4. Children's Play Space: £51,391.20 or on-site requirement of 720m²

If any on-site open space were to be adopted by the Borough Council then maintenance contributions would be required.

4.4. Affordable housing

- 4.4.1. As described in paragraph 3.3 above, the illustrative layout shows that 40% of the total dwellings could provide for affordable housing to meet Local Plan requirements.
- 4.4.1. Land owners will be required to transfer clean, serviced land to the affordable housing provider, that is sufficient to accommodate the required affordable housing at nil cost. Affordable housing should also be indistinguishable from market housing in terms of appearance.



Property Services
Land at Shepherds Spring, Smannell Road, Andover

APPENDIX 1



Property Services
Land at Shepherds Spring, Smannell Road, Andover



Head of Planning
Test Valley Borough Council
Beech Hurst
Weyhill Road
ANDOVER
Hants
SP10 3AJ

County Office
Children's Services Department
The Castle, Winchester
Hampshire SO23 8UG

Telephone 01962 846452
Fax 01962 842355
Textphone 0800 100 2484

Enquiries to Ian Lawson

My reference SC/SPU/IBL08.019

Direct Line 01962 846350

Your reference

Date 27 June 2008

E-mail ian.lawson@hants.gov.uk

Dear Madam

Shepherds Spring school site

I am writing to confirm that we will not be seeking developers contributions towards education or other children's services facilities from any development on the surplus part of this school site.

There are two reasons for this exception to our normal practice. Firstly, funding has been secured through the DCSF "Primary capital pathfinder" programme towards the works at Knights Enham Infant and Junior Schools. Secondly, the capital receipt from the disposal of surplus land on the Shepherds Spring site will be fully used towards the adaptations of the former school buildings to create the Children's Centre and Education Centre, so as landowner any contribution requirement would only have the effect of delaying availability of the full capital funding for this work.

Yours sincerely

Ian Lawson
School Organisation Officer

Director of Children's Services
John Coughlan

100% recycled paper

Planning Statement
December 2011





Property Services
Land at Shepherds Spring, Smannell Road, Andover

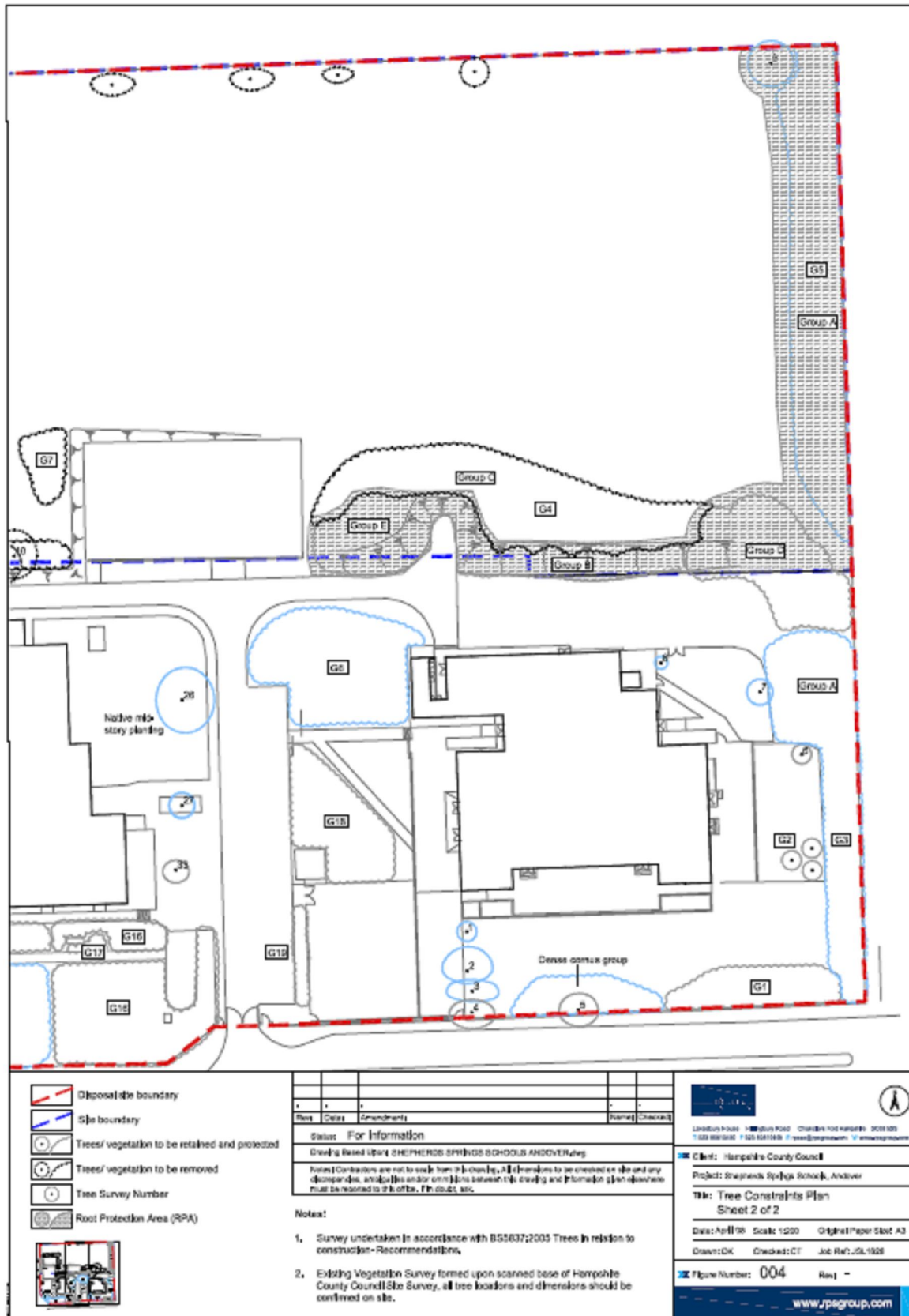
APPENDIX 2





Property Services
Land at Shepherds Spring, Smannell Road, Andover

APPENDIX 3





Property Services
Land at Shepherds Spring, Smannell Road, Andover

APPENDIX 4

RPS

Shepherds Spring, Andover Woodland Management Recommendations

Current Site Conditions

- 1.1 The trees that run alongside the eastern boundary of the site and project westwards to separate the playing fields from the school buildings are subject to a 'Woodland' classification Tree Preservation Order No. 0968.
- 1.2 Many of the trees were densely planted with limited subsequent management. This has resulted in overcrowding which has led to some trees showing signs of etiolation.
- 1.3 A path/ desire line runs westward through the wooded area parallel to the playing fields.
- 1.4 Generally the planting has suffered from a lack of management in the past and is now in need of intervention to secure its long term viability.
- 1.5 The tree groups are similar in age and generally consist of mixed native trees with shrubs which can be further defined into distinct species rich groupings or proposed management scenario.

Management Recommendations

- 1.6 For tree groups refer to RPS Tree Constraints Plan JSL1628/004.
- 1.7 Group A is chiefly Ash and runs alongside the eastern boundary. Many of the trees are etiolated but generally the overall structure has established to provide an effective screen and there are a number of trees with long term value. It is recommended that these trees be retained and managed to provide a long term screen. This will require regular assessment, thinning and the removal of dead, diseased, damaged or dangerous specimens.
- 1.8 Group B is identified as consisting chiefly of Hazel and smaller native species currently managed as multi-stemmed/ coppices. These occur on the gently sloping ground between the existing playing field area and the proposed Children's Centre. The structure is generally light and will provide a filtered screen to any re-development whilst going some way to appease concerns over large, seemingly dense planting so near to the boundary of the crèche. Maintenance should consist of rotational coppicing to ensure both continual coverage and regeneration. The tree and coppice stools are centred at 4m with an under-storey of ivy. Evergreen natives, such as holly, could also be encouraged and incorporated into the coppicing regime to reinforce all year round screening.

RPS

- 1.9 Group C consists chiefly Cherry in a very poor condition with only a limited useful life. Intervention is required to deal with the moribund and younger over-extended trees. It is recommended that in light of their poor condition and to encourage a more proactive management approach of coppicing to Group B, that the Group C trees be removed and the area partially replanted and/or managed as public open space. This would also have the advantage of benefiting the long-term development of adjacent better quality trees identified as group D.
- 1.10 Group D consists of a small number of large well developed Ash trees. These trees have good long term potential.
- 1.11 A number of Beech trees of small stature but with potential high are identified in Group E, also containing native shrubs and it is recommended that the trees be retained wherever possible.

Summary

- 1.12 The outline management recommendations contained above will retain a continuous band of vegetation projecting westwards.
- 1.13 The net loss of any tree coverage could be mitigated with replanting to provide buffer around the around the perimeter of the site and would see the introduction of trees of a different age class and species to that which already exists.
- 1.14 The locations of trees identified for retention should be confirmed onsite prior to commencing any clearance works.
- 1.15 Tree works should be carried out in accordance with the following British Standards:

BS 5837: 2005 Guide for Trees in relation to construction

BS 3998: 1989 Recommendations for tree works