

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA 23 August 2007

Winchester City
Council
Planning Department
Development Control

TEAM MANAGER
SIGN OFF SHEET

Committee Decision

| | | | |
|------------------------|------------------------------|----------------------------|---------------------------|
| Case No: | 07/00359/FUL | Valid Date | 6 March 2007 |
| W No: | 10350/07 | Recommendation Date | 2 August 2007 |
| Case Officer: | Mrs Julie Pinnock | 8 Week Date | 1 May 2007 |
| | | Committee date | 23 August 2007 |
| Recommendation: | Application Permitted | Decision: | Committee Decision |

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| Proposal: | Erection of 2 no. detached houses, associated parking and new vehicular access onto Quarry Road, erection of flat building comprising 2 no one bedroom units, 4 no. two bedroom units and pedestrian access onto Petersfield Road |
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| Site: | 22 Quarry Road Winchester Hampshire SO23 0JG |
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| Open Space Y/N | Legal Agreement | S.O.S | Objections | EIA Development | Monitoring Code | Previous Developed Land |
|----------------|-----------------|-------|------------|-----------------|-----------------|-------------------------|
| YES | YES | NO | YES | NO | | |

| DELEGATED ITEM SIGN OFF | | |
|--|------------------|-------------|
| APPROVE Subject to the condition(s) listed | | |
| | Signature | Date |
| CASE OFFICER | | |
| TEAM MANAGER | | |

AMENDED PLANS DATE:- 6th July 2007

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Item No:
Case No: 07/00359/FUL / W10350/07
Proposal Description: Erection of 2 no. detached houses, associated parking and new vehicular access onto Quarry Road, erection of flat building comprising 2 no one bedroom units, 4 no. two bedroom units and pedestrian access onto Petersfield Road
Address: 22 Quarry Road Winchester Hampshire SO23 0JG
Parish/Ward: Winchester Town
Applicants Name: Abbotswood Properties Ltd
Case Officer: Mrs Julie Pinnock
Date Valid: 6 March 2007
Site Factors: Tree Preservation Order
Recommendation: Application Permitted

General Comments

This application is reported to Committee because of the number of objections received.

Since the original submission, amended plans have been submitted by the agents. These amendments relate to levels; trees; hard and soft landscaping.

There have been a number of applications seeking redevelopment of the site with residential development.

Site Description

The application site currently comprises 1 detached dwelling with vehicular access from Quarry Road. Quarry Road is characterised by trees and hedgerows, with dwellings set back from the road at a lower level. The land slopes steeply from Quarry Road down to Petersfield Road, and there is a 20m fall from the north to the south of the site. There is no vehicular access to the site from Petersfield Road.

To the west of the site is 'Blore House', 20 Quarry Road a detached two storey dwelling which is set down from the road. It has a large frontage, and its rear garden extends to the south to Petersfield Road. To the east of the site is 24 Quarry Road a detached two storey dwelling, again set down from the road taking advantage of the steep slope, its rear garden boundary extends to Petersfield Road.

As Quarry Road heads east, it curves to the north, therefore the gap between Quarry Road and Petersfield Road is wider, and dwellings have frontage along Quarry Road and Petersfield Road.

There are a number of trees protected at the site, and mature hedgerows and vegetation. The application site is 0.19 hectares.

The site is outside the Winchester Conservation Area, although there are views into the site from the Conservation Area.

Proposal

The proposal involves the demolition of the existing dwelling, 22 Quarry Road, and the provision of 2 detached four bedroom dwellings and a block of apartments providing 4 two bedroom units and 2 one bedroom units.

The application is supported by a contextual analysis and tree survey schedule and arboricultural addendum report. In addition a consultation report has been submitted which details the

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applicants pre-application work, which includes a public exhibition and discussions with local residents and Planning Officers prior to the submission of the application.

The detached dwellings are proposed to be situated to the north of the site, with a shared vehicular access from Quarry Road. Parking, visitor cycling and bin store areas are provided.

The apartment block is proposed to the south of the site, with a pedestrian access from Petersfield Road. Provision has been made for resident and visitor cycling and a bin store area. No vehicular parking is proposed for the apartments.

The site density equates to 42 dwellings per hectare.

The buildings are to be constructed in orange red and red multi stock bricks and red/brown clay roof tiles.

To the west, House 2 is approx 3m from the western boundary, and there is over 14m between the side elevation of 20 Quarry Road and this dwelling. To the east, House 1 is 2.5m at its closest to the southern boundary and there is 10m between the side elevation of 24 Quarry Road and this dwelling.

Pedestrian access to the rear garden of these two dwellings will be shared, with access between the two dwellings. No pedestrian access is proposed along the eastern or western sides of these dwellings.

The apartment block is set back 8.5m from the southern boundary of the site adjacent to the Petersfield Road, and 8.5m from the western boundary and 7m from the eastern boundary.

Relevant Planning History

W10350 - Demolition of existing dwelling and erection of 2 new dwellings and garages and construct new access - Application Refused - 14/03/1988

W10350/01 - 2 No Houses - Application Refused - 11/08/1988 – Appeal Allowed 14/12/1988

W10350/02 - 2 no. Houses and 1 no. garage - Application Refused - 10/08/1988

W10350/03 - 2 no. detached dwellings, retention and alterations to existing double garage, one attached double garage and alterations to existing access - Application Permitted - 07/10/1999

W10350/04 - Replacement of existing house with 4 No. semi-detached three bedroom dwellings and a block of 10 No. two bed flats with associated access and parking - Application Withdrawn - 02/01/2003

W10350/05 - Residential development comprising replacement of existing dwelling and garage with 4 No. three bedroom semi-detached dwellings, 2 No. two bedroom flats and 8 No. one bedroom flats with new access and associated parking and landscaping - Application Refused - 22/06/2005 – Appeal Dismissed 22.06.2005

W10350/06 - Residential development comprising replacement of existing dwelling and garage with 4 no. three bedroom semi detached dwellings, 2 no. two bedroom flats and 8 no. one bedroom flats with new access and associated parking and landscaping - Application Refused - 09/08/2004

Consultations

Conservation: Recommend refusal

“...the lower block will have a detrimental affect on views out of the Conservation Area and the immediate and wider landscape setting”.

Engineers: Drainage: No objection

Advises that to access public foul sewer will entail pumping the effluent from the dwellings up to Quarry Road. Comments that pumping station likely to remain private by a management

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company.

Engineers: Highways: No objection subject to conditions

Satisfied with cycle and bin storage provided in this application. Advises that site is within the controlled parking zone, residents of apartments will not be able to apply for parking permits, although there are opportunities for parking to the east along Petersfield Road.

Landscape: No objection subject to conditions

Additional information on plots 1 and 2 alleviates concerns on detrimental visual impact. Comments that site will be visible in views from south and south east, which is AONB and proposed South Down National Park. Comments that existing tree cover filters views of the site from site which helps blend the site in with the surrounds, particularly St Giles Hill. Also comments on the Local Area Design Statement and highlights specific references in the document applicable to the site. Also comments that Arboricultural report and addendum report is acceptable, which includes the recommendation for new tree and shrub understorey planting along the southern boundary.

Environment Agency:

Assess proposal as having low environmental risk, but due to workload prioritisation unable to make full response.

Southern Water:

Does not wish to comment.

Representations:

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

- Density
- Bulk and mass
- Loss of privacy/overlooking
- Loss of amenity
- Increase in traffic
- Highway safety
- No parking for apartments will encourage on-road parking
- No mains drainage
- Contrary to Local Plan and Neighbour Design Statement
- Visual impact in views from St Giles Hill
- Change character of area
- Inadequate plans
- Loss of trees/wooded hillside

Reasons aside not material to planning and therefore not addressed in this report

- Contractor and service vehicle parking
- Ownership of boundary

0 letters of support received.

Relevant Planning Policy:

Hampshire County Structure Plan Review:

UB3, H1, H2, H7, T4, T5, T6, E4, E6, E8, R2

Winchester District Local Plan Review

DP.1, DP.3, DP.4, DP.6, DP.10, H.1, H.3, H.5, RT.4, T.1, T.2, T.3, T.4 and T.5

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPG 3 Housing

PPG 13 Transport

PPG 15 Planning and the historic environment

Supplementary Planning Guidance

Winchester – St Giles Hill Neighbourhood Design Statement

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Other Planning guidance

Guide to the Open Space Funding System
Housing Monitoring Report
Movement, Access, Streets and Spaces
Parking Standards 2002
Winchester District Urban Capacity Study
Winchester Housing Needs Survey

Planning Considerations

Principle of development

The site is situated within the defined settlement boundary of Winchester, where there is a presumption in favour of residential development subject to an assessment that the proposal accords with appropriate national and local plan policies.

The site is within the St Giles Hill Neighbourhood Design Statement which described the area of St Giles Hill and gives advice on development in the area. The document highlights the 'panoramic views' from this site (pp8-9), the need to retain these views from the countryside and the need for careful positioning of any development on slopes to avoid dominating slope and ridgelines (p14). In terms of proposed development, the low density building to plot size ratio is considered an important factor to ensure retention of local character and adverse visual impact (p15). Sufficient space around buildings is also considered of importance to facilitate tree cover and maintain local character (p17).

Policy DP3 of the local plan requires amongst other things that development responds positively to the character, appearance and variety of the local environment; keeps parking to a minimum; not to have an unacceptable impact on adjoining land uses and property; provides sufficient amenity and recreational space and makes adequate provision for the storage of refuse and recyclables.

The proposal for 8 dwellings provides a site density of 42 dwellings per hectare, which is within the 30-50 range recommended in policy H.7 of the local plan.

Policy H.7 of the local plan also requires all development to provide a range of dwelling sizes, with at least 50% small 1 or 2 bedroom units with a gross floor area of no more than 75 sq.m. The proposal achieves 75% smaller dwellings. The two bedroom dwellings have a floor area of between 65 and 68 sq.m. and the one bedroom dwellings have a floor area of between 47 and 52 sq.m.

Policy RT.4 of the local plan seeks to provide and improve public recreation space within the district. All new residential developments are required to provide sufficient space and facilities to meet the needs of its residents. In this instance an off-site financial contribution is proposed, and the applicant has indicated a willingness to submit a unilateral undertaking to fulfil the aims of this policy.

The principle of development as proposed is acceptable.

Design/layout

The design of the two houses and the appearance of the apartment block as a large dwelling fits in to the context of the area, being dwellings which sit in large plots with space between buildings, and preserves views into and from the site. The contextual analysis explores the urban grain and the plot ratio sizes and identifies views into and from the site. These informed the site opportunities and constraints.

The suggested materials are orange red & red multi stock bricks and red brown clay roof tiles.

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The St Giles Hill Neighbourhood Design Statement recommends mid red brick. No samples of the proposed materials have been submitted for initial consideration. A condition is recommended to require samples of the bricks and roof tiles to be used in the development. (Condition 2).

Also of consideration in the design and layout is the previous appeal decision in 2005. The appeal related to a proposal for 14 units, which proposed two large buildings to the north of the site, providing 4 dwellings in two pairs of semi-detached units, and two apartment blocks to the south of the site.

The Inspector raised concern over the presence of the buildings on Quarry Road which he commented would have a visual impact in Quarry Road, due to their prominent vertical façade and eaves line with two wide accesses. He also raised concern over the solid mass of the combined height and elevated position of the two apartment blocks which had a strong vertical emphasis. In longer views he considered that the apartments would be screened by existing vegetation, but that the four dwellings with three storey vertical rear elevations and elevation position were an intrusive feature on the hillside, with limited scope for planting.

There is concern by residents about the bulk and mass of the buildings, however Officers are satisfied that the siting and design of the buildings with the complimentary landscaping scheme will help filter views of the site in longer views. This part of Winchester, particularly St Giles Hill is characterised by suburban villa development and the layout and design of the buildings is characteristic of the area.

Impact on character of area and neighbouring property

The two dwellings which front Quarry Road are large buildings, although they are set down from Quarry Road and have overcome the original concerns raised by the Appeal Inspector. In views from Quarry Road they appear single storey as they are set down in the site. A shared vehicular access will facilitate the retention of a green frontage, characteristic of the street scene in Quarry Road.

In views from Petersfield Road and longer views these dwellings are three storey, taking advantage of the difference in levels within the site. Since the original submission and following discussions with Officers, amended plans have been submitted which allay Officers concerns about the visual impact of the two dwellings in longer views from the south. There will still be a requirement for further detailed hard and soft landscaping information. (Condition 7).

To the west side of the site, the west elevation of House 2, two windows are proposed, at the lower ground floor a secondary window to the family room is proposed, and at the upper ground floor a secondary window to a sitting room is proposed. Given the distance of 14m between the side elevation of the proposed dwelling and Blore House to the west and the retention of the existing cupressus hedge and bay hedge along this boundary, with a section of new hedge, it is not considered that the proposal will result in material overlooking or affect the amenities of the occupiers of Blore House.

To the east side of the site, the east elevation of House 1, two windows are proposed, at the lower ground floor a secondary kitchen window is proposed, and at the upper ground floor a small secondary window to bedroom 1, which is annotated on the plans to be obscure glazed. There is a distance of 19m between the side elevation of the proposed dwelling and 24 Quarry Road. Given the distance, and the proposal for a new hedge along this boundary, it is not considered that the proposal will result in material overlooking or affect the amenities of the occupiers of 24 Quarry Road.

The apartment block is three stories high, with accommodation in the roof, and a basement level. There are windows proposed on all elevations of the apartment block. The building is proposed to take advantage of the levels, being cut into the slope in the land. The western boundary of the

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site has an existing cupressus hedge, with new hedge planting proposed along part of this boundary towards the south of the site. Along the eastern boundary an existing mature hedge is to be retained. It is not considered that the proposal results in material overlooking or affects the amenities of the occupiers of the two proposed dwellings to the north of the site, or the occupiers of Blore House to the west or 24 Quarry Road to the east due to the levels of the site and existing and proposed boundary planting.

Landscape/Trees

The site has a number of mature trees and vegetation, a detailed tree survey and an arboricultural addendum has been submitted along with a 1:100 site layout plan. These detail the tree protection and planting.

Initially officers had concerns over the siting of the proposed dwellings, and the relationship of the boundary between these dwellings and the flats. The concern related to the ability to landscape on the slope so close to the apartment block to provide an effective filter of the two dwellings in long views.

Amended landscape plans which additional information on levels and the arboricultural addendum has overcome these concerns. The details need fine tuning but this can be resolved through the submission of landscape details by condition. (Condition 7).

Highways/Parking

The two dwellings with shared access from Quarry Road have 2 parking spaces each, with room for visitor parking. No parking is proposed for the apartment block, which given the location of the site in safe and convenient walking distance to Winchester and access to a range of public transport is considered acceptable. Secure covered cycle parking is provided for the occupiers of the apartment, along with secure cycle parking for visitors. Pedestrian access is proposed at Petersfield Road.

Local residents have serious concerns regarding the lack of parking provision for the apartments, suggesting that parking will occur along the road. The highway engineer has advised that the site is situated within the controlled parking zone, and residents of the apartment block will not be eligible to apply for parking permits. He does acknowledge that there are road side parking opportunities on the east of Petersfield Road, however this is outside the control of the Local Planning Authority.

One of the key objectives of PPG13 is to “promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling”, these aims are re-inforced in PPS3 and transport policies of the local plan.

Other Matters

In order to connect to the public foul sewer in Quarry Road, the effluent will need to be pumped up the site to Quarry Road. This will require the provision of a pumping station. Local residents are concerned about the lack of drainage and associated noise a pumping station will create. Following informal discussions with the Council’s Building Control section, officers are satisfied that a pumping station (underground) will operate without harm to the occupiers of the apartments/dwellings or near neighbours.

There is also concern about surface water, particularly with regard to the slope of the land. Surface water is proposed to a soakaway at the site.

There is concern that the submitted plans are inaccurate in that some of the trees/hedgerow are not in the ownership of the applicant, and that the red line is inaccurate, therefore the Article 7 certificate was incorrectly completed. There was also a criticism that the plans have no written dimensions.

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Officers put these concerns to the applicant who confirmed that the application was accurate. The applicants have now indicated where the sections cross through the site, and provided more information on levels.

Planning Obligations/Agreements

In seeking the planning obligation(s) and/or financial contributions for £11,770, the Local Planning Authority has had regard to the tests laid down in Circular 05/2005 which requires the obligations to be necessary; relevant to planning; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects.

Recommendation

Application Approved subject to the following condition(s) and the applicant entering into a legal agreement to secure:

- Public open space contributions: £11,770

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

Conditions/Reasons

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

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

2 No development shall take place until details and samples of the materials to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

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

3 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.

Reason: In the interests of highway safety.

4 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.

Reason: In the interests of highway safety.

5 The existing access to the site shall be stopped up and abandoned and the footway crossing shall be reinstated to the requirements of the Local Planning Authority, immediately after the completion of the new access hereby approved and before the new access is first brought into use.

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Reason: In the interests of highway safety and the amenities of the area.

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

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

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:
- car parking layout:
- hard surfacing materials:
- minor artefacts and structures (eg. street furniture, play equipment, refuse or other storage units, signs, lighting etc):
- proposed and existing functional services above and below ground (eg. drainage, power, communications cables, pipelines etc, including lines, manholes, supports etc.):

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:
- implementation programme:

Reason: To improve the appearance of the site 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.

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

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

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

10 Details of the design of building foundations and the layout, with positions, dimensions and levels of service trenches, ditches, drains and other excavations on site, insofar as they affect trees

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and hedgerows on or adjoining the site, shall be submitted to and approved in writing by the Local Planning Authority before any works on the site are commenced.

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

11 No arboricultural works shall be carried out to trees other than those specified and in accordance with the approved Method Statement and addendum.

Any deviation from works prescribed or methods agreed in accordance with the Method Statement shall be agreed in writing to the Local Planning Authority.

Reason: To ensure development is carried out in accordance with the submitted details.

12 No development shall take place until fully annotated elevations and sections at a scale 1:20 showing the following details: all windows and all doors; rainwater goods; eaves; ridges; chimneys; window cills; window heads; door heads; roof lights; dormer windows; balconies; brick detailing; porches; garden gates, walls and fences; steps; have been submitted and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with approved details before the dwellings are occupied.

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

Informatives

1. This permission is granted for the following reasons:

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

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

Hampshire County Structure Plan Review: UB3, H1, H2, H7, T4, T5, T6, E4, E6, E8, R2
Winchester District Local Plan Review: DP.1, DP.3, DP.4, DP.6, DP.10, H.1, H.3, H.5, RT.4, T.1, T.2, T.3, T.4 and T.5

3. The applicant is advised that a licence will be required to carry out highway works. Please contact: Hampshire Highways, Central Depot, Bar End Road, Winchester, SO23 9NP. (Telephone: 01962 892850).

4. The Arboricultural Officer shall be informed as soon as the construction exclusion zone has been fenced so that it can be inspected and deemed appropriate and in accordance with the approved Method Statement. Contact Kevin Cloud on 01962 848317.

5. The Arboricultural Officer shall be informed prior to the commencement of construction of special surfacing under tree canopies so that a pre commencement site visit can be carried out. Contact Kevin Cloud on 01962 848317.

6. All work relating to the development hereby approved, including works of demolition, or preparation prior to operations, should only take place between the hours of 0800 - 1800 Monday to Friday and 0800 - 1300 Saturdays and at no time on Sundays and Bank Holidays. Where allegations of noise from such works are substantiated by the Health and Housing Service, a Notice limiting the hours of operation under the Control of Pollution Act 1974 may be served

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7. No materials should be burnt on site. Where the Health and Housing Service substantiate allegations of statutory nuisance, 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.