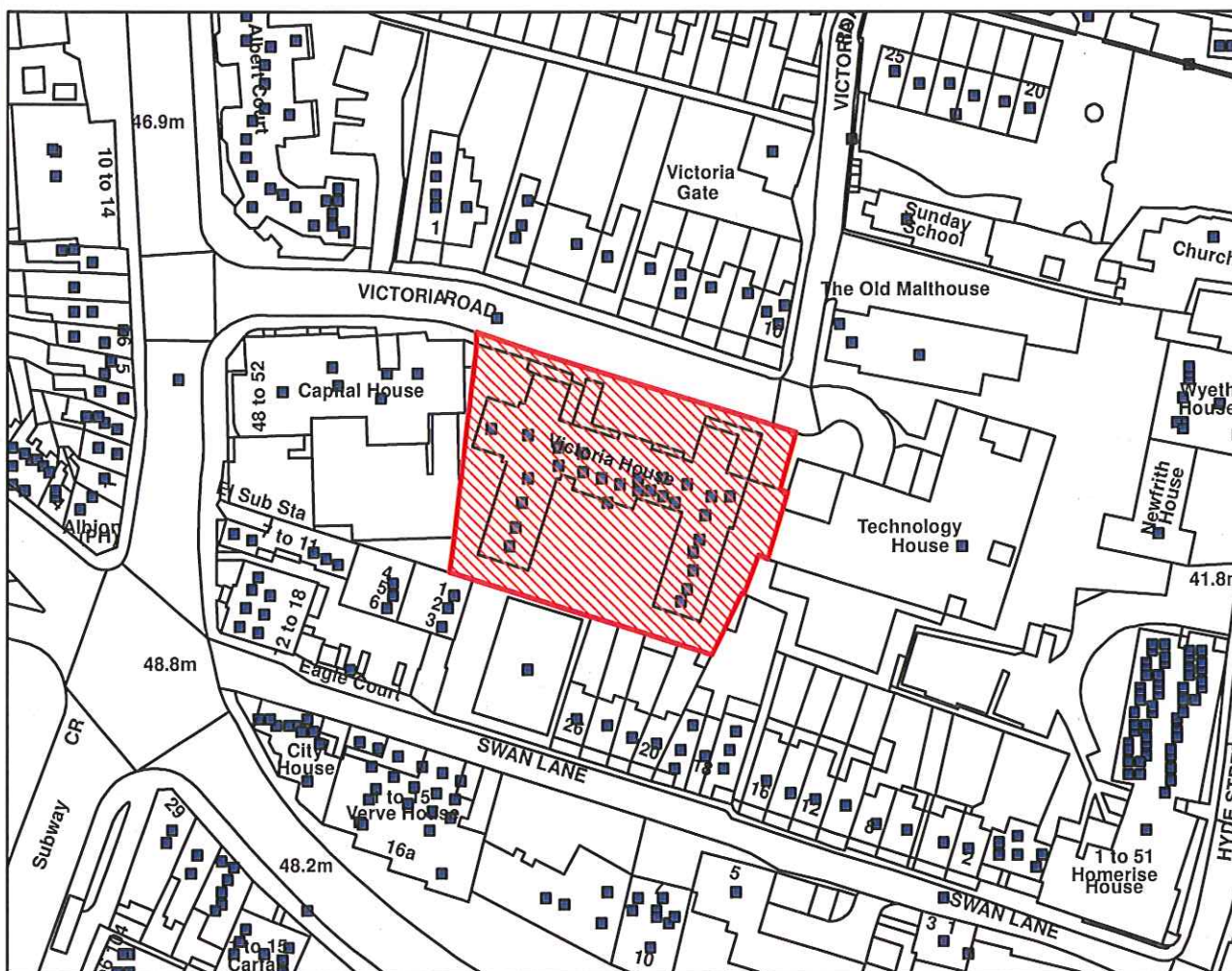


# Victoria House Winchester



**Winchester**  
City Council

14/00199/OUT



## Legend

**Scale:** 0 0.01 0.02 0.04 KM

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Organisation	Winchester City Council
Department	Winchester GIS
Comments	
Date	20/05/2014
MSA Number	100019531

WINCHESTER CITY COUNCIL  
DEVELOPMENT CONTROL COMMITTEE AGENDA

**Item No:** 2  
**Case No:** 14/00667/FUL / W05159/03  
**Proposal Description:** (AMENDED DESCRIPTION) Demolition of existing building and redevelopment comprising 11no. one bed flats and 7no. two bed flats, basement car park incorporating bin and cycle stores in block A and 9no. two bed flats in block B with associated communal area

**Address:** Victoria House Victoria Road Winchester Hampshire  
**Parish, or Ward if within Winchester City:** St Bartholomew  
**Applicants Name:** Winchester City Council  
**Case Officer:** Sarah Tose  
**Date Valid:** 17 March 2014  
**Recommendation:** Application Permitted

**AMENDED PLANS:-**

The following amended plans were received 7 May 2014 (minor alteration to eastern boundary):

2424_GAD_100001_B	Site Location Plan
2424_GAD_100010_B	Existing Site Plan
2424_GAD_100020_B	Proposed Block Plan
2424_GAD_120001_B	Internal Layout- Basement car park
2424_GAD_120002_B	Internal Layout- Ground floor
2424_GAD_120003_B	Internal Layout- First floor
2424_GAD_120004_B	Internal Layout- Second floor
2424_GAD_120005_B	Internal Layout- Third floor
2424_GAD_120006_B	Internal Layout- Roof Plan
2424_GAD_140001_B	Proposed Elevations- North and South

**General Comments**

This application is reported to Committee because the applicant is Winchester City Council and one or more representation has been received contrary to the recommendation.

**Site Description**

Victoria House is located on Victoria Road within the Hyde area of Winchester. The site falls within the settlement boundary and the Winchester Conservation Area. It is owned by Winchester City Council and currently comprises a three and a half storey former Extra Care sheltered accommodation scheme with 25 self contained bedsits and 2 staff flats. The tenants have been transferred to more appropriate one-bedroom flats and the scheme was decommissioned in 2013.

The site is bordered to the east by the large four storey DenPlan office block (Technology House) and to the west by the four-five storey Hampshire County Council offices (Capital House). Opposite the site to the north are two storey Victorian terraced properties with semi-basements and small front gardens. Shared permit parking lines both sides of Victoria Road. To the south, the site is bordered by the rear gardens of 20-26 Swan Lane, a funeral directors building and Eagle Court, an affordable housing scheme with a semi-basement car park.

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The site lies in an accessible location approximately 0.5 miles from the main high street, 200m from the railway station and is well served by a regular bus service to the surrounding city and villages.

To the west of the site, in the car park of Capital House, there is a large tree which would create privacy for future residents.

The site banks towards the southern boundary by approximately 2m. Neighbouring properties on Swan Lane have half sunken gardens and the semi-basement car park at Eagle Court is approximately 2m below the site's floor level. The Design & Access Statement concludes that level access will be possible across the whole southern boundary of the site.

### **Proposal**

The development seeks to replace the existing building with 27 flats in 2 blocks of accommodation. Block A comprises 11 one-bedroom flats and 7 two-bedroom flats, all rented, with a basement car park (one space per flat). Block B comprises 9 two-bedroom shared ownership flats. Priority for the rented flats will be given to downsizers. Each flat has some private outdoor amenity space in the form of small courtyard patios at ground floor level and balconies on the upper storeys.

In the future if a site in Swan Lane is developed there may be an opportunity to secure a pedestrian link through the site between the 2 proposed blocks to connect Swan Lane with Victoria Road.

### **Relevant Planning History**

82/00647/OLD- Erection of 25 OAP flats and Wardens flat and common room. No objection 24.11.82

### **Consultations**

Engineers: Drainage: No objection

Engineers: Highways: No objection, subject to conditions 13, 14, 15

Head of Environmental Protection: Additional site assessment is required. Recommend conditions 18, 19, 20, 21

Head of Historic Environment: Support the proposal, subject to conditions 3 & 4

Head of Historic Environment (Archaeology): No objection, subject to conditions 5 & 6

Urban Designer: No objection, subject to conditions 2 & 3

Head of Landscape: No objection, subject to conditions 10 & 11

Head of Strategic Housing/New Homes Delivery Team: No objection. The provision of additional affordable housing would meet an identified need in Winchester.

Environment Agency: No comments

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Southern Water: There is currently inadequate capacity in the local network to provide foul sewage disposal to service the proposed development. The developer can discharge foul flow no greater than existing levels if proven to be connected and it is ensured that there is no overall increase in flows into the foul system (*NB the applicant has written to Southern Water in response to their comments and is awaiting a response- this is discussed in the Drainage section below*).

Sustainable Development Consultant: No objection, subject to conditions 16 & 17

**Representations:**

City of Winchester Trust:

- These proposals were the subject of a presentation to the Trust by the architects last December and were also considered by a Trust panel after submission. At the presentation the front windows were not liked by many (and suggestions were made about a string-course and a cornice at eaves level) but they do serve to give a vertical rhythm to the elevations of both Blocks A & B.
- The proposed underground car-parking was appreciated, as are the provision of communal spaces and the use of photo-voltaic panels.
- It is hoped that a pedestrian route from Swan Lane can be negotiated.
- The Trust panel was concerned that insufficient time has been allowed for full consideration of the scheme and would have welcomed the views of a second panel for such a major project.
- Overall the proposals were liked.
- It is essential that a suitable brick should be chosen for the two blocks.
- The archaeological importance of the south-west corner of the site is also noted.

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

- What assurances do residents have regarding the building materials and quality listed in the design statement?
- Proposed elevation looks institutional.
- Building looks like a monolithic block of flats.
- The building will sit much further forward than the previous building resulting in a loss of light to properties opposite particularly the basements.
- No description of the materials to be used - dark brick will make loss of light worse.
- Development will dominate the external view of the properties opposite and the skyline they see.
- The proposed building will have a high full frontage considerably closer, and will block considerably more light.
- It is a disproportionate development as it will increase the number of adults living in the street by >100% and perhaps even >200%.
- The development will seriously damage the reasonable enjoyment of our property, and those of our neighbours.
- Building works should be restricted to Monday to Friday.
- This area (City Rd, end of Andover Rd, end of Stockbridge Rd, Victoria Rd itself) has a disproportionate number of one and two bedroom flats already, as well as 'halfway' housing round the corner.
- The number of single and young people and the proximity of several takeaways

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already produces street nuisance. This development is likely to worsen this problem.

- The density of the proposed building, with 27 flats, is far too great for the area - the row opposite is a small terrace with only 10 houses.
- Can we have assurance that the flats will be prioritised to housing those downsizing? The Design Statement refers to this often and it will make a big difference to the nature of the occupancy.
- Who will manage the building and its occupants?
- Already no passing space in the street if two cars come from opposite directions.
- Traffic problems are likely to flow back into Andover Road.
- There is inadequate parking now (zones Q, I and R are also allowed to use Victoria Road spaces); visitors' permits will mean a potential extra 27 parking spaces being taken up and existing residents will not be able to park here, or anywhere near.
- The amount of traffic the new building will create is too much for Victoria Road to manage, as it is not possible for cars to pass in it.
- Parking in Zone P is currently very limited and there is not enough space to support parking for the existing residents.
- The proposed entrance to the Victoria House car park in the middle of the street will be dangerous and could cause problems with cars backing up into the street and up to Andover Road. It would be better placed at the end of Victoria road at the junction next to DenPlan.
- If any there are any changes in the project e.g. architects, materials used e.g. type of bricks, how will that be notified to us as residents in Victoria Road?
- Will we receive notification of major periods of disruption e.g. noise, high traffic density at each stage of the project?
- Can you provide details of how vehicles will be allowed in the basement car park, and will they be held on the street whilst the garage doors are opened. In other words, will the barrier be at the bottom of the ramp, allowing cars to move off the road before they gain access?
- Has consideration been given to re-siting the vehicle entrance at the DenPlan end of the scheme, where a junction is already in use?
- During the construction phase, what controls will there be over non-availability of parking bays in the street due to deliveries or construction materials, and will alternate parking be available to street residents?
- During the groundwork phase, what monitoring will there be over noise levels and any ground disturbance that might result in subsidence to the houses opposite the site in Victoria Road?
- Will residents of Victoria House be able to apply for a permit in Zone P?
- Visitors Parking: Where is it proposed that visitors to Victoria house park?
- Permit extensions - We would ask that the parking permit is extended to cover 7 days a week, we have concerns that visitors/residents of Victoria House would use the zone on Sundays and would therefore make it impossible to park on a Sunday
- Parking during the building works - where will contractors for the building works park? There is currently no parking capacity to cope with them parking in the current residents' zone.
- Parking in the cattle market car park- if the above cannot be supported, could the parking zone be extended to support parking in the car park on Worthy Lane?

**Relevant Planning Policy:**

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On 11 February the Council received confirmation from the Planning Inspector dealing with the Council's new Local Plan that the Winchester Local Plan Part 1 - Joint Core Strategy (LPP1) is sound subject to the Council accepting a number of modifications recommended by him. On 20th March 2013 the Council formally adopted the plan incorporating the Inspector's changes.

The policies set out in the LPP1 now form part of the development plan of the District and therefore applications must be determined in accordance with this plan unless material considerations indicate otherwise. Some policies in the 2006 Local Plan remain saved, even though the LPP1 has been adopted, and they deal primarily with detailed matters or with development management issues and these also form part of the development plan. In due course these saved policies will be replaced by policies in Winchester Local Plan Part 2.

### Winchester District Local Plan Review

Policies H3, DP3, DP4, HE1, HE5, T2, T4

### Winchester Local Plan Part 1 – Joint Core Strategy

Policies CP1, CP2, CP3, CP10, CP11, CP13, CP14, CP16, CP20

### National Planning Policy Guidance/Statements:

National Planning Policy Framework

### Supplementary Planning Guidance

Winchester Conservation Area Project

### Other Planning guidance

Parking Standards 2002

Winchester City and its Setting

Winchester Housing Needs Survey

## **Planning Considerations**

### Principle of development

The site lies within the settlement boundary of Winchester as defined in the Winchester District Local Plan. Policy H3 allows for new development in principle within these areas so there is a presumption in favour of residential development of the site.

LPP1 Policy CP2 states that housing development should provide a range of tenures and sizes, taking into account local housing needs and local circumstances. Priority is given to the provision of new affordable homes. Policy CP3 requires 40% of the gross number of dwellings to be affordable housing, unless this renders the development unviable. 70% of the affordable homes should be for rent.

The proposal is for 100% affordable housing. Of the 27 units, 18 are for rent (67%) and 9 are for shared ownership (33%). Of the 18 units for rent, 11 (61%) are 1 bed units and 7 (39%) are 2 bed units. All of the shared ownership properties are 2 bed units. This equates to 41% 1 bed and 59% 2 bed overall provision on the site.

The Council aims to maximise the supply of high quality affordable housing to meet local needs, as supported in paragraph 7.6 of the LPP1. This proposal will provide 100%

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affordable housing in a highly sustainable location where there is a housing need and this is supported by Policy CP2. Flats are acceptable in such a location and the private space and accessibility are supported in this design, including the provision of a car parking space for each flat.

Normally, 70% of homes should be for rent which would equate to 19 units. 18 rented units are proposed which is acceptable in this case as the site is being offered as 100% affordable housing and the split allows for the appropriate arrangement of the flats.

The greatest demand for shared ownership is 2 bed properties and therefore providing all of the shared ownership as 2 bed properties is acceptable. The site overall provides a mix of 1 and 2 bed flats. The rented accommodation mix reflects the housing need identified in the Winchester Housing Needs Survey and the percentage of 2 bed flats on this site is proportionate to the demand and supported by CP2 where local circumstances have influenced the mix. The inclusion of 1 and 2 bed accommodation for both rent and shared ownership provides an appropriate mix for this flatted proposal.

The priority for downsizers to occupy the rented accommodation is welcome and this may in turn free up larger affordable homes for those in need of such accommodation.

Downsizers, such as older people, can be happy to vacate a larger property if there is an attractive, suitable alternative. The units will be built to Homes and Communities Agency Design and Quality Standards and meet Lifetime Homes, further supporting this client group.

### Design

It is considered that the scheme responds positively to its sensitive setting. The design has maximised the site's capacity but at the same time is respectful of the residential amenity of neighbours (i.e. those living on the north side of Victoria Road and in Swan Lane).

To reflect the Victorian properties opposite and those in nearby streets the scheme has been designed as an ordered and cohesive development with a good degree of rhythm created by windows, doors and orial windows and the use of materials. The materials facing Victoria Road will be a soft stock red brick with natural slate on the roofs, metal windows and aluminium rain water goods. Copper clad orial windows have been inserted at first and second storeys to add interest and to provide focal points in views from Victoria Road to the west and to the north. Materials on the south and west elevations overlooking a shared amenity space are a combination of standing seam zinc and brick and the south facing roof planes will accommodate photovoltaic panels which have been designed as an integral part of the scheme.

There is an approximately 3.5m wide pedestrian access from Victoria Road (between the two blocks) leading to the shared area of amenity space which has trees and a communal garden. This space is south facing and will be sunny and with most of the flats overlooking it, it should feel comfortable and friendly. In addition most of the flats have their own private outside amenity space (small courtyard patios at ground floor and balconies on the upper storeys).

The blocks are located to allow permeability through the site with a long term objective of gaining access through to Swan Lane and beyond although this is not currently possible due to land ownership. Permeability is a good thing because it brings life and

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activity to an area and lends itself to providing natural surveillance and community safety. It also happens to reflect a wider characteristic of the city where there are numerous ancient lanes and routes connecting one side of the city to another.

In summary it is considered that the design of the development is of high quality which should create a pleasant living environment for future residents whilst causing no significant harm to the character of the surrounding area.

A neighbour to the rear of the site is concerned about future occupants using their balconies for hanging out their washing which may have an adverse visual impact on the area. If this is considered to be a problem, the Tenancy Services manager has advised that a clause can be put in the tenancy agreement to prevent clothes drying on the balconies. However, the applicant has confirmed that there will be sufficient space inside the flats for residents to dry their washing.

Impact on the character and appearance of the Conservation Area

The site consists of an existing late 20th century infill of no architectural or streetscape quality, but which is of a smaller overall bulk than the proposal. The demolition of the existing building would be of no loss to the character of the conservation area as it is already incongruous with the character of the area even including the 20<sup>th</sup> century buildings beside it. Its replacement however, should contribute to the conservation area character and repair some of the damage done in earlier times by the existing building design.

The scheme proposes a much greater bulk on site in order to make best use of the developable land. This in itself is not a problem providing the design of the proposal contributes to the character of the area and does not create new problems or impact on the living conditions of properties in its vicinity. To this end, the building frontage has been drawn forward to reflect the form of the terraced buildings on the opposite side of the street. The form also reflects the vertical rhythm of the street with its fenestration lining up in narrow columnar form all along the front elevation. This again is reflected on the opposite side of the street. At ground floor level there is some variation to this regularity of openings but the elevation is still split up into regular bays. Small, enclosed pocket gardens are created at the front reflecting the character of the street. Detailing of the front elevation has been carefully thought through to give areas of shadow where the windows punctuate the wall (recessed windows) or where the windows at 2<sup>nd</sup> floor height protrude, thus giving life and interest to the streetscape. The roof has the appearance of a traditional form although the slopes are asymmetrical, but these will not be apparent in most views.

To the rear, there has been much more flexibility to create a lively and more informal set of elevations which would create rear garden features, balconies and accesses and would incorporate solar panels on the roof and access to the parking area below ground. The traditionally gabled form of the main wing reflects local architectural style whilst the entire composition is very clearly contemporary in style.

Whilst the bulk and form of the proposed blocks are very different from the existing building, the careful design and choice of materials helps to repair some of the visual damage done to Victoria Road with earlier replacement development. It is considered that the proposal makes a positive contribution to the character and appearance of the Winchester conservation area.

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Impact on the amenities of neighbouring properties

*Overshadowing*

Currently the existing building is stepped back from the street frontage allowing the neighbours opposite the site to have a restricted view of the sky. Residents of Victoria Road have raised concern about a loss of light to their properties, particularly the semi-basements. A Daylight & Sunlight Report (CHP Surveyors, February 2014) has been submitted which has assessed the impact of the development on the following neighbouring properties: 18 Swan lane; 20-26 Swan Lane; 1-6 Eagle Court; 3-5 Victoria Road; 6-10 Victoria Road. The report concludes that in all instances the habitable rooms of these neighbouring properties will enjoy good daylight distributions. The results of the analysis demonstrate that the aims of the Building Research Establishments (BRE) 2011 publication 'Site Layout Planning for Daylight and Sunlight. A guide to Good Practice' are met both in relation to the neighbouring properties' daylight and sunlight and the proposed accommodation's daylight.

*Overlooking*

The flats have been designed to be dual aspect and predominantly face onto their own space rather than overlooking neighbouring properties. Windows on the west elevation of Block A would face towards Capital House rather than towards other residential properties. A separation distance of at least 30m would remain between the rear windows of flats on Block B and existing properties on Swan Lane, which is considered sufficient to protect their privacy. The scheme is therefore not considered to cause any significant harm to the amenities of neighbouring properties in terms of overlooking.

*Overbearing*

It is not considered that the development would result in a harmful overbearing impact as sufficient space (approximately 16m) would remain between the front elevations of existing properties on the north side of Victoria Road and the proposed flats.

Highways/Parking

A total of 27 car parking spaces are proposed (1 space per unit) and 25 individual secure/undercover cycle stores. The level of parking provision is considered acceptable in this instance due to the central location of the site.

Access to the basement car park will be via a 3m wide ramped vehicle entrance. This access ramp will remain private so careful consideration must be given by the developers to ensure that sufficient headroom, width and suitable gradient is provided to ensure that all vehicles (some of which may be by taller vehicles such as large people movers or box vans) likely to use the ramp can be accommodated. In addition, as the ramp is one way only, some form of control measure must be installed to ensure that two vehicles travelling in opposite directions do not meet on the slope (this may be a traffic light control arrangement giving priority to those leaving the underground car park). Details of the car park ramp and control measures have been secured via condition 15.

Mindful of the previous use of the application site as a Winchester City Council sheltered housing scheme and subject to confirmation that acceptable design parameters have been provided then it is unlikely the proposal will cause sufficient demonstrable harm to users of the adjoining highway to warrant a highway reason for refusal.

*Parking during construction period*

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Residents of Victoria Road are concerned about the impact the development will have on the shared on-street permit parking during the construction period and in the longer term. Condition 13 requires the submission of details for the parking/turning of operative and construction vehicles during the construction phase. It is expected that some vehicles will inevitably have to occupy some of the existing on-street parking spaces due to the tight nature of the site. Unfortunately it would not be possible to limit the remaining car parking spaces on Victoria Road to residents of neighbouring properties only as all current permit holders for Zone P have a right to park within these spaces.

*Parking permit entitlement for new flats*

The existing building comprises 27 self-contained units each with a separate postal address. These have always been entitled to permits however due to the type of property and some off-street parking provided there have been no applications for permits. Under the terms of the Traffic Regulation Order the 27 new flats would have the same permit entitlement as the previous use. In the long term each new flat would therefore be able to apply for 1 resident permit, 1 visitor permit and up to 20 scratchcards. However, it is likely that applications for permits would be limited as the new residents would have their own private parking spaces.

*Control of car park*

Concern has also been raised about how the car park will be controlled as neighbours are concerned that there will be queues up the street whilst cars wait for the barrier to lift. Condition 15 requires the submission of such details for prior approval. It is envisaged that the gates will be electronically controlled with a remote control key, which would minimise the amount of time needed to wait for the gates to open.

Landscaping/Trees

The Tree Officer has assessed the submitted arboricultural information prepared by Kevin Cloud of Technical Arboriculture Limited and considers it to be appropriate. The protection measures specified will be sufficient to minimise the impact of the development on the off-site trees and this has been secured by conditions 10 & 11.

A local resident has requested that new trees are planted along the edges of the communal garden to help screen the new development from Swan Lane properties. This is considered a reasonable request as there would be sufficient space for new planting within the proposed garden area. New planting will form part of the landscape strategy required by conditions 7, 8 & 9.

Archaeology

A detailed archaeological assessment of the application site has been commissioned and submitted in support of this application (PCA, Sept 2013, Victoria House, Victoria Road, Winchester, Hampshire: Archaeological Impact Assessment. Report Ref. R11531). This sets out the known archaeological background for the site and its immediate surroundings and assesses previous impacts within and the surviving archaeological potential of the site.

The application site lies to the north-west of the North Gate of the historic walled city of Winchester, within the Roman, Late Saxon and medieval suburb. A large part of the proposed development site has been subject to previous archaeological excavation and recording, the findings of which suggest a relatively low potential for buried remains of

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prehistoric or, despite being located within the historic suburb, of late Saxon or medieval date.

Part of the site however has high potential for buried remains relating to a large Roman cemetery which extended outward from the North Gate. The previous archaeological excavations, which were undertaken within the north-west, north-east and south-east of the application site, uncovered over 100 burials and cremations and related features, broadly dated to three burials phases (c.AD270-320; c.AD340/50-390 and c.AD390-late 4th / early 5th century). Evidence for features associated with the Winchester to Cirencester Roman Road were also located at the eastern end of the site, whilst evidence for timber buildings and other (non-cemetery activities) were located, occurring between the phases of burial use within the site.

It is anticipated that the previously unexcavated south-west part of the application site will contain further burials and cremations relating to the northern Roman cemetery and potentially evidence for structures and other activities occurring between the main burial phases. However, surviving archaeological remains within this area may have been adversely affected by the foundations of the extant building and other groundwork during its construction.

The proposed development occupies a larger footprint than the existing building, including the (previously unexcavated) south-west part of the site and also includes a basement car parking level. The proposal is likely therefore to adversely affect any surviving archaeological remains.

Although remains relating to the northern Roman cemetery are considered to have high archaeological significance, since a large part of the application site has been subject to previous archaeological excavation, with further disturbance likely to have occurred as a result of the construction of the existing building, it is not considered appropriate that surviving archaeological remains within the site are preserved in situ. The investigation, recording and reporting of any archaeological remains that will be affected by the proposed development have been secured via conditions 5 & 6.

#### Contamination

The Head of Environmental Protection has advised that further assessment is required to identify all potential on-site sources of contamination, the contamination status of nearby sites and the migration potential. This further information has been secured via conditions 18, 19 & 20. Condition 21 requires the submission of a noise validation report, to ensure that acceptable noise levels within the dwellings are not exceeded.

#### Sustainability

Policy CP11 of LPP1 requires new development to achieve the lowest level of carbon emissions and water consumption which is practical and viable, and requires residential development to achieve Code for Sustainable Homes Level 5 for Energy and Level 4 for water.

The sustainability report shows that the applicant is on target to meet one of the two metrics for Code 5 standard (but not the other) and is on target to meet the Code 4 standard for water. The main reason the 100% CO<sup>2</sup> emissions improvement target has been missed is because the quantum of renewables is not high enough. Although 200m<sup>2</sup> of PV is proposed, the use of biomass heating as well might be the only solution for

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achieving 100% CO<sup>2</sup> improvement. However, biomass heating is not considered appropriate in this very tight urban site.

The applicant has explored improving the window insulation levels but this would only make a marginal difference to the CO<sup>2</sup> emissions in this case and it would therefore be unreasonable to insist on this due to the significant extra cost involved.

The Council's Sustainable Development Consultant has accepted the sustainability standards proposed which have been secured via conditions 16 & 17.

Biodiversity

An extended Phase 1 ecological assessment was undertaken in September 2013 by ECOSA which concluded that Victoria House was of limited ecological value, though it may provide medium to low potential for supporting roosting bats. Phase 2 bat surveys were undertaken on 7<sup>th</sup> and 20<sup>th</sup> May 2013. No bat emergences were noted from the building on either visit. The only recommendation arising from the bat survey is that the lighting to be installed on the new development should comprise hooded luminaires directed away from vegetation to maintain on-site foraging and commuting opportunities for bats (informative 9 advises the applicant/developer of this).

Drainage

The Drainage Engineer has raised no objection to the proposals on the basis that foul water would go to the public foul sewer and storm water run off would not significantly increase provided that the proposed SuDS (sustainable urban drainage system) is installed.

However, Southern Water has commented that there is currently inadequate capacity in the local network to provide foul sewage disposal to service the proposed development. They also state that the developer can discharge foul flow no greater than existing levels if proven to be connected and it is ensured that there is no overall increase in flows into the foul system.

The applicant wrote to Southern Water on 12<sup>th</sup> May 2013 in response to these comments advising that the existing scheme at Victoria House consists of 25 bedsits, each with en-suite toilet, 3 communal toilets on the ground floor and 2 x 3 bedroom flats each with their own toilet, amounting to a total of 27 dwellings and 30 toilets. The new scheme consists of 27 flats each with a toilet, so a total of 27 toilets. As the new scheme has fewer toilets, the applicant considers that there should be adequate capacity for the proposed development. No response has been received from Southern Water at the time of writing this report so their further comments will be reported in the Update Paper.

Financial contributions/Community Infrastructure Levy (CIL)

As the proposal is for a 100% affordable housing scheme there is no requirement for a financial contribution towards off-site provision. The proposal would also be exempt from paying CIL.

Other Matters

*Liaison with neighbours*

A neighbour has asked how residents will be kept informed about major periods of disruption at each stage of the project. The Employer's Requirements state that the

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contractor shall register with the Considerate Constructors Scheme, which will include regular liaison with neighbours.

*Potential subsidence to neighbouring properties*

Concern has been raised that ground disturbance during the groundwork phase may result in subsidence to the houses opposite the site in Victoria Road. Advice has been sought from the Head of Estates regarding this matter who considers that it would be appropriate for surveys to be undertaken of the neighbouring properties, given the type of construction envisaged.

*Management of the building*

The 18 rented flats in Block A will be managed by Winchester City Council. A community lettings plan will ensure that priority for the rented flats is given to downsizers. However, if there is insufficient demand for the flats from people wishing to downsize then other occupants may need to be considered. The 9 shared ownership flats in Block B will be managed by a Registered Provider.

**Recommendation**

Application Permitted subject to the following condition(s):

**Conditions**

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

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

2 Before development commences 1:20 scale fully annotated plans, elevations and sections of the following details shall be submitted to and approved in writing by the local planning authority:

- Eaves, verges, bargeboards, ridge tile profiles
- PV panels including fixings to the standing seam roofs
- Standing seam cladding including junctions with brickwork
- Rainwater goods
- Roof terminals for vents
- Window frames and panels and orials windows which shall include materials (NB all windows frames within masonry shall be recessed from the face elevation by a minimum of 75mm)
- Doors, door surrounds and canopies
- Garden gates, railings and all boundary treatment (this should include the provision of a gate to the garden area of flat 2)
- Balconies with supports
- Metre boxes/cabinets including positions, colours and materials

The above details shall be implemented in accordance with the approved details before each building is occupied.

2 Reason: To ensure that the external appearance of the development is of a high quality in this sensitive town centre site.

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3 Before development commences samples of all the external materials of the buildings and external hard landscaping surfaces shall be submitted to and approved in writing by the local planning authority. The external materials shall comprise, natural slate and clay plain tiles for the roofs (bonnet hip tiles shall be used on plots 10, 11 and 12), timber window frames and stone sills, timber doors and door frames, timber barge boards and fascias, a soft stock brick and through-coloured render for walls, lead dormer cheeks, metal rainwater goods. No GRP shall be used for door surrounds, porches, porticos, chimneys, pillars, parapet detailing or other decorative detailing.

3 Reason: To ensure that the external appearance of the development is of a high quality in this sensitive town centre site.

4 No additional fittings such as aerials, satellite dishes, and other telecommunication devices and service cabinets shall be installed on the flats hereby permitted unless otherwise agreed in writing by the Local Planning Authority.

4 Reason: To protect the character and appearance of the Conservation Area.

5 No development/demolition or site preparation shall take place until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological mitigation work in accordance with a Written Scheme of Investigation that has been submitted to and approved by the Local Planning Authority in writing. No demolition/development or site preparation shall take place other than in accordance with the Written Scheme of Investigation approved by the Local Planning Authority. The Written Scheme of Investigation shall include:

1. An assessment of significance and research questions
2. The programme and methodology of site investigation and recording
3. Provision for post investigation assessment, reporting and dissemination
4. Provision to be made for deposition of the analysis and records of the site investigation (archive)

5 Reason: To mitigate the effect of the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record for future generations.

6 Following completion of all archaeological fieldwork a report shall be produced in accordance with an approved programme including where appropriate post-excavation assessment, specialist analysis and reports and publication.

6 Reason: To ensure that evidence from the historic environment contributing to our knowledge and understanding of our past is captured and made publicly available.

7 No development shall take place until details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. These details shall include the following, as relevant:

- existing and proposed finished levels or contours;
- means of enclosure, including any retaining structures;

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- hard surfacing materials.

Soft landscape details shall include the following as relevant:

- planting plans;
- written specifications (including cultivation and other operations associated with plant and grass establishment;
- schedules of plants, noting species, planting sizes and proposed numbers/densities where appropriate;
- retained areas of grassland cover, scrub, hedgerow, trees and woodland;
- implementation programme.

7 Reason: In the interests of visual amenity.

8 All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out before the use hereby permitted is commenced and prior to the completion of the development or in accordance with the programme agreed with the Local Planning Authority. If within a period of five years after planting any tree or plant is removed, dies or becomes, in the opinion of the Local Planning Authority, seriously damaged, defective or diseased another tree or plant of the same species and size as that originally approved shall be planted at the same place, within the next planting season, unless the Local Planning Authority gives its written consent to any variation.

8 Reason: To ensure the provision, establishment and maintenance of a reasonable standard of landscape in accordance with the approved designs.

9 No development shall take place until a schedule of landscape maintenance for a minimum period of 5 years has been submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for its implementation. Landscape maintenance shall be carried out in accordance with the approved schedule.

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

10 All works prescribed – both to trees and that related to demolition and construction activities shall be undertaken in strict accordance with the Arboricultural Information ref: AIA/AMS-KC/WCC/Victoria/001 written by Kevin Cloud of Technical Arboriculture Limited and submitted to the Local Planning Authority.

10 Reason: To ensure protection and long term viability of retained trees and to minimise impact of construction activity.

11 Protective measures, including fencing and ground protection, in accordance with the Arboricultural Information ref: AIA/AMS-KC/WCC/Victoria/001 written by Kevin Cloud of Technical Arboriculture Limited and submitted to the Local Planning Authority shall be installed prior to any demolition, construction or groundwork commencing on the site and will remain until the development is complete.

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11 Reason: To ensure protection and long term viability of retained trees and to minimise impact of construction activity.

12 Details of the floor slab levels and existing and proposed ground levels shall be submitted to and approved in writing by the Local Planning Authority prior to work commencing on the site. The development shall be carried out in accordance with the approved details.

12 Reason: To protect the amenities of the locality and neighbouring residents.

13 Details of provisions to be made for the parking and turning on site of operative and construction vehicles during the period of development shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the construction period.

13 Reason: In the interests of highway safety.

14 Details of measures to be taken to prevent mud from vehicles leaving the site during construction works being deposited on the public highway shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the duration of the construction period. No lorry shall leave the site unless its wheels have been cleaned sufficiently to prevent mud being carried onto the highway.

14 Reason: In the interests of highway safety.

15 Prior to the commencement of development, details of the access to the basement car park shall be submitted to and approved in writing by the Local Planning Authority. Such details shall ensure that sufficient headroom, width and suitable gradient is provided to ensure that all vehicles (some of which may be taller vehicles such as large people movers or box vans) likely to use the ramp can be accommodated.

In addition, as the ramp is one way only, details of control measures to ensure that two vehicles travelling in opposite directions do not meet on the slope shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development (this may be a traffic light control arrangement giving priority to those leaving the underground car park).

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

15 Reason: In the interests of highway safety.

16 Prior to the commencement of the development hereby permitted detailed information (in the form of SAP design stage data) demonstrating that the average DER is no more than 55% of the TER and that the FEE is no more than 39kWh/m<sup>2</sup>/yr (as defined by the ENE1 and ENE2 in the Code for Sustainable Homes) and the Code 4 standard for water (in the form of a BRE water calculator) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be built in accordance with these findings.

DER = dwelling emission rate

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TER = target emission rate  
FEE = fabric energy efficiency

16 Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2012 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 (Joint Core Strategy).

17 Prior to the occupation of the development hereby permitted detailed information (in the form of SAP as built stage data) demonstrating that the average DER is no more than 55% of the TER and that the FEE is no more than 39kWh/m<sup>2</sup>/yr (as defined by the ENE1 and ENE2 in the Code for Sustainable Homes) and the Code 4 standard for water (in the form of a BRE water calculator) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be built in accordance with these findings.

DER = dwelling emission rate  
TER = target emission rate  
FEE = fabric energy efficiency

17 Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2012 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 (Joint Core Strategy).

18 No development shall take place until a scheme to deal with contamination shall be submitted to and approved in writing by the Local Planning Authority.

The scheme shall conform to current guidance and best practice as set out in BS10175:2001 Investigation of potentially contaminated sites - code of practice or other supplementary guidance and include the following phases, unless identified as unnecessary by the preceding stage and agreed in writing by the Local Planning Authority:

- a) A desk top study and conceptual model documenting all the previous and existing land uses of the site and adjacent land;
- b) A site investigation report documenting the ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the desk top study;
- c) A remedial strategy detailing the measures to be undertaken to avoid risk from contaminants and/or gases when the site is developed and proposals for future maintenance and monitoring. Such scheme shall include nomination of a suitably qualified person to oversee the implementation of the works.

18 Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

19 Prior to the occupation of the development hereby permitted, written verification produced by the suitably qualified person nominated in the approved remedial strategy shall be submitted to and approved in writing by the Local Planning Authority. The report must demonstrate that the approved remedial strategy has been implemented fully, unless varied with the written agreement of the Local Planning Authority in advance.

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19 Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

20 Development shall cease on site if, during any stage of the works, potential contamination is encountered which has not been previously identified, unless otherwise agreed in writing with the Local Planning Authority. Works shall not recommence before an assessment of the potential contamination has been undertaken and details of the findings along with details of any remedial action required (including timing provision for implementation), has been submitted to and approved in writing by the Local Planning Authority. The development shall not be completed other than in accordance with the approved details.

20 Reason: In order to secure satisfactory development and in the interests of the safety and amenity of future occupants.

21 The development hereby approved shall comply with all indoor ambient noise standards specified for dwellings within table 4 of BS 8233:2014 and associated notes (note 7 shall not apply).

A noise validation report, demonstrating compliance with these noise criteria, shall be submitted to and approved by the Local Planning Authority before any dwelling is occupied. If mechanical ventilation has been provided then this assessment shall be conducted with the system in operation.

21 Reason: To ensure that acceptable noise levels within the dwellings are not exceeded.

**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:-

Winchester District Local Plan Part 1 - Joint Core Strategy: Policies CP1, CP2, CP3, CP10, CP11, CP13, CP14, CP16, CP20

Winchester District Local Plan Review 2006: Policies H3, DP3, DP4, HE1, HE5, T2, T4

3 In accordance with paragraphs 186 and 187 of the NPPF Winchester City Council (WCC) take a positive and proactive approach to development proposals focused on solutions. WCC work with applicants/agents in a positive and proactive manner by; offering a pre-application advice service, updating applicants/agents of any issues that may arise in the processing of their application and where possible suggesting solutions. The applicant was updated of any issues after the initial site visit.

04 All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and

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0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.

5 During Construction, no materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Protection Team, an Abatement Notice may be served under The Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under The Clean Air Act 1993.

6 Detailed design of the proposed drainage system should take into account the possibility of surcharging within the public sewerage system in order to protect the development from potential flooding.

7 A formal application for connection to the water supply is required in order to service this development. Please contact Southern Water, Southern House, Sparrowgrove, Otterbourne, Hampshire SO21 2SW (Tel: 0330 303 0119) or [www.southernwater.co.uk](http://www.southernwater.co.uk).

8 It is recommended that the Tree Officer is informed once protective measures have been installed so that they can be inspected and deemed appropriate. Evidence will also be required to demonstrate that the protective measures have been installed prior to any demolition, construction or groundwork commences on the site and to show that it has remained until the development is completed before the relevant condition may be discharged.

9 The lighting to be installed on the new development should comprise hooded luminaires directed away from vegetation to maintain on-site foraging and commuting opportunities for bats.