Application 10/01302/F	No:	Ward: Gosford Eaton	Y and	arnton, Water		Valid:	20	July
Applicant:	Berkeley Homes (Oxford & Chiltern) Ltd Abingdon							
Site Address:	Land South of Bernard Close. Berkeley Homes Site, Cassington Road, Yarnton							

Proposal: Erection of Extra Care Home

1. Site Description and Proposal

- 1.1 This report is an update to a report which was considered by Members at Planning Committee on 4th November 2010. The previous report is attached for information.
- 1.2 Members were minded to approve the application for a 50 unit extra care proposal subject to;
 - a) The Local Highway Authority agreement that the parking provision is sufficient
 - b) The completion of a S106 agreement to secure the delivery of affordable housing with a cascade mechanism to secure up to 30% based on the viability of the scheme and availability of grant funding
 - c) The completion of an agreement or receipt of a unilateral undertaking to secure remaining necessary contributions
 - d) conditions
- 1.3 In relation to a) above at the committee meeting on 4th November Members were advised that the Local Highway Authority had been satisfied that the parking provision was sufficient given the use of the site but sought to ensure that the units were age restricted to residents over 65 years of age. An appropriate condition had already been included in the draft conditions. However since November 2011 local residents have contacted the Council to express concern over the proposed development, especially in relation to the provision of parking. These matters will be discussed further in the main body of the report.
- 1.4 In relation to b) above the applicants were reluctant to enter into such agreement at the time but instead commenced with a full viability appraisal which sought to demonstrate that the scheme was not sufficiently viable to support and secure an affordable housing contribution. This is discussed in greater detail in the main body of the report.
- 1.5 In relation to c) the applicants are still willing to submit a unilateral undertaking to cover contributions towards bins, travel plan monitoring and libraries.
- 1.6 In relation to d) it is not expected that there would be any substantial changes to the conditions but for clarity these are set out at the end of this report.
- 1.7 Planning History

2. Application Publicity

2.1 The application has not been re-advertised since it was last considered by committee (there was no requirement to do so). However a number of residents have since sent in letters or emails expressing concerns as set out below in summary. The communications have been largely from residents who have recently moved into the completed properties on the new development adjacent to the site.

6 residents, including the Secretary of Yarnton Green Residents Association have commented on the proposal and their reasons for objecting are summarised below; Material Planning issues

- C3 use is residential dwellings rather than residential institutions. Residents will therefore be able to live independently and more mobile and capable of driving – therefore more parking should be provided
- Extra vehicles associated with the extra care units could block or park in residents allocated spaces or obstruct the narrow roads and access junctions along Cresswell Close – making access by emergency vehicles difficult.
- Cannot be assumed that residents won't have cars
- Cherwell has been mislead in relation to the parking requirements
- High level of traffic movements will compromise pedestrian safety
- Development should not be integrated into Yarnton Green but instead have access from Cassington Road
- Badly planned scheme
- Evidence has been submitted relating to other schemes to demonstrate that additional parking is required
- It does not appear that the extra capacity required of the sewerage system has been taken into consideration
- Area is prone to flooding and the proposal will increase the risk
- Neighbour consultations may have complied with the letter of the law but the consultation period closed before many residents moved in therefore reconsultation should take place.
- Population density would be too high and not compatible with surrounding area

Non-material planning issues

- With existing residents against the proposal the new residents may not be welcomed into the community
- · Potential end users have not been identified
- Future residents of new houses will not have had opportunity to comment on proposal
- Children would be at risk as a result of the proposal, request that if approved
 the scheme should not be used by residents who have been registered as
 sex offenders or who have a criminal record connected with drugs, sex,
 violence, theft or fraud

3. Consultations

- 3.1 **Yarnton Parish Council** has commented further on the proposal and wished to highlight concerns with parking and traffic management. A request was made for a further review of the parking spaces and for reassurances that overflow parking would not result in parking on the adjacent densely-populated roads where this could lead to obstructions to traffic flow and create dangers to children at play. It was suggested that access from Cassington Road would improve matters.
- 3.2 **The Local Highway Authority** have provided further comments which are incorporated into the main body of the report.
- 3.3 Other consultation responses remain as set out in the previous report.

4. Relevant Planning Policies

- 4.1 <u>Adopted Cherwell Local Plan</u>
 - H4 Housing schemes for the elderly and people with disabilities
 - H5 Affordable housing
 - H16 Proposals for the development of the land shown on the proposals map at Yarnton as white land
 - TR1 Improvements to or contributions towards transport infrastructure
 - C28 Standards of layout, design and external appearance
 - C30 Development compatible with the appearance, character, layout and scale of existing dwellings in the vicinity, provide appropriate standards of amenity.
- 4.2 Non-Statutory Cherwell Local Plan
 - H1b Residential development permitted on sites within list and on proposals map H6 Provision of housing schemes for older people and for people with disabilities.
 - H14 Proposals for development on land north of Cassington Road, Yarnton.
- 4.3 PPS3 Housing
 - PPS5 Planning for the Historic Environment

5. Appraisal

- 5.1 The main issues further to the previous consideration are:
 - Affordable housing and planning contributions
 - Highway safety (parking provision)
 - Other neighbour concerns
- 5.2 Affordable Housing and planning contributions

Policy H5 of the adopted Cherwell Local Plan states that;

Where there is a demonstrable lack of affordable housing to meet local needs, the district council will negotiate with developers to secure an element of affordable housing in substantial new residential development schemes. The district council will need to be satisfied that such affordable housing:-

- i) is economically viable in terms of its ability to meet the need identified
- ii) will be available to meet local needs long term through secure arrangements being made to restrict the occupancy of the development
- iii) is compatible with the other policies in this plan.

- 5.3 The application is before Members for a second time as the applicants were not willing to enter into a section 106 to secure the delivery of affordable housing even with the inclusion of a cascade mechanism to secure up to 30% affordable housing. Their reluctance was largely down to the fact that they considered that it could be demonstrated that the scheme was not viable with any affordable housing contribution. Policy H5 only requires the provision of affordable housing where it is demonstrated to be viable. The applicant has submitted information which has now been appraised by the Council's Housing Team and an external consultant. Officers, based on expert advice, are satisfied the information submitted demonstrates that as a market scheme the development of extra care in this circumstance is unlikely to be viable with affordable housing. Therefore it would be unreasonable for the Council to either refuse the application based on the lack of affordable housing or pursue the requirement for affordable housing.
- 5.4 The applicant has however advised that discussions are ongoing with a Registered Social Landlord (RSL) to deliver an extra care scheme on the site involving affordable housing but not secured through a S106. Therefore it is possible that even without a S106, with the benefit of grant funding, a whole or partial affordable housing scheme may be forthcoming on the site. This would obviously be a positive outcome but unfortunate that the affordable units will not be secured for future retention.
- 5.6 At the time of the earlier consideration of this application the applicants had provided general agreement to pay sums in relation to libraries, bins and travel plan monitoring. The situation remains unchanged and it is hoped that a unilateral undertaking will be submitted shortly. This will be required prior to issuing a decision in the event of the proposal being approved.

5.7 Highway Safety (parking provision)

Since the application was considered in November 2010 some residents that have moved into the new properties on the larger development site have raised objections to the proposal on the grounds that the proposal does not provide sufficient parking. This is an issue that was a concern to the Local Highway Authority and officers but was addressed through the submission of further information from the applicants and an extra care provider (Housing 21). Given the renewed concern and the delay in determining the application it is appropriate that the matter was reconsidered.

5.8 A further approach was made to Housing 21 as it was considered that as a provider of extra care accommodation they would have some experience of the level of parking required for such a form of accommodation. Housing 21 has advised that the parking arrangements of their schemes do vary, depending on discussions and the size of the site, but on the whole 0.25 spaces per unit is about the average provision. It has been calculated that the parking provision on this site would be 0.26 spaces per unit. There is some uncertainty about whether Housing 21 will operate this site but it was explained that as part of all new Housing 21 schemes a green travel plan is produced to identify and monitor travel arrangements to and from the scheme. Housing 21 also explained that of their residents many are not car users with about 15% of them having mild to moderate dementia so making it unlikely that they will drive. The majority of the car activity tends to be in the morning or early evening, when care staff are arriving and leaving the site.

- 5.9 The Local Highway Authority has also had the opportunity to comment further on the proposal and their comments are set out below;
- 5.10 The initial response raised concerns that the proposed Extra Care Home's (50 apartments) parking levels were lower then those previously approved for the Nursing Homes (64 bed). The reduction of these levels were made on the assumption by the applicant's agent/consultant that the Extra Care Home would generate less traffic movements than that of the permitted Nursing Home i.e. in terms of the site's use, the number of bedrooms and that the occupiers will be elderly and require full time care. The proposed apartments are to consist of two bedrooms with each apartment being self-contained units. Such a layout does not appear to mean the occupiers will only be elderly or require full time care. If this is the case then the proposed parking levels are unlikely to be suitable as the apartments are more like standard residential units than an Extra Care unit i.e. parking likely to overflow out of the site. A robust justification for such parking levels was requested to be provided by the applicant.

In response to comments from the Highway Authority the applicant's Transport Consultant stated that the proposed parking levels would meet Housing 21's (H21) operational needs and justified this by describing how H21 operates some 17,500 units of older person housing nationally and has considerable experience operating/running these types of developments. It was also confirmed that the occupants of H21 developments are generally around the age of 80 and around 15% unfortunately can suffer from dementia - therefore car ownership in these types of development is expected to be low. It is the Highway Authority's understanding that H21 would be leading this new build project and only requires a parking provision of 0.25 space per unit regardless of the size of each unit, such a ratio comes from H21's experience of running Extra Care Homes. The consultant also stated that if H21 were not satisfied with the level of parking they would ask Berkeley Homes to provide more.

With regard to the size of the apartments the consultant confirmed "that the two bedroom units are a Homes and Communities Agency preference and provides flexibility for the resident who may be placed within H21's care by County Council. Such residents could be downsizing from larger private accommodation and therefore need additional storage or a place to keep care equipment. In practice then, two bedroom units are rarely occupied by more than one or two persons sharing one bedroom. It is also worth noting that the facility has a large communal kitchen and dining area where residents will be catered for - again most residents need this additional level of care and therefore will not be venturing out in a private motor vehicle".

A Travel Plan was requested for this development to reduce staff car travel, hopefully this can be imposed by planning condition.

Looking through the information provided by the applicant and the concerns raised by Yarnton Green Residents' Association the Highway Authority still has concerns with the level of parking being offered; although I accept the level of parking may be appropriate for developments run by H21 due to their experience. However a view has to be taken on the site's use and not who runs the development as this may change in the future. To overcome the parking concern it was recommended in the email dated 26th October 2010 to CDC that a condition be imposed restricting the

age of occupants of the development to 65+. Such a condition would need to be monitored by CDC. A further condition should also be considered to only allow the site to be occupied by residents who cannot look after themselves without extra care i.e. specified use only. Therefore the opinion/assessment from last year remains unchanged.

5.11 Whilst the Council has approved schemes for extra care accommodation it is understood that none of them are yet fully operational therefore the Council can not draw on its own experience of parking requirements. It would therefore seem reasonable that the experience of an extra care provider should be a reliable source of guidance and as such, given the lack of overall objection from the Local Highway Authority it is not considered that lack of parking and highway safety would be as sound reason for refusal.

5.12 Other neighbour concerns

Impact on flooding and water infrastructure

As this is an issue that was raised in the letters of objection it is appropriate to reiterate that the impact of the development on flooding and water infrastructure was fully explored in relation to the full application for 168 dwellings and the original nursing home application. There was sufficient supporting information on these applications for the Council to be satisfied that the implications of flooding and water infrastructure could be appropriately dealt with. Further detail was also required through conditions and these have now been discharged. The submission sets out that the required measures have now been put in place through the development of the residential site. Therefore it is considered that the proposal for the extra care units will not result in any additional flooding or issues with the supply of water and disposal of waste water. It is understood that Thames Water has approved the improved sewerage system and considered it to be adequate for the proposed development.

5.13 Occupancy of development

A small number of residents have expressed a concern that future residents of the extra care facility may pose a danger to children already residing close to the site. The Council as Local Planning Authority cannot control the occupancy of the development to protect against this as it is not a planning consideration. However it is possible for reasons of highway safety to restrict the use of the premises to the proposed use only and age restrict the occupancy. This may go some way to alleviating residents concerns.

5.14 Conclusion

The principle of the development of this site for nursing care has previously been established as has the use of the site for extra care provision through the resolution made at Planning Committee on 4 November 2010. Members were minded to approve the scheme subject to securing a level of affordable housing. This has not been possible as it has been demonstrated through viability testing. Parking has been reconsidered in light of objections from neighbouring residents. In relation to both these matters, the inability to secure affordable housing and parking provision are not considered to be sound reasons for refusal therefore the proposal is recommended for approval on this basis.

6. Recommendation

Approval subject to;

- a) The completion of an agreement or receipt of a unilateral undertaking to secure the remaining necessary contributions
- b) The following conditions
- That the development to which this permission relates shall be begun not later than the expiration of three years beginning with the date of this permission.

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

2 Except where otherwise stipulated by conditions attached to this permission, the development shall be carried out strictly in accordance with the following plans and documents.

Drawing no. PL10 Rev B - Site Location Plan, Proposed Site/Roof Plan

Drawing no. PL11 Rev A - Proposed Floor Plans

Drawing no. PL12 - Proposed Elevations (Context)

Drawing no. PL13 Rev A - Proposed Elevations sheet 1 of 3

Drawing no. PL14 - Proposed Elevations sheet 2 of 3

Drawing no. PL15 - Proposed Elevations sheet 3 of 3

Reason: For the avoidance of doubt, to ensure that the development is carried out only as approved by the Local Planning Authority and to comply with Government Guidance within PPS1: Delivering Sustainable Development

That samples of the brick, stone and render to be used in the construction of the walls of the extra care building shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The development shall be carried out in accordance with the samples so approved.

Reason - To ensure the satisfactory appearance of the completed development and to comply with Policy C28 of the adopted Cherwell Local Plan.

That samples of the slate/tiles to be used in the covering of the roof of the extra care building shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The development shall be carried out in accordance with the samples so approved.

Reason - To ensure the satisfactory appearance of the completed development and to comply with Policy C28 of the adopted Cherwell Local Plan.

- That no development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme for landscaping the site which shall include:-
 - (a) details of the proposed tree and shrub planting including their species,

number, sizes and positions, together with grass seeded/turfed areas,

- (b) details of the existing trees and hedgerows to be retained as well as those to be felled, including existing and proposed soil levels at the base of each tree/hedgerow and the minimum distance between the base of the tree and the nearest edge of any excavation,
- (c) details of the hard surface areas, pavements, pedestrian areas, crossing points and steps.

Reason - In the interests of the visual amenities of the area, to ensure the creation of a pleasant environment for the development and to comply with Policy C28 of the adopted Cherwell Local Plan.

That all planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the occupation of the building(s) or on the completion of the development, whichever is the sooner; and that any trees and shrubs which within a period of five years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent for any variation.

Reason - In the interests of the visual amenities of the area, to ensure the creation of a pleasant environment for the development and to comply with Policy C28 of the adopted Cherwell Local Plan.

7 That full design details of the windows and doors shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The development shall be carried out in accordance with the approved details.

Reason - To ensure the satisfactory appearance of the completed development and to comply with Policy C28 of the adopted Cherwell Local Plan.

8 No development shall take place on the site until the applicant(s), or their agents or successors in title, has arranged an archaeological watching brief to be maintained during the course of building operations or construction works on the site. The watching brief shall be carried out in accordance with a written specification and by a professional archaeological organisation acceptable to the Local Planning Authority.

Reason - To safeguard the inspection and recording of matters of archaeological and historic importance on the site, to comply with Government advice in PPS5: Planning for the Historic Environment.

9 Prior to the first occupation of the extra care building the vision splays for the development shall be provided and shall not be obstructed by any object, structure, planting or other material.

Reason - In the interests of highway safety and to comply with Government advice contained in PPG13: Transport.

The development shall be carried out in accordance with the details of the submitted

Travel Plan dated August 2010.

Reason - In the interests of sustainability and to ensure a satisfactory form of development.

That before the development is first occupied, the parking and manoeuvring areas shall be provided in accordance with the plan hereby approved and shall be constructed, laid out, surfaced, drained and completed in accordance with specification details to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development, and shall be retained unobstructed except for the parking and manoeuvring of vehicles at all times thereafter.

Reason - In the interests of highway safety and to comply with Government advice contained in PPG13: Transport.

Prior to the first use or occupation of the development hereby permitted, covered cycle parking facilities shall be provided on the site in accordance with details to be first submitted to and approved in writing by the Local Planning Authority. The covered cycle parking facilities so provided shall thereafter be permanently retained and maintained for the parking of cycles in connection with the development.

Reason - In the interests of sustainability and to ensure a satisfactory form of development.

That the rated level of noise emitted from any externally located plant or equipment shall not exceed the background sound pressure level by more than 5dB when measured in accordance with British Standard BS 4142:1997 nearby dwellings.

Reason - To ensure the creation of a satisfactory environment free from intrusive levels of noise and to comply with advice in PPG24: Planning and Noise.

That service vehicles shall not arrive at or depart from site before 08:00 hours or after 18:00 hours on any day. (Emergency services and other related emergency organizations being exempt).

Reason - In order to safeguard the amenities of the area and to comply with Policies C31 and ENV1 of the adopted Cherwell Local Plan.

Any vegetation to be cleared that is likely to support breeding birds shall be undertaken outside of the breeding bird season (March to August inclusive).

Reason - To ensure that the development will not cause harm to any protected species or its habitat in accordance with Policy C2 of the adopted Cherwell Local Plan.

Any trees proposed for felling as part of the scheme hereby approved must be checked for use by bats by a suitably qualified ecologist prior to felling and their advice must be followed.

Reason - To protect habitats of importance to nature conservation from any loss or damage in accordance with the requirements of PPS 9: Planning and Biodiversity and Policy C2 of the adopted Cherwell Local Plan.

17 The development hereby approved shall be carried out in accordance with the

surface water drainage scheme, approved for the purposes of application number 08/02541/F.

Reason: To prevent the increased risk of flooding, to improve and protect water quality, improve habitat and amenity, and ensure future maintenance of the scheme.

Prior to the commencement of development a scheme for the provision and management of a buffer zone alongside the water course on the frontage of the site shall be submitted to and agreed in writing by the local planning authority. Thereafter the development shall be carried out in accordance with the approved scheme and any subsequent amendments shall be agreed in writing with the local planning authority. The scheme shall include:

Plans showing the extent and layout of the buffer zone

Details of the planting scheme (for example native species)

Details demonstrating how the buffer zone will be protected during development and managed/maintained over the longer term.

Reason: Development that encroaches on riparian habitat has a potentially severe impact on their ecological value. This is contrary to government policy in Planning Policy Statement 1 and Planning Policy Statement 9 and to the UK Biodiversity Action Plan. Land alongside any water course is particularly valuable for wildlife and it is essential this is protected. Article 10 of the Habitats Directive also stresses the importance of natural networks of linked corridors to allow movement of species between suitable habitats, and promote the expansion of biodiversity. Such networks may also help wildlife adapt to climate change.

- The development hereby approved shall be carried out in accordance with the waste water disposal details approved, for the purposes of application number 08/02541/F.
 - Reason: To ensure that increased flows into the system are accounted for before the development commences and to protect the environment.
- That prior the first occupation of any part of the development hereby permitted fire hydrants shall be provided or enhanced on the site in accordance with details to be first submitted to and approved in writing by the Local Planning Authority.
 - Reason To secure the provision of essential community infrastructure on site.
- That full details of the enclosures along all boundaries and within the site shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the development, and such means of enclosure, shall be erected prior to the first occupation of the extra care building.
 - Reason To ensure the satisfactory appearance of the completed development, to safeguard the privacy of the occupants of the existing and proposed dwellings and to comply with Policies C28 and C30 of the adopted Cherwell Local Plan.
- That the development hereby approved shall be used solely for the purpose of extra care accommodation as set out in paragraphs 3 and 4 of the applicants letter dated 07 October 2010 and for no other purposes whatsoever, including any other purpose in Class C2 and C3 of the Schedule of the Town and Country Planning (Use

Classes)(Amendment)(England) Order 2005.

Reason: In the interests of highway safety, to ensure the provision of off-street car parking and to comply with Government advice in PPG13 Transport.

That the extra care units of accommodation hereby approved shall be occupied only by residents of 65 years of age and over.

Reason: In the interests of highway safety and to ensure the use of the building does not result in a requirement for further parking provision which cannot be provided on site and to comply with Government advice contained in PPG13: Transport.

PLANNING NOTES

Attention is drawn to a Legal Agreement related to this development or land which has been made pursuant to Section 106 of the Town and Country Planning Act 1990, Sections 111 and 139 of the Local Government Act 1972 and/or other enabling powers.

No materials, plant or temporary structures of any kind should be deposited on or adjacent to the public footpath 12, that may obstruct the public from using the route while development takes place, nor should there be any encroachment on to the existing width, or change in the route of the path.

Under the terms of the Water Resources Act 1991, and the Land Drainage byelaws 1981, the prior written consent of the Environment Agency is required for any proposed works or structures, in, under, over or within 8 metres of the top of the bank of the Rowel Brook main river.

The site is on low permeability alluvium over clay. Any visibly contaminated or odorous material encountered on the site during the development work, must be investigated. The Planning Authority must be informed immediately of the nature and degree of contamination present.

Any SUDS from roads and car or lorry parking areas would need to incorporate suitable measures for protection of water quality. This is likely to include measures to mitigate the discharge of hydrocarbons to ground or surface water. Details of treatment techniques are outlined in CIRIA Report C609. The Environment Agency would wish to be consulted on any protection measures.

There must be no direct discharge of listed substance direct to groundwater, as this would be a breach of the Groundwater Regulation 1998. In particular hydrocarbons in drainage from road/car parking areas. As such the EA require verification of the drainage arrangements for the car parking area. Any permeable paving for areas of car parking areas must not discharge direct to ground water.

The EA would require confirmation of whether the permeable paving for car parking discharge to ground. If there is a discharge to ground the EA would require confirmation of the depth of the base of the permeable paving area, any attenuation incorporated in the permeable paving area and the depth of groundwater at this site.

The Control of Pollution (Oil Storage) (England) Regulations 2001 apply to all above ground water commercial oil storage in tanks over 200 litres in volume. This means that tanks should be fit for purpose and have secondary containment (or bund) sufficient to contain

110% of the tanks contents. The secondary containment must be impermeable to oil and water and not have any drainage valve. All the tanks ancillary equipment (valves, deliver hose, gauges, vent) must be within the cartilage of the secondary containment bund. The regulations have other stipulations and full information can be found at www.environment-agency.gov.uk/osr or from Pollution Prevention Guidance Note 2 for Above Ground Tanks or PPG26 for Drums and Intermediate Bulk Containers.

From 6 April 2008 it is a legal requirement to have a site waste management plan (SWMP) for all new construction projects worth more than £300,000.

Should Members agree with the recommendation a summary of reasons for the grant of planning permission is set out below.

SUMMARY OF REASONS FOR THE GRANT OF PLANNING PERMISSION AND RELEVANT DEVELOPMENT PLAN POLICIES

The Council as local planning authority has determined the application having taken into account all representations received. Although the site is not allocated for development in the adopted Cherwell Local Plan the Council considers the following material considerations sufficient to justify the granting of planning permission. The site is identified for development under Policy H14 of the Non Statutory Cherwell Local Plan 2011. It is considered that this application would not cause harm to existing residential or visual amenity, highway safety, existing tress on the site, existing ecology, archaeology or drainage. As such and having regard to the adopted Cherwell Local Plan, the Non Statutory Cherwell Local Plan 2011 and all other material considerations, including Government guidance, the proposal is in accordance with H4, TR1, C28 and C30 of the adopted Cherwell Local Plan.

CONTACT OFFICER: Caroline Roche TELEPHONE NO: 01295 221816