

WINCHESTER CITY COUNCIL  
DEVELOPMENT CONTROL COMMITTEE AGENDA

**Item No:** 05  
**Address:** 47 West Street, Alresford, Hampshire SO24 9BT

**Parish/Ward** New Alresford

**Proposal Description:** Erection of a foodstore with 2 no. one bedroom and 1 no. two bedroom flats above, 8 no. two, three and four bedroom dwellings, 3 no. one bedroom flats, all with associated garages, carports, parking and new access (AS AMENDED BY PLANS DATED 25.10.2004.)

**Applicants Name** Covemile Ltd

**Case No:** 04/01266/FUL

**W No:** W09122/07

**Case Officer:** Lorna Hutchings

**Date Valid:** 17 May 2004

**Delegated or Committee:** Committee Decision

**Reason for Committee:** The application is for a major development

**Site Factors:** New Alresford Conservation Area



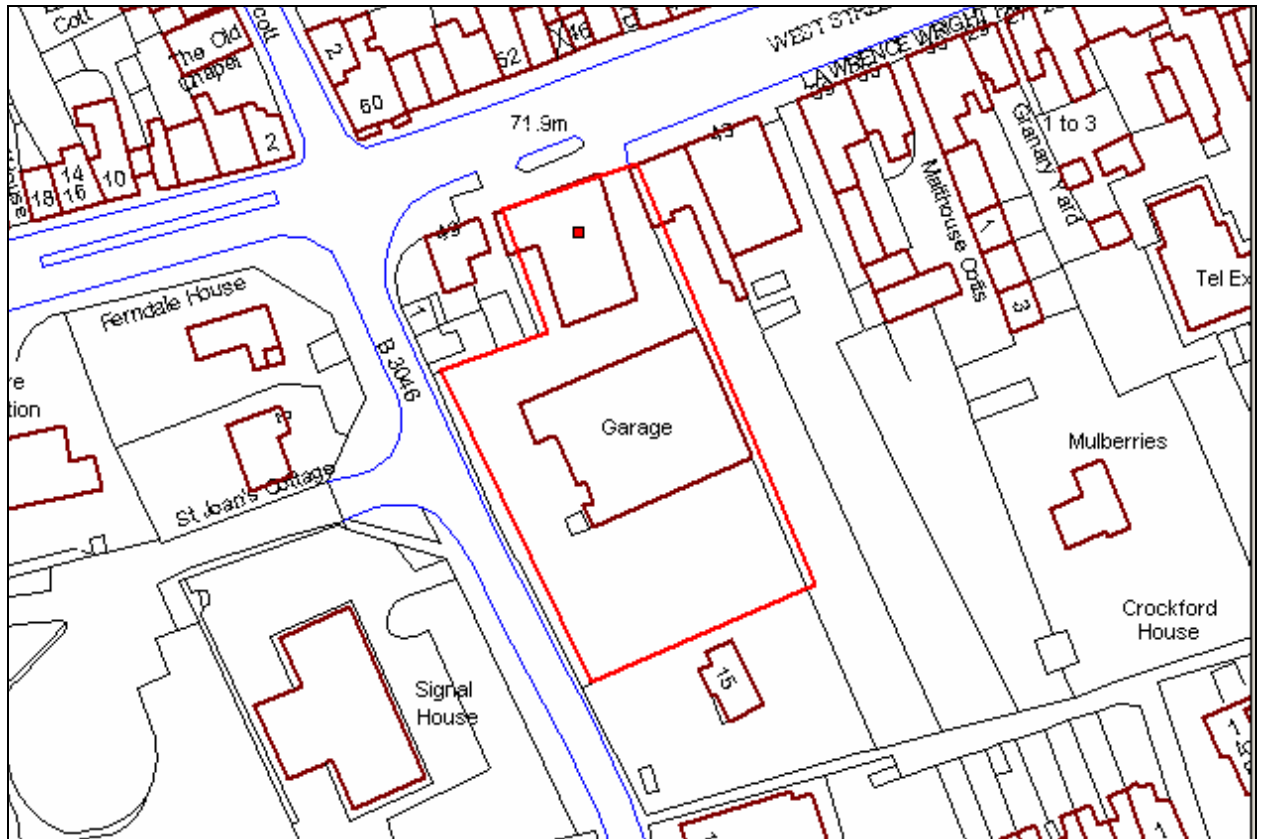
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**SITE LOCATION PLAN**

**Case No:** 04/01266/FUL      **W No:** W09122/07

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### Site Description

- The Hankins Garage site is located to the south east of the junction of West Street and Jacklyns Lane, Pound Hill and The Dean and comprises about 0.3 hectares.
- A single storey car showroom building fronts onto West Street and includes a petrol sales forecourt and lay-by in front. The site is no longer in use and is boarded up in preparation for redevelopment and demolition has commenced on site.
- There is vehicular access to the main car repair/service workshop buildings to the rear.
- The Jacklyns Lane frontage consists of open tarmac car parking and storage areas, with the workshop buildings behind occupying a central position on the site.
- This part of the site is elevated above pavement level by a retaining wall with a hedgerow on top.
- There is vehicular access towards the south end of this part of the site where the site slopes down to pavement level.
- Adjoining the site to the north east and south east are two dwellings, fronting onto West Street (a listed building) and Jacklyns Lane respectively. The gardens abut the entire length of these site boundaries.
- The frontage around the corner between West Street and Jacklyns Lane comprises two shops (listed buildings) with a retail store behind (West Street) and a pair of semi-detached dwellings (Jacklyns Lane).
- There are additional listed buildings opposite the site on the north side of West Street.

### Relevant Planning History

**W09122** Paint spraying workshop and ventilation system - 47 West Street Alresford Hampshire SO24 9BT - Application Refused - 24/04/1986

**W09122/01** Paint spraying workshop and ventilation system - 47 West Street Alresford Hampshire SO24 9BT - Application Refused - 04/08/1986

**W09122/02** Paint spray and drying booth, boundary fence - 47 West Street Alresford Hampshire SO24 9BT - Application Permitted - 08/12/1986

**W09122/03A** (Amended Description) Non-illuminated fascia sign - 47 West Street Alresford Hampshire SO24 9BT - Application Refused - 31/07/1990

**W09122/04A** (Amended Description) Non-illuminated fascia sign and non-illuminated projecting sign - 47 West Street Alresford Hampshire SO24 9BT - Application Permitted - 01/10/1991

**W09122/05** (AMENDED DESCRIPTION) Erection of 16 no. dwellings (including 5 No. affordable social housing dwellings), 3 no shop units and associated car parking. - 47 West Street Alresford Hants SO24 9BT - Application Permitted - 21/06/2002 – *please refer to drawing reference no. indicating approved layout A1119/113 rev. B.*

**W09122/06LBCA** Demolition of existing redundant car showroom and vehicle repair workshop buildings - 47 West Street Alresford Hants SO24 9BT - Application Permitted - 21/06/2002

### Proposal

- New co-op store with 436m<sup>2</sup> floor area with bin store to rear and lift to northern side.
- 2 no. one bedroom and 1 no. two bedroom flats above store;
- 8 no. two, three and four bedroom dwellings;
- 3 no. one bedroom flats;
- associated garages, carports, parking, and new access.

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**Consultations**

Conservation:

- Significant improvements made to massing, roofscape and overall design of the commercial building and residential 'warehouse' building to rear. The shopfronts look perhaps oversimplified – their proportions and detailing could be improved. Still concerns over the treatment of hard landscaping to the residential area – it should be less like a close and more courtyard like. Eliminating the kerb and pavement to turning area would help.

Engineers:Drainage:

- The foul water sewers are contained within the adjacent highway with storm water going to soakaways. Provided building regs approval is granted and the EA consulted then no objection.

Engineers:Highways:

- Recommend refusal due to delivery vehicle turning and pick up / drop off point proposed, presenting a danger to pedestrians and vehicles. Full comments in assessment below.

Environment Agency:

- No adverse comments to make, requires condition that no development shall take place until the developer has carried out adequate investigation to assess the degree of contamination and to determine its water pollution potential.

Sites and Monuments Officer:

- Planning permission should only be granted subject to a condition for a programme of archaeological work recording in mitigation of the development.

Forward Plans:

- We can be sympathetic to the need of Co-op to have additional space for their store and that the proposal currently has local support however this will not outweigh the other material considerations and concerns such as the siting in context of the adjacent listed buildings and Conservation Area and the highways issues.

Landscape:

- Previous concerns have not been addressed regarding levels and the fragmented appearance of the courtyard area. More information required including cross sections showing courtyard area in relation to housing; confirmation that the bin store area with temp storage of palettes as per existing site is adequate. One option to address highway issues is to redesign the rear courtyard area perhaps removing the two central semis in order to provide flexibility to provide a solution for the courtyard both practically and in visual terms.

Southern Water:

- No adverse comments.

English Heritage:

- Comment refer to unamended plans. A retrospective design that copies earlier architecture in Alresford. A subtle contemporary design solution could be found from the surrounding architecture. It's ironic that the simple barn structure to the rear is not being retained. The rear (east ) lacks the attention the frontage has achieved. The Jacklyns Lane elevations could be more imaginative.

Architects Panel:

- This is a significant site in the middle of Alresford. The mass of the business has grown to accommodate a large foodstore that is presented to West Street as two shops. The shop frontage design offered in the approved scheme is preferable to this submitted scheme. It also combines more satisfactorily with the fenestration provided for the upper floor accommodation.
- Overall the scheme has lost much of the appropriate scale of the approved proposal that Alresford requires. The side NE elevation amendment proposed is seen as an improvement to be supported as is the amended rear elevation. The urban scene would be assisted by placing the residential accommodation above the shop on the main West Street elevation.

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Housing Enablement:

- The application is for 14 units on a 0.3 ha site with a density of 55 dwelling per hectare (dph) which is below current threshold in adopted local plan of 15 units or on a site of 0.5ha. As the density is up at 55 dph the developer is not trying to get round the threshold level by dropping a unit. On this basis, enablement are not in a position to request any affordable units which is regrettable. If DC are giving weight to the emerging local plan then enablement would request the full 35% (4.9 units: 4 on site and 0.9 as an off site contribution) of the site as affordable.

**Representations:**

New Alresford Town Council

- Initial support withdrawn. Objection to proposal:
- The revision does not improve access from West St for delivery vehicles which is very tight, no segregation of cars and HGVs; NATC agree with engineers conclusion on this matter; amendments will need to be made to resolve this which could impact on the site layout, types of dwellings particularly if they link access from West Street with Jacklyns Lane.
- No guarantee of affordable housing provision as one dwelling below threshold, this is contrary to impression given by the applicants at presentation of June 2004 it was on this basis that the application was initially supported. The council believes strongly that a minimum of 4 affordable dwellings should be provided so development should be replanned to accommodate 15 dwellings to make requirement mandatory, or threshold lowered – refer to appeal decision on 16-20 Grange Road where Inspector noted threshold of 5 appropriate in some circumstances.

Alresford Society

- Accept the re-siting of Co-op but object strongly to the scheme as put forward as it appears the larger commercial area has just been imposed on the original scheme:
- Three private car spaces in commercial area, access restricted when HGV delivering, mixed use undesirable and increased pressure on West St;
- Pedestrian access dangerous due to traffic sharing soace, so it should be separated;
- Noise of plant needs to be controlled in the interests of residents;
- Access adjacent garden of no. 45 should be removed as it invites destruction of last of Burger plots in West St, bollards should be placed on side of truck entrance and more traffic emerging at a bad point on Jacklyns Lane;
- Loss of previously approved square feature, and used as outside storage for co-op;
- Signage needs careful consideration;
- Subdivision of The Alders garden.

Campaign to Protect Rural England

- Objection, the scheme differs greatly from approved proposal;
- Traffic and parking already a problem which will be made worse;
- Little concern for detailed appearance.

Letters of representations have been received from 6 Neighbours: Including 2 objections and 4 comments / concerns. 1 new objection received after re-consultation of amended plans. All grounds are below:

- Alresford already served by food stores, multiple alternative retailers preferable as approved and housing in this will better meet local needs;
- Frontage and size of store out of keeping in historical area; this is an opportunity to improve the area by removing Hankins garage;
- Concern that boundary wall to north residence and privacy is retained;
- Problems with car parking created for existing flats on West Street, could additional parking be provided?
- The increase in traffic on junction of West St, The Dean and Jacklyns Lane from residential development already approved will be further exacerbated by increased traffic to foodstore which cannot supply parking required;

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- General congestion will get worse by this development – traffic lights suggested to help residents egress.
- Noise from HGVs.

**Relevant Planning Policy:**

Hampshire County Structure Plan Review:

- UB3, T4, T5, T12, H7, H8, H11, R2, E1, E2, E16, E17

Winchester District Local Plan

- HG2, HG6, HG7, HG8, HG9, HG11, HG18, EN4, EN5, EN7, EN8, EN9, EN13, EN17, H1, H5, H7, E2, FS1, FS2, RT3, T9, T11.

Winchester District Local Plan Review Deposit and Revised Deposit:

- DP1, DP3, DP4, DP5, DP6, DP9, DP12, DP16, HE1, HE4, HE5, HE6, HE7, HE8, HE16, H2, H5, H7, E2, SF1, RT3, T1, T2, T3, T4, T5.

Supplementary Planning Guidance:

- Achieving a Better Mix in New Housing Developments
- Design Guidance for the Control of Shopfronts and Signs
- Winchester Housing Needs Survey
- Winchester Retail Study (Natham Lichfield & Partners)
- Assessment of retail Floorspace Needs in Winchester (Llewellyn Davies)
- Technical Paper: Open Space Provision and Funding
- Guide to the Open Space Funding System
- Movement, Access, Streets and Spaces
- Parking Standards 2002

National Planning Policy Guidance/Statements:

- PPG 1 General Policy and Principles
- PPG 3 Housing
- PPG 6 Town Centres and Retail Developments
- PPG 15 Planning and the Historic Environment

**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
- Comments on representations
- Historic heritage/conservation area/listed building

Principle of development

- The principle of the redevelopment proposal is acceptable as the site lies within the main settlement boundary of Alresford and permission has previously been granted in 2002 to replace the garaging (an employment use) with retail and residential.
- A requirement for a larger Co-op store has been identified by the applicants for the site, in order to make the redevelopment and store itself viable. The approved layout has been utilised for this application with the significantly larger Co-op inserted within it in place of the 3 small retail units to the front and the amenity area behind.

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Impact on character of area

- The scale and design of the proposed Co-op store, in particular its roof structure, was initially too bulky in relation to the spatial characteristics and massing of surrounding properties. Therefore this design would have had a detrimental impact on the setting of the adjacent listed buildings and conservation area when viewed from West Street and Jacklyns Lane.
- However revised plans show that the roof ridge has been lowered by 0.6m due to the Co-op building being reduced in width by 3.5m resulting in a much more acceptable built form in keeping with surrounding spatial characteristics having no detrimental impact in the area.

Detailed design

- The building facing the courtyard has been revised so that it is more barn like and in keeping with the area; the number of window openings has been reduced, a central gable element has been introduced at 1<sup>st</sup> floor to break up this elevation and the building will now be almost entirely clad in timber changing the character of the building and enhancing its finish.
- The other proposed housing is identical to the approved planning permission, with the exception of the central block of houses (allocated for social housing under W09122/05). Two of the five original houses here have been omitted in this application, to allow space for the larger Co-op building. Amended plans were received to turn the three remaining units so that front elevations address the public realm and their materials relate to the co-op building.
- Amended plans have also been received to improve the amenity area behind the Co-op store which was initially cramped with the various uses proposed for this space for parking, bin storage and seating impinging upon one other. The space is now larger with the loss of one parking space, the seating and the walled gardens behind the central houses. Pedestrian access through the site which was an important feature of the approved scheme was also gated off, as preferred by the Co-op for their service area, but this has now been reinstated.
- Whilst more information is still required on levels and the surface treatment of this area and whilst this space is not as effective as the approved open amenity space with some conflict perhaps remaining between the Co-ops use of this area and the publics, this is not considered materially harmful to the scheme and area.

Residential amenities

- The proposed Co-op building with flats above and 3 dwellings to the north eastern part of the site will have no detrimental impacts on the nearest properties to the northeast. A window on the north eastern elevation to a living room of the end flat above the Co-op has been omitted from first floor level to prevent overlooking of The Alders.

Highways

The current revised application is unacceptable from a highway point of view, material concerns are noted below:

1. The area of land at the front of the site in West Street is publicly maintainable highway. The application drawing currently shows a new lay-by arrangement at the front of the site, which should be included within the red line as confirmed by HCC and a Section 278 Agreement will need to be completed. The applicants have not made contact with HCC to agree in principle the provision of a lay-by in this location, however HCC have confirmed that this would be unacceptable as any vehicles parked in it will severely restrict visibility at the West Street / Jacklyns Lane junction.
2. It is intended to service the food store directly from West Street using large articulated lorries reversing into the narrow access road running to the northeast of the site. Manoeuvring will require HGVs to utilise the entire width of West Street then reversing into the 4.0m wide access road. Amended plans have been provided by Evan Grant Consulting Engineers to show how this may be achieved. However this scenario is unacceptable as this is a new build development. West Street is a classified busy main road which experiences a high volume of traffic and so it would be extremely dangerous to have these large vehicles reversing into such a tight area,



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blocking the free flow of traffic on West Street, to the detriment of pedestrian safety for those using the footway at the front of the site. There is no pedestrian intervisibility at the site access junction with West Street which will mean that pedestrians could step out into the path of vehicles emerging from the access road.

3. Pedestrians will be able to walk through the site when a HGV is parked in the access road. This would only leave 700mm clearance either side of the vehicle whilst stationary and is therefore dangerous to the pedestrian. It is recognised that a similar arrangement exists at present at the existing smaller shop, however this is an historical situation which the highway authority has no control over. The two large steel bollards either side of this site access have both repeatedly been struck by vehicles and the corner of the existing building has been damaged by vehicles reversing into that site. There is no reason why this situation will be different if permitted in its submitted form.

This situation as proposed contradicts the guidance produced by The Freight Transport Association in its document "Designing For Deliveries". When the design does call for vehicle reversing, maintaining the drivers line of sight will be a consideration. Such 'blind' manoeuvres should be avoided, and reasonable tolerances and safety margins must be incorporated and so the proposed delivery access is unacceptable from a highway safety point of view.

4. The rear area of the shop will also serve a number of car parking spaces, some of which will be allocated to the residential element of the proposal. If a service vehicle is parked within the access road, this will obstruct any vehicles wishing to exit the site, but more importantly wishing to enter the site. These vehicles will be forced to wait on West Street or 'drive around', until the service vehicle has departed. This is an unsatisfactory arrangement.

5. The number of car parking spaces has been reduced from the previously approved scheme, where 14 were required for 16 dwellings, and is now far below Hampshire County Councils parking standards. A total of 13 accessible car parking spaces are being provided to serve the 14 units shown. This equates to an average of 0.9 spaces per unit, meaning that at least 1 dwelling will have no car parking at all. The parking spaces that have been provided are located inconveniently to the properties which they serve and the lack of parking will inevitably result in cars parking on Jacklyns Lane, and within the development site, to the detriment of manoeuvring space for any service vehicles.

6. Adequate cycle parking has not been provided in accordance with HCC standards. The garages proposed are not of adequate size to incorporate cycle parking. Provision is made to share cycle parking space with bin storage however this is not an attractive or overall satisfactory option.

The above highway comments outline fundamental issues which need to be resolved, and perhaps could be if the application site is completely reviewed. However the agent has confirmed that their client is not willing to invest further time in re-designing the whole site to satisfactorily accommodate the much larger Co-op building. In addition they will not contemplate the use of Jacklyns Lane for delivery vehicles to access the rear of the Co-op store as it would affect the ultimate development value of the site. Therefore the application as submitted should be refused for the highway reasons as set out.

The applicants have set out a number of points for Planning Committee to consider to address the issues raised regarding highway safety and other issues. This is attached at the end of this report for consideration.

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Public Open Space Provision

- An off site contribution would be required for the provision of public open space. However the application should also be refused as no provision has been made by the applicants for this.

Comments on representations

- Comments regarding the highway concerns are reflected above by highway engineers. However it is not considered that the principle of allowing a larger supermarket store in Alresford will be out of keeping – the design will satisfactorily fit into the existing street scape.
- It is regrettable that there is no policy mechanism to enable an element of affordable housing within the site to be secured, as the scheme has reduced from 16 (trigger number 15) to 14 dwellings, particularly as the developers had first indicated that they would provide some social housing due to the local support for the scheme. It is possible that the site could accommodate 15 units plus the larger Co-op building if the layout on the whole site was reconsidered.

Conservation area / listed building

- No refusal reasons regarding the impact of the proposal on the historic context of the site is recommended as the proposed design would preserve and likely enhance the conservation area and will not have a detrimental impact on the historic interest of the adjacent buildings.

**Recommendation**

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

**Conditions/Reasons**

01 Adequate provision cannot be made on the site for the parking of vehicles in a satisfactory manner.

(Inadequate Parking)

02 Any development on this site without adequate provision for rear-loading and parking facilities would be likely to interfere with the free flow of traffic on West Street to the danger of road users.

(Inadequate Rear Loading/Parking)

03 The proposed development would be likely to encourage the parking of vehicles on the public highway which would interrupt the free flow of traffic and thereby add to the hazards of road users at this point.

(Parking on Highway)

04 The proposal does not provide adequate facilities to enable a vehicle to turn on the site and so enter a highway in a forward gear which is considered essential in the interests of road safety.

(No turning on site)

05 The use of the proposed northern access would be likely to cause undue interference with the safety and convenience of the adjoining highway.

(Access Unsuitable)

06 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

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(Review), in that it would undermine this Plan's Policies for recreational open space provision within the District.  
(No Open Space)

**Informatives**

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

Hampshire County Structure Plan Review: UB3, T4, T5, T12, H7, H8, H11, R2, E1, E2, E16, E17.

Winchester District Local Plan Proposals: HG2, HG6, HG7, HG8, HG9, HG11, HG18, EN4, EN5, EN7, EN8, EN9, EN13, EN17, H1, H5, H7, E2, FS1, FS2, RT3, T9, T11.

Emerging Development Plan- WDLP Review Deposit and Revised Deposit: DP1, DP3, DP4, DP5, DP6, DP9, DP12, DP16, HE1, HE4, HE5, HE6, HE7, HE8, HE16, H2, H5, H7, E2, SF1, RT3, T1, T2, T3, T4, T5.

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Comments of agents (Turley Assoc) addressing issues of concern dated 22 November 2004.

- 1) The Retail Need Assessment demonstrates that 77% of Alresford households undertake most of their food shopping outside the town in Winchester, predominantly at the out-of-centre Tesco store. The proposed store will provide a more attractive shopping facility and will encourage linked-trip shopping and increase footfall within the town centre.
- 2) The Sequential Assessment confirms there is no alternative site for the Co-op store.
- 3) The proposal is to relocate the nearby existing Co-op store and to provide a larger food store for the benefit of the local community. There is a history of HGV vehicles reversing into and parking at the side of the existing store. The Co-op is happy to accept restrictions on the re-use of existing store designed to preclude HGV movements.
- 4) Planning permission exists for 3 shop units at the Hankins Garage site with the same servicing and HGV delivery arrangements as is now proposed (i.e. access from West Street).
- 5) The last use of the site included a car showroom and petrol sales and hence there is a history of car transporters, petrol delivery and other vehicles reversing into and exiting the site from West Street.
- 6) HGV's servicing the existing Tesco Express in Broad Street park on the road. The off-street delivery arrangement at the application site is preferable.
- 7) The prospect of HGV's reversing into the area at the side of the store is not uncommon in a historic town centre context. The suggestion that this is "extremely dangerous" ignores the fact that traffic speeds are low, the drivers are highly competent and will exercise care and judgement to ensure no detriment to pedestrian safety when entering and exiting the site.
- 8) The applicant has offered to increase the access width from 4.0 to 4.5 metres to ensure the reversing manoeuvre can be completed more safely. A wider access (i.e. 4.5 metres) would facilitate pedestrian access at the side of the 2.6m wide delivery vehicles.

L.P.As do not normally require that highway land be included in the red line area. Also it is normal practice for the Planning Committee to consider proposals in the context of a subsequent requirement to secure a S278 Agreement.

Additional information will be submitted (i.e. in support of the layout already submitted) in respect of the rear yard area including details of levels, surface materials landscaping etc. Please note that a total of 15 spaces are envisaged for the 14 dwellings. Details of the 3 carport layout are being produced to demonstrate vehicular access is achievable to all three spaces – *At time of report writing, this had not been received.*

A planning condition could be imposed requiring that cycle parking facilities be provided.