

WINCHESTER CITY COUNCIL  
DEVELOPMENT CONTROL COMMITTEE AGENDA 24 June 2007

Winchester City  
Council  
Planning Department  
Development Control

TEAM MANAGER  
SIGN OFF SHEET

## Committee Decision

<b>Case No:</b>	06/03311/FUL	<b>Valid Date</b>	7 November 2006
<b>W No:</b>	00921/03	<b>Recommendation Date</b>	2 May 2007
<b>Case Officer:</b>	Mrs Jill Lee	<b>8 Week Date</b>	<b>2 January 2007</b>
		<b>Committee date</b>	<b>24 June 2007</b>
<b>Recommendation:</b>	<b>Application Permitted</b>	<b>Decision:</b>	<b>Committee Decision</b>

<b>Proposal:</b>	Erection of 19 no dwellings comprising 6 no three bedroom, 9 no two bedroom and 4 no one bedroom dwellings with associated car parking , open space, landscaping and improvement to existing access to Andover Road
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<b>Site:</b>	Greenacres Special School 61 Andover Road Winchester Hampshire SO22 6AU
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Open Space Y/N	Legal Agreement	S.O.S	Objections	EIA Development	Monitoring Code	Previous Developed Land
<b>YES</b>	<b>YES</b>	<b>NO</b>	<b>YES</b>	<b>NO</b>	<b>NO</b>	<b>YES</b>

<b>APPROVE</b> Subject to the condition(s) listed		
	<b>Signature</b>	<b>Date</b>
<b>CASE OFFICER</b>		
<b>TEAM MANAGER</b>		

**AMENDED PLANS DATE:- Not applicable.**

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**Item No:** 4  
**Case No:** 06/03311/FUL / W00921/03  
**Proposal Description:** Erection of 19 no dwellings comprising 6 no three bedroom, 9 no two bedroom and 4 no one bedroom dwellings with associated car parking , open space, landscaping and improvement to existing access to Andover Road  
**Address:** Greenacres Special School 61 Andover Road Winchester Hampshire SO22 6AU  
**Parish/Ward:** Winchester Town  
**Applicants Name:** Kingsoak  
**Case Officer:** Mrs Jill Lee  
**Date Valid:** 7 November 2006  
**Site Factors:** None identified.  
**Recommendation:** Application Permitted

### General Comments

This application is reported to Committee because of the number of objections received and as it is for major development.

### Site Description

The application site is located on the western side of the Andover Road in Winchester and lies between the junctions of Berewecke Road and Park Road. The site covers approximately 0.5 hectares. The site currently contains a disused special school known as Greenacres. The school building is single storey and in a state of disrepair. It also contains some hard surfacing relating to the car parking and playground areas for the school.

The site is at a slightly higher level than the road and has mature tree planting to the front and side boundaries. The site is located close to the high point of the Andover Road which then drops down the hill towards Park Road.

To the north of the site is a detached arts and crafts style dwelling, to the west are the rear gardens of properties on Berewecke Way and to the south are playing fields belonging to Peter Symonds College.

The character of the area when viewed from the road is that of a green and well landscaped area with detached houses set in generous plots, well back from the road and well screened by boundary vegetation. The area has a pleasant suburban feel. The mature trees in the area are of particular importance as they mark the skyline of Berewecke which has been identified as informing the character of the area in "Winchester and its setting".

This part of Andover Road marks the transition between the suburbs and the higher density city centre developments on the other side of the railway line.

### Proposal

It is proposed to demolish the existing school building on the site and redevelop the site for residential purposes. There will be one two storey block to the front of the site which would contain 12 flats and a row of seven terraced two storey dwellings towards the rear of the site. The site will accommodate 8 units of affordable housing. The car parking is to be contained within the site and to the side and rear of the proposed buildings leaving the frontage undeveloped and landscaped. It is proposed to use the existing vehicular access. The site will contain a LAP which will be equipped with toddler play equipment.

There will be a gap of 24m from the side wall of the proposed flats to the side wall of the neighbouring property although it should be noted that this does not take into account their conservatory which is located between the house and the application site and would reduce the distance to about 18m. The front wall of the proposed flats at the closest point would be 18m set back from the back edge of the pavement.

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To the rear of the site there are distances ranging between 34m and 39m between the rear walls of the proposed terrace and the rear walls of the properties in Bereweke Way. At the closest point the rear wall of the terrace to the rear boundary is 19m.

It is proposed to build the development using traditional good quality materials. Both the flats and houses are to be constructed in brick with plain clay tile roofs, stone sills, timber sliding sash windows and timber casements. The parking provision is 1.5 over the site with sufficient cycle parking.

The proposed density of the scheme equates to 38 dwellings per hectare.

### **Relevant Planning History**

There is no planning history directly relevant to the residential redevelopment of the site.

### **Consultations**

#### Engineers: Drainage:

No objection to the application. Consult Southern Water regarding the capacity of the sewer. Use permeable surfacing where possible and water conservation measures.

#### Engineers: Highways:

The roads within the site will not be adopted. There is a modest shortfall of 4 car parking spaces overall which may need to be addressed by the management company in the future if it becomes a problem for residents. The bin store issue has been addressed. Cycle storage is provided to standard but in the case of the flats must be individual cage or cupboard storage to provide security.

#### Landscape:

The site is on the Andover Road which is an important tree lined corridor. The character is villa style properties in large well established garden plots which support mature tree cover. Boundary planting is important and must be retained and reinforced where needed. The planting of beech adjacent to plot 7 is not appropriate because of potential conflict with use of the garden area. Additional information is needed regarding the proposed planting for the front roadside boundary of the site. A management plan is required for the site. A foul sewer runs along the northern boundary of the site and care will need to be taken about planting in this easement. Screening between the garden of 63 Andover Road and the LAP will need careful consideration.

An arboriculture method statement has been submitted with the application the recommendations of which are acceptable. Some of the species of proposed tree planting are inappropriate. The only tree of note to be removed is a Norway maple but it is not considered to be worthy of long term retention as it is not prominent and could easily be replaced by an even larger semi mature tree. Standard conditions required.

#### Archaeology:

No objection to the application. Assessment submitted with application is sufficient and mitigation measures acceptable. Require a condition to cover archaeological recording in mitigation of development.

#### Housing enablement Officer:

Application is over 15 units and therefore 40% affordable housing is required. The developer has proposed 4 one bedroom flats (plots 10, 11, 13 and 16) and 4 two bedroom flats (plots 8, 14, 17 and 18). The proposed mix of units is acceptable to strategic housing.

#### Environment Agency:

No objection to the application. The desk study and ground investigation report submitted by the applicant is satisfactory in regard to the risks of pollution to controlled waters.

#### Southern Water:

Currently inadequate capacity in the local network to deal with the foul sewage disposal from the proposed development. This is not an objection but an indication that additional information is required from the developer to be confident that the proposed development will be adequately drained. Southern water will permit a connection to be made provided the proposed development does not discharge more flow into the foul sewer than the current development. Building Control will assess the surface water disposal. Southern Water can provide a water supply to the site.

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Hampshire constabulary:

Rear access to terrace should be gated or designed out. Care should be taken to ensure north east corner of central building does not become dark or secluded. Should consider railings to prevent access to LAP. Car parking bays to north of 1 – 7 do not have much natural surveillance.

Hampshire County Council Highways:

The applicant has submitted a transport assessment, the scope and content of which has been agreed with HCC. The highways authority has also agreed to a scheme of highway improvements. The main vehicular access is to be provided via the existing access. A puffin crossing will be provided on the Andover Road to provide safe crossing for pedestrians, which will improve on the existing situation. There are off site works and contributions to fund road improvements. The applicant is also required to contribute towards the local transport strategy in accordance with the sustainable transport aims of the authority. In conclusion HCC has no objection to the proposals subject to legal agreements and conditions.

**Representations:**

City of Winchester Trust: Welcomes the omission of the 3 storey landmark building, the reduced mass and number of dwellings from preliminary stage. Simplified architectural style pays respect to its surroundings. Concern that density of 38dph is too high for a suburban district and more suited to an area closer to the city centre and shops. It would not be in keeping with the character of the neighbourhood as a whole. Also concern about the effect of the additional traffic generated by this and the development at Winton House on the Andover Road especially during the rush hour.

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

- Tree report may be inaccurate.
- Overdevelopment.
- Unacceptable impact on neighbours.
- Impact on road network which is already busy.
- Insufficient parking on site.
- Density too high.
- Massing of building too high and inappropriate for area.
- Overshadowing and overbearing to neighbours.
- Noise and disruption from 19 additional residential units.
- Question the basis of the traffic impact assessment.
- Does not comply with the requirements of PPG3.
- Removal of important trees and vegetation and possible adverse impact on those which are shown to remain.
- Site should be retained for future expansion of Peter Symonds college.

Councillor Richard Worrall:

- Objects to the application. The proposal would represent the overdevelopment of the site.
- Out of character with the spacious feel of the area.
- Local residents are against the proposals.
- Would like members to come and view the site.
- Density too high.
- Would have an adverse effect on the neighbours and be overbearing.
- Architectural style out of character with the area.
- Development is too close to boundary with neighbouring houses.
- Tree survey may contain inaccuracies.
- Inappropriate development for this part of Winchester.

**Relevant Planning Policy:**

Hampshire County Structure Plan Review:

UB3, T5, T12, H7, H8, R2, E12, E16.

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Winchester District Local Plan Review

DP1, DP3, DP4, DP5, DP6, CE10, HE1, H3, H5, H7, RT4, T1, T2, T3, T4, T5, W1.

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPG 3 Housing

PPG 16 Archaeology and planning

Other Planning guidance

Winchester City and its Setting

Winchester Housing Needs Survey

## **Planning Considerations**

### Principle of development

The application site is located within the development boundary of Winchester where the principle of residential redevelopment is generally acceptable subject to normal planning development control policies.

PPS 3 and DP3 require efficient use to be made of land available for residential development.

The density of the proposed development would equate to 38 dph. PPS3 recommends a minimum of 30dph.

Policy DP3 also requires development to respond positively to the character of the area.

The site makes adequate provision for affordable housing at 40% of the total as required by policy H5 and the mix of units provided is acceptable to meet the identified need.

The proposed development also accords with policy H7 in that over half of the units provided are 1 or 2 bedroom and so meet the housing mix requirement.

Car parking provision is provided at 1.5 over the site and this is considered to be acceptable due to the relatively central location of the site.

Whilst the existing use of the site falls within a facility and service use which it is usually sought to retain, the school has already been replaced a little further down the Andover Road and therefore the residential redevelopment of the site is considered to be acceptable.

The proposed development complies with all the relevant policies and therefore the principle of the development is considered to be acceptable.

### Design/layout

The buildings have been designed in a traditional manner and have been the subject of much negotiation particularly with regard to a pre application scheme which had a three storey landmark feature which was considered to be unacceptable in this location. The scheme is now two storey and the feature window in the gable of the flats at second storey is purely a design feature with no accommodation to be provided within the roof space.

The buildings are to be constructed with good quality materials with bricks and plain clay tiles on the roof. The windows are to be timber and either sliding sashes or casements.

The layout has taken into account the constraints imposed by neighbouring residential properties and boundary vegetation. The flats have been moved away from the boundary with number 63 Andover Road as there is a drop in levels and to build on the site of the existing building at two storey level would have been overbearing and had an unsatisfactory relationship with the existing house. By achieving a distance of 12m to the side boundary of the site it is considered that there is sufficient distance to allow for an acceptable relationship between the properties within the street scene and also in terms of maintaining the residential amenity of the neighbour.

The flats also feature a substantial set back of 5m which will break up the façade of the building and help to present a more domestic appearance to the Andover Road.

The proposal accommodates a LAP to the rear of the flats which will serve toddler age children. The parking areas will generally be hidden from public view.

The layout has allowed for the boundary planting to be retained and this will be strengthened where required. The only tree which is proposed to be lost has no value outside the site and

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could be replaced by a larger more mature specimen.

The terrace to the rear has been sited to ensure that minimum distances for overlooking are achieved and whilst the neighbours will see the buildings it is at a distance which is considered to be acceptable (between 35m and 39m).

Impact on character of area and neighbouring property

The existing building on site is a low key single storey building which does not have much of an impact within the street scene. The proposed residential redevelopment of the site will have a greater impact within the street scene and the site is at the highest point of the road with playing fields beyond so the buildings have to rely on the boundary screening as a backdrop. The buildings are all two storey and are of a domestic scale which is considered to be acceptable. There will be a substantial buffer (15m) of planting between the new development and the back edge of the pavement which will help to reduce the impact of the building in the street scene. This is considered to be particularly important in this locality where the existing houses tend to be set back and well screened from the road.

The impact of the building on neighbours has been considered in the application and minimum distances for overlooking have been exceeded. Where appropriate for example with the flats the elevation closest to the northern boundary has no windows.

The existing boundary planting and trees are to be protected and retained and this will help to screen the development from the neighbours. A fully detailed landscaping scheme has yet to be approved but boundary treatment will be accorded due importance.

Landscape/Trees

An arboriculture report has been submitted with the application and the details of the report have been checked and generally the principles contained within it are agreed. It is clear that some of the proposed planting may not be the best solution for the site and this will be discussed when the detailed landscaping scheme is submitted.

There are no trees of significance to be lost and the trees to be retained will be protected during construction in accordance with the details and standards in the arboriculture report.

The future maintenance of the landscaping on site and a management plan will be a requirement of the legal agreements being drawn up for the site. Some of the detailing of the new landscaping needs to be resolved and this is covered by a condition requiring a detailed landscaping scheme to be submitted and approved prior to any work on site commencing. The main structure of planting and trees is already in place and the protection measures submitted are acceptable.

Highways/Parking

The highways aspects of the proposed development have been negotiated with Hampshire County Council and the City Council engineers. The development required a traffic assessment to be carried out in order to assess the potential traffic implications of the new dwellings onto the local road network and in particular the junction of the site with the Andover Road. The proposed development will require off site highways works to the junction and will fund a puffin crossing which will provide safe access for pedestrians, something which is currently lacking in the vicinity of the site. The scheme proposes alterations to the road junction which have been agreed with Hampshire County Council and the implementation of a pedestrian crossing. The developer is also required to make a financial contribution towards the local transport strategy in order to comply with sustainable transport policies. The developer will be entering into a legal agreement with HCC to cover the implementation of the highway works and contributions towards the local transport strategy. The internal highways arrangements are a matter for the management company as the road will not be adopted. The developer is providing car parking spaces at a ration of 1.5 per dwelling over the site which is considered to be acceptable given the proximity of the site to the city centre and the train station. The applicant has submitted large scale plans to show how the refuse disposal from the flats will be dealt with and has confirmed that secure cycle storage will be provided to the required standard.

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Affordable housing.

The application is within Winchester where 40% affordable housing is a requirement on all housing schemes of 15 or more units. The developer has offered to provide 4 one bedroom flats and 4 two bedroom flats which is a mix that meets the identified need in Winchester. The tenure of the affordable housing is to be social rent and will be provided by Swaythling housing association in conjunction with A2 Winchester. The housing need survey in Winchester identified over 500 applicants wanting 1 bedroom rented accommodation and a further 171 requiring two bedroom accommodation. The proposed affordable housing is therefore acceptable and will help reduce the identified shortfall.

Sustainability.

The developer has submitted a sustainability statement with the application. The application supports sustainable principles. The site is utilising brownfield land and is in an accessible urban area. It encourages alternative modes of transport such as cycling and walking. The development aims to minimize water consumption during construction and during the life of the building. All dwellings will be provided with water efficient appliances and sanitary ware. The surface water on the site will be disposed of on site rather than being piped off.

The dwellings will be constructed using sustainable materials, timber windows and locally sourced flint. They will be constructed to the Eco Homes standard of Very Good. The developer is fully committed to providing a high standard sustainable development.

Planning Obligations/Agreements

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

**Recommendation**

**That provided the applicant enters into a Section 106 agreement with Hampshire County Council to secure a financial contribution of £57,000 towards the Local Transport Strategy and**

**Provided that the applicant enters into a Section 106 agreement with Winchester City Council to secure the following;**

- 1. A contribution of £32,200 towards public open space,**
- 2. The provision of affordable housing in accordance with the approved schedule,**
- 3. open space provision including the LAP and the future management and maintenance of them and other landscaped areas,**

**then planning permission be granted subject to the following conditions:**

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

**Conditions**

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

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

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2 Prior to any commencement of works on site the applicant shall submit details of the foul water drainage and have them approved in writing. Development shall be carried out in accordance with the approved details.

Reason: To ensure that the foul water resulting from the development is dealt with in a satisfactory manner.

3 The materials for the development shall be in accordance with the samples and schedule dated 23 February 2007 the bricks shall be 'stock brick' and the roofs shall be clay plain tiles. The windows shall be timber vertical sliding sash and timber casements as identified on the approved plans. Any deviation from these details must be submitted to and approved in writing by the local planning authority. Development shall be undertaken in accordance with these details.

Reason: To ensure that the development presents a satisfactory appearance in the interests of the amenities of the area.

4 A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, specifically the woodland area to the front of the site, shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of the development or any phase of the development, whichever is the sooner, for its permitted use. The landscape management plan shall be carried out in accordance with the details hereby approved.

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

5 A detailed scheme for landscaping, tree and/or shrub planting shall be submitted to and approved in writing by the Local Planning Authority before development commences. The scheme shall specify species, density, planting, size and layout. The scheme approved shall be carried out in the first planting season following the occupation of the building or the completion of the development whichever is the sooner. If within a period of 5 years from the date of planting, any trees, shrubs or plants die, are removed or, in the opinion of the Local Planning Authority, become seriously damaged or defective, others of the same species and size as that originally planted shall be planted at the same place, in the next planting season, unless the Local Planning Authority gives its written consent to any variation.

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

6 No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before the development is occupied. Development shall be carried out in accordance with the approved details.

Reason: In the interests of the visual amenities of the area.

7 No development shall take place until details of earthworks have been submitted to and approved in writing by the Local Planning Authority. These details shall include the proposed grading and mounding of land areas including the existing and proposed levels and contours, showing the relationship of proposed mounding to existing vegetation and surrounding landform. Earthworks shall be carried out in accordance with the approved details prior to the completion of the development.

Reason: In the interests of maintaining the amenity value of the area.



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8 No development, or works of site preparation or clearance, shall take place until details, including plans and cross sections of the existing and proposed ground levels of the development and the boundaries of the site and the height of the ground floor slab and damp proof course in relation thereto, have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure a satisfactory relationship between the new development and adjacent buildings, amenity areas and trees.

9 Details of the design of building foundations and the layout, with positions, dimensions and levels of service trenches, ditches, drains and other excavations on site, insofar as they affect trees and hedgerows on or adjoining the site, shall be submitted to and approved in writing by the Local Planning Authority before any works on the site are commenced.

Reason: To ensure the protection of trees and hedgerows to be retained and in particular to avoid unnecessary damage to their root system.

10 The parking areas hereby approved shall not be used for any other purpose than the parking of cars.

Reason: To ensure the provision and retention of the parking spaces in the interests of local amenity and highway safety.

11 The existing trees shown as being retained on the approved plan shall not be lopped, topped, felled or uprooted without the prior written approval of the Local Planning Authority. All tree works including protective fencing and special precautionary areas shall be carried out in strict accordance with the details set out within CBA Trees, Arboricultural Method Statement dated June 2006 Ref 6392 and in accordance with BS5837 2005. Prior to site set up the City Council Arboricultural Officer shall be contacted in accordance with requirements in section 8 of the CBA report.

Reason: To retain and protect the trees which form an important part of the amenity of the area.

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

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

13 Prior to any work commencing on site the applicant must submit and have approved in writing a construction traffic management plan. Development shall be undertaken in accordance with the approved details.

Reason: To ensure that satisfactory provision is made for the access and parking of construction vehicles within the site in the interests of highways safety.

14 Development shall not commence until the highways works as shown indicatively on drawing C34591 - 00 - D - 001 Ver2 have been constructed to the satisfaction of the local highway authority.

Reason: In the interests of highways safety.

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**Informatives:**

1. This permission is granted for the following reasons:

The development is in accordance with the Policies and Proposals of the Development Plan set out below, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.

2. The Local Planning Authority has taken account of the following development plan policies and proposals:-

Hampshire County Structure Plan Review: UB3, T5, T12, H7, H8, R2, E12, E16.

Winchester District Local Plan Review: DP1, DP3, DP4, DP5, DP6, CE10, HE1, H3, H5, H7, RT4, T1, T2, T3, T4, T5, W1.