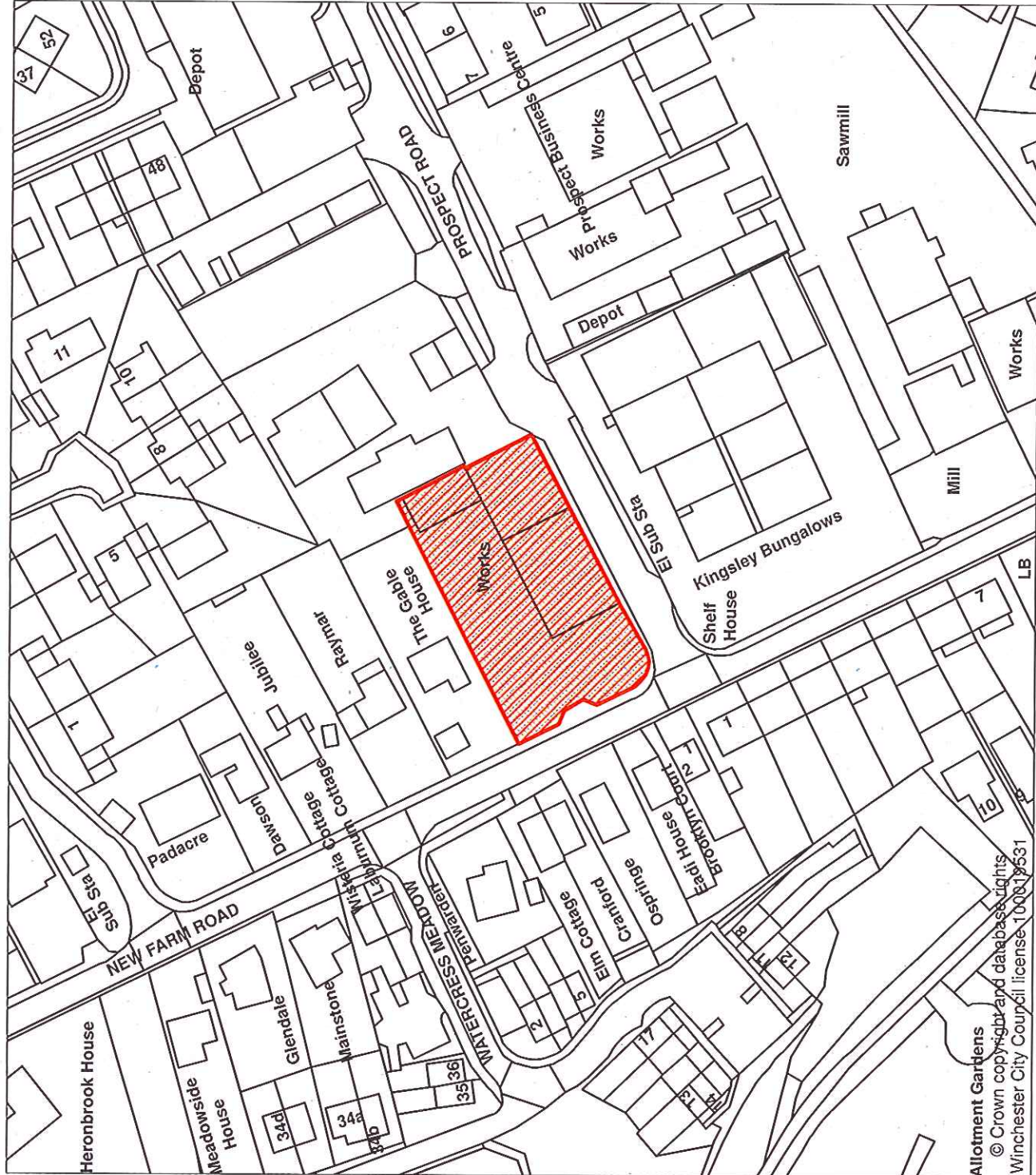


New Farm Engineering Ltd, New Farm Rd, Alresford, SO24 9QP

16/02182/FUL



Legend

Scale: 0 0.0125 0.025 0.05 KM

Organisation	Winchester City Council
Department	Winchester GIS
Comments	1:1250
Date	15/03/2017
PSMA Number	100019531

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE AGENDA

Item No: 05
Case No: 16/02182/FUL
Proposal Description: DEMOLISH EXISTING BUILDING AND REPLACE WITH 7 No. PROPOSED DWELLINGS
Address: New Farm Engineering Ltd New Farm Road Alresford SO24 9QP
Parish, or Ward if within Winchester City: New Alresford
Applicants Name: Mr OLIVER
Case Officer: Liz Marsden
Date Valid: 5 September 2016
Site Factors:

Contaminated Land Consultation

Radon Gas Levels
Medium Pressure Gas Supply Pipeline

Recommendation: Refuse

General Comments

This application is reported to Committee because of the number of letter of support received which are contrary to the officer's recommendation for refusal.

The amended plans:

- reduced the number of houses from 8 to 7, by removing the house formerly shown on the corner of New Farm Road and Prospect Road.
- moved the easternmost dwelling (plot 7) further from the boundary with the adjacent industrial unit and introduction of a landscape buffer.
- Alteration to the layout of the parking areas and carports.

Site Description

The site is a rectangular, level, area of land, 0.19ha in size, located at the corner of New Farm Road and Prospect Road. It is currently vacant, with the former industrial (Class B2) building that was on the site having been removed and the land cleared. The boundaries to north, east and south are comprised of close boarded fences, with the western boundary along New Farm Road being a mature hedge with a few evergreen trees behind it, which represent the only landscape features on the site.

The surrounding area is a mixture of uses and is predominantly residential along New Farm Road, with a wide variety of house designs and plot sizes, including the property immediately adjacent to the northern boundary of the site. To the east and south of the site the area is commercial in character with a variety of business, storage and industrial uses.

Access to the site is currently from a centrally located point along the New Farm Road frontage.

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Proposal

The proposal is for the provision of 7 two-storey houses, arranged with two pairs of 3 bedroom semi-detached properties fronting New Farm Road and with a shared access, utilising the existing access to the site. A short terrace of 3 properties, (one 3 bedroom and 2 x two bedroom) is located to the rear (east) with a shared access onto Prospect Road. Each of the properties will have two parking spaces, one of which is in a carport.

The nearest house is located to the north of the site, around 3m from the side elevation of the house on plot 1. To the rear, the house on plot 7 has been moved to a distance of 5.3m from the industrial unit located immediately adjacent to the site, providing room for a landscape buffer and acoustic fencing.

The properties are of a traditional design and to be finished in red brick with either brown tile or slate roofs.

Relevant Planning History

16/01649/DEM - Demolition of portal frame asbestos cement warehouse building – Prior approval not required 09.08.16.

Consultations

Engineers: Drainage:

No objection subject to detailed proposals for the disposal of foul and surface water and consent from Southern Water.

Engineers: Highways:

No objection subject to appropriate conditions

Head of Environmental Protection: - Contamination

Phase 1 Report submitted with the application identified a potentially high risk to human health from contamination associated with former uses and recommends a phase 2 intrusive investigation. This approach is supported and any consent should be subject to appropriate conditions requiring investigation and remedial measures, if necessary.

Head of Environmental Protection: - Noise

Initial recommendation for refusal based on lack of information, in the form of a noise report, about the impact of noise from existing industrial uses on new dwellings. Following the submission of a noise report and the reduction in the number of units, concerns that occupants of the proposed houses would be exposed to unacceptable noise levels and as a consequence result in complaints that would restrict the ability of existing businesses to continue or develop, have been addressed by additional information that has been produced with measures to mitigate the impact to an acceptable level.

Head of Strategic Planning:

The site is located within the defined settlement boundary, it has been used until recently, for industrial purposes and is subject to Policy CP9 of Winchester District Plan Part 1, which seeks to retain employment land. It is not considered that the case has been made to justify the loss of this employment site and it is therefore reasonable, on the basis of

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criteria in CP9 to resist that loss.

There is no evidence that redevelopment incorporating employment uses would be unable to meet the requirements of CP9, ie employment uses need not have an adverse impact on neighbouring properties.

Representations:

1 letter received objecting to the application for the following reasons:

- Prospect Road is a thriving industrial estate and increased residential use could have an impact on the sustainability of the existing businesses.
- Busy road with constant vehicle movement and parking at a premium with residents parking opposite the junction of New Farm Road and Prospect Road. Further housing could conflict with deliveries and have an adverse impact on occupants of new houses and the businesses.

9 letters of support received from 8 households.

- The previous factory was an eyesore
- Houses will improve the overall appearance of the area
- Provide much needed housing in the area
- Reduce the amount of heavy lorries travelling to and from the industrial estate.
- Previous use of the site had an adverse impact on neighbours

Relevant Planning Policy:

Winchester District Local Plan Review

DP3 – General Design Criteria

DP4 – Landscape and the Built Environment

DP5 – Amenity Open Space

DP13 – Contaminated Land

H3 – Settlement Boundary

T2 - T4 – Transport and Parking

Winchester Local Plan Part 1 – Joint Core Strategy

DS1 – Development Strategy and Principles

MTRA1 – Development Strategy for Market Towns and Rural Area

MTRA2 – Market Towns and Larger Villages

CP1 – Housing Provision

CP2 – Housing Mix

CP3 – Affordable Housing

CP7 – Open Space, Sport & Recreation

CP8 – Economic Growth

CP9 – Retention of Employment Land

CP10 – Transport

CP11 – Sustainable Low and Zero Carbon Built Development

CP13 – High Quality Design

CP14 – Effective Uses of Land

CP20 – Heritage and Landscape Character

CP21 – Infrastructure and Community Benefit

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Winchester Local Plan Part 2 – Development Management and Site Allocations

DM1 – Location of New Development

DM2 – Dwelling Sizes

DM14 – Local Distinctiveness

DM15 – Site Design Criteria

DM16 – Site Development Principles

DM17 – Access and Parking

DM18 – Development and Pollution

DM19 – Development and Noise

DM20 – Contaminated Land

National Planning Policy Guidance/Statements:

National Planning Policy Framework

Planning Considerations

Principle of development

The proposal site is located within the settlement boundary of Alresford and therefore there is a presumption in favour of development, subject to the policies of the development plan and other material considerations.

The primary issue in this case is the retention of employment land as set out in Policy CP9 of LPP1 and whether a departure from this policy is justified. CP9 indicates that loss of existing and allocated employment land and premises will only be permitted where retaining a business use would not be reasonable having regard to the criteria set out in the policy. An assessment of the proposal against each of the criteria contained in the policy is set out below;

- Redevelopment potential for employment/mixed-use/intensification/potential to improve and extend the range of modern employment floorspace

The marketing report submitted with the application concludes that the former building on the site has come to the end of its useful economic life and either required substantial rebuilding or redevelopment in order to ensure its continued use. However, there is no evidence that the redevelopment potential of the site for employment/ mixed-use/intensification has in fact been assessed. The proposal does not therefore meet this criterion.

- Whether the building or use meets or could meet a specific local (employment) requirement such as providing low cost start up accommodation

No evidence regarding the potential for the site to meet a specific local employment requirement, including low-cost start up accommodation has been provided with the application. Additional information was provided about the availability of comparable industrial premises in the area (10 mile radius of the site), which indicates that there is around 12,400 square metres of available space, the majority of which appears to be located outside the District. However, the fact that some premises may be available at the present time does not, in itself, justify the loss of existing employment land. The proposal does not therefore meet this criterion.

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- The environmental impact of business use on neighbouring uses
Whilst the previous use of the site may have had a negative impact on the neighbouring residential uses, there is no reason to conclude, and no evidence has been submitted, to demonstrate that any business use would have an unacceptable environmental impact on neighbouring uses. The proposal does not therefore meet this criterion.
- The sites access arrangements for the site
Whilst the access from New Farm Road is close to existing residential properties, there is nothing inherently unsuitable about the access. The proposal does not therefore satisfy this criterion.
- Strength of local demand for the type of accommodation
The marketing report suggests that local demand for the type of accommodation (ie, an industrial use which could readily occupy the site) is weak. If this is the case, this criterion would be satisfied. However, the same report does indicate (section 5. General Market Commentary) that there is a higher demand for more modern small spaces, similar to those at the business centre, which could potentially be accommodated on the site.
- The benefits of the proposed use against the benefits of retaining use
The final criterion of Policy CP9 invites the consideration the benefits of the proposed use compared with the benefits of retaining the existing use. Whilst the proposed development would result in residential development which is acceptable in principle within the settlement boundary for New Alresford, the issue for CP9, which seeks to retain existing B1/B2 employment land, is whether, in the context of the criteria contained in the policy, it would be unreasonable for the planning authority to seek to retain the existing use.

In this context, retention in the existing use would include redevelopment for a B1/B2 use, including the potential for a mixed-use incorporating residential and B1/B2 use. Whilst both new residential development and the retention of employment uses would be in accordance with the strategic objectives of the local plan, the first consideration is whether the loss of employment land is justified.

The proposal does accord with other policies, including Policy CP2 of the LPP1, which considers housing and requires that there should be a majority of 2 and 3 bedroom dwellings, unless local circumstances indicate an alternative approach should be taken. In this case, all the proposed units have 2 or 3 bedrooms. The density of the development is 36.8 dwellings per hectare (reduced from 42.1 dwellings per hectare) and parking provision is in accordance with council standards.

However, whilst there is a presumption in favour of sustainable development and it is considered that, as set out in the assessment below, the houses could be accommodated without harm to the surrounding area or the amenities of existing and proposed residents, equal weight should be given to all policies. The council is currently able to demonstrate a 5-year supply of housing land and in this case, the need for additional housing does not override the need to retain employment land.

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Design/layout

The site is a regular rectangular shape, with the shorter road frontage along New Farm Road. The initially submitted scheme had 5 properties along the western frontage, with a detached house located immediately adjacent to Prospect Road. It was considered that the close relationship of the dwellings, together with the level of hard surfacing necessary to provide adequate parking along the frontage, would not be characteristic of the area and would be detrimental to its appearance. Amended plans were submitted which removed this unit, reducing the overall number on the site to 7 and retaining an element of spaciousness along both road frontages.

The semi-detached houses have been designed to resemble single units when viewed from New Farm road and are similar in scale to the properties immediately to the north. The houses to the rear on plots 5-7 are again designed to resemble a single unit, rather than a traditional terrace, with the exception of the number of doors in the front elevation and it is considered that the size and scale of the buildings can be accommodated without appearing unduly cramped or resulting in over-development of the site. The proposed materials, red brick and a mixture of slate and tile roofing are also characteristic of the area.

Impact on character of area

New Farm Road is characterised by a wide variety of residential properties, in plots of differing sizes, the majority of which in the immediate vicinity of the site are traditional two-storey houses finished in red brick with slate or tile roofs. The proposed development is set back from the frontage of New Farm Road and, following the removal of the unit formerly proposed on the corner, that of Prospect Road. It is slightly forward of the general building line in these parts of the roads, but not sufficiently to be intrusive in the streetscene.

It is considered that the design and materials of the houses are in keeping with others along New Farm Road and, although the density of houses on the site is greater than those in the immediate vicinity, an appearance of spaciousness has been retained by the design and location of the buildings. The proposal would not therefore have an adverse impact on the character and appearance of the surrounding area.

Impact on amenities of neighbouring properties

The former use of the site for industrial uses appears to have caused a loss of amenity through noise and fumes and there is support for the proposed residential usage from neighbours, who consider that it will be preferable to a return to the previous use. The proposed houses are set back from the road, a minimum of 20m away from properties to the west and south of the development, and will have no adverse impact on the amenities of those properties through loss of light, privacy or outlook.

The most direct impact from the proposal would be on the neighbour to the north of the site (The Gable House), a detached property in a good sized garden. There is one small window in the side (south) elevation of this property, which could be affected by the proposal, in that the side elevation of plot one will be set around 3m away. However, the window does not serve primary living accommodation and the remaining distance is sufficient to ensure that there will be no undue loss of light. The relationship of the new development with the Gable House would also ensure that there is no undue loss of outlook from the primary windows in the front and rear of that property.

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The house on plot 1 has two windows and two roof lights in the northern side elevation, which faces the Gable House. All of these windows face onto the side elevation of that house and three of them serve bathrooms and will be obscure glazed and will not result in loss of privacy due to overlooking. Other windows in plots 5-7 are a sufficient distance (14m) to ensure no undue loss of amenity or privacy.

Highways/Parking

The houses along the frontage utilise the existing access point that served the former industrial use and is adequate to serve the four houses proposed. The new access to serve the three houses to the rear is also acceptable and adequate lines of site can be provided. The on site parking provision is in accordance with council standards.

Noise.

The site is located in close proximity to an existing industrial estate, with a B2, general industrial unit immediately adjacent to the eastern boundary. The applicant has addressed concerns that have been raised about the impact of the industrial usage on the amenities of the occupants of the new dwelling though providing a wider buffer zone between the nearest property and the industrial unit, which will be planted. It is also recommended and agreed that a 4m high acoustic fence is erected along the eastern boundary of the site where it is in line with the adjacent workshop building (Prospect Fencing). It is also proposed that the windows on the rear facing first floor bedrooms are specifically designed to ensure that they achieve a satisfactory level of sound insulation and, in order that they can be kept closed if required, a mechanical ventilation system should be installed with attenuated air intake and exhaust vents.

With these measures in place, it is considered that the noise levels at the proposed residential properties would be acceptable and there would be no restriction on the reasonable operation of the adjacent businesses. It would not, therefore be possible to sustain a reason for refusal on this basis.

Landscape/Trees

There are few natural features on the site, with the only vegetation being the hedge along the frontage with New Farm Road and a few evergreen trees adjacent to it, that are not in themselves of significant amenity value. The revised layout does however, provide room for the hedge to be retained and, whilst no detailed landscape plans have been submitted with the application, the layout plan shows areas within which additional planting would be undertaken. It would be possible to add conditions to ensure that the landscaping of the site was satisfactory.

Other Matters

Sustainability. The Government has announced (March 2015) updates to its policy on housing standards and zero carbon homes. These affect the Council's implementation of Policy CP11 of the adopted Local Plan Part 1. While policy CP11 remains part of the Development Plan and the Council still aspires to achieve its standards for residential development (Code for Sustainable Homes Level 5 for energy and Level 4 for water), Government advice now sets a maximum standard of 110litres/day for water efficiency and the equivalent of Code Level 4 for energy. Therefore, for applications determined after 26 March 2015, Local Plan policy CP11 will be applied in compliance with the maximum standards set out in Government advice and this would be controlled by conditions if the application were to be approved.

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Conclusion

The site is located within the settlement boundary where there is a presumption in favour of sustainable development, subject to policies of the development plan. In this case it is considered that, whilst the residential development, as proposed, could be accommodated without harm to the character and appearance of the area, insufficient evidence has been provided to justify a departure from policy CP9. The benefit derived from additional housing on this site does not therefore outweigh the loss of employment land.

Recommendation - Refuse

1. The proposed development would result in the loss of an area of land last used for employment purposes. The proposal is therefore contrary to policy CP9 of the Winchester District Local Plan Part 1 Joint Core Strategy 2013 in that it would result in the loss of existing employment land.

Informatives:

1. 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 and,
- updating applicants/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.

In this instance the applicant has been kept updated of issues that have arisen during the course of the application process and additional information has been sought to overcome objections to the proposal. .

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

Local Plan Part 1 - Joint Core Strategy: DS1, MTRA1, MTRA2, CP1, CP2, CP3, CP7, CP8, CP9, CP10, CP11, CP13, CP14, CP20, CP21

Local Plan Part 2 - Development Management and Site Allocations: DM1, DM2, DM14, DM15, DM16, DM17, DM18, DM19, DM20

Winchester District Local Plan Review 2006: DP3, DP4, DP5, DP13, H3, T2, T4