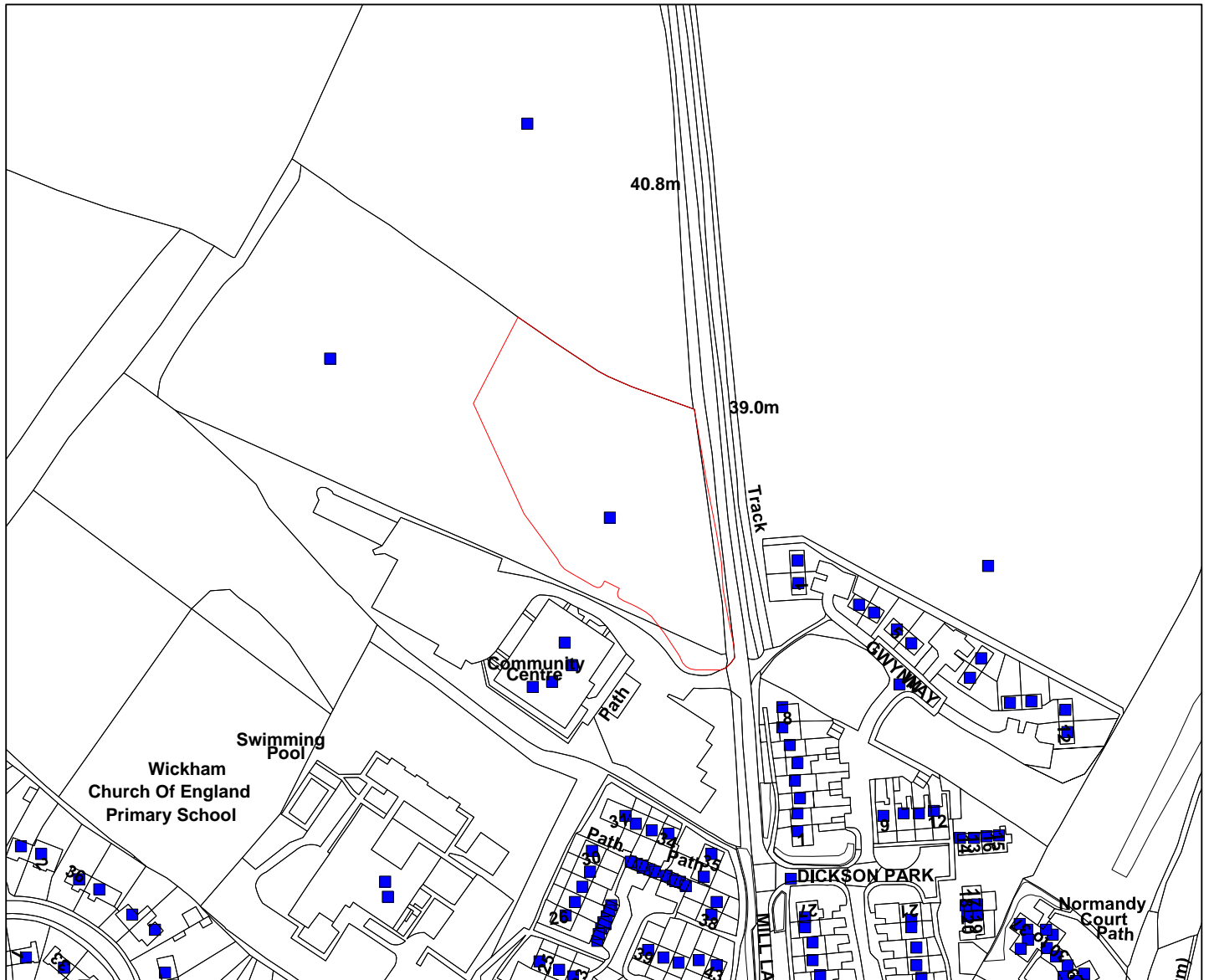


Land adj Wickham Community Centre



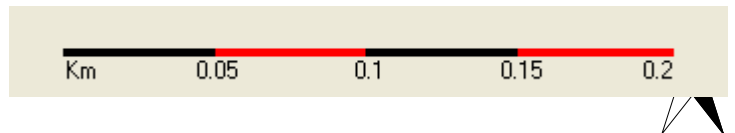
Winchester
City Council

10/01434/FUL



Legend

Scale:



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Organisation	Winchester City Council
Department	Development Services
Comments	
Date	15 December 2010
SLA Number	00018301

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA 6 January 2011

Item No:	3
Case No:	10/01434/FUL / W21852
Proposal Description:	Residential development comprising 9 no. two bedroom, 5 no. three bedroom houses and 4 no. one bedroom, 2 no. two bedroom flats with associated parking and landscaping
Address:	Land Adjoining Wickham Community Centre Mill Lane Wickham Hampshire
Parish:	Wickham
Applicants Name:	Hyde Martlet And Wickham Community Land Trust
Case Officer:	Mr Neil Mackintosh
Date Valid:	7 June 2010
Site Factors:	Countryside
Recommendation:	Application Permitted

General Comments

This application is reported to the Committee as the Head of Planning Management considers it to be a significant development in the countryside and the recommendation is that permission should be granted. It is also for exception housing and there is an issue regarding financial contributions.

The application was referred to, briefly, at the meeting held on 29 July 2010, when the Committee considered an application for a new doctor's surgery on the adjacent site to the west.

Site Description

The application site forms the eastern part of a 2 hectare, arable field to the north of the Wickham Community Centre in Mill Lane. This road is a pleasant, tree-lined lane that emerges into the countryside at the point where the vehicular access to the Community Centre has been created. This building is a bulky, two-storey building that has a car park to its front and rear. A skateboard park is located behind the centre.

It is proposed that the existing access to the Community Centre will be upgraded to serve the 20 social housing units and the proposed doctor's surgery (10/00960/FUL). The site for the social housing is approximately 0.8 hectares and is bounded to the north, south and west by hedging. However, there is currently no physical delineation of the eastern boundary. The site slopes gently up from south to north.

Proposal

It is proposed that, in conjunction with the local doctor's practice, the existing access to the Community Centre will be upgraded to serve this development and the new surgery. Twenty social housing units will be provided, comprising 16 detached, semi-detached and terraced two-storey houses and a block of 4 maisonettes. A central 'village green' and a broad, landscaped strip adjacent to Mill Lane will form part of the proposal. The latter results in a net site density of 25 dwellings per hectare.

Relevant Planning History

None, other than **10/00960/FUL** - Erection of Doctors Surgery on adjacent site

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Consultations

Estates

The build cost is rather high and could be engineered down by reducing the specification of the scheme

If the scheme is proceeded with in its current form the scale of the contribution which can be afforded is as outlined in the report.

Strategic Planning:

No objection, subject to compliance with WDLPR Policy H6 and justification for density of less than 30 dwellings per hectare.

Strategic Housing:

Well located, a good mix and a definite need

Highway Engineer:

Having assessed the submitted transport assessment I am confident that the upgraded access junction on to Mill Lane can operate efficiently with both the surgery and the residential development with minimal queuing and delay.

Highways conditions required and a transport contribution of £67,840

Drainage Engineer:

Consult Southern Water with regard to sewerage infrastructure.

Surface water detail required.

Landscape:

No objection to the broad principles but unable to support these proposals due to lack of a landscape strategy plan.

A contribution of £31,018 is required in respect of off-site recreation provision.

Urban Design:

The layout has been designed in a rather introverted way and I am surprised that the dwellings turn their backs on the approach road to the surgery. However, the design of the dwellings is traditional in style and if planning permission is to be recommended then I would favour clarification of the landscaping, particularly in regard to exposed boundaries, and prior approval of materials.

Archaeology:

No objection, in principle, but require a condition regarding archaeological investigation, since Wickham is known to have a high archaeological potential

HCC Ecology:

No major concerns but conditions will be required re. landscaping and lighting levels.

Environment Agency:

An area of low environmental risk

Southern Water:

There is currently inadequate capacity in the local network to provide foul sewage disposal to service the proposed development. Additional off-site sewers, or improvements to existing sewers, will be required to provide sufficient capacity to service the development. Should this application receive planning approval an informative should be added to inform the applicant that a formal agreement with Southern Water will be required to provide the necessary sewerage infrastructure. (Informative 3 and Condition 2)

Police Crime Prevention Design Advisor

Advice offered to applicant to ensure compliance with 'Secured by Design'

Environmental Protection

If noise from the community centre and skateboard park are a problem with regard to future residential occupiers measures could be taken under the terms of the Licencing and Environmental Protection Acts

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Representations:

Wickham Parish Council: Comments;

- 1) The existing drainage system is inadequate and sewage flooding occurs in the village,
- 2) Close proximity to the Community Centre may result in noise complaints,
- 3) An equipped play area should be provided on the 'village green',
- 4) The scheme should address a severe shortfall of recreational land in the Parish by providing land or a full contribution to the Open Space Fund.

No other letters of representation have been received

Relevant Planning Policy:

South East Plan 2009:

CC1, CC4, CC7, H1, H3, H4, H5, T4, NRM5, C4, BE5, SH5, SH6

Winchester District Local Plan Review

H6, H7, CE5, CE10, CE11, DP1, DP3, RT4, T1, T2, T3, T4

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPS 3 Housing

PPS 7 Sustainable Development in Rural Areas

PPS 9 Biodiversity and Geological Conservation

PPG 13 Transport

PPG 16 Archaeology and planning

PPG 17 Planning for Open Space, Sport and Recreation

Supplementary Planning Guidance

Wickham Village Design Statement

Guide to the Open Space Funding System

Hampshire Biodiversity Action Plan

Manual for Streets

Residential Parking Standards 2009

Technical Paper: Open Space Provision and Funding

Winchester District Landscape Assessment

Winchester Housing Needs Survey

HCC Transport Contributions Policy

Planning Considerations

Principle of development

Policy H6 of the Winchester District Local Plan Review (WDLPR) allows for small-scale social housing schemes in the countryside, on the edge of settlements, as an exception to other policies. This Policy requires that;

i) the Local Planning Authority is satisfied that the need cannot be met within the settlement where the need exists;

(ii) the development provides affordable housing in perpetuity for local people in proven housing need, who cannot afford accommodation locally on the open market;

(iii) there is access by public transport, walking or cycling to local facilities (particularly shops and schools);

(iv) the development is well related to the scale and character of adjacent settlements;

(v) it does not intrude unduly into the countryside or harm the landscape character or

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setting of settlements, particularly in the East Hampshire Area of Outstanding Natural Beauty

In this case, the Head of Strategic Housing states that the application *“offers an excellent opportunity to provide much needed affordable housing for local people in Wickham.”*

He further advises that:

“There are currently 84 households on the Hampshire Homechoice Housing Register with a local connection to Wickham parish. Wickham is considered to be one of the priority rural parishes for provision of affordable housing for local people as shown on the matrix of need in Winchester’s Rural Housing Development Action Plan.”

“The proposed mix of dwellings (4 x 1bed flats, 2 x 2 bed flats, 9 x 2 bed houses and 5 x 3 bed houses) relates well to the need of the households on the Housing Registers. The mix of intermediate affordable homes is 2 x 1 bed flats, 5 x 2 bed houses and 1 x 3 bed house which relates well to the need indicated in the Housing Needs Survey, 2009 of 8 requiring 1 bedroom, 9 in need of 2 bedrooms and 3 in need of 3 bedrooms. The mix of social rented homes is 2 x 1 bed flats, 2 x 2 bed flats, 4 x 2 bed houses, 4 x 3 bed houses. This provision relates well to the households in need of rented homes, whose requirements are spread across size of units. The mix has been discussed and agreed with Strategic Housing.”

“The site is well located with respect to the amenities and facilities within the village, including the community hall and primary school, and a range of shops and other amenities which can be reached by foot or cycle.”

Officers are satisfied that, given the level of local need, sites within the village would be unable to meet the need identified.

Twenty dwellings represent a significant development on the edge of the village. However, Wickham is a relatively large rural settlement and it is considered that the development can be accommodated on this site without detriment to the village and its setting. Furthermore, the site is within walking distance of facilities and services located within the village.

WDLPR Policy H7 states that any residential development shall include a range of dwelling types and sizes and Policy CE5 requires that care must be taken to protect the character and appearance of the countryside.

Additional policies that must be borne in mind in considering this application are listed above, including relevant policies of the South East Plan.

Design/layout

This proposal consists of 20 affordable homes that have been designed to meet housing association requirements and those of Part M of the Building Regulations, Housing Quality Indicators and Life Time Homes. As a result, the design and layout are of a high quality that is suitable for this edge-of-settlement location and to create a sense of place.

The design of the houses and maisonettes is traditional in style and the selection of materials has been chosen to replicate those found in the village ie. red brick and painted brick walls with casement windows under high-pitched, slate roofs.

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The proposed site layout is influenced by the shape of the site, the route of a major water main, the position and use of the Community Centre and pedestrian links to the village. It also reflects the layout and qualities of other housing estates in the village ie. being grouped around a 'village green'.

Impact on character of area and neighbouring property

Mill Lane is a pleasant, tree-lined road with no footway. It acts as a minor, yet busy, route in to the village from the north ie. from Shedfield and Shirrell Heath. It is from this road that the general public will be able to view the site and there is potential to harm the appearance of the countryside. Hedges alongside the Lane are sparse and, in some places non-existent. A hedge on the northern boundary of the application site has large gaps in it and barely screens any potential development.

In order to respond positively to its edge-of-village rural location the proposed buildings are relatively low-key and small scale. It is proposed that no buildings will be more than two storeys in height and all will be constructed using indigenous materials ie. red stock brick under slate roofs with casement windows and hardwood doors. They will be grouped around a central green, providing a pleasant and safe environment for all.

The northern boundary will be reinforced by additional planting and, due to the presence of a water main, the proposed houses will be positioned at least 20 metres from the road, thereby minimising the impact of the development from the Lane. The area between will be planted in accordance with the submitted Landscape Buffer Zone plan (Condition 5)

Landscape/Trees

The application site is part of an arable field and no trees or hedges will be lost, apart from part of the young, but burgeoning, hedge that separates the site from the Community Centre. This will be needed in order to create the access.

It will be necessary to reinforce the existing boundary planting and, in the case of the western boundary, create an entirely new hedge. This boundary will be shared with the proposed doctor's surgery, permitted July 2010, and that permission provides for such a hedge. In order to secure adequate landscaping it is proposed to impose a landscape strategy condition (Condition 5)

Highways/Parking

Members may recall that, at the meeting held on 29th July 2010, the Highway Engineer reassured the Committee that the proposed improvements to the existing Community Centre access would be adequate to cater for additional traffic. He was aware of the proposal for social housing on this site and took the potential traffic generation of the current proposal into account in reaching the following conclusion:

In terms of transport impact, the combined effect of a surgery and 20 social units, in addition to the existing community centre uses, has been taken into account. It is considered that the upgraded access can operate efficiently with minimal queuing and delay.

Adequate on-site parking is to be provided in accordance with current standards and the access road will be built to adoptable standards.

A Transport Contribution has been requested and this matter is dealt with in the 'Contributions' section below.

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Drainage

Concern has been expressed about the inadequacy of the existing pumping station to handle additional foul drainage disposal requirements. This has been addressed by means of a 'Grampian' type condition, which restricts occupancy of the development until the necessary sewage infrastructure upgrading has been undertaken (Condition 2).

Surface water drainage must be dealt with in a sustainable manner and this will also be the subject of a condition (Condition 5)

Noise

The rear car park of the Community Centre contains a thriving, and recently enlarged, skateboard park. Such equipment and its users tend to generate a fair amount of noise. This was considered at an early stage and it was decided that the doctor's surgery should be sited next to the skate park rather than the housing. As a result, the housing is close to the Community Centre which itself can generate noise. However, controls such as internal noise limiters can be introduced by the Council if noisy events prove to be a problem for the occupiers of the new units..

Open Space

The submitted plans provide for a grassed, open area in the centre of the housing layout and potential for informal recreation within the landscape buffer next to Mill Lane. It is not considered necessary to provide play equipment within the scheme, as there is a good play area in front of the Community Centre. However, Wickham has a substantial shortfall in adult sports facilities and any new residential development will place further strain on already insufficient recreational infrastructure. The Council's Public Open Space Funding System seeks to redress this imbalance by means of financial contributions from all developers of residential schemes. This matter is dealt with in the following section.

Contributions

In accordance with standard practice and adopted policies the developer has been asked to contribute the following sums based on the number and size of dwellings;

Public Open Space - £31,018 , split £12,184 Play and £18,834 Sport

Transport - £67,840

This comes to a total of £98,858

The applicants, Hyde Martlet and the Wickham Community Land Trust, maintain that such large contributions would make the scheme unviable and a confidential viability report has been submitted. This concludes that the scheme before Members can only bear the sum of £10,021 in respect of all financial contributions. This report has been considered by the Council's Head of Estates and he confirms that *"If the scheme is proceeded with in its current form the scale of the contribution which can be afforded is as outlined in the report"*

However, he precedes this statement by saying that *"The build cost is rather high and could be engineered down by reducing the specification of the scheme"*. As a result the current scheme could go ahead without full payment of normal contributions or permission could be refused.

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It is considered that this scheme has not been over-designed resulting in a development which is excessive in terms of its costs. The development is located in a sensitive location on the edge of the village and in a countryside setting. Whilst it is acknowledged that housing schemes can always be re-designed to reduce costs, officers are that, in this case, this could unacceptably compromise the overall quality of the development.

Furthermore, this is a social housing scheme that was designed to meet appropriate standards, including Lifetime Homes. This can add to the development costs but was necessary for the scheme to secure funding. It is not unusual for social housing schemes to pay reduced contributions in relation to transport infrastructure and open space, in order to ensure that they remain viable. Consequently, it is considered that, on balance, the benefits of allowing the scheme to proceed, in terms of providing much needed affordable housing, justify accepting reduced financial contributions for open space and transport, in this instance.

Recommendation

It is recommended that, subject to conditions and the applicants entering into a legal agreement to secure;

- a) the payment of £6,914 in respect of the HCC Transport Contribution Policy and**
 - b) the payment of £3,107 in respect of Public Open Space Contributions (£1,220 Play and £1,887 Sport) and**
 - c) the provision of social housing in perpetuity**
- then planning permission be granted**

NB. The above figures have been arrived at by dividing the available funds, £10,021, in the same proportions as those originally demanded ie. 31% POS and 69% Transport.

Planning Obligations/Agreements

In seeking a planning obligation in respect of contributions to the Council's Public Open Space Funding System and the HCC Transport Contributions Fund 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.

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

Conditions

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

Reason: To comply with the provisions of Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

2. The dwellings hereby permitted shall not be occupied until such time as the Local Planning Authority is satisfied that the development can be drained in an appropriate manner by the receipt of appropriate details in writing, clarifying that the capacity upgrading of the foul water pumping station in Wickham and any related works has

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been satisfactorily undertaken, so as to cope with the increased flow that the development is likely to generate.

NB. The Local Planning authority will confirm in writing that it is satisfied with the drainage arrangements and no dwelling should be occupied unless and until such confirmation has been given

Reason: To avoid the possibility of flooding.

3. No development or site preparation prior to operations which has any effect on disturbing or altering the level of composition of the land, shall take place within the site until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation to be submitted by the applicant and approved in writing by the Local Planning Authority.

Reason: To ensure that the archaeological interest of the site is properly safeguarded and recorded.

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

Reason: To ensure a satisfactory visual relationship between the new development and its surroundings.

5. No development shall take place until details of lighting, a landscape strategy and details of hard and soft landscape works, including timing provisions, 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:

- a) existing and proposed finished levels or contours;
- b) hard surfacing material;

Soft landscape details shall include the following:

- c) planting plans;
- d) written specifications (including cultivation and other operations associated with plant and grass establishment);
- e) schedules of plants, noting species, planting sizes and proposed numbers/densities, where appropriate;
- f) implementation and surface water treatment programmes.

Reason: To improve the appearance of the site, in the interests of visual amenity, and to ensure a sustainable drainage system.

6. No development shall commence until details, including relevant cross sections of the site, have been submitted to and approved in writing by the Local Planning Authority to show finished floor levels relative to existing and proposed ground levels and any proposals to deal with the relocation / disposal of excavated material. The development shall be undertaken in accordance with such approved details.

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Reason: To ensure that the development responds sensitively to the topography of the site.

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. The existing hedgerow on the northern boundary of the application site shall be protected during building works by the erection of a continuous chestnut paling fence at least 2 metres from the hedge.

Reason: In the interests of visual amenity and the biodiversity of the area.

9. Details of any external lighting to be provided on the site shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The lighting shall be installed, operated and maintained in accordance with the approved scheme.

Reason: In the interests of visual amenity and the biodiversity of the area.

10. Details of provisions to be made for the parking and turning on site of operative and construction vehicles and builders' storage and other facilities during the period of development shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the construction period.

Reason: In the interests of highway safety, the operation of the adjoining community site and the biodiversity of the area.

11. Details of measures to be taken to prevent mud from vehicles leaving the site during construction works being deposited on the public highway shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the duration of the construction period. No lorry shall leave the site unless its wheels have been cleaned sufficiently to prevent mud being carried onto the highway.

Reason: In the interests of highway safety.

12. Prior to the completion of development, a cut-off drain shall be provided to prevent the egress of surface water onto the public highway.

Reason: In the interests of highway safety.

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13. The car parking spaces shall be constructed, surfaced and marked out in accordance with the approved plan before the development hereby permitted is brought into operation. These areas 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.

14. The roads and footways shall be laid out and made up in accordance with the specification, programme and details to be approved by the Local Planning Authority. No building erected on the land shall be occupied until there is a direct connection from it to Mill Lane, completed to the approved specification.

Reason: To ensure that the roads and footways are constructed to a satisfactory standard.

Informatives

1. This permission is granted for the following reason:

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:

South East Plan:

CC1, CC4, CC7, H1, H3, H4, H5, T4, NRM5, C4, BE5, SH5, SH6

Winchester District Local Plan Review 2006:

H6, H7, CE5, CE10, CE11, DP1, DP3, RT4, T1, T2, T3, T4

3. The applicants/developer should enter into a formal agreement with Southern Water to provide the necessary sewerage infrastructure required to service this development. Please contact Atkins Ltd., Anglo St James House, 39a Southgate Street, Winchester, SO23 9EH. Telephone 01962 858688 or www.southernwater.co.uk