

Application No: 16/00804/FULL Full Application

Site: Land To The North East Of Vinneys Close, Brockenhurst, SO42 7AB

Proposal: Erection of 4 houses and 6 flats with associated car parking and landscaping; access alterations; cycle stores/sheds

Applicant: Martlet Homes

Case Officer: Clare Ings

Parish: BROCKENHURST

1. REASON FOR COMMITTEE CONSIDERATION

Contrary to Parish Council view

2. DEVELOPMENT PLAN DESIGNATION

Conservation Area
Defined New Forest Village
Listed Building

3. PRINCIPAL DEVELOPMENT PLAN POLICIES

CP11 Affordable Housing
CP7 The Built Environment
CP8 Local Distinctiveness
DP1 General Development Principles
DP6 Design Principles

4. SUPPLEMENTARY PLANNING GUIDANCE

Design Guide SPD

5. NATIONAL PLANNING POLICY FRAMEWORK

Sec 6 - Delivering a wide choice of high quality homes
Sec 7 - Requiring good design
Sec 11 - Conserving and enhancing the natural environment
Sec 12 - Conserving and enhancing the historic environment

6. MEMBER COMMENTS

None received

7. PARISH COUNCIL COMMENTS

Brockenhurst Parish Council: Recommend refusal. Initial comments:

- concerns over flooding than the existing Vinneys Close and this must be fully considered and mitigated
- concerns that the ecological appraisal may not have identified all evidence of wildlife
- would like to see the spoil generated on site to provide a ramp to the pedestrian railway bridge, thus reducing vehicle movements and improving access
- concerns over increased traffic and vehicle movements causing a nuisance
- is there potential for these dwellings to be built to higher than current standards in order to reduce long-term running costs for the occupants.
- concern over the mix of housing units in that six one-bedroomed flats are proposed

Concerns over wildlife have been addressed; concerns remaining are

- flooding issues
- mix of housing units

8. CONSULTEES

- 8.1 Tree Officer: No objection subject to condition.
- 8.2 Building Design & Conservation Area Officer: Comments made on the original plans submitted and suggested changes. These have now been submitted and are generally along the lines discussed. No objection.
- 8.3 Ecologist: No objection, subject to conditions and SPA mitigation contribution.
- 8.4 Highway Authority (HCC): No objection, subject to conditions.
- 8.5 HCC Access Development Officer (Planning): No comments received.
- 8.6 Housing Development NFDC: Support the mix of housing; there is sufficient evidence to demonstrate a need for one-bedroom flats.
- 8.7 Environment Agency: The site lies outside its external checklist.
- 8.8 Landscape Officer: Initial concerns over use of 1.8m high close board fencing and metal gates have been addressed through the submission of amended plans. An external lighting plan should be submitted.

9. REPRESENTATIONS

- 9.1 Five representations received making the following comments:
- concern over drainage - the land is low lying and liable to flood

- implications of construction traffic making use of adjoining bridleway which also has a blind bend
- loss of protected trees
- site is unsuitable for development
- additional traffic through existing Vinneys Close, access should be directly onto Mill Lane or use made of the existing bridleway
- threat of development on wildlife
- all the affordable housing in Brockenhurst is concentrated in one location
- would like to see a dedicated footpath through the site to the adjoining bridleway

10. RELEVANT HISTORY

- 10.1 10 affordable housing units comprising 4 one bed flats; 23 two bed house; 3 three bed house (05/84765) - granted permission on 30 March 2007. Application on adjoining land.

11. ASSESSMENT

- 11.1 The application site lies immediately south of the main Bournemouth to Waterloo railway. It comprises an irregular shaped parcel of land, relatively open and level, currently undeveloped, bounded to the west by an existing development of affordable housing, and to the east by a bridleway culminating in a footbridge over the railway. The southern part of the site is more wooded, and the boundaries themselves comprise trees and hedgerow to the bridleway, a more wooded southern boundary and fencing to the existing development. Opposite the site on Mill Lane lies North Lodge, a listed building, and Thurstons Cottage, which uses the bridleway as its main access point. The site lies outside the defined village boundary, and adjacent to the conservation area.
- 11.2 The proposal is for a development of 10 affordable units, submitted on behalf of The Hyde Group, a Registered Social Landlord. The scheme would be arranged around a central courtyard, with the built form predominantly two storey but with single storey parking/ garaging elements. The accommodation provided would be a mix of one bed flats (6), two three bed houses and two two-bed houses. A total of 15 parking spaces/ garages would be provided. Access would be through the existing development to Mill Lane, together with a pedestrian access to the bridleway. The southern portion of the site would be left undeveloped as an unaltered ecological area, and divided from the rear gardens of the dwellings by fencing.
- 11.3 The key considerations are:
- the principle of the development,
 - its design - external appearance and layout
 - its impact on the wider landscape, trees and ecology

- its impact on the amenities of neighbouring properties
- its impact on traffic and drainage

The principle

- 11.4 As stated above, the site lies outside the defined village boundary for Brockenhurst and therefore the only potential for residential development would be for affordable housing. The scheme has been put forward by The Hyde Group, a well-established provider of affordable housing in the local area. The development would meet a defined housing need following discussions between the applicant, (HARAH (Hampshire Alliance for Rural Affordable Housing) and the New Forest District Council's housing team. The mix of housing, including the one bed flats, is considered appropriate, particularly as information from NFDC indicates 31 people waiting for single bedroom accommodation on the housing list. The scheme is therefore considered acceptable as an "exceptions" site, and would comply with policy CP11.
- 11.5 As the proposal is for affordable housing, for both rent and shared ownership, the occupancy of the scheme would be controlled by a S106 Agreement. The Agreement would ensure that the dwellings would be occupied by persons with a local connection to the parish in perpetuity. The applicant has accepted the need to enter into the agreement.

Design considerations

- 11.6 The layout is similar in form to the adjoining affordable housing scheme of buildings arranged around a courtyard, with echoes of a farm courtyard, and which is considered generally appropriate in this context. There were original concerns with the regularity of the roof elements but, through negotiation, amended plans have been received which do not alter the basic layout or number of units, but vary the eaves and ridge heights of the built form, and introduce gables, all of which would give a greater visual variety which would contribute to an acceptable overall external appearance. Other detailed changes to fenestration and variations in materials would also contribute to this scheme. Thus the proposal is considered appropriate in this location and would not harm the setting of the adjoining conservation area.
- 11.7 Other elements, such as the boundary treatment of fencing and walls have also been slightly altered through on-going discussions, avoiding the over-use of close-boarded fencing, and the overall appearance of the proposal would avoid having an over suburban appearance.
- 11.8 Whilst the development is likely to be seen in views from Mill Lane, these will be partially reduced by the existing trees along the Mill Lane frontage and the set back of the proposal well within the site. As a result, the proposal is not considered to have a

detrimental visual impact in the wider landscape. However, external lighting if not appropriately controlled, could have an impact on dark skies particularly in this location on the edge of Brockenhurst. It is therefore considered that the use of low bollard lighting for the access and parking areas would be appropriate, and a condition is recommended that the lighting scheme would be submitted to and approved prior to the development commencing.

Impact on Trees and Ecology

- 11.9 The development does not propose the felling of any trees which loss would have a significant impact of the visual amenity of the area. However, a tree protection plan has been submitted, and the development would be conditioned to ensure that this protection would be in place during the development of the scheme.
- 11.10 The development would result in the loss of more widespread habitats of lower conservation value, but which would be off-set to a certain extent by the retention of the area to the south of the development being left as a wildlife area, envisaging a succession to scrub and woodland. This could function as a buffer, but the information relating to its future management and protection for it to be fully assessed as offering compensation for other habitat loss is limited. However, the proposal would also offer other opportunities for ecological enhancement, such as bat tubes and artificial bird nesting structures, and these would be secured by condition. In addition, as the site lies within 400m of the New Forest SPA and within 5.6km of the Solent SPA, it will be necessary to secure a financial contribution towards mitigation, and this latter requirement would form part of the S106 Agreement.

Impact on the amenities of adjoining occupiers

- 11.11 There is unlikely to be any significant impact on the amenities of the adjoining occupiers in terms of either overlooking or overshadowing given the distance of the proposed development from those properties.

Impact on flooding

- 11.12 Concerns have been raised by the Parish Council and local residents over the issue of the site being potentially at risk from flooding due to its low lying nature, and that the land levels should be raised in order to address this issue. Whilst the site does not lie within Flood Zones 2 and 3, it would appear that the concerns are with the water table in this area. No comments have been received from the Environment Agency as the site falls outside its external checklist, and standing advice would therefore apply, but the applicant's contractors have advised that although the top

layers of soil/strata are impermeable, the lower levels are much more permeable and therefore will drain a lot better. In addition, their survey indicates that the ground water table is 2M below ground level, and that with the implementation of the proposed drainage strategy, this will allow surface water to drain away.

Impact on traffic

- 11.13 The proposed access to the site would be through the existing Vinneys Close and therefore using the existing junction with Mill Lane. Although this would add additional traffic movements to that junction, it is considered that this presents the best option for accessing the site, as additional openings onto Mill Lane would result in the loss of significant trees. No objections have been received from the Highways Authority, who also acknowledge that sufficient parking has been provided.
- 11.14 Concerns have been raised over the possibility of using the adjoining bridleway for construction traffic. The applicants have suggested this as a possible option, but no firm details as to whether this would be route has been given. The bridleway lies outside the red edge of the application, and therefore it would not be possible to condition that it should or should not be used. The advice from the Highways Authority is that if this were proposed, it would be subject to an agreement with them.

Conclusion

- 11.15 The site has been put forward as an "exceptions" site for affordable housing to meet an acknowledged need, and therefore would comply with policy CP11 of the Core Strategy. The design, layout and mix of units would be acceptable in this location, and would not adversely harm the amenities of adjoining occupiers. Details to protect trees and ecology are either in placed and would be secured through condition. Permission is therefore recommended.

12. RECOMMENDATION

Subject to the prior completion of a section 106 agreement to:

- a) control the occupancy of the affordable dwelling to persons with a local connection
- b) retain the affordable housing in perpetuity
- c) secure financial contributions to help mitigate potential harm to the Solent and New Forest SPAs

the Executive Director of Strategy & Planning be authorised to grant planning permission subject to the following conditions:

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

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

- 2 Development shall only be carried out in accordance with (list plans). No alterations to the approved development shall be made unless otherwise agreed in writing by the New Forest National Park Authority.

Reason: To ensure an acceptable appearance of the building in accordance with policies CP7, CP8, DP6 and DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) December 2010.

- 3 No development shall take place above slab level until samples or exact details of the facing and roofing materials have been submitted to and approved in writing by the New Forest National Park Authority.

Development shall only be carried out in accordance with the details approved.

Reason: To ensure an acceptable appearance of the building in accordance with Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 4 Prior to the commencement of development ecological mitigation for the Solent and New Forest Special Protection Areas, Special Areas of Conservation and/or Ramsar sites shall be submitted to and approved in writing by the New Forest National Park Authority. The ecological mitigation may take the form of a planning obligation which secures financial contributions in accordance with the Authority's adopted Development Standards (SPD) and the Solent (SRMP) Explanatory Note.

Reason: To safeguard sites of international ecological importance in accordance with Policies CP1 and CP2 of the adopted New Forest National Park Core Strategy and Development Management Policies DPD, Development Standards SPD and the SRMP.

- 5 Prior to the commencement of development (including site and scrub clearance), measures for ecological mitigation and enhancement (including timescales for implementing these measures) shall be submitted to and approved in writing by the National Park Authority. The measures thereby approved shall be implemented and retained at the site in perpetuity. The measures shall be based on the recommendations set out in the

ecological report (ECOSA Ecological Appraisal dated July 2016) approved as part of this planning application.

Reason: To safeguard protected species in accordance with Policies DP1 and CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 6 The trees/hedges on the site which are shown to be retained on the approved plans shall be protected during all site clearance, demolition and building works in accordance with the measures set out in the submitted arboricultural statement (Broad Oak Tree Consultants Limited Arboricultural Implications Assessment dated 11 July 2015).

Reason: To safeguard trees and natural features which are important to the visual amenities of the area, in accordance with Policies DP1 and CP2 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 7 No external lighting shall be installed on the site unless details of such proposals have been submitted to and approved in writing by the New Forest National Park Authority.

Reason: To protect the amenities of the area in accordance with Policies DP1 and CP6 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).

- 8 The development hereby permitted shall not be occupied until the arrangements for parking (cars and cycles) and turning within the site have been implemented.

These areas shall be kept available for their intended purposes at all times.

Reason: To ensure adequate parking provision is made in the interest of highway safety and to comply with Policies DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010) and Section 4 of the National Planning Policy Framework.

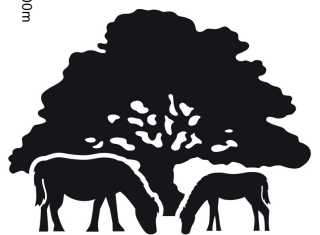
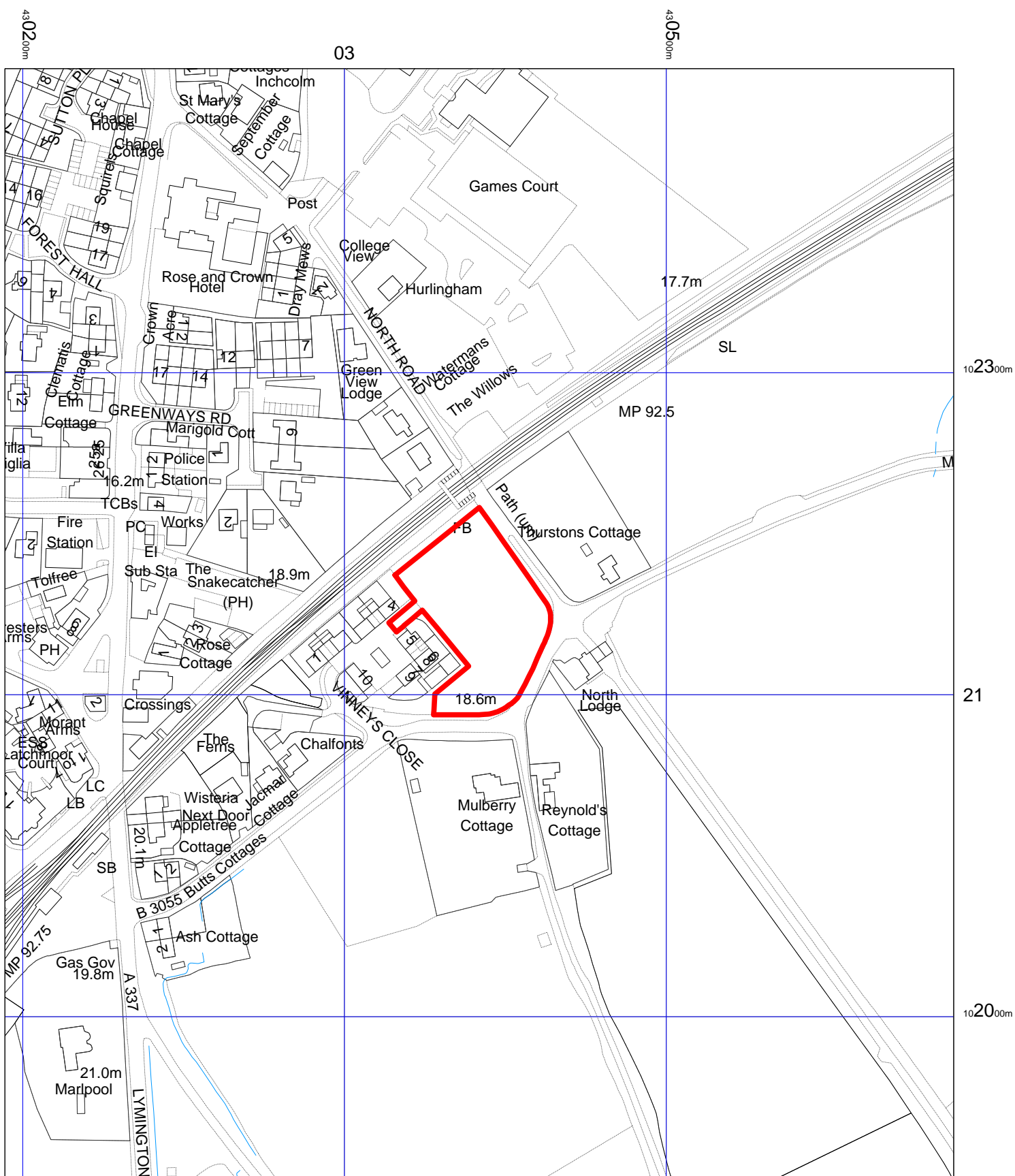
- 9 Development shall only be carried out in accordance with Drwgs: 01, 02, 03, 04, 05, 08, 09, 10, 11 and 1297_PP_300 (or such plans as may be substituted). No alterations to the approved development shall be made unless otherwise agreed in writing by the New Forest National Park Authority.

Reason: To ensure an acceptable appearance of the building in accordance with policies CP7, CP8, DP6 and DP1 of the New Forest National Park Core Strategy and Development

Management Policies (DPD) December 2010.

- 10 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any re-enactment of that Order) no extension (or alterations) otherwise approved by Classes A, B or C of Part 1 of Schedule 2 to the Order, garage or other outbuilding otherwise approved by Class E of Part 1 of Schedule 2 to the Order, or means of enclosure otherwise approved by Class A of Part 2 of Schedule 2 to the Order shall be erected or carried out without express planning permission first having been granted.

Reason: In view of the physical characteristics of the plot, the New Forest National Park Authority would wish to ensure that any future development proposals do not adversely affect the visual amenities of the area and the amenities of neighbouring properties, contrary to Policy DP1 of the New Forest National Park Core Strategy and Development Management Policies (DPD) (December 2010).



NEW FOREST
NATIONAL PARK

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