

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA 9 March 2005

Item No:	08
Address:	Francis Yard Main Road Colden Common Winchester Hampshire SO21 1RP
Parish/Ward	Colden Common
Proposal Description:	Demolition of existing buildings and the erection of 26 dwellings with associated garaging, bike stores, parking and turning areas, open space and new access road and signal controlled junction (REVISED APPLICATION)
Applicants Name	The Milverton Group Ltd
Case No:	04/03153/FUL
W No:	W18848/01
Case Officer:	Mrs Jill Lee
Date Valid:	3 December 2004
Delegated or Committee:	Committee Decision
Reason for Committee:	Parish Council submitted representations contrary to officer recommendation
Site Factors:	None identified.

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SITE LOCATION PLAN

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Site Description

- The application site is located on the Main Road in Colden Common. The proposed access to the site is opposite Spring Lane. The site is currently occupied by a redundant builder's yard known as Francis Yard, a vacant residential property known as The Copse and the former Village Hall.
- To the rear of the site is an area of protected oak woodland and there are significant trees to the front boundary and within the site all of which are protected by a Tree Preservation Order.
- All the buildings on the site are now vacant and much of the ground has been cleared.

Relevant Planning History

- W18848 – Demolition of existing buildings and construction of twenty six dwellings consisting of one three storey block comprising 7no two bedroom and 1no one bedroom flats, 13no three bedroom and 5no two bedroom semi detached and terraced two and three storey houses with associated garaging bike stores, parking and alterations to access, application refused 28 June 2004 and now the subject of an appeal.

Proposal

- As per Proposal Description
- It is proposed to demolish all of the existing buildings on the site and provide new residential development comprising four one bedroom and four two bedroom flats, five two bedroom houses and thirteen three bedroom houses.
- The main changes from the refused scheme are that the flats to the front of the site have been broken up into two blocks instead of one long block. The height has also been reduced so that they are two storeys. In order to accommodate these changes there are now 4no 2 bedroom and 4no 1 bedroom when in the previous scheme there were 7no 2 bedroom and 1no one bedroom flats.
- The building facing the entrance has also been redesigned to try to achieve a feature upon entering the site.
- The blocks of houses in the centre of the site have been altered so that they face the car park and entrance to the site and back onto the open space.
- The overall number of units on the site remains the same.
- The Applicant has now shown a potential access to the neighbouring site and so has overcome the previous reason for refusal relating to lack of comprehensive development.

Consultations

Engineers:Drainage:

- Request that Southern Water be consulted. The new access roads and roofing will increase the hard landscaping over and above that which already exists on site and the applicant should submit a drainage strategy for the site. The use of water butts on the bike sheds and garages is to be encouraged and the drives could be made of porous surfacing instead of block paving. Building regulations approval is required.

Engineers:Highways:

- Development includes a new controlled traffic signal junction which is being dealt with by Hampshire County Council. The works will need to be covered by a Section 278 Agreement and no consent should be issued until the agreement has been completed. Drawing should be amended to show 2m wide footway on both sides of the access upto the adoptable limit.
- With regard to the remainder of the site the Applicant will need to submit an independent safety audit.

Hampshire County Council Highways.

- The scheme as submitted is unacceptable. Further details have been requested from the Applicant. (these had not been received at the time of writing this report).

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Environment Agency:

- No objections to the application subject to conditions.

Environmental Health:

- Contaminated land report has been examined and there is no objection to the application.

Housing enabling officer:

- eight units are what is required for the affordable element of the scheme. Generally affordable housing should be integrated throughout the site. Affordable element is also provided as flats in a block when the open market housing is houses. Most recent Housing Needs Survey stated that no further two bedroom affordable housing units were needed between 2002 and 2007 in the Colden Common lettings area. It did highlight the need for 1 and 3 bedroom accommodation and on this basis at least two of the affordable housing units should be 3 bedroom houses. The current proposal provides the wrong mix of affordable housing.

Landscape: open space.

- No further objections to the scheme. The changes have resulted in a better layout and expanded area of public open space. With regard to public open space a development of this size would normally be required to provide a total of 846 metres squared on site comprising 282 square metres of general informal open space and 564 square metres of equipped and causal play space. In this case it has been agreed that it would not be feasible to accommodated this much space on site and in the interests of a satisfactory layout a compromise has been reached allowing for the provision of 282 square metres of general open space and 109 square metres of play area. There is a shortfall of 455 square metres which will need to be met through a contribution to the open space funding system. This is acceptable on this site due to the close proximity of casual kick about areas to the rear accessed via Boyes Lane. The Applicant will need to show how they intend the areas of pos to be maintained.

Southern Water:

- Where new on site sewers are to be offered for adoption as public sewers the development layout should be designed so as to ensure that the new sewers will be located in highways or open areas to which vehicular access would be possible at all times. The necessary sewer layout could have a significant influence on the development layout and should be considered at an early stage. There are no public surface water sewers in the vicinity of the site. No surface water should be discharged to foul sewers as this could cause flooding to downstream properties. There are already problems of limited sewer capacity in this area leading to occasional flooding. It is recommended that the applicant request a sewer capacity check to determine an appropriate connection point for the development. A water supply can be provided for the proposed development as and when required.

Representations:

Colden Common Parish Council

- Support the application but has concerns over car parking. Furthermore with the demolition of the former parish hall as part of the proposals the Parish Council considers that a reasonable contribution should be sought for the provision of a replacement community facility elsewhere in the village.

Letters of representations have been received from 4 neighbours who have objected to the application for the following reasons:-

- Increase in highway danger.
- Failure to take into account adjoining land.
- Community buildings not to be replaced.
- Loss of employment.
- Threat to ongoing businesses of benefit to the village.
- Could adversely affect access to the mobile home park in particular delivery of mobile homes which form abnormal indivisible loads.
- Development not in sympathy with the conservation of the built and natural environment.
- Loss of The Copse should be resisted.

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- Local services cannot cope with any increase in population.
- Will adversely affect wildlife habitat to the rear of the site.

Relevant Planning Policy:

Hampshire County Structure Plan Review:

- UB3, T5, T6, H5, H7, R2

Winchester District Local Plan

- H1, EN5, H5, H7, T11, T12, RT3, FS2

Winchester District Local Plan Review Deposit and Revised Deposit:

- H2, DP3, DP1, DP6, H5, H7, T2, SF6, RT3

Supplementary Planning Guidance:

- Achieving a Better Mix in New Housing Developments.
- Technical Paper: Open Space Provision and Funding
- Guide to the Open Space Funding System
- Parking Standards 2002

National Planning Policy Guidance/Statements:

- PPG 1 General Policy and Principles
- PPG 3 Housing

Planning Considerations

The main considerations in respect of this application are:

- Principle of development
- Impact on the character of the area/spatial characteristics/street scene
- Detailed design
- Residential amenities
- Highways
- Public open space provision
- Drainage/flooding
- Affordable housing

Principle of development

- The application site is located within the developed area of Colden Common and therefore the principle of residential redevelopment is acceptable subject to normal development control criteria. In the case of the current application there are various policy objections to the application and therefore the principle of development is not acceptable.
- The proposed density of the scheme is 44 dwellings per hectare which is within the density guidelines set out in PPG3 but is considered to be provided in a form of development which is unacceptable in this location.

Loss of community facility.

- The site contains the former village hall, a building last used as a community facility. The Applicant has failed to show that the site cannot be used for an alternative use to benefit the community and so the proposed development is unacceptable in policy terms.

Impact on character of area

- The application site is located on the main road through Colden Common and is therefore visually important. Although the frontage of the site is quite well screened with mature vegetation including some valuable lime pollards, the buildings will be seen from the road and there would be views into the site from the access point as well as oblique views when approaching the site from either side.
- The buildings closest to the road would be two storey blocks of flats which are in two separate blocks. These flats provide the affordable housing element of the proposal. There is

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also and a pair of semi – detached two storey dwellings.

- The blocks of flats in particular form a scale and form of development which would be out of character with the surrounding development and would detract from the street scene.
- Whilst the bulk of the buildings to the front of the site have been reduced from that previously refused they still represent an uncharacteristic bulk of building which would detract from the amenities of the area.
- The indicative street scene elevation relies heavily on existing trees which are indicated to be retained and the buildings back onto Main Road. It is not considered that the proposed development would make a positive contribution to the street scene. The buildings do not address Main Road in a satisfactory manner and rely on being hidden behind vegetation which has a limited lifespan.
- A feature building has been provided opposite the entrance to the site to try to achieve a sense of place but there is still a large area of car parking and hard surfacing upon entering the site.
- It is not considered that the impact of the proposed development within the street scene is attractive or in character with the existing form of development in the area.
- There is no existing development along the main road in Colden Common which is of the bulk and scale of the buildings proposed on the application site. The existing residential dwellings are much smaller in scale with many single storey properties. The proposed development would appear out of character and alien in the street scene.

Detailed design

- The design does not reflect the character, scale or appearance of existing development close to the site.
- Many of the designs are too ornate and the buildings top heavy due to over reliance on dormer windows in the roof spaces to provide extra accommodation.
- The bulk, scale and design of the proposed development is not in sympathy with existing development patterns around the site and would detract from the visual amenities of the area.

Residential amenities

- The impact that the proposed development would have on the residential amenities of the adjoining bungalow are not clear as there is no contextual information to show the relationship of the proposed buildings against the existing. The street scene submitted with the application simply shows the proposed development hidden by the frontage trees and does not address the potential overlooking issues relating to the bungalow next door to the site. It is also not clear that all of the boundary trees shown on the plan will survive the building works.

Highways

- The applicant has commissioned a company to look at access to the site. The proposed access would not be acceptable without off site highways improvements which include the provision of traffic lights. At the present time there is insufficient information to allow the highways matters to be properly assessed.

Public open space provision.

- There is no requirement to make contributions towards sports facilities within the Colden Common area and the area has a low requirement for contributions towards play. It is proposed to provide a local area for play within the site but overall the site is deficient in amenity space. There would be a requirement to make good the shortfall by way of a contribution to the public open space funding system but no such arrangement has been made at the time of writing this report.

Drainage/flooding

- Surface water cannot be discharged into the foul sewer due to flooding problems and it has been suggested that hard surfacing within the site is kept to a minimum. Soakaways will not work well on the site as it is on clay.

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Affordable housing.

- The proposed development provides the correct amount of affordable units in terms of numbers. The requirement is for 8 and 4no two bedroom and 4no one bedroom flatted units have been provided in the three blocks to the front of the site. The dwelling balance analysis for the 2002 housing needs survey shows a shortfall of 1 and 3 bedroom affordable housing units within the local area. It also estimates an oversupply of 2, 3, and 4 bedroom units in the private sector. The housing enablement officer has advised that there is no demand for 2 bedroom affordable housing units in the Colden Common area until after 2007. There is a demand for 1 and 3 bedroom houses in the locality as there are already a large number of 2 bedroom flats in the affordable rented sector in Colden Common.
- It would therefore be better if the affordable element of the scheme was provided as 1 and three bedroom houses.
- In addition it is this Council's policy to achieve integration of open market housing and affordable housing. The proposed development provides all of the affordable housing in a block to the front of the site totally separated from the open market housing.
- The proposed development is therefore unsatisfactory in terms of its provision of affordable housing.

Recommendation

REFUSE – subject to the following refusal reason(s):

Conditions/Reasons

01 The proposal would result in the loss of a building last used for community facilities and the Applicant has failed to show to the satisfaction of the Local Planning Authority that a community building or use on the site is no longer practical or desirable. The proposal is therefore contrary to the provisions of proposal FS2 of the Winchester District Local Plan.

02 Inadequate information has been submitted with the application to allow the Highways Authority to support the proposed signalised junction. It is not clear therefore that access to the site can be achieved in a satisfactory manner. The proposal is therefore contrary to policies T5 and T6 of the Hampshire County Structure Plan 1996 - 2011 (Review), proposals T11 and T12 of the Winchester District Local Plan and proposal T2 of the emerging Winchester District Local Plan Revised Deposit.

03 The proposal is contrary to the policies of the Hampshire County Structure Plan and the Winchester District Local Plan in that it fails to make adequate provision for public recreational open space to the required standard, and would therefore be detrimental to the amenities of the area. The proposal would also be likely to prejudice the Hampshire County Structure Plan (Review), the Winchester District Local Plan and the emerging Winchester District Local Plan (Review), in that it would undermine this Plan's Policies for recreational open space provision within the District.
(No Open Space)

04 The proposed design, bulk and scale of buildings is considered to be dominant and out of scale with the existing surrounding development. Furthermore the proposed relationship of the buildings, carparking, public open space within the site would lead to an unsatisfactory layout and one which lacks a sense of place and would be visually dominated by carpark. The proposed development would therefore be visually intrusive and detract from the visual amenities and character of the area.

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05 The proposed development relies heavily on existing trees, which have a limited life span, to shield it from views from outside the site rather than providing development which could contribute in a positive manner to the street scene. The development lacks a sense of place and does not relate well to the street scene.

Informatives

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

Hampshire County Structure Plan Review UB3, T5, T6, H5, R2,

Winchester District Local Plan Proposals: H.1, EN.5, H5, H7, T11, T12, RT3, FS2

Emerging Development Plan:-

WDLP Review Deposit and Revised Deposit: H.2, DP.3, DP1, DP6, H5, H7, T2, RT3

PPG1 and PPG3