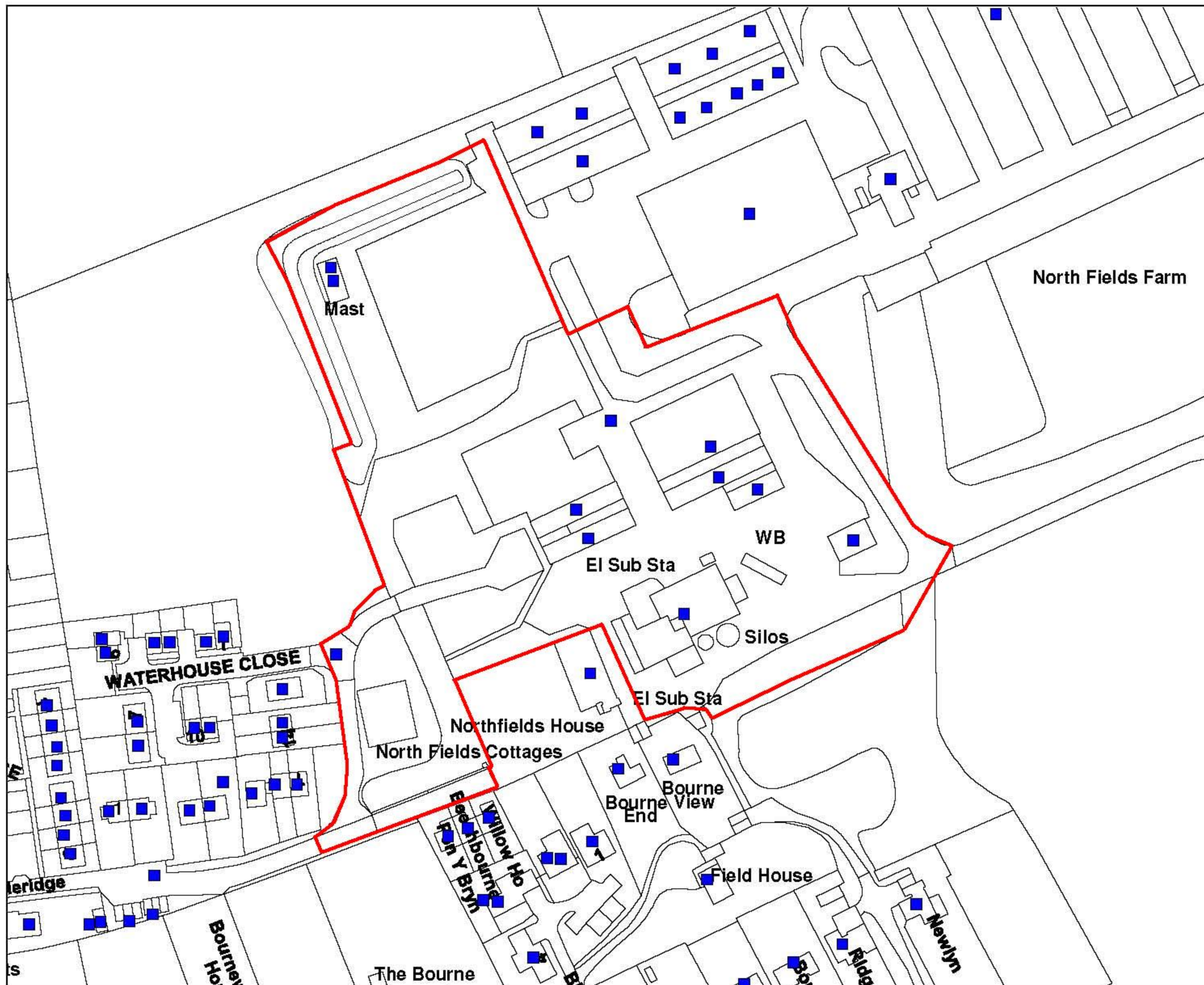


# Humphrey Farms, Twyford

08/02924/OUT



**Winchester**  
City Council



**Legend**

Scale: 1:2068



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<b>Organisation</b>	Winchester City Council
<b>Department</b>	Development Services
<b>Comments</b>	
<b>Date</b>	13 May 2009
<b>SLA Number</b>	00018301

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**Item No:** 1  
**Case No:** 08/02924/OUT / W01091/42  
**Proposal Description:** Demolition of existing feed mill and associated buildings, redevelopment for a mix of C2, D1, B1(A) and B8 uses. (Departure from Local Plan)  
**Address:** Humphrey Farms Hazeley Road Twyford Hampshire  
**Parish/Ward:** Twyford  
**Applicants Name:** Humphrey Feeds  
**Case Officer:** Nick Parker  
**Date Valid:** 29 December 2008

**Recommendation:** Application Permitted

### General Comments

This application is reported to Committee because of the number of objections received, as it is recommended for approval.

### Site Description

The application site forms part of Northfields Farm, which lies to the north and east of Twyford. The farm is bordered to the west by sheltered housing in Newtown Road and Kings Close and to the south by the residential area known as Bournefields. The north and east sides of the farm are bordered by open countryside.

The site is located in a relatively elevated location, at the crest of a downward spur. The whole site lies within the East Winchester Downs Landscape Character Area but outside of the East Hampshire AONB. The site is within the boundaries of The South Downs National Park.

The site occupies an area of 2.97ha. At present, the site is occupied by the feed mill to the south of the site, 6 mill storage buildings and a farm shop towards the centre of the site as well as a lorry parking area to the north of the site. The mill building is 20.8m in height at its tallest point and is approximately 45m in width and 29m in depth. The mill building breaches the tree line around the farm and is clearly visible from views towards the site. There are 4 silo buildings connected to the southern side of the mill, the tallest of which is 17.2m in height. To the north east of the feedmill, there are 4 redundant agricultural buildings and planning permission exists for their conversion to business use (08/01680/FUL, permitted 24<sup>th</sup> December 2008). Adjacent to these buildings, two former agricultural buildings have recently been converted to employment uses through the implementation of planning permission ref. 03/00302/FUL, and are fully occupied by new tenants, Judes Ice Cream, Total Rail Solutions and Vectrix. To the west of the feedmill is the current farm office and five buildings used for a range of business uses including Royal Mail (the largest of the five buildings), Riverford Organic Vegetable Home Delivery Service, Stone Vine and Sun (mail order wine merchants). To the south west of the feedmill is an existing office building occupied by Hampshire County Council. This building falls outside of the site and is to be retained, although its car park would be altered as part of the development scheme.

The wider area around Northfields Farm benefits from mature landscaping around the

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site boundaries, which aids in screening the site from the surrounding area, although the mill building rises above the planting belts and is highly visible in views towards the site. Existing mature planting on the north and east boundaries aids in screening the site from wider views. Planting along the west and south boundaries helps to separate the site from adjacent residential areas.

Current uses within the site (with the exception of the farm shop) use the existing access onto Hazeley Road to the south of the site. The farm shop is accessed from Shipley Road to the west of the application site, which connects to the B3335 route through Twyford. The HCC offices are currently accessed from Shipley Road, although the tenants have rights to use both accesses. The access onto Hazeley Road also serves the wider Northfields Farm site. A routing agreement is in place in association with buildings T1-T2, which requires vehicles with an operating weight exceeding 7.5 tonnes entering or leaving the site to do so only via Hazeley Road in the direction towards or from Morestead in order to avoid commercial traffic through Twyford village. No such agreement is in place for the feedmill, although Humphrey Farms directs all HGV vehicles to follow the routing agreement for the Mill site, as well as all tenants on the site.

### **Proposal**

The proposal relates to an outline planning application for the demolition of the existing feedmill and associated buildings and redevelopment of the site for a mix of C2 (care home and related care development), D1 (children's nursery), B1 (a) (offices), B8 (storage and distribution) uses. It is also proposed to provide an ancillary food outlet.

All matters are reserved, apart from the site access, and a phased scheme of development is proposed.

The care home and related care development would be located on the site of the existing feedmill and associated mill buildings on the south east part of the site. The child day nursery would be located on land to the west of the care home and north of the existing HCC offices. Three office buildings are proposed on land to the north of the child nursery. Two storage and distribution buildings are proposed on land to the north of the offices, adjacent to the existing employment generating uses at Northfields Farm. The ancillary food outlet is proposed adjacent to the office and warehouse buildings towards the north of the site and a district heating facility is proposed to be located within the warehouse building enclosure towards the north of the site.

The breakdown in floor area between the proposed uses is proposed as follows:

- C2      5340 sq. m
- D1      251 sq.m
- B1 (a) 1924 sq.m
- B8      1066 sq.m

The two existing accesses that serve the site are proposed to be retained. The D1 use would be accessed via the Shipley Road entrance. The C2 and business uses would be accessed via the Hazeley Road entrance. The Shipley Road access would also act as the emergency access for the whole site. A total of 149 car parking spaces would be provided. Long and short stay cycle spaces would also be provided as well as lorry parking in association with the proposed B8 uses.

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A landscape framework plan has been submitted, which has been altered following discussions with the Council's Landscape Officer. The amended landscape scheme has been enhanced with enlarged areas of tree planting to the north east, south west and north west of the proposed nursing home. The plan identifies existing planting to be retained and proposes new planting. Strategic planting around the perimeter is proposed to be retained and supplemented, where appropriate.

The proposed nursing home has also been reduced in height in relation to its northern and southern wings.

### **Relevant Planning History**

**03/00302/FUL** - Conversion of redundant agricultural buildings to light industrial, research and design studio, warehouse and storage uses - Permitted - 09/02/2004

**04/02272/FUL** - Change of use of agricultural holdings to classes B1 (light industrial) and B8 (storage/distribution) uses (Retrospective) - Permitted - 21/01/2005

**04/02273/FUL** - Change of use of agricultural buildings to class B8 (storage/distribution) with ancillary sales (Retrospective) - Permitted - 21/01/2005

**04/02275/FUL** - Creation of car/lorry park (Retrospective) - Permitted - 21/01/2005

**04/02294/FUL** - Creation of car park (Retrospective) - Permitted - 21/01/2005

**06/00170/FUL** - Removal of condition no. 1 of planning permission 04/02272/FUL - relating to the use of three former poultry sheds for storage and distribution uses (use class B8) and light industrial uses (use class B1) - Permitted - 03/04/2006

**06/00171/FUL** - Removal of condition no. 1 of planning permission 04/02273/FUL - relating to the use of a former poultry shed for storage and distribution (use class B8) with ancillary sales - Permitted - 03/04/2006

**06/01972/FUL** - Removal of condition 1 on planning permission 04/02275/FUL relating to the creation and use of a car/lorry park - Permitted - 22/12/2006

**06/01974/FUL** - Removal of condition no. 1 on planning permission 04/02294/FUL relating to the creation and use of a car park - Permitted - 22/12/2006

**07/00829/FUL** - Amendment of conditions nos. 3 (soft and hard landscaping), 4 (implementation of landscaping), 9 (part demolition of buildings) and 12 (parking provisions) of permission W01091/20 to allow for phased development of redundant agricultural buildings - Permitted - 25/06/2007

**07/01076/FUL** - Change of use of agricultural land to storage of mill related equipment and car park (Retrospective) - Refused - 22/06/2007

**07/03218/FUL** - Variation of condition 8 of permission 03/00302/FUL to allow longer operating hours (0600 to 2300 Monday to Friday and 0700 to 1300 Saturdays) - Permitted - 21/07/2008

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**08/01680/FUL** - Conversion of redundant agricultural buildings (T3 -T6) to a mix of B1 (A,B and C) uses, car and cycle parking, landscaping and associated works - Permitted - 24/12/2008

**Consultations**

Engineers: Drainage: No objection

Highways (WCC): No objection, subject to Condition 11 to secure and retain car parking.

Highways (HCC): No objection. Adequate visibility splays are provided at the Hazeley Road junction to meet the requirements of the development. Considered a limited increase in traffic using the Shipley Road access due to the intended redirection of office traffic onto Hazeley Road. Provided transport contributions and a travel plan can be secured through a S106 Legal Agreement, then no objection is raised.

Natural England: No objection. Welcomes sustainable drainage and combined heat and power plant.

Economic Development: Supports. The development represents a good example of farm diversification into alternative uses, providing modern facilities meeting today's business needs. The design appears sensitive to the setting of Humphrey Farms and would be an attractive working environment for any business working from these units. The on-site shop would also provide a vital service for employees, reducing the need for vehicle movements at lunchtime into the village. Meets the Winchester Economic Action Plan 2006-2009 objective of providing a balanced mix of commercial sites and premises.

Environment Agency: No objection, following the submission of an appropriate Flood Risk Assessment. Recommends Conditions 9, 12, 13, 14, 15, 16 and 17.

Landscape: No objection, subject to Conditions 6, 7 and 8. The revised landscape scheme is much improved, with notable enlarged areas of tree planting to the north east, south west and north west of the nursing home. There now appears to be a well thought out overall planting strategy for the site. This will vastly improve the outlook for residents and workers and will help soften the scheme, as well as providing important connections with the rural surroundings to improve biodiversity.

The Landscape and Visual Impact Assessment has been more carefully considered and it is positive that the Hazeley Lodge and Twyford Wing buildings have been reduced in height, thus reducing their visual impact.

Strategic Planning: No objection. The proposal meets the requirements of Local Plan Policy CE.18, especially in view of the environmental improvements associated with removing the mill. It also appears to satisfy the requirement to retain employment uses, as set out in Policy E.2. The case presented for the care home and nursery does not in itself justify a location on this particular site, although a case is made for provision in the general area. Nevertheless, these could be valuable local facilities and, if they contribute significantly to the viability of the development overall, could be valuable in helping to achieve the removal of the mill.

Therefore, the proposal satisfies most policy requirements, although not all. However,

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the scheme has significant potential benefits and, provided these can be secured, may justify approval when considered as a whole. It is important to ensure that, if permission is granted, the layout and/or planning conditions/obligations are such as to ensure that the development cannot be implemented without removing the mill use.

Southern Water: No objection, subject to Condition 9 to secure details for the disposal of surface water and foul sewerage.

HCC – Children’s Services Department: Confirms that there is a high need for day nursery facilities in the area but, as Twyford is not a highly populated area and there is not a high level of employment sites in the area, it is likely that the day nursery would be used by commuters using the B3335 into Winchester.

HCC – Adult Services: No objection

## Representations

Twyford Parish Council – Objects, on the following grounds:

1 – Removal of mill should not be at “any price”. The development is subject to the countryside restraint policies of the adopted WDLPR and is contrary to Policy CE18 as:

- No operational requirement/overriding need, nor does it support the efficient operation of the business.
- Significant increase in business activity.
- Increased traffic generation and in direction of village.
- Scale of buildings not appropriate to countryside setting and nursing home is alien to the countryside.
- Lacking landscape appraisal.
- Buildings have not outworn their useful life.

2 – Traffic and visual harm.

3 – Contrary to Policy CE.4 (local facilities).

4 – Not comprehensive redevelopment of whole site.

5 – Core Strategy (Options for Villages) does not indicate development of this scale for village.

6 – Overriding reasons to permit development? Loss of mill but no timescale given, no link with application and no financial justification for level of development.

7 - Benefits to the village? – Employment in village already exceeds needs; elderly accommodation far exceeds needs of village and not justified on basis of local need.

If approved, would wish to see the following achieved:

- a) Improvement to parking in village centre.
- b) Financial contribution to significant highway works to alleviate village parking problems.
- c) Care home should be reduced to 2 stories in height with fewer beds.
- d) Full study into alternative access route to connect to the B3335.
- e) Relocation of care home away from residential properties.
- f) Look at alternative route for cycleway that avoids Bournefields.
- g) Landscape scheme should include protection of existing planting and TPO should be considered for Humphrey Farms planting.

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h) Further study required to look into links and integration with village.

Planning application lacks information in relation to land ownership; landscaping; floor space and employment figures; green travel plan, and conformity with national and local care provision.

Twyford Residents Association: Objects, for the following reasons:

- Contrary to the countryside restraint policies of the Local Plan;
- Unacceptable increase in traffic adding to traffic problem in village;
- Lack of need for care home;
- Care home would have dominating impact in the surrounding landscape, including from public footpaths. A landscape that is within the boundaries of the new National Park;
- Care home in poor location in relation to integration with village;
- Only acceptable if changes to access, removal of mill, height of care home, improvements to village parking, alternative cycle route and improved landscaping scheme can be achieved;
- Site should be developed in a comprehensive manner and not as a series of piecemeal applications;

6 letters received objecting to the application for the following reasons:

- Outside of settlement boundary and therefore contrary to policy;
- Within boundary of National Park;
- Lack of consultation for proposed scheme;
- Object to route of cycleway through Bournefields as raises security, safety and disturbance issues;
- Development would exacerbate traffic problems within the village;
- Concerns that increased traffic would lead to the increased use of Bournefields as a “rat-run” to avoid congestion within the village centre;
- Sceptical of traffic data in relation to the claim that the proposals would lead to 1 additional car per queue minute on the Twyford centre junction. Suggests that this is an average and the peaks are spread over the rest of the day;
- Alternative access should be sought from NW of site to Winchester side of Searles Hill;
- New food outlet is unjustified;
- No mention of existing playgroup using village hall;
- Care home is too large at three stories in height and inappropriately sited;
- Piecemeal development of Northfields Farm and should be comprehensive;
- Objects to youth centre.

2 further letters received following notification of amended plans:

- Alterations do not resolve objections

## **Relevant Planning Policy**

### Winchester District Local Plan Review

The site is outside and adjoining the defined built-up area of Twyford (H.3) and therefore subject to countryside policies (Policies CE.1 to CE.28). The site is outside the current East Hampshire Area of Outstanding Natural Beauty but within the proposed South Downs National Park. Given the nature of the proposed development, Policy CE.18

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relates to the redevelopment or expansion of rural employment sites and is particularly pertinent. Policies CE.4 and SF.6 relate to the development of 'facilities and services' and H.8 relates to accommodation for the elderly (within settlements). Other policies relating to design (DP.3 – DP.5), contaminated land (DP.13), sustainable development (DP.6), employment (E.2 – E.4), and transport (T.1 – T.5) are also relevant.

South East Plan Adopted May 2009

Policies: SP3 (urban focus and urban renaissance), RE3 (employment and land provision), T7 (rural transport), CC5 (supporting an ageing population), BE4 (the role of small rural towns), BE5 (village management), CC1 (sustainable development), CC6 (sustainable communities and character of the environment), CC8 (green infrastructure), NRM11 (renewable energy), NRM12 (combined heat and power), C2 (The South Downs), C4 (landscape and countryside management).

National Planning Policy Guidance/Statements:

Government policy promotes a 'sequential' approach to the location of development that is likely to attract large numbers of visitors or be a major generator of travel, directing it primarily to town centres (PPS6, PPG13).

**Planning Considerations**

The main planning considerations are:

- The principle of development.
- The impact of the development on the surrounding countryside setting.
- The impact of the development on traffic.
- The benefits of the development.
- The impact on residential amenity

Principle of development

Given the countryside location of the site, outside the defined built-up area of Twyford, the principle of development/redevelopment of the site is only acceptable if the requirements of Policy CE.18 are met, or if there is a justification for the new uses being proposed. Policy CE.18 relates to the extension/replacement of lawful employment sites in use classes B1, B2 or B8. The land proposed for development is currently within use classes B1-B8.

The first criterion of Policy CE.18 relates to the site's proximity to the settlement and transport networks and its impact on the local environment and neighbours. The site is considered to be located in close proximity to Twyford and its main transport network. Of particular relevance is the likely benefit to the local environment and neighbouring uses, through the removal of the current mill use.

Criterion (ii) of Policy CE.18 requires no material increase in employment or traffic levels as a result of any increase in floor space. This does not, therefore, necessarily prevent any increase in floor space, but is concerned with the impact of any increase. The removal of the Mill and provision of the office and warehouse development would result in a significant reduction in industrial floor space but would significantly increase levels of employment across the site from approximately 24 employees to 240. It is worth noting that the mill operation has employed many more people in the past but that, currently, this increase is clearly material but not necessarily harmful to the surrounding area and should be assessed against the impact it may have on transportation and environmental issues. The applicant suggests that there may be a limited increase in total traffic



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movements at peak times, but that there will be less HGV traffic. Transportation issues are discussed in subsequent paragraphs. In terms of the environment, the proposed scheme would result in the removal of an unsightly building that places other pressures on the surrounding area including noise, smell and traffic impacts. The environmental and employment benefits associated with the proposed scheme are discussed in subsequent paragraphs.

Criterion (iii) of Policy CE.18 relates to the scale and design of the buildings and requires substantial environmental benefits and that development reflects local distinctiveness and character. The application is in outline so it is not entirely possible to assess its character in detail, but it is clear that removal of the mill, in particular, will have substantial benefits. This is not only in terms of visual impact within the National Park, but also the environmental impact on the neighbours and the general area. The application is accompanied with illustrative layouts and visualisations of the likely arrangement, size and height of the buildings proposed for the site and the scheme has been amended to reduce the height and massing of some elements of the proposed nursing home. The impact of the development on the surrounding landscape is discussed in detail in subsequent paragraphs.

Policy CE.18 also sets out requirements for redevelopment schemes such as this. Redevelopment should only be allowed if buildings have outworn their useful life. The buildings should also achieve a more efficient re-use of the site, which this proposal does in several respects.

Policy E.2 seeks to retain employment uses, including those in the countryside, so the retention of parts of the site in employment uses is acceptable (subject to the requirements of Policy CE.18, etc). However, other uses are introduced which would occupy substantial parts of the site. Policy E.2 allows for the loss of employment floorspace where retention of the existing uses would cause environmental/highway objections, which is clearly the case with the existing feed mill.

Two substantial new uses are proposed as part of the scheme; the nursery and the care home. Policy SF6 would allow for such uses within the settlements, but in the countryside Policy CE.4 requires particular justification for the development of facilities and services. These proposed uses involve a substantial increase in the amount of built development, also confirming that they require an assessment of the need for them to be provided in this location. The applicant has provided a care home justification document, which highlights the increasing number of elderly residents expected in the area, and a similar case in support of the nursery. Policy CE.4 requires facilities outside settlement boundaries to either have an essential operational need to be located on a certain site (not applicable in this case) or to show that there are no alternative sites for the proposed development within existing built-up areas. The applicant's assessments consider the need within 5 miles of the application site rather than considering alternative sites. This is not the approach implied by the Local Plan policy and the application assumes that the need should be met on the site, rather than on another site or in another settlement. Nevertheless, the applicant has shown a demonstrable need for these facilities in the general area and it is clear that there are no sites capable of accommodating new buildings of this scale within the defined built-up area of Twyford. Therefore, while the requirements of Policy CE.4 are not entirely satisfied, these are community facilities which are needed in the general area and which contribute to achieving the environmental benefits associated with redeveloping the mill site. The proposed ancillary food outlet would be provided to principally serve the new and existing uses within the site but may also be used by external customers. It is considered that, as the scale of this

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use would be small and ancillary to the primary uses of the site and would provide an on-site facility to meet the needs of staff, its provision is acceptable.

The proposal meets the requirements of Local Plan Policy CE.18, especially in view of the environmental improvements associated with removing the mill. It also appears to satisfy the requirement to retain employment uses, as set out in Policy E.2. The case presented for the care home and nursery does not, in itself, justify a location on this particular site, although a case is made for provision in the general area. Nevertheless, these could be valuable local facilities and, if they contribute significantly to the viability of the development overall, could be valuable in helping to achieve the removal of the mill. Therefore, the proposal satisfies most policy requirements, although not all. However the scheme has significant potential benefits and, provided these can be secured, justifies approval when considered as a whole.

Impact on the surrounding countryside setting

Whilst the application is in outline, it is supported with detailed information in relation to layout, size and heights of the proposed buildings and is also supported with a landscape concept plan. Although the details are purely illustrative, they do give an indication of the arrangement, amount and height of proposed development and likely impacts on the surrounding area. The application has been amended so as to reduce the height and massing of the proposed nursing home and to provide enhanced landscape planting within the site.

The general arrangement of the buildings and uses within the site has been designed to be sympathetic and respectful of existing neighbouring uses and the supporting design and access statement provides a thorough urban design analysis of the scheme, providing a reasoned justification for the resulting arrangements of buildings, their heights and uses within the site. For example, the proposed nursing home would be sited in the position of the existing feed mill, which is adjacent to residential uses. The removal of the feed mill, and its replacement with a residential nursing home use and associated garden and landscaping, is considered to be an improvement to the amenity of the area. The office uses are shown to be located adjacent to the residential care home and the warehouse units further to the north of the site, concentrating employment uses within one part of the wider Northfields Farm area away from residential uses.

The height of the proposed buildings would range between one and three stories. An indication of the proposed massing and heights of the buildings is shown on the illustrative visualisations and site sections. The site sections provide a comparison of the proposed buildings with the existing buildings on site. The child nursery is shown as a single storey building, rising to a maximum height of between 6-7m. The proposed office buildings are shown as two stories in height, rising to a maximum of between 7-7.5m. The proposed storage and distribution buildings are shown as single storey rising to a maximum of between 6.5-7.5m in height. Due to the height of these buildings, and subject to the retention and supplementation of the existing strategic landscape belt, it is considered that they would not be visually intrusive in the surrounding landscape setting.

The largest and tallest building relates to the proposed nursing home located on the site of the existing feed mill. The building has been arranged in the form of three interconnecting wings (known as Hampshire House, Twyford Wing and Hazeley Lodge)

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which would form a horseshoe footprint containing a central and secure courtyard. The Hampshire House wing would form the main entrance to the care home and is intended to be the principal architectural feature of the overall scheme. The corner of this wing would face the main access and would be 3 storeys in height. The height of this building would drop to 2.5 storeys to the north and 2 storeys to the south. A single storey resident's lounge is proposed to adjoin the rear of this wing. A 2 storey link between Hampshire House and Hazeley Lodge is proposed to the north of this wing. The Hazeley Lodge Wing would form the northern wing of the care home and would also be 3 storeys in height but should be lower than the adjoining Hampshire House wing, as it will include a semi-basement built into the rising land creating a single aspect ground floor and would appear as 2 storeys on the north elevation. The Twyford Wing would form the southern wing of the care home and would be between 1.5 and 2 storeys in height.

The application is supported with a landscape and visual assessment and the accompanying photographs demonstrate that the existing mill building and other buildings are publicly visible in the surrounding landscape in short and long distance views from a number of directions in summer and winter. In particular, the buildings can be seen looking south from the public footpath south of Twyford Down, looking west from the bridleway west of Morestead Farm, looking north from the public footpath between the site and Hazeley Road and from the public footpath near Love Lane and looking east from the Roman Road north of Appleshaw House. The vegetation surrounding the site is considered substantial and mature. For instance, a 3m high bund runs along the northern and north-western edges of the site and trees, approximately 7m high, are situated on top of the bund resulting in a strong belt of trees rising to around 10m above ground level. Trees of approximately 10-12m height lie to the east and west of the application site. The landscape concept plan indicates that these strategic belts of trees would be maintained, managed and supplemented where appropriate. Other areas of existing planting to the south, west and east would also be managed in a similar fashion. It is also proposed to provide secondary planting groups within the internal spaces surrounding the buildings and the revised landscape plan indicates enlarged areas of tree planting to the north east, south west and north west of the proposed nursing home.

Whilst the proposed nursing home would represent a very large building occupying an elevated and fairly prominent location in the surrounding landscape, it would not be as high or as visually prominent as the existing mill building. The feed mill is approximately 20.8m in height and it is indicated that the nursing home would be no more than 15m high at its highest point. The associated grain silo buildings would also be removed from the site. Whilst the nursing home would involve a greater mass of development compared to the feed mill, the massing is at a lower level and an attempt has been made to reduce the impact of the building through a variation in roof heights on the northern and southern wings of the building. Despite the reduction in height of the building and supplementary planting, it is still likely to be visible in the surrounding countryside setting from certain public view points. However, this needs to be weighed against the existing situation in which a much taller and industrial style building exists and is prominent in the surrounding area. Its replacement with a lower and much improved designed building, albeit arranged over a larger footprint, is considered an improvement to the existing situation and, through careful landscape management and enhancement, the visual impact of the development is considered acceptable.

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Traffic issues

The planning application is supported with a Transport Assessment, which has been scrutinised by HCC Highways. The traffic assessment takes into account the traffic being generated by the existing uses on the site. The assessment confirms that the mill is currently generating 130 trips per day and up to 87 are generated by HGV's. The existing trip generation is deducted from that expected to be generated by the proposed development, as this traffic is already on the highway network.

The proposed development can be separated into two parts – the children's nursery, which will be gaining access from Shipley Road, and the other uses, including the care home, offices and warehouse/distribution units, which will be gaining access from the existing farm access which has a junction onto Hazeley Road.

The children's nursery is expected to generate a net additional 9 trips in the morning peak hour (0800-0900) and 10 additional trips in the evening peak (1700-1800).

The development, proposed to be served from the Hazeley Road farm access, is expected to generate a net additional 61 trips in the morning peak hour and 70 additional trips in the evening peak hour.

Concern has been expressed by the Parish Council and local objectors that the increased traffic generation associated with the new development would exacerbate the existing traffic problems occurring in the vicinity of the Hazeley Road/High Street/Searles Hill/Finches Lane traffic signal junction, as a result of increased traffic approaching the junction and having to navigate the parked cars on the street, creating congestion.

The impact of the additional trips on this junction has been modelled within the transport assessment. The modelling looked at the traffic numbers likely to be using the junction in 2013, taking into account the development traffic and expected traffic growth. The modelling demonstrated that the junction will operate within capacity in 2013. In terms of the existing parking/congestion problems along this section of the highway, a financial contribution is sought by HCC Highways towards highway and transport improvements within Twyford. The contribution is required to mitigate the impact of the development and HCC Highways, in liaison with the Parish Council, are compiling a package of schemes. Additionally, a green travel plan is being sought to promote sustainable modes of transport and, where possible, to reduce the number of car trips generated by the development. In line with the existing operations within the farm complex, it is considered necessary to prevent HGV lorries over 7.5 tonnes from entering and leaving the site via the Twyford village junction and therefore a lorry routing restriction is sought through Condition 19.

In terms of accidents, the data for the last 3 years indicates that there have been 11 personal injury accidents within the Twyford area, one of which was a fatal accident involving a motorcyclist. The fatal accident occurred at the Hazeley Farm access, but the police have not yet released details to enable the circumstances surrounding the accident to be reviewed. HCC Highways confirms that, prior to this fatal accident in October 2008, there have been no recorded accidents relating to this site access. HCC Highways also confirm that the other personal injury accidents were slight in nature and mainly occurred on the B3335 and there appear to be no trends in the nature of the accidents that have occurred. On the basis of the available evidence, HCC Highways consider that the

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intensification of the use of the site is not considered to have safety implications.

In the light of the conclusions of the transport assessment and HCC Highways comments, it is considered that the proposed development does not raise significant highway implications that cannot be overcome through adequate mitigation measures, including financial contributions towards highway improvement schemes and a travel plan that can be secured through a S106 Legal Agreement and a lorry routing restriction secured through Condition 19.

#### Benefits of the proposals

It is clear from the above analysis that the proposed scheme provides many benefits that should be taken into consideration in reaching a final recommendation. In summary, the main benefits of the development include:

- The removal of an unsightly building that is highly prominent in the surrounding environment;
- The removal of an un-neighbourly use that does not have an hours of use restriction and consequently allows unrestricted numbers and timing of HGV movements;
- The removal of a use that generates unacceptable levels of noise and smell;
- Additional employment generated;
- Community uses in the form of a nursing home and children's nursery, for which it has been demonstrated that there is a local need;
- Combined heat and power/district heating system. It is proposed to install a combined heat and power/district heating system to operate across the site, which would reduce the environmental impact of the development.

#### Impact on residential amenity

As highlighted in previous sections of this report, the removal of the feed mill and the redevelopment of the site for the proposed uses is considered to improve the relationship of the site with neighbouring residential properties in terms of both operating uses and built form. The care home related development and child nursery would provide a transition between the residential area to the south and west and business development to the north and north east. The nearest properties to the south of the site relate to Bournefields and at present these properties back onto the feed mill and the HCC office building. Whilst the HCC office building is remaining, the feed mill would be replaced by the residential nursing home. The Twyford Wing would be located approximately 10m from the neighbouring residential boundary but, at 1.5 - 2 stories in height, is not considered to adversely affect residential amenity. Furthermore, an area of enhanced landscaping/tree planting is proposed adjacent to the boundary, helping to screen the development. The proposed office and warehouse uses would be located to the north of the site and are considered sufficiently distant from residential properties to not have a significant impact. Given that the majority of traffic will be using the Hazeley Road access, which is away from residential properties, the impact of traffic on residential amenity through noise and disturbance is also considered acceptable.

#### Other matters

Concern has been expressed by the Parish Council and local objectors that the

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development of Northfields Farm over the years for employment purposes has been piecemeal and has not been carried out in a comprehensive manner. The current application is also criticised for not dealing comprehensively with the applicant's total land holding. Policy DP.2 of the adopted WDLPR relates to the provision of long term master plans for major land owners in the area and encourages major land owners to prepare master plans for the future of their holdings, particularly where programmes of development are envisaged. It is clear from the submitted plan that there are areas of land that fall within the applicant's control which lie outside of the application site and are not included within the submitted scheme. It is also clear from the extensive planning history that a series of planning permissions have been given for the conversion of existing agricultural buildings to business use. Whilst a wider master plan for the site would have been an advantage at an earlier stage to guide appropriate future development, it is not clear what overriding benefits such a master plan would bring about at this stage. The current proposal is considered to deal comprehensively with the area of land that is most likely to be developed, due to its previous use and proximity to the settlement.

Local concern has also been expressed in relation to the proposed route of the cycleway through the residential area of Bournefields to the south of the site, on the basis of increased noise and disturbance and health and safety issues. The route of the cycle link was approved under a S106 Legal Agreement tied to the previous consent for the conversion of buildings to employment uses (ref. 08/01680/FUL), and therefore is not subject to approval under the current proposal. Nevertheless, the provision of further opportunities to increase the accessibility of the site to the local area is considered an acceptable approach, in line with central and local planning guidance.

### Conclusion

The proposed redevelopment of the mill site offers an opportunity to remove an unsightly, unrestricted and polluting use from the site, which clearly would have a significant effect in improving the amenity of the area.

It is accepted that the removal of the mill should not be 'at any cost' and careful consideration has been given to the impacts of redeveloping the site in the manner proposed.

The site relates to a previously developed area of land and, whilst outside of the settlement boundary of Twyford, it is accessible to the village facilities and immediate residential area. The provision of the proposed mix of uses in the intended arrangement is considered acceptable in principle and, whilst it has not been explicitly proven that there are no alternative sites available within the village settlement for the nursing home and day nursery, this is unlikely. The scale and height of the development is considered to have an acceptable impact on the surrounding countryside setting. It is also concluded that the proposed development does not raise significant highway implications that cannot be overcome through adequate mitigation, including financial contributions towards highway improvement schemes, a lorry routing agreement and a travel plan that can be secured through conditions and a S106 Legal Agreement.

The economic, community and environmental benefits of the redevelopment proposals are also recognised and, overall, it is considered that the proposed scheme represents an acceptable redevelopment of the existing site.

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Planning Obligations/Agreements

In seeking the planning obligation(s) and/or financial contributions for local transport improvements the Local Planning Authority has had regard to the tests laid down in Circular 05/2005 which requires the obligations to be necessary; relevant to planning; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development, and reasonable in all other respects.

**Recommendation**

That, provided the applicant enters into a Legal Agreement to secure:

- Financial contributions towards highway improvements within Twyford that are related to mitigation measures required in relation to the likely effects of the proposed development.
- Green travel plan
- The removal of the feed mill

the application be permitted subject to the following condition(s):

**(Note: If the Legal Agreement is not completed within 6 months then the application may be refused without further reference to Committee)**

**Conditions**

1. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission. The development hereby permitted shall begin before the expiration of two years from the date of approval of the last of the reserved matters to be approved.

Reason: To comply with the provision of Section 92(2) of the Town and Country Planning Act 1990 (as amended).

2. Approval of the details of the siting, design and external appearance of the proposed development (including samples of materials and large scale plans of all elevations) and the landscaping of the site (which shall include details of external lighting) (hereinafter called "reserved matters") shall be submitted to and approved in writing by the Local Planning Authority before any development is commenced.

Reason: To comply with the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order).

3. No development pursuant to this planning permission shall commence until a detailed phasing programme has been submitted to and approved in writing by the Local Planning Authority. All development shall be undertaken in accordance with such approved phasing unless the written approval of the Local Planning Authority is first obtained for any variation thereto.

Reason: In the interest of good planning and to ensure that development occurs in a structured and timely manner to minimise the likely adverse effects on the amenities of the area and avoid protracted or piecemeal implementation.

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4. The development hereby permitted shall not exceed the following heights above the surveyed ground level:

- Nursing home: 15m
- Day Nursery: 7m
- B1 (a) offices: 7.5m
- B8 storage and distribution: 7.5m

Reason: In the interests of visual amenity.

5. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification), the development hereby permitted as indicated on site layout plan ref. DWG NO: 765/P04 Rev B shall be used only for the following purposes:

- Class C2 (residential nursing home) of the Schedule to the Town and Country Planning (Use Classes) Order 2005, (or in any provision equivalent to those Classes in any Statutory Instrument revoking and re-enacting that Order with or without modification) and for no other purpose(s)
- Class D1 (Day Nursery) of the Schedule to the Town and Country Planning (Use Classes) Order 2005, (or in any provision equivalent to those Classes in any Statutory Instrument revoking and re-enacting that Order with or without modification) and for no other purpose(s)
- Class B1(a) (offices) of the Schedule to the Town and Country Planning (Use Classes) Order 2005, (or in any provision equivalent to those Classes in any Statutory Instrument revoking and re-enacting that Order with or without modification) and for no other purpose(s)
- Class B8 (storage and distribution) of the Schedule to the Town and Country Planning (Use Classes) Order 2005, (or in any provision equivalent to those Classes in any Statutory Instrument revoking and re-enacting that Order with or without modification) and for no other purpose(s)

Reason: In order to retain an acceptable mix of uses.

6. No development shall take place until details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. These details shall include the following:

- Existing and proposed finished levels or contours;
- Means of enclosure;
- Car parking layout;
- Other vehicle and pedestrian access and circulation areas;
- Hard surfacing materials;
- Minor artefacts and structures (eg. street furniture, refuse or other storage units, signs, lighting etc);
- Proposed and existing functional services above and below ground (eg. drainage, power, communications cables, pipelines etc, including lines, manholes, supports etc.)

Soft landscape details shall include the following, as relevant:

- Tree and shrub planting plans;
- Written specification (including cultivation and other operations associated with tree and shrub establishment:



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- Schedules of plants, noting species, sizes and proposed numbers/densities where appropriate:
- Retained areas of grassland cover, scrub, hedgerow and woodland:
- Manner and treatment of watercourses, ditches and banks:
- Implementation programme:

Reason: To improve the appearance of the site in the interests of visual amenity.

7. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out before the use hereby permitted is commenced and prior to the completion of the development or in accordance with the programme agreed with the Local Planning Authority. If, within a period of five years after planting, any tree or plant is removed, dies or becomes, in the opinion of the Local Planning Authority, seriously damaged, defective or diseased, another tree or plant of the same species and size as that originally approved shall be planted at the same place, within the next planting season, unless the Local Planning Authority gives its written consent to any variation.

Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs.

8. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, including the perimeter tree belts for between 15 and 20 years, shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development or any phase of the development, whichever is the sooner, for its permitted use. The landscape management plan shall be carried out in accordance with the details hereby approved.

Reason: To ensure that due regard is paid to the continuing enhancement and maintenance of amenity afforded by landscape features of communal, public, nature conservation and historic significance.

9. Detailed proposals for the disposal of surface and foul water shall be submitted to and approved in writing by the Local Planning Authority before the commencement of the development hereby permitted. The drainage details shall incorporate sustainable drainage principles and an assessment of the hydrological and hydrogeological context of the development. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details before the first occupation of the buildings. Those details shall include:

1 - A timetable for its implementation

2 - A management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable urban drainage scheme throughout its lifetime.

Reason: To ensure satisfactory provision of foul and surface water drainage, to prevent increased risk of flooding and to improve water quality.

10. Details of the floor slab levels and existing and proposed ground levels shall be submitted to and approved in writing by the Local Planning Authority prior to work

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commencing on the site. The development shall be carried out in accordance with the approved details.

Reason: To protect the visual amenities of the locality.

11. The car park shall be constructed, surfaced and marked out in accordance with the approved plan before the development hereby permitted is brought into operation. That area shall not thereafter be used for any purpose other than the parking, loading, unloading and turning of vehicles.

Reason: To ensure that adequate on-site parking and turning facilities are made available.

12. Prior to the commencement of the development hereby permitted (or within such extended period as may be agreed with the Local Planning Authority), a scheme to deal with soil and ground water contamination shall be submitted to and approved in writing by the Local Planning Authority.

The scheme shall conform to current guidance and best practice as set out in BS10175:2001 Investigation of Potentially Contaminated Sites – Code of Practice and Contaminated Land Reports 7 to 11, or other supplementary guidance, and include the following phases, unless identified as unnecessary by the preceding stage and agreed in writing by the Local Planning Authority:

- a) A desk top study and conceptual model documenting all the previous and existing land uses of the site and adjacent land;
- b) A site investigation report documenting the ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the desk top study;
- c) A remedial strategy detailing the measures to be undertaken to avoid risk from contaminants and/or gases when the site is developed and proposals for future maintenance and monitoring. Such scheme shall include nomination of a suitably qualified person to oversee the implementation of the works.

Reason: In order to secure satisfactory development, including the protection of the major aquifer beneath the site, and in the interests of the safety and amenity of the future occupants.

13. Prior to the occupation of the development hereby permitted, written verification produced by the suitably qualified person approved under the provisions of Condition 12 c) shall be submitted to and approved in writing by the Local Planning Authority. The report must demonstrate that the remedial strategy approved under the provisions of Condition 12 c) has been fully implemented, unless varied with the written agreement of the Local Planning Authority in advance.

Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

14. Development shall cease on site if, during any stage of the works, potential contamination is encountered which has not been previously identified, unless otherwise agreed in writing with the Local Planning Authority. Works shall not recommence before

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an assessment of the potential contamination has been undertaken and details of the findings along with details of any remedial action required (including timing provision for implementation), have been submitted to and approved in writing by the Local Planning Authority. The development shall not be completed other than in accordance with the approved details.

Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

15. No infiltration of surface water drainage into the ground is permitted other than with the express written consent of the Local Planning Authority.

Reason: To protect controlled waters from pollution

16. Piling or any other foundation designs using penetrative methods shall not take place other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reason: To ensure that the foundation design does not create additional potential pollutant pathways to the underlying aquifer.

17. The development hereby permitted shall not be commenced until such a time as a scheme for the following has been submitted to, and approved in writing by, the Local Planning Authority:

- The storage of chemicals
- The storage of oil and fuels
- The storage of hazardous materials
- The proposed methods of decontaminating tanks, demolition and construction
- The provision of vehicle wash-down facilities

Any such scheme shall be supported, where necessary, by detailed calculations; including a maintenance programme. The scheme shall be fully implemented and subsequently maintained, in accordance with the timing/phasing arrangements embodied within the scheme, or any details as may subsequently be agreed, in writing by the Local Planning Authority.

Reason: To protect controlled waters from pollution that may be caused by the development, both during and after construction.

18. No machinery shall be operated, no process shall be carried out and no deliveries taken at or despatched from the site other than between the hours of 0600 to 2300 Monday to Friday and 0700 to 1300 Saturdays and at no time on Sundays and Bank Holidays, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect the amenities of the occupiers of nearby properties.

19. Any vehicles exceeding a weight of 7.5 tonnes shall enter and leave the site only via Hazeley Road in the direction towards Morestead.

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Reason: In the interests of local amenity and highway safety.

20 Before any development pursuant to this permission is commenced a sustainability strategy to achieve best practice and including details of the proposed combined heat and power plant, sourcing of materials, local labour, water conservation, shall be submitted to and approved in writing by the Local Planning Authority. Development shall be undertaken in complete conformity with such approved details unless the written approval of the Local Planning Authority is first obtained for any variation thereto.

Reason: To ensure that the development meets relevant sustainability objectives as promoted in Government advice (PPS1) and the Development Plan.

### **Informatives**

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. The Local Planning Authority has taken account of the following Development Plan policies and proposals:

#### Winchester District Local Plan Review:

The site is outside and adjoining the defined built-up area of Twyford (H.3) and therefore subject to countryside policies (CE.1 – CE.28). The site is outside the current East Hampshire Area of Outstanding Natural Beauty but within the proposed South Downs National Park. Given the nature of the proposed development, Policy CE.18 relates to the redevelopment or expansion of rural employment sites and is particularly pertinent. Policies CE.4 and SF.6 relate to the development of ‘facilities and services’ and H.8 relates to accommodation for the elderly (within settlements). Other Policies relating to design (DP.3 – DP.5), contaminated land (DP.13), sustainable development (DP.6), employment (E.2 – E.4), and transport (T.1 – T.5) are also be relevant.

#### South East Plan, adopted May 2009:

Policies: SP3 (urban focus and urban renaissance), RE3 (employment and land provision), T7 (rural transport), CC5 (supporting an ageing population), BE4 (the role of small rural towns), BE5 (village management), CC1 (sustainable development), CC6 (sustainable communities and character of the environment), CC8 (green infrastructure), NRM11 (renewable energy), NRM12 (combined heat and power), C2 (The South Downs), C4 (landscape and countryside management).

#### National Planning Policy Guidance/Statements:

Government policy promotes a ‘sequential’ approach to the location of development which is likely to attract large numbers of visitors or be a major generator of travel, directing it primarily to town centres (PPS6, PPG13).

3. All building works, including demolition, construction and machinery or plant operation shall only be carried out between the hours of 0800 and 1800hrs Monday to Friday and between 0800 and 1300hrs Saturday and at no such time on Sundays or recognised

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public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.

4. No materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Health and Housing Service an Abatement Notice may be served under the Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through burning of materials is a direct offence under The Clean Air Act 1993.