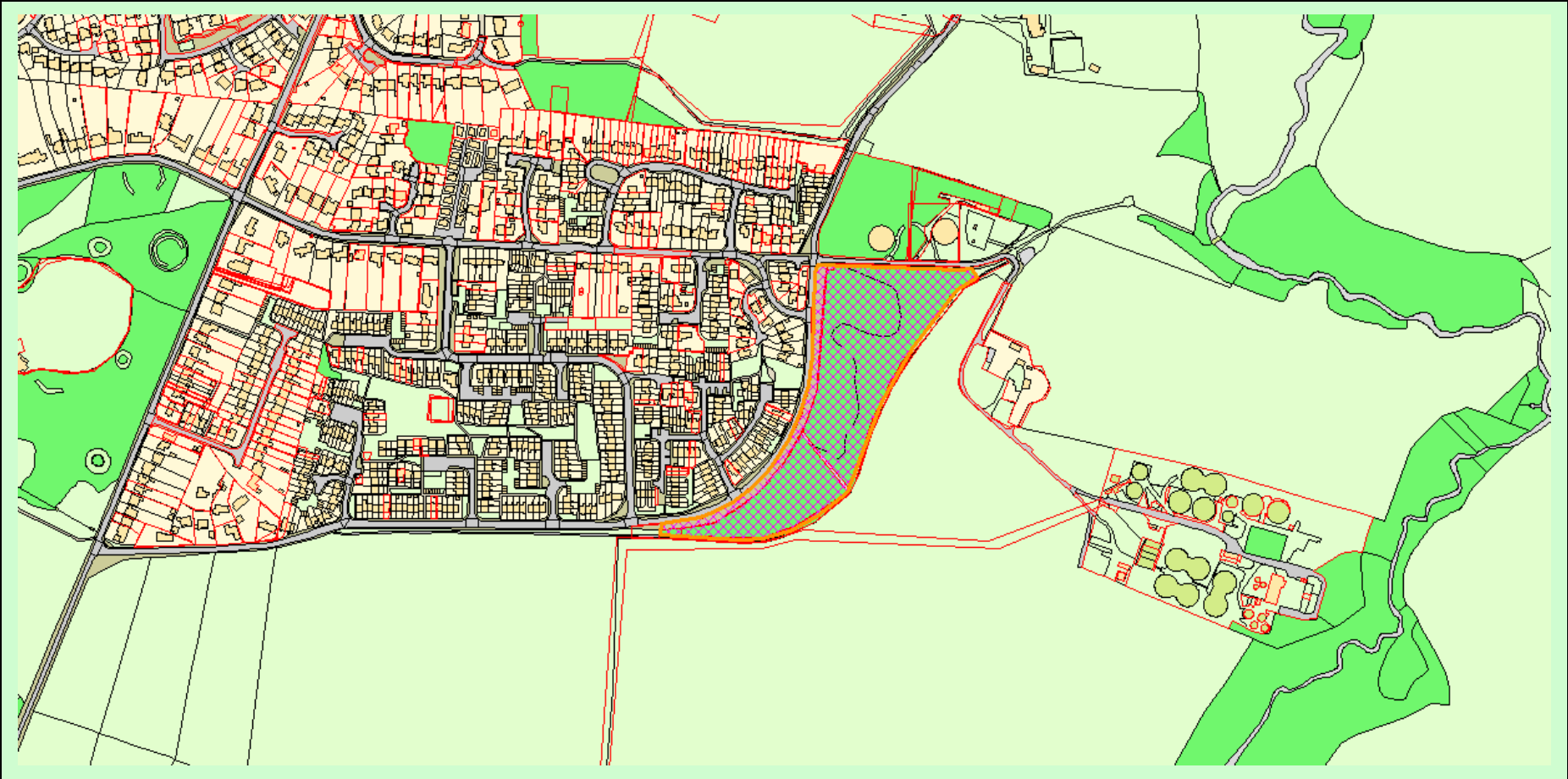


Report to	Planning Committee
Date	09 November 2023
By	Director of Planning
Local Authority	East Hampshire District Council
Application Number	SDNP/22/04472/FUL
Applicant	McCarthy & Stone Retirement Lifestyles LTD (Mr S Paul)
Application	Construction of a continuing Care Community (Use Class C2) comprising of 97 dwellings (apartments, chalet bungalows and bungalows), communal facilities and formation of access and associated parking.
Address	Land East of Harrier Way, Petersfield, Hampshire

Recommendation:

- 1. That the application be granted planning permission subject to the conditions set out in paragraph 10.3 of this report and subject to the completion of a S106 Agreement, the final form of which is delegated to the Director of Planning, with obligations relating to:**
 - **Securing the C2 use through the details of the care package requirements, qualifying occupier/residents and domiciliary care providers;**
 - **Securing the £125,000 Highways Contributions for improved pedestrian access to Petersfield Town Centre;**
 - **Securing the formal approval fee (£1,500) and monitoring fee (£15,000) of the Travel Plan and financial surety;**
 - **Securing the delivery of Biodiversity Net Gain offsite as well as the associated monitoring fee; and**
 - **Highway access works**
 - 2. That authority be delegated to the Director of Planning to refuse the application with appropriate reasons if the S106 Agreement is not completed or sufficient progress has not been made within 6 months of the 09 November Planning Committee Meeting.**
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Executive Summary

The application relates to the construction of a continuing care community with communal facilities included within the development. It would provide 97 units of accommodation within Use Class C2 as well as new vehicular access, associated parking, native landscape planting and clearance and enhancement of existing water features. The site was allocated for housing catering for the ageing population in the Petersfield Neighbourhood Plan.

The main issues for consideration in respect of the application are:-

- The overall design approach, including the scale, massing and height of the new apartment block and the impact this has on local residents and visual amenity;
- Whether the scheme would deliver acceptably in respect of sustainable construction, ecosystem services and biodiversity net gain; and
- The appropriateness of the vehicular access and measures to improve highway safety.

Officers consider the proposal accords with the Purposes and Duty of the South Downs National Park and with the South Downs Partnership Management Plan. The proposal also accords with the relevant South Downs Local Plan Policies and Policies of the Petersfield Neighbourhood Plan, in particular policies HP3 and H8.

The application is placed before the Planning Committee due to, its scale (97 units) on a greenfield site and on account of issues raised in the representations received, notwithstanding its location in a made Neighbourhood Plan.

1. Site Description

- 1.1 The site is a 3.2ha parcel of undeveloped land, consisting of open scrub and trees on the eastern side of Harrier Way, Petersfield. The boundary with Harrier Way is marked by mature vegetation and bounded by a ditch along its eastern edge, with a mature, unmanaged tree belt alongside. An open ditch also bisects the site. The route of the Serpents Trail path passes immediately to the north of the site, continuing across the open countryside beyond. This northern boundary is subject to a group Tree Preservation Order.
- 1.2 Beyond the site and Serpents Trail to the north, is the Taro Leisure Centre and former. To the west is a housing estate, comprising predominantly two storey residential dwellings. To the south and east is open countryside and a sewage works is located further to the east of the site.
- 1.3 The site is allocated for 'housing to meet the needs of an ageing population' within the Petersfield Neighbourhood Development Plan (policy HP3 and site H8) and is within the settlement boundary.

2. Relevant Planning History

- 2.1 There is an extant permission for the development of the site to provide 70 units of accommodation comprising an assisted living community for older people. The SDNPA has accepted, following legal advice, that this development has commenced and is therefore extant. The relevant application details are included below.
- 2.2 SDNP/23/01418/LDE: That a 5.0 metre x 2.4 metre length of the footpath constructed on site constitutes the lawful implementation of the planning permission SDNP/18/06229/CND and SDNP/21/01732/REM. Approved – 24 May 2023
- 2.3 SDNP/22/05334/LDP: Lawful Development Certificate seeking to establish that planning consent comprising of SDNP/18/06229/CND and 21/01732/REM can be lawfully implemented and that the construction before the 16th of July 2023 of a 5-metre length x 2.4 metre width section of the footpath approved as part of SDNP/21/01732/REM would constitute the lawful implementation of the permission. Approved – 03 January 2023
- 2.4 SDNP/21/01732/REM: Reserved matters for approval: Landscaping of proposal - The construction of a C2 assisted living community for older people consisting of apartments, cottages and a community hub. Approved – 16 July 2021

- 2.5 SDNP/18/06229/CND: Variation of condition 3 on SDNP/17/03513/OUT - to enable the replacement of the agreed site plan to allow hub relocation to avoid clash with existing water course. Approved – 12 February 2020. A Deed of Variation to the S106 Agreement for the original outline consent was completed as part of this approval.
- 2.6 SDNP/18/06215/REM: Reserved Matters Application for Landscaping: Construction of a C2 assisted living community for older people consisting of apartments, cottages and a community hub. Approved – 31 July 2019
- 2.7 SDNP/17/03513/OUT: The construction of a C2 assisted living community for older people consisting of apartments, cottages and a community hub. Approved – 20 June 2018 with S106 Agreement including obligations for the following:
- Securing the C2 use through the details of care package requirements, qualifying occupier/residents and domiciliary care provider;
 - Securing the details of the Travel Plan including the 'communal transport' and £50,000 highways contribution for improved pedestrian and cycle access to Petersfield Town Centre;
 - Securing the details of the 'private estate roads' (i.e. the extent of the roads not being offered up for adoption, management and maintenance details).
 - Creating and maintaining a PROW across the site - to link up with the wider public footpath (Serpent Trail) adjacent to the site, and
 - Securing an employment and skills plan for the construction and operational phases of the development.

3. Proposal

- 3.1 The application, as amended, proposes development of an extra care / assisted living community (Use Class C2), which would comprise a total of 97 dwellings, on-site staff accommodation and communal facilities served by a new vehicular access and associated landscaping.
- 3.2 The development proposes to provide specialised housing for older people in the form of a continuing care facility. This type of development would provide basic and extra care directly in residents' houses, typically up to a prescribed number of hours a week to enable residents to live relatively independently for longer.
- 3.3 The key features of this proposal include:
- Management and operation of the site by a commercial company to provide services, care and site management to residents;
 - All accommodation provided with a digital call system allowing 24 hours monitoring and health and wellbeing features from a Tablet;
 - All qualifying residents would register with the care agency on first occupation and be subject to an interview to assess their needs and requirements. The qualifying resident (or one of a couple) would need a minimum of 1.5 hours of care a week to qualify. The qualifying resident must be assessed as having a need for care and records kept of this assessment for future scrutiny;
 - Qualifying residents must be over the age of 60 to occupy the bungalows and chalets, and 70 years of age for the assisted living/extra care block;
 - All residents would have the ability to purchase additional hours of personal care on request from the McCarthy and Stone Management Services (MSMS) / care agency;
 - 24-hour care staff and support available on site, including staff offices, facilities and domestic support services (e.g. help with cleaning, shopping etc);
 - Care staff would have key access to all units to be used by arrangement with residents or in the case of an emergency;

- All residents would sign a lease and pay a service charge to access the communal facilities and social activities that would operate on site in perpetuity;
 - Residents would have access to the provision of meals and a laundry service;
 - The communal facilities ‘community hub’ comprising restaurant, wellness centre and lounge would allow for a range of uses and residents of the bungalows/chalets would also have access to the facilities including the restaurant;
 - Residents would have access to other social and leisure facilities/activities; and
 - Terms and conditions of the leases would pass on to any subsequent buyers.
- 3.4 The proposed residential accommodation is formed of 3 key types:
- An apartment block comprising 33 x 1-bed apartments and 25 x 2-bed apartments.
 - 19 x 2-bed bungalows.
 - 20 x 3-bed chalets.
- 3.5 The apartment block is located to the north of the application site and comprises a main block with 2 wings – the eastern wing being linked to the main building by a green roof, single storey section that houses a restaurant for residents. The accommodation is spread across three storeys with the uppermost storey being accommodated within the roof space, facilitated by dormer windows. The ground floor provides a ‘community hub’, including the aforementioned restaurant, wellness centre and lounge. There is also a staff accommodation suite and guest suite available on the ground floor. As originally submitted, the scheme proposed 106 dwellings, with the apartment block situated closer to the Serpents Trail and car parking to the south. The scale of the building was uniformly 3-storey, with no relief or breaking up of the overall mass.
- 3.6 The 2-storey chalets are located along Harrier Way, in blocks of either two or four; presenting as pairs of semi-detached dwellings facing Harrier Way and, where there are four, another pair facing on to the proposed internal road. Small garden terraces are proposed for each. The bungalows are further back in the site, in loose blocks along the eastern edge of the new access road. The appearance and layout has been amended to appear less formal and repetitive along the rear boundary of the site.
- 3.7 A new access road would be created, providing a route for one-way vehicular traffic within the site. Both the access and egress will be from Harrier Way to the south of the apartment block and southern end of the site respectively. A separate access at the northern end of the site would serve a parking area and main entrance to the apartment block. This car park would accommodate 39 spaces, including 4 disabled spaces, with additional planting to break up the form and layout. The dwellings facing directly on to Harrier Way would be served by driveways directly from the highway of which 2 would be lay-by arrangements and the remaining 8 would be perpendicular to the highway. A new pedestrian footpath would also be created along this side of the carriageway. The parking for the bungalows would be provided within small parking courts of 3-4 spaces. Each chalet/bungalow is provided with one parking space. A further four spaces are provided for visitor parking – in addition to the spaces to the north of the apartment block - within the site.
- 3.8 Within the application site, an accessible path would be created along the eastern boundary of the site. There is potential for this to eventually link to the Serpents Trail in the north-eastern corner of the site. This would also link across the site to the south of the apartment block, to link back to Harrier Way, providing a larger circular route.
- 3.9 The existing ditch running east-west across the site would be realigned at its western extent and remain mostly open. It would be culverted where the road and a parking area run across its length. A lined pond would be proposed adjacent to the ditch to provide an additional landscape feature. Further north, to the east of the apartment block, an attenuation basin is proposed. A pumping station is provided at the southern end of the site to facilitate the development.
- 3.10 Trees would be cleared within the site, with replacement planting provided throughout the

site, mostly to the north and eastern edge of the site. The hedgerow along the boundary with Harrier Way would also be removed. A total of 81 tree stems and 245m of hedgerow is proposed to be removed, with a replacement and enhancement strategy to be agreed following determination, based on the general landscape arrangement plans. Many of the trees along the eastern edge are to be removed in order to facilitate the improved function of the ditch along this boundary.

4. Consultations

4.1 **Archaeology Officer** – No objection.

4.2 **Design Officer** – No objection.

The development proposal has some attractive attributes and has the makings of a positive contribution to this part of Petersfield. The previous concerns about the scale and mass of the main building and its associated car parking have been at least partially mitigated by recent amendments. The sustainable construction credentials are good.

4.3 **Drainage Officer** – No objection, subject to conditions securing detailed drainage layout and construction details, as well as maintenance and management.

4.4 **Ecology Officer** – No objection. Although onsite biodiversity net gain would be preferred, securing off-site compensation is encouraging and accepted.

4.5 **Environmental Health Officer** – No Objection, subject to conditions regarding air quality, noise, construction and odour.

4.6 **Landscape Officer** – No Objection, subject to further tree information and conditions.

Further information is required regarding the trees along the boundaries, including those covered by Tree Protection Order, in order to ensure they are conserved and enhanced. Subject to this being provided, the site layout and design has responded adequately to landscape sensitivities. Conditions securing landscaping details, lighting, soil survey, watercourse crossing points and tree monitoring are recommended.

4.7 **Lead Local Flood Authority** – the development should be amended so that the culvert does not run under a building.

Officer Note – the culvert does not run under a building, although does run under an open parking area.

4.8 **Local Highway Authority (HCC)** – No objection, subject to conditions securing a construction traffic management plan and the travel plan, as well as Section 106 contributions towards travel plan monitoring and a transport contribution.

4.9 **Natural England** – No objection.

4.10 **Petersfield Town Council** – Objection

Pleased that the number of dwellings has been reduced from 101 to 97 and with the introduction of a single glass link between the apartment buildings and the increased planting on the northern boundary. Still object to the development on the following grounds:

- The safety of the access and egress from the driveways of the eight bungalows on to Harrier Way, which is already a very busy road; and
- The developers have not determined who the landowner is of the adjoining land and negotiated with them to put a footpath gate in for the public right of way to the Rother Valley Way in the future.

4.11 **Rights of Way Officer** – No objection, subject to conditions ensuring the protection of the public right of way to the north during construction and a financial contribution to secure the delivery of improved non-motorised user links into the countryside.

4.12 **Southern Water** – No objection.

An odour assessment will need to be undertaken, as the site is within 500m of the Waste Water Treatment Works. A public foul sewer lies under the development site. The exact

position of the public apparatus must be determined on site prior to the layout of the proposed development being finalised. It may be possible to divert the sewer so long as there would be no unacceptable loss of hydraulic capacity.

Officer Note: there is no dwelling over the operational public sewer, only the access road. There is another sewer within the site, which has been decommissioned (as confirmed by Southern Water in their letter dated 18 July 2019 in relation to the discharge of conditions pertaining to the previously approved Outline application). Therefore the concerns raised by Southern Water on this application regarding proximity to the sewer have been resolved.

4.13 **Tree Officer (EHDC)** – No Objection, subject to tree protection measures being secured.

5. Representations

5.1 28 objections, 1 neutral comment and 9 representations of support have been received. These include comments from local cycling groups (note a number of these comments were received before amendments were made to the scheme, for example changes to the design of the apartment building). Where multiple comments have been received from a single party, these have been counted as one representation.

5.2 Objections

- Increase in number of units (from 70 dwellings previously approved) would be an overdevelopment;
- 3-storey building, which is monolithic and institutional, is not in keeping with the area;
- Loss of privacy and overlooking as a result of tree felling and height of the building;
- Nature and location of the development in principle;
- Proposal is too far from facilities, so residents will be reliant on private car;
- Challenge the assumption that over 60s do not cycle;
- Plans don't match what had previously been presented to local residents;
- Safety concern regarding vehicular access, car park access and driveways accessing directly on to Harrier Way;
- Location of car park access would encourage vehicular use of Durford Road;
- Parking should not be allowed on Harrier Way;
- Highway safety concerns regarding existing speed on local road network;
- Odour impact from extraction and bin stores;
- Inadequate bus service provision;
- Insufficient consideration of cycling provision, safety and local available routes;
- Loss of trees and habitat for protected species;
- Lack of biodiversity net gain;
- Lack of acceptable construction access and impact of construction traffic/noise;
- Risk to buried infrastructure;
- Embodied carbon impact;
- Impact on views from the South Downs;
- Loss of natural light as a result of the apartment block;
- Inadequate drainage provision;
- Increase in traffic;
- Lack of appropriate parking;

- Lack of footways and pedestrian links;
 - Lack of Motability Scooter parking.
- 5.3 Neutral comments have been received stating consideration should be given to noise levels and odour from the ventilation and extraction systems.
- 5.4 Support
- Much-needed development;
 - Great asset for town and community;
 - Provision of facilities for aging population and those requiring extra support;
 - Would free up larger houses for next generation.
- 5.5 In addition to the above, representations were also received from the Petersfield Society, who raise an objection on the basis of a failure to meet the requirements of the Neighbourhood Plan allocation policy (H8) and a lack of demonstration of a landscape-led approach. Concerns are also raised in respect of the vehicular access provision and lack of regard to active travel within and beyond the site.
- 6. Planning Policy**
- 6.1 Most relevant Policies of the Adopted South Downs Local Plan (2014-2033) (A full list of relevant policies can be found in Appendix I):
- SD4: Landscape Character
 - SD5: Design
 - SD9: Biodiversity and Geodiversity
 - SD17: Protection of the Water Environment
 - SD19: Transport and Accessibility
 - SD21: Public Realm, Highway Authority
 - SD27: Mix of Homes
- 6.2 Most Relevant Policies of the Adopted Petersfield Neighbourhood Plan (A full list of other relevant policies can be found in Appendix I):
- H8: Land South of Durford Road
 - GAPI: Pedestrian, Cycle and Motability Scooter Access
 - NEP6: Links to the Countryside
- 6.3 Most Relevant Sections of the National Planning Policy Framework:
- Section 2 – Achieving sustainable development
 - Section 5 – Delivering a sufficient supply of homes
 - Section 12 – Achieving well-designed places
 - Section 15 – Conserving and enhancing the natural environment
- 6.4 Relevant Policies of the South Downs Management Plan (2020 – 2025)
- Partnership Management Plan Policy 1 (Landscape)
 - Partnership Management Plan Policy 3 (Dark Skies)
 - Partnership Management Plan Policy 4 (Habitats)
 - Partnership Management Plan Policy 23 (Water Resources)
 - Partnership Management Plan Policy 25 (Water Efficiency)

- Partnership Management Plan Policy 28 (Access)
- Partnership Management Plan Policy 37 (Active Travel)
- Partnership Management Plan Policy 39 (Vehicle Parking)
- Partnership Management Plan Policy 40 (Transport)
- Partnership Management Plan Policy 48 (Towns and Villages)
- Partnership Management Plan Policy 50 (Housing)

6.5 Other Relevant Policy Documents (including Supplementary Planning Documents and Technical Advice Notes):

- Adopted Parking SPD
- Adopted Design Guide SPD
- Biodiversity Net Gain TAN
- Dark Skies TAN
- Ecosystem Services Statement TAN

7. Planning Assessment

7.1 The main issues for consideration with regard to this application are:

- The principle of development;
- Consideration of C2 or C3 Use;
- Impact on landscape character and scheme design;
- Sustainable Construction;
- Impact on highways, including parking;
- Ecology, Ecosystem Services and Biodiversity Net Gain;
- Impact on the amenity of local residents; and
- The impact on flood risk and drainage.

7.2 The principle of development has been established and is acceptable, through the allocation in the Petersfield Neighbourhood Plan and the extant permission. Whilst the extant permission was for 70 dwellings and deemed to be Major Development for the purposes of the NPPF at the time, the current proposal (for 97 dwellings) results in less overall floorspace being created. As set out in the NPPF, whether a proposal is Major Development is a matter for the decision maker. At this application stage, the layout, scale and design of the scheme as well as the sites context, would result in the proposal not having a significant adverse impact on the purposes for which the area has been designated and defined.

7.3 The above assessment is predicated upon the use of the proposed dwelling falling within Use Class C2 and not Use Class C3. The use classes are defined below:

- C2 Residential Institutions – Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres;
- C3 Dwellinghouses – (b) up to six people living together as a single household and receiving care e.g. supported housing schemes such as those for people with learning disabilities or mental health problems.

7.4 Use Class C2 has historically been used for the more traditional forms of care accommodation such as ‘nursing homes’ and ‘care homes’ provided by Local Authorities and some private companies. Developments falling within Use Class C3 are generally defined as ‘any self-contained dwelling’.

7.5 Over the years, the provision of care has been opened up to the wider market and applications for ‘assisted living’, ‘extra care’, ‘retirement villages’ have become more

prevalent. These types of development take the form of 'self-contained dwellings' with a specified minimum level of care being provided to the residents, through the wider means of a complex or estate. Proposals have to be judged on their own merits in terms of whether they fall within Use Class C2 or C3. In the previously approved proposals, the level of care provided and the facilities within the wider complex were considered to fall within Use Class C2 and the care provisions were secured through Section 106 Agreement.

- 7.6 The current application provides a similar range of services, with a higher starting age for the apartment block (70 years old minimum). As with the previous application, this proposal is accompanied by a number of supporting statements setting out why the applicant considers the development would fall in to Use Class C2. Whilst the built form is 'self-contained dwellings' (as was the approved scheme), with the other elements forming part of the wider proposal, including eligibility criteria, it is considered that the proposed development does fall within Use Class C2, subject to securing the care provision details via a legal agreement.

Landscape Character and Scheme Design

- 7.7 The application has gone through a number of changes since submission to address the overall bulk and mass of the apartment block, the relationship to Harrier Way, the relationship to the countryside edge and to the Serpents Trail. As indicated above, this has resulted in a reduction in the number of overall units. Whilst the built elements must be considered together, initially, a discrete assessment of the apartment block and then the chalets/bungalows will be made.
- 7.8 The apartment block reaches a maximum height of 11m from ground level with the third storey of accommodation contained within the roofspace, facilitated by dormer windows in the outward-facing elevations. This means that the eaves height is kept to 5.6m, which enables a characteristic clay tile pitched roof. The form of the building, particularly along the northern elevation has been broken up through the articulation of 'blocks' being slightly recessed or stepped forward and the use of different materials. The 'wings' to the east and west are more significantly stepped back and joined by flat roof elements; a narrow 3-storey one to the west and a wider single storey area to the east, which houses the restaurant. Balconies are used on all elevations to add interest (the impact on residential amenity is discussed below). The accumulation of these changes is one of a reduction in the perceived mass, whilst maintaining a cohesive overall design approach, which is complemented by materials, such as red brick and clay tiles, that speak of the area.
- 7.9 The building has been set back from the Serpents Trail by approximately 30m, which is a significant increase from the approved scheme. This comes from siting the parking area for the apartment block in front of the building (i.e. closer to the public right of way). Steps have been taken to break the form of the car park up, narrowing the hard surfaces areas to allow further planting to encroach into the space, as well as a native hedgerow being planted around its edge (along the north and east). The trees immediately along the Serpents Trail, which are covered by Tree Preservation Order would remain, although some within the site outside of the Order would be removed. The overall character of a tree-lined and rural route would be retained and the trees to be lost would be replaced with appropriate species within the site.
- 7.10 The chalet bungalows facing Harrier Way provide an active frontage to the street, which is currently lacking, as most properties are rear facing, with taller garden boundaries running along the western side of the carriageway. This provides a better sense of place and natural surveillance. The chalets are 2-storey, with the first-floor windows partially served by dormers. Each chalet has a single storey side element, which also helps break up the form. The overall height of the buildings is 6.7m.
- 7.11 The bungalows to the rear are a looser, less repetitive form, reflecting the change to the countryside edge. This is a positive step, which helps deliver communal greenspace throughout the site. The single storey nature of these bungalows also reflects the decreasing scale of development as it nears the countryside edge.
- 7.12 Both the chalets and bungalows benefit from small terrace areas, surrounded by ornamental shrub planting, rather than traditional, bounded gardens. This creates a more communal and

open environment, allowing green infrastructure to flow through the site. It also further complements the nature of the site and sets it apart from what would typically be expected from a traditional private dwellinghouse. Parking for the dwellings is either in the form of a space directly in front of the dwelling (chalets) or in small, hedged courts of 3 or 4 spaces between the units. These have been discreetly located to limit their impact on character. The effects regarding highway safety are dealt with below.

- 7.13 Overall, the scheme makes a positive contribution to this part of Petersfield and whilst the apartment block and associated car parking are not as common, the design approach, materials and reduction in scale have helped ameliorate the scheme with the surrounding area. The proposal is therefore in accordance with policies SD4, SD5 and the Design Guide SPD, as well as the policies of the Petersfield Neighbourhood Plan.

Sustainable Construction

- 7.14 The proposed scheme predicts a 68% CO₂ reduction for the apartments and 51% for the chalets compared with the 2021 Building Regulations Part L baseline. This would be achieved through a combination of efficient fabric and low/zero carbon measures such as mechanical ventilation heat recovery (MVHR), photovoltaics and air source heat pumps. This is above the requirements of policy SD48. Further to this, mains water consumption is predicted to be 89.7 litres/person/day, which again more than meets the requirement of SD48. The scheme is on target to achieve BREEAM excellent with at least 72% of available points.
- 7.15 The scheme does not provide any certified passive houses, but given the above carbon reductions (in excess of policy requirements) this requirement can be waived on this occasion. All other requirements of the policy have been demonstrated, although further opportunities for multifunctional drainage have not been maximised. This proposal would however represent a significant improvement against the extant scheme (which was not assessed against the same policy framework).

Highway Safety and Parking

- 7.16 The applicant has submitted an updated Transport Statement during the course of the application, which provided additional information including speed survey results, an updated road safety audit and car park tracking. The applicant has also provided research regarding the nature of vehicular movements and parking.
- 7.17 A total of 193 vehicular movements are predicted over a 12-hour daytime period with 11 predicted in the peak AM period and 13 in the peak PM period. This is capable of being absorbed into the existing local highway network capacity. The access arrangements are facilitated by a one-way route through the site, which allows for the road within the site to be narrower, and a separate access serving the apartment block car park. The Local Highway Authority has no objection to the proposal in terms of highway capacity, highway safety - including arrangements on to Harrier Way from the private driveways, as raised in concerns by third parties - subject to securing a Section 278 Agreement.
- 7.18 The application proposes 35 spaces to serve the apartment block, for use by residents, staff and visitors. This level of parking for the number of units within the block is considered acceptable, based on the C2 use of the site. As mentioned previously, each of the chalets/bungalows would have a single parking space. There would also be 4 visitor spaces provided along the new access road. Again, given the proposed C2 use, this is considered acceptable. There are facilities for cycle and mobility scooter parking within the apartment block (for use by residents and staff) however there is no dedicated space for cycle storage in the chalet/bungalows. This is disappointing, however it is noted that the private terrace areas could accommodate cycle storage.
- 7.19 A detailed Travel Plan has been provided, which has been reviewed and is considered to be acceptable. The monitoring and formal approval would be secured by Section 106 Agreement.
- 7.20 A financial contribution has been identified as necessary and proportionate in scale and kind to the development, to improve pedestrian facilities around the Pulens Lane / Durford Road crossroads. The majority of vehicular movements and pedestrian trips towards Petersfield

resulting from the development would use this route and therefore directly benefit from the improvements. This would be secured via Section 106 Agreement.

- 7.21 Comments have been raised by third parties concerned that the proposed development would be too far from public services and amenities. Whilst it is accepted that preference for such a development for the elderly is to be located in areas with higher accessibility to public transport and other amenities, it does not preclude such uses being located on this site. As addressed earlier in this report, the acceptability of the principle of this type of development has already been established through the PNP allocation and approval of the previous scheme.
- 7.22 Petersfield Town Council have raised an objection regarding the lack of movement in respect of obtaining access directly to Serpents Trail. The applicant has confirmed that it has been unable to determine the owner of this land. Whilst this would undoubtedly be a benefit to the scheme and the surrounding area, it is not a reason for approval to be withheld. The scheme design and layout does not preclude it coming forward in the future. Overall it is therefore considered that in transport terms, the proposal is in accordance with policies SD19, SD21 and SD22 of the SDLP and the PNP.

Ecology, Ecosystem Services and Biodiversity Net Gain

- 7.23 An ecological assessment has been submitted, which has identified that the site supports several protected species including commuting and foraging bats, breeding birds, slow worm and common lizard populations and badgers. A range of mitigation measures have been proposed within the assessment, including the translocation of reptiles and securing the necessary licenses to carry out works on site. The assessment also indicates that the presence of Hazel Dormice is likely to occur on site and a package of mitigation has been designed that provides satisfactory alternative habitat within the site and measures to protect during construction and operation. This would be secured by condition.
- 7.24 In terms of habitat, following site clearance in preparation for the construction of the approved scheme, the site has developed an interesting mix of habitats, in particular Lowland Dry Acid Grassland. This would be lost as a result of the implementation of the new development. The proposed landscape scheme includes widespread use of native-led planting and other native habitats, as well as the improved management of the watercourse running along the eastern boundary and the retention of most of the watercourse within the application site. These measures are considered acceptable and address the impacts associated with the loss of this habitat. It should be noted that as the approved scheme has been commenced, the site could be cleared in any event.
- 7.25 As a result of the above mentioned clearing of the site and the natural generation of new habitats, the scheme would result in a substantial loss (50%) in biodiversity units. Whilst some new habitat would be provided on site, the applicant has been unable to demonstrate a net gain in biodiversity through on-site enhancements alone. Following continued discussions, it has been agreed that biodiversity net gain could be provided offsite, through the purchase of available credits, with a potential site having been identified in the Petersfield area. This approach is considered acceptable and would be secured (to include SDNPA's monitoring costs) through the Section 106 Agreement.
- 7.26 Through the measures outlined above, in respect of on and off-site habitat creation, clearance of the ditch, further tree planting and sustainable construction measures, the scheme is considered to contribute positively to ecosystem services. The development therefore accords with policies SD2 and SD9 of the South Downs Local Plan.

Impact on the amenity of local residents

- 7.27 As set out in many of the third-party representations, there are concerns regarding the impact on local residents relating to increased noise and activity, disturbance during construction, overlooking, parking and highway safety. Matters concerning parking and highway safety have been dealt with elsewhere in the report. During construction, it is recognised that residents living close to the site would be affected, particularly with respect to construction traffic and delivery of materials and plant. A construction traffic management

plan would be secured by condition in order to control and limit this impact. There would also be some general noise and disturbance during this period, however this would be temporary and a construction management plan could help to manage this impact as well. This would also be secured by condition.

- 7.28 Whilst the site is currently undeveloped, an extant permission does exist that could be completed without any further need for planning consent. Whilst there is an increase in the number of units, this increase would not result in a significant increase in the noise that would arise from the previously approved scheme. The change in the type of units available and the general layout are factors in addressing this matter.
- 7.29 With regard to overlooking and the concerns regarding overdevelopment of the site, the apartment block has resulted in the largest area of concern, particularly as a result of the three-storey scale of the building (albeit with the third storey being accommodated within the roofspace). This will be a change in circumstance for existing residents and has been raised as a concern by third parties. However, given the orientation of the proposed buildings and the distance between, this would not give rise to unacceptable impacts on neighbouring amenity and would accord both the South Downs Local Plan and Petersfield Neighbourhood Plan.

Flood Risk and Drainage

- 7.30 The site is in Flood Zone I and is therefore not subjected to a high risk of flooding. The increase in impermeable surface could lead to a potential increase in surface water flooding and in order to address this, the applicant has put forward a suite of onsite attenuation features alongside other sustainable drainage mitigation measures. These include green roofs (the largest of which is on the proposed restaurant), permeable pavements, wetland basins and rainwater harvesting. The proposal is therefore considered to manage surface water flood risk in accordance with policy.
- 7.31 Both the ditch along the eastern boundary and that within the application site would be cleared of debris as part of the proposed development, and their ongoing management secured through a management plan. Following negotiations throughout the application process, the ditch within the site will remain open, save for where it runs under the new road and a parking area. Whilst not objecting, the Lead Local Flood Authority have suggested they would prefer not to culvert under the parking area. However, this would require further significant amendments to the layout, which could have impacts on other aspects of the scheme, including the mitigation measures proposed in respect of habitats and the design approach to the layout. Whilst reducing the scale of culverting is a benefit, it is considered in this instance that the approach proposed in the application is acceptable and makes an appropriate use of land.
- 7.32 Southern Water have confirmed that there is adequate capacity in the foul sewerage network to accommodate the proposed development. A public sewer runs through the southern portion of the site, which has been avoided as part of the design evolution. A further sewer has been identified within the site, however as mentioned previously, this was confirmed to have been decommissioned.
- 7.33 The proposal therefore accords with policies SD17 and SD50 of the South Downs Local Plan, subject to conditions securing final detail design, maintenance and management of the surface water drainage measures.

8. Conclusion

- 8.1 It is considered that the proposal would deliver much needed accommodation for the ageing population, in accordance with the site allocation policy for such facilities within the Petersfield Neighbourhood Plan. These facilities would fall under Use Class C2. Whilst the number of units is greater than the approved scheme, it has been demonstrated that these can be successfully accommodated within the site, alongside the delivery of further benefits including the potential to link to the Serpents Trail directly in the future, if the relevant

landowner is determined.

8.2 The proposal would not have a detrimental impact on the character of the local area and it is considered it would conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park, subject to conditions and the S106 securing Biodiversity Net Gain and would not have a detrimental impact on the amenity of local residents, particularly having regard to its allocation.

8.3 Therefore it is considered that the proposal would accord with the relevant policies of the South Downs Local Plan, Petersfield Neighbourhood Plan and the NPPF.

9. Added Value

9.1 Through the course of the application, officers have worked with the applicant to secure biodiversity net gain, improved landscape features including the retention of the drainage ditch as an open feature and design improvements to ensure a development appropriate to the location on the countryside edge.

10. Reason for Recommendation and Conditions

10.1 It is recommended to grant planning permission subject to the completion of Section 106 legal agreement (the final form of which is delegated to the Director of Planning) to secure the obligations set out in paragraph 10.2 and the conditions set out in paragraph 10.3. The particularly specific conditions relevant to this proposal are Conditions 6, 7, 8, 9, 26 and 31. The remaining conditions would be considered broadly standard, albeit there are various specific references to the required ecological mitigation and enhancement measures and water quality protection measures, and are usual in terms of planning applications of this type.

10.2 Planning Obligations

- Securing the C2 use through the details of the care package requirements, qualifying occupier/residents and domiciliary care providers;
- Securing the £125,000 Highways Contributions for improved pedestrian access to Petersfield Town Centre;
- Securing the formal approval fee (£1,500) and monitoring fee (£15,000) of the Travel Plan and financial surety;
- Securing the delivery of Biodiversity Net Gain offsite as well as the associated monitoring fee;
- Highways Agreement regarding site access works

10.3 Planning Conditions and Reasons

General

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) and Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the plans and documents listed below under the heading 'Plans and Documents referred to in consideration of this application', unless otherwise agreed in writing by the Local Planning Authority.

Reason: For the avoidance of doubt and in the interests of proper planning.

Pre-commencement

3. Prior to the commencement of the development hereby approved a construction traffic management plan shall be submitted to and approved by the Local Planning Authority in consultation with the Local Highway Authority. This plan shall include:

- Construction traffic routes and their management and control;
- Parking and turning provision to be made available on site;
- Measures to prevent mud being deposited on the highway;
- Provision for addressing any abnormal wear and tear to the local highway network; and
- A programme for construction.

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

Reason: In the interests of highway safety.

4. No development shall take place until a Construction Environmental Management Plan has been submitted to, and approved in writing by, the local planning authority. Thereafter all works shall be carried out in accordance with the approved Construction Environmental Management Plan throughout the construction period. The Plan shall provide for:
 - a) a public communication strategy, including a complaints procedure,
 - b) protection of the Public Right of Way (Serpents Trail) during the construction period,
 - c) loading and unloading of plant and materials,
 - d) storage of plant and materials used in constructing the development,
 - e) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate,
 - f) measures to control the emission of dust and dirt during construction,
 - g) measures to control noise and vibration during construction,
 - h) a scheme for recycling/disposing of waste resulting from demolition and construction works,
 - i) protection measures for the boundary watercourse and ditch within the application site, and
 - j) Mitigation measures during construction in line with the Ecological Impact Assessment dated 24 August 2023.

Reason: In order that the Planning Authority can properly consider the impact of the works on the amenity of the locality.

5. Prior to the commencement of the development, further details of the surface water drainage system (detailed layout and construction details) shall be submitted to and approved in writing by the Local Planning Authority. These shall be based on the submitted flood risk and drainage strategy dated 24 August 2023. The development shall be carried out in accordance with the approved details.

Reason: To ensure satisfactory surface water management and made best use of the existing features on site.

6. Prior to the commencement of the development design details of the culvert of the existing ditch within the site shall be submitted to and approved in writing by the Local Planning Authority. This shall include details of the headwalls and any other retaining features. The development shall be carried out in accordance with the approved details.

Reason: To ensure satisfactory water management and in the interest of conserving and enhancing the landscape character of the area.

7. Prior to the commencement of the development hereby approved, the existing ditch and boundary watercourse will be cleared in accordance with a method statement to be submitted to and approved in writing by the Local Planning Authority.

Reason: to protect the existing water features and in the interests of conserving and enhancing the natural environment.

8. Prior to the commencement of the development, an Odour Assessment shall be undertaken by a specialist consultant to a specification to be agreed in advance with the Local Planning Authority in consultation with Southern Water in order to determine the 1.5 OdU odour contour and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: The application site is within the 500m buffer applied by Southern Water to the Waste Water Treatment Works and therefore is in the interests of the amenity of future residents.

9. No development hereby permitted shall commence (excluding demolition and site clearance) until details, including plans and cross sections of the existing and proposed ground levels of the development, the boundaries of the site, the height of the ground floor slabs of each building and damp proof course, in relation to a nearby datum point and reference points taken from existing structures adjacent, have been submitted to and approved in writing by the Local Planning Authority. The development must then be completed in accordance with the approved details.

Reason: In order to secure a satisfactory standard of development and these details are required prior to commencement as they relate to the construction of the development.

10. No works pursuant to this permission shall commence until a final Arboricultural Method Statement and Tree Works/Removal and Protection Plan (clearly indicating which trees are to be removed and/or pruned and how the remaining trees will be protected) has been submitted to and approved in writing by the Local Planning Authority. The development, including any construction works, hereby approved shall be carried out in full accordance with the agreed plan and the measures identified in the Arboricultural Method Statement and Protection Plan.

Reason: In the interests of amenity and conserving and enhancing the landscape character of the area.

Prior to Commencement above Slab Level

11. Prior to the commencement of the development above slab level full details, including floor plans and elevations for the Pumping Station shall be submitted to and approved in writing by the Local Planning Authority. These shall be in broad accordance with drawing number 0001 Rev N (Site Plan). The development shall be carried out in accordance with the approved plans.

Reason: In the interests of amenity and to conserve and enhance the character of the area.

12. Notwithstanding the details shown on the approved plans, no development shall be carried out above slab level, until a schedule of all external materials and finishes to be used in the development, including samples where necessary, have been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved schedule and samples.

Reason: To safeguard the appearance of the development in the interest of conserving and enhancing the landscape character of the area.

13. No development shall be carried out above ground floor slab level until a detailed scheme of soft landscaping, including planting and details of replacement and enhanced tree planting has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be based on the Landscape General Arrangement Plan (drawing numbers SO-2798-3-LA-0007 Rev 08). The scheme shall prioritise native species suitable to the location, climate and soils of the site and take climate change into account. All such work as may be approved shall be fully implemented within the first planting season that contains or follows the date of approval of details, whichever is the

earlier and completed strictly in accordance with the approved details.

All shrubs, trees and hedge planting shall be maintained free from weeds and shall be protected from damage by vermin and stock. Any plants or species which within a period of 5 years from the time of planting die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of a similar size and species, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure a satisfactory development and in the interests of amenity and landscape character.

14. No development shall be carried out above ground flood slab level until full details of the following architectural features and equipment drawn at an appropriate scale and supported by technical information where applicable have been submitted to and approved in writing by the Local Planning Authority:

- a) Window Reveals
- b) Eaves and soffit details
- c) Green roof construction
- d) Balcony and railing detailing
- e) Rainwater goods
- f) Boundary walling
- g) Crossing points over the watercourse (pedestrian and vehicular)
- h) Renewable energy equipment (including technical details to minimise impacts on amenity)
- i) EV charging equipment (including technical details to demonstrate suitability)
- j) Signage associated with car parking and one-way access road.

The development shall be carried out in full accordance with the approved details.

Reason: To ensure the development details are considered fully in order to deliver a scheme of high quality and distinction.

15. Prior to the development commencing above ground floor slab level, details of all the external lighting (designed to minimise impacts on wildlife and avoiding light spill) and details of mitigation measures to prevent adverse impacts on the International Dark Skies Reserve from internal lighting shall be submitted and approved in writing by the Local Planning Authority. The external lighting and mitigation measures shall be installed operated and retained in accordance with the approved details and thereby retained.

Reason: To enable the Local Planning Authority to control the development in detail in the interest of amenity and to safeguard the integrity of the International Dark Skies Reserve.

16. Prior to the development commencing above ground floor slab level, details of all refuse and recycling storage facilities shall be submitted to and approved in writing by the Local Planning Authority. The approved facilities shall be implemented prior to the occupation of the development and retained thereafter.

Reason: To ensure that adequate provision is made for the storage of refuse and recyclable materials and to protect the character and amenity of the area.

17. Prior to the commencement of the development above ground floor slab level hereby approved, a scheme to demonstrate that the internal noise levels within the residential units will conform to the 'Indoor ambient noise levels for dwellings' guideline values specified within Table 4 under section 7.7.2 of BS 8233:2014, and that L_{Amax,F} noise levels shall not exceed 45 dBA more than 10 times between 23.00 – 07.00 hours inside bedrooms [as detailed in WHO guidelines for Community Noise, 2000], shall be

submitted to and approved in writing by the Local Planning Authority. The scheme shall be compiled by a competent acoustician on sound insulation and noise reduction for buildings. The works specified in the approved scheme shall then be carried out in accordance with the approved details prior to occupation of the premises.

Reason: To protect the amenity of residents.

18. Prior to the commencement above ground floor slab level of the chalet and bungalows hereby permitted, detailed information in the form of a Design Stage Sustainable Construction Report shall be submitted to and approved in writing by the Local Planning Authority. This report shall demonstrate how the predictions in respect of the reduction in CO₂ emissions, fabric efficiencies and renewable energy generation, as set out in the Energy and Sustainability Statement dated 22 August 2023 shall be achieved through SAP data or agreed equivalent. The report shall also detail and confirm the integration of all measures to limit mains water use to a maximum of 95 litres per person per day, in accordance with the Energy and Sustainability Statement. The development shall be constructed in accordance with the approved details.

Reason: To ensure the development demonstrates a high level of sustainable performance to address mitigation and adaptation to climate change.

19. Prior to the commencement of the development above slab level hereby permitted, detailed information in the form of a Design Stage Sustainable Construction Report shall be submitted to and approved in writing, in respect of the apartment block. The report shall demonstrate that the building shall achieve a minimum level of 'Excellent' of the Building Research Establishment's Environmental Assessment Method (BREEAM), in accordance with or exceeding the predictions of the approved BREEAM pre-assessment report dated 30 January 2023 and comprise the following:

- Interim stage BREEAM NC certification and associated assessment report;
- Design stage SBEM calculations;
- Details about building design, external materials and product specifications

The development shall be built in accordance with these approved details.

Reason: To ensure development demonstrates a high level of sustainable performance to address the mitigation of, and adaptation to, predicted climate change and have due regard to SD48 of the South Downs Local Plan.

Prior to first use / occupation

20. The development hereby permitted shall not be brought into use until a landscape and ecological management plan, including the management objectives and responsibilities and maintenance schedules for a minimum of five years for all the landscaped areas, has been submitted to and approved in writing by the Local Planning Authority. The management and maintenance arrangements shall be carried out in accordance with the approved details and thereafter retained.

Reason: In the interests of amenity and to conserve and enhance the landscape character of the area.

21. The development hereby permitted shall not be brought into use unless and until the car parking and turning provision shown on the approved plan has been provided on site. Once provided, the parking provision shall be kept available for that use unless otherwise agreed in writing.

Reason: to ensure an adequate and satisfactory standard of parking provision.

22. Prior to the first occupation of the site hereby permitted, a scheme shall be submitted to, and agreed in writing by, the Local Planning Authority which specifies the provisions to be made for the control of noise emanating from all external plant associated with the development. The scheme shall demonstrate that the combined noise rating level (L_{A,r},Tr) of plant and equipment on the site shall not exceed 25dB LAeq between 23:00

hours and 07:00 hours and shall not exceed 29dB LAeq at any other time, when measured 3.5 meters from the façade of any residential property. The noise mitigation scheme shall be implemented and maintained in accordance with the approved details.

Reason: To protect the amenity of residents.

23. Prior to the first occupation of the site hereby permitted, an acoustic assessment shall be undertaken to determine the impact of noise arising from the commercial kitchen extraction system to residents, and the results of the assessment and details of any mitigation measures submitted and approved in writing by the Local Planning Authority. All measurements shall be defined and derived in accordance with BS 3 4142:2014. The approved measures shall be implemented before the development is brought into use and thereafter be maintained in accordance with the approved details.

Reason: To protect the amenity of residents.

24. Prior to the first use of the premises, details of any plant (including kitchen extraction, ventilation and air conditioning) and/or ducting system to be used in the block of apartments, and the method of control of noise, odour and vibration of this plant, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details. The scheme shall ensure that noise levels shall not exceed Noise Rating Curve NR 30 in living rooms and NR 25 in bedrooms, as defined within Table B.1: Noise Rating Values of BS 8233:2014.

Reason: To protect the amenity of residents.

25. Within 6 months of the first occupation of any part of the development hereby permitted, an Operational Management Plan (to include details on how the premises will be managed to mitigate any potential impacts on noise and disturbance to neighbouring residential properties from residents / visitors and staff using the site, the management of refuse / recycling and the management of deliveries to and from the site) shall be submitted to and approved in writing by the Local Planning Authority. The approved plan shall be implemented and maintained thereafter.

Reason: in the interests of amenity and to conserve the landscape character of the area.

26. Within 6 months of the first occupation of any chalets/bungalows hereby permitted, detailed information in the form of a Post Construction Stage Sustainable Construction Report shall be submitted to and approved in writing by the Local Planning Authority. The report shall demonstrate using post-construction/as built stage SAP data and the BRE water calculator that the development has met or exceeded the predictions of the Energy and Sustainability Report dated 22 August 2023. The development shall be occupied in accordance with these approved details and shall thereafter be retained.

Reason: To ensure the development demonstrates a high level of sustainable performance to address mitigation and adaptation to climate change.

27. Prior to the occupation of the development hereby permitted, detailed information in the form of a Post Construction Stage Sustainable Construction Report including the post-construction stage BREEAM NC certification and associated assessment report and post-construction stage SBEM calculations, proving that the apartment block has achieved a minimum of 'Excellent' BREEAM NC standard, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be occupied in accordance with the approved details and retained thereafter.

Reason: To ensure development demonstrates a high level of sustainable performance to address the mitigation of, and adaptation to, predicted climate change and having due regard to SD48 of the South Downs Local Plan.

28. The development hereby permitted shall not be brought into use until details of the long-term maintenance and management arrangements for any parts of the drainage system which will not be adopted (including ponds, ditches, swale, permeable paving and culverts) have been submitted to and approved in writing by the Local Planning

Authority. The submitted details should specify the responsibilities of each party for the implementation of the SuDS scheme, a timetable for implementation, provide a management plan and maintenance plan for the lifetime of the development which should include arrangements for adoption by any public authority or statutory undertaken and any other arrangement to secure the operation of the scheme throughout its lifetime. The management and maintenance arrangements shall be carried out in accordance with the approved details over the period specified.

Reason: In order to ensure satisfactory surface water drainage.

Ongoing

29. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting or amending that Order), no buildings or structures, extensions or additions to existing buildings or structures, or hardstanding, or means of enclosure shall be made or erected without a grant of planning permission, other than those shown on the plans hereby permitted, from the Local Planning Authority.

Reason: To enable the Local Planning Authority to retain control over such buildings/ structures in the interest of conserving and enhancing the landscape character of the area.

30. The occupation of the staff accommodation hereby permitted (and as shown on drawing SO-2797-3-AC-1000_RP REV K) shall be limited to persons solely or mainly employed by a domiciliary care agency to provide personal care to residents occupying the development hereby permitted.

Reason: In order to ensure the use of the site remains within Use Class C2.

31. The development shall be carried out in accordance with the ecological mitigation and enhancement recommendations as stated in the Ecological Impact Assessment dated 24 August 2023.

Reason: In order to protect species and habitats in accordance with National Park Purposes and the Wildlife and Countryside Act 1981.

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Appendices: Appendix I – Information concerning consideration of applications before committee

Background Documents: [All Planning Application Plans, supporting documents, consultation and third party responses for SDNP/22/04472/FUL](#)

[Petersfield Neighbourhood Plan 2015](#)

[South Downs National Park Partnership Management Plan](#)

[South Downs Local Plan 2019](#)

[Supplementary Planning Documents and Technical Advice Notes](#)