

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Winchester City
Council
Planning Department
Development Control

TEAM MANAGER
SIGN OFF SHEET

Committee Decision

Case No:	06/02159/OUT	Valid Date	23 June 2006
W No:	00683/23	Recommendation Date	16 January 2007
Case Officer:	Mr Tom Patchell	8 Week Date	18 August 2006
		Committee date	
Recommendation:	Application Permitted	Decision:	Committee Decision

Proposal: Erection of 40 no dwellings with associated access and parking (OUTLINE)

Site: Downlands Estate Development Downlands Way South Wonston Hampshire

Open Space	Legal Agreement	S.O.S	Objections	EIA Development	Monitoring Code	Previous Developed Land
Y	Y	N	Y=67	N	Y	Y

DELEGATED ITEM SIGN OFF		
APPROVE Subject to the condition(s) listed	REFUSE for the reason(s) listed	
	Signature	Date
CASE OFFICER		
TEAM MANAGER		

AMENDED PLANS DATE:-

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Item No:	Item 1
Case No:	06/02159/OUT / W00683/23
Proposal Description:	Erection of 40 no dwellings with associated access and parking (OUTLINE)
Address:	Downlands Estate Development Downlands Way South Wonston Hampshire
Parish/Ward:	South Wonston
Applicants Name:	Mr And Mrs P Ward And Heritage Residential
Case Officer:	Mr Tom Patchell
Date Valid:	23 June 2006
Site Factors:	
Recommendation:	Application Permitted

General Comments

This application is reported to Committee because of the number of objections received and at the request of Councillor L Ruffell whose request is appended in full to this report.

Amended plans have been submitted, but there is no change in the overall number of dwellings. The amended plans were re-advertised with a site notice together with neighbour notification. The amendments are as follows:

- The rear parking court to plots 33 – 40 has been removed.
- The original plot 40 has been removed from the boundary with Oaklands and replaced with two parking spaces.
- Plots 34 and 33 have been turned though 90° and the dwellings moved away from the boundary with Oaklands. The two dwellings now front onto the internal road with a rear garden to the east.
- Former plot 32, now plot 33, has been turned through 90° in order that its rear elevation is no longer immediately adjacent to the northern boundary.
- Plot 31 has been re-orientated and joined by an additional dwelling to form a pair of staggered semi-detached properties.
- The layout of plot 27 has been amended with a parking space being provided to the west of the dwelling.

Site Description

The site is approximately 1.07 hectares of land set between the eastern and western branches of Downlands Way.

To the north of the site are the rear gardens of detached dwellings that front onto Downs Road. In two instances, bungalows have been developed within the long rear gardens.

The northern boundary has a number of large mature trees and hedging, providing a screen to the rear gardens and one of the bungalows.

To the eastern boundary are the detached and terraced dwellings of Downlands Way and Oaklands.

No.39 Downlands Way is set within 4 metres of the eastern boundary of the site and has two first floor windows in its side elevation overlooking the land.

Within Oaklands, Nos 1 to 3a have their rear elevations overlooking the site. These properties have relatively small rear gardens and the dwellings are set approximately 1 metre below the

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level of the application site.

The rear boundaries to the dwellings in Oaklands are delineated by low bramble hedging to allow for views over the adjoining land.

Adjacent to the north eastern corner of the site, 3b Oaklands, has its side elevation facing onto the site, but is screened from view by mature trees on the boundary.

To the south of the site is the Ox Drove with agricultural land beyond. To the south east of the site there are mature trees with a post and rail fence and open views of the land beyond.

On the southern boundary of the site, there is a pair of detached dwellings that are currently being constructed. These two dwellings have ground and first floor windows overlooking the site and are currently screened by the central belt of trees that run north to south through the site.

To the west of the site are dwellings within the western 'branch' of Downlands Way. To the boundary, a substantial hedge screens the windows of the adjoining properties from overlooking the site.

The site itself slopes from north to south and west to east.

Within the application site, there are three distinct characters. To the east is an overgrown area of grass with paths 'criss-crossing'. The central area contains a belt of mature and maturing trees, some of which are covered by an area Tree Preservation Order, many of the trees within the belt are self seeded. The area of woodland currently provides screening for a small complex of stables.

The western third of the site is grazed grass, which is used for horse riding and currently has a number of jumps and obstacles placed within the land.

The character of the surrounding residential development comprises detached, semi-detached and terraced properties with a mix of housing styles from bungalows to two-storey dwellings. The dwellings are set back from the highway by front lawns and driveways, which provides an open character to the area.

Proposal

The proposal has been made in outline with only means of access and siting to be considered at this time.

The proposal has indicated the retention of the group of TPO'd trees through the centre of the site.

Although each 'branch' of Downlands Way would be extended to provide vehicular access for the development, this would not result in the creation of a through route for traffic. Within the centre of the site it is proposed that an access of restricted width be provided for pedestrian and cycle access, with only emergency vehicular access possible.

It is proposed to provide a 'spine' of public open space running through the centre of the site, from north to south, within which most of the protected trees are located. A footpath is proposed to connect the development with the Ox Drove.

At this time, there are no details of the final design or appearance of the proposed 40 units, although there is an indication that the dwellings would be a mixture of 2, 2½ and 3 storeys.

Units 23-25 are shown to be three storeys and are located within the centre of the proposed development.

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Part of the proposed flatted development, units 1-7, is also shown to be 3 storeys, with the remainder of the building being 2½ storeys.

The north eastern part of the site has a relatively higher density of development than the remainder of the site.

Relevant Planning History

None

Consultations

Engineers: Drainage: No objection

- Subject to the applicant submitting a drainage strategy for the development should full consent be applied for, as is covered within proposed condition No 2.

Engineers: Highways: No objections

- Financial contribution of £120,000 should be made for improvement of the local transport strategy.
- Application has been supported with a safety audit, which has raised a number of issues.
- Not all of these issues have been addressed by the applicant.

Landscape: No objection

- Site is well concealed from principal vantage points.
- Unlikely to be significant adverse visual impact on either the village or the countryside.
- Landscaping and implementation conditions should be attached to any approval, proposed conditions No's 6 and 7.

Environment Agency: No objection

- Supporting information satisfies our original concerns regarding the risks of pollution.
- Site lies within a sensitive Source Protection Zone, any visibly contaminated or odorous material must be investigated.
- Pollution prevention measures should be incorporated wherever appropriate.

Southern Water: No objection

- The site can be supplied with foul sewage disposal together with a water supply.
- There are no public surface water sewers in the area and alternative means of surface water drainage are required.

Open Space: No objection

- Subject to the following sums being paid:
- Open space payment of £33,909
- Commuted sum of £11,081.40
- Inspection fee of £554.07

Strategic Housing: Support

- The applicant has proposed to provide 12 affordable housing units, the required 30% provision.
- A 50/50 split has been agreed with the applicant between rented and shared equity.
- Precise location, dwelling types and mix of the affordable housing is yet to be resolved.
- Housing need in South Wonston is 267 applicants for 1 bedroom rented accommodation; 71 for 2 bedroom accommodation; and, 67 are eligible for 3 bedroom accommodation.

Hampshire County Council Highways: No objection

- Providing the applicant enters into an agreement with the County to secure a financial contribution of £94,000 towards the local transport strategy.

Hampshire County Council Ecology: Object

- There is a basic ecology report attached to this application.
- This was not carried out in the appropriate season.
- Does not examine the relationship of the site within the landscape.
- Does not recommend how the environmental assets of the site should be incorporated within

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the proposed development.

- Does not provide a rigorous assessment of potential protected species
- A full site analysis is required, which is required to be submitted by proposed condition No 10.

Archaeology: No objection

- Archaeological remains were known within the vicinity of the site.
- Any remains within the site would have been compromised by the extent of the development within and around the site.

Hampshire Constabulary:

- If planning permission is approved the applicant should be encouraged to apply for an award under the ACPO Secured by Design Scheme.

Representations:

South Wonston Parish Council: Object

- 2½ and 3 storey development is not welcomed.
- The density is too high.
- Shared parking areas particularly that to the rear of properties within Oaklands is not satisfactory. (Now removed by amended plans).

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

- Out of keeping with the area.
- Detrimental impact on the local environment.
- Poor design.
- Density too high.
- No more houses in the village.
- Increased traffic generation.
- Road safety.
- Dangerous access onto Downs Road from Downlands Road.
- Additional pressure for parking.
- Intrusion of headlights from increased traffic.
- Pressure on the infrastructure of the village.
- Close proximity to adjoining dwellings and loss of amenity.
- Loss of privacy/overlooking.
- Increased noise intrusion.
- Precedent.
- Use/operation of proposed play area creating anti-social behaviour.
- Pressure on sewage system and drainage.
- Increase in air and light pollution.
- Riding stables should be retained.
- Detrimental affect to the water pressure within the local area.
- Contrary to policy.

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

- Road safety in relation to the local nursery school.
- Detrimental impact during construction.

5 letters of support received:

- Need for more affordable housing.
- Splitting development into areas will reduce pressure on relevant junctions.

Relevant Planning Policy:

Hampshire County Structure Plan Review:

UB3, H1, H2, H7, H8, T4, T5, T6, E1, E4, E6, E8, E12, E13, E14 and R2

Winchester District Local Plan Review

DP.1, DP.3, DP.4, DP.5, DP.6, DP.10, CE.10, HE.1, HE.2, H.1, H.3, H.5, H.7, RT.4, T.1, T.2, T.3,

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T.4 and T.5

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPS 3 Housing

PPG 13 Transport

Other Planning guidance

Guide to the Open Space Funding System

Housing Monitoring Report

Movement, Access, Streets and Spaces

Parking Standards 2002

Winchester Housing Needs Survey

Planning Considerations

Principle of development

The site is located within the settlement boundary of South Wonston and is not identified as protected recreational open space.

The policies of the adopted local plan support residential redevelopment and infilling within the defined settlements providing that the proposed development:

- Makes efficient and effective use of the land. The density of the proposed development is approximately 37 dwellings per hectare with the density of the immediate surrounding areas of Downlands Way between 22 and 25 dwellings per hectare.
- Responds positively to the character and appearance of the surrounding area. The proposed layout of the development does respond positively to the character and appearance of the surrounding area.
- Keeps parking provision to a minimum;
- Does not have an adverse or unacceptable impact on the occupants of adjoining properties;
- Contains sufficient open amenity and recreational space.

In addition, within a development of this size there is a need to provide for a mix of housing types and sizes. Also 50% of the proposed dwellings should be smaller dwellings, 1 or 2 bedrooms, with a gross internal floor area not exceeding 75 square metres.

There should also be the provision of an element of affordable housing, 30% of the proposed number of dwellings.

Planning Policy Statement 3: Housing (PPS3)

PPS3 Promotes more sustainable patterns of development and making better use of previously-developed land. This policy document seeks to provide wider housing opportunity and choice and a better mix in the size, type and location of housing than is currently available, and seeks to create mixed communities. PPS 3 also promotes good design in new housing developments in order to create attractive, high-quality living environments in which people will choose to live.

Open Space Strategy

Proposal RT.4 provides for improvements in the provision of recreational space in the settlements, particularly where there is insufficient land public recreational space and facilities.

Where there is an existing deficiency new developments will be expected to provide for improvements in those facilities and financial contributions will be sought where provision and improvements need to be made off-site.

Within South Wonston, the equipment within the main recreation ground meets NEAP standards, although some refurbishment is required. There is currently a shortfall in terms of play/sports area within South Wonston.

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An area to serve the western area of South Wonston more directly, could address both the distribution of facilities and deficiencies.

The submitted proposals would provide an area of on-site public open space and any shortfall in the provision of public open space, both play and sports facilities, could be overcome through an agreement to provide a financial contribution.

Affordable Housing

The scheme provides affordable housing in accordance with the adopted planning policies, which will be secured through a Section 106 legal agreement.

Achieving a Better Mix in New Housing Developments

There is an emphasis on increasing the proportion of smaller units, one and two-bedroom and encouraging a greater variation in the types of property being built.

The proposals put forward in this application are in outline form with only siting and means of access to be considered at this time.

As part of the supporting information, a schedule of the proposed housing that could be provided has been submitted. This information indicates that 50% of the dwellings are to be 1 or 2 bedrooms, although it cannot be confirmed if the units have a gross internal floor area of 75 square metres or less at this time.

Parking Standards 2002

The Local Transport Plan for Hampshire, Southampton and Portsmouth seeks to halve the rate of traffic growth by 2020. If a restriction on parking spaces is balanced by greater availability of alternative transport modes, then car use can be reduced.

The number of car parking spaces associated with new development is to be quoted as a maximum, to avoid over-provision. In addition, new residential developments should provide adequate cycle parking provision and facilities for cyclists, which will be provided.

The adopted parking standards seek to provide 1.5 spaces per dwelling, with the proposed development providing approximately 1.73 spaces per dwelling, which is in accordance with adopted standards.

Highways

The scheme is satisfactory from a highway point of view. The Highways Engineer has however stated that the proposed internal road layout could not become an adopted highway in its present form. The applicants and their agents have confirmed that the proposed highway would remain a private road, which is acceptable.

The engineer has commented that the parking spaces for plots 1-7 are not considered to be convenient for the dwellings, which could lead to parking on the highway. However, as an unadopted highway this would become a management issue.

Impact on character of area

The density of the proposed development is approximately 37 dwellings per hectare, which results from the proposed development of 40 dwellings on a gross site area of 1.07 hectares.

As part of the proposals put forward it is intended to retain a significant area of woodland through the centre of the site. The trees to be retained are all covered by an area Tree Preservation Order and represent a significant feature in the character and appearance of the surrounding area and therefore are considered a significant landscape buffer strip. As part of the originally submitted plans, there were a number of dwellings that were proposed to be located close to, or

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immediately adjacent to the site boundary. This would have created a poor relationship with the existing, adjoining, development, to the detriment of the amenities of existing occupants. The submitted amended plans have overcome this potentially detrimental relationship with regards to the siting of dwellings and the location of car parking. There would be a distance of approximately 25 metres between the rear elevations of the dwellings within Oaklands and the proposed dwellings. The proposed parking court has been removed, with the result of providing larger gardens to plots 33 – 40, with the parking now being provided by garages or driveways to the side of the dwellings.

There are no longer dwellings proposed with either their rear or side elevations immediately adjacent to the shared boundaries of adjoining dwellings. This has removed an overbearing and detrimental affect to the amenities of the adjoining occupants.

The surrounding development is characterised by two storey dwellings and whilst the Council is not advocating that there should be a replication of the architectural style of the existing development, the adopted policies of the Winchester District Local Plan require that any proposed development responds positively to the character appearance and variety of the local environment.

It is accepted that a small number of 3-storey units could be provided within the centre of the proposed development, without detriment to the character of the surrounding area, or the amenities of adjoining occupants.

The proposed flatted development, units 1-7, consists of 2 blocks of 2½ storeys and a single block 3 storeys in height and whilst this is not located within the centre of the site, these could be designed in such a way as to avoid any detrimental affects to the adjoining occupants.

It is not considered that the proposed 40 dwellings would detrimentally increase any light pollution within the surrounding area, above that already created by the existing development of South Wonston.

Issues raised that are not material considerations

Concern has been raised that the use of the proposed play area would lead to anti-social behaviour. If this is the case there are steps that can be taken under other legislation to prevent this from happening.

Issues with regards to the adequacy of the local sewer network and water supply pressure are issues that the developer would need to satisfy separately to the planning application and will be subject to satisfying building regulations approval.

Short-term affects to the air quality during construction are not a consideration during the determination of the application.

Environmental protection legislation would protect the surrounding area from any noxious fumes from the burning of materials on the site.

Planning Obligations/Agreements

In seeking the planning obligations and/or financial contributions for the provision of affordable housing, public open space and highways 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.

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Recommendation

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

- **Affordable housing – 12 units to be provided on-site, in a location to be agreed with the Housing Strategy and Development Manager.**

- **Public open space contributions:**
- **Open Space - £33,909**
- **Commuted sum for grounds maintenance - £11,081.40**
- **Inspection fee - £554.07**

- **Highways contribution - £94,000**

- **Public pedestrian and cycle access through the site in the event that the roads are not adopted, including public access to the Ox Drove.**

- **The provision and maintenance of public open space and play equipment.**

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

Conditions

1 Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission. The development hereby permitted shall begin before the expiration of two years from the date of approval of the last of the reserved matters to be approved.

Reason: To comply with the provision of Section 92(2) of the Town and Country Planning Act 1990 (as amended).

2 Plans and particulars showing the detailed proposals for all the following aspects of the development (hereinafter called "the reserved and other matters") shall be submitted to and approved in writing by the Local Planning Authority before any development is commenced. The approved details shall be carried out as approved and fully implemented before the building(s) is/are occupied.

Reserved and other Matters:

2 Landscape considerations including:

- (i) an accurate plan showing the position, type and spread of all the trees on the site and a schedule detailing the size and physical condition of each tree and, where appropriate, the steps to be taken to bring each tree to a satisfactory condition; and also details of any proposals for the felling, pruning, trimming or uprooting of any trees;
- (ii) a landscape scheme showing the planting proposed to be undertaken, the means of forming enclosures, the materials to be used for paved and hard surfaces and the finished levels in relation to existing levels;
- (iii) the arrangements to be made for the future maintenance of landscaped and other open areas.

2 The details of materials/treatment to be used for hard surfacing.

2 The alignment, height and materials of all walls and fences and other means of enclosure.

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- 2 The finished levels, above ordnance datum, of the ground floor of the proposed building(s), and their relationship to the levels of any existing adjoining buildings.
- 2 The provision to be made for contractors vehicles parking and plant, storage of building materials and any excavated materials, huts and all working areas.
- 2 The provision to be made for the storage and disposal of refuse.
- 2 The provision to be made for the parking, turning, loading and unloading of vehicles.
- 2 The layout of foul sewers and surface water drains.
- 2 The design of all buildings, plant and tanks, including the colour and texture of external materials to be used together with samples of all external facing and roofing materials.

Reason: To comply with the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order).

- 3 No development shall take place until details and samples of the materials to be used in the construction of the external surfaces of the dwellings 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 before each house is occupied.

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

- 4 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order with or without modification) no development permitted by Classes A, B, C, D and E of Part 1 of Schedule 2 of the Order, shall be carried out without the prior written consent of the Local Planning Authority.

Reason: To protect the amenities of the locality and to maintain a good quality environment.

- 5 The garages hereby permitted shall only be used for the purpose of accommodating private motor vehicles or other ancillary domestic storage purposes, and shall not, at any time, be used for living accommodation, business, commercial or industrial purposes.

Reason: In the interests of the amenities of the locality.

- 6 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:

- means of enclosure, including any retaining structures:
- minor artefacts and structures (eg. street furniture, play equipment, refuse or other storage units, signs, lighting etc):

Soft landscape details shall include the following as relevant:

- written specifications (including cultivation and other operations associated with plant and grass establishment:
- retained areas of grassland cover, scrub, hedgerow, trees and woodland;
- implementation programme:

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- manner and treatment of watercourses, ditches and banks:
- schedules of plants, noting species, planting sizes and proposed numbers/densities where appropriate:
- planting plans:
- proposed and existing functional services above and below ground (eg. drainage, power, communications cables, pipelines etc, including lines, manholes, supports etc.):
- hard surfacing materials:
- existing and proposed finished levels or contours:

Reason: To improve the appearance of the site in the interests of visual amenity.

7 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.

8 No development shall take place until a schedule of landscape maintenance for a minimum period of 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.

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

9 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.

10 In this condition "retained tree" means an existing tree which is to be retained in accordance with the approved plans and particulars, and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the occupation of the building(s) for their permitted use.

a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the Local Planning Authority. Any topping or lopping approved shall be carried out in accordance with British Standard 3998 (Tree Work).

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b) If any tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time as may be specified in writing by the Local Planning Authority.

c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with details to be submitted and approved in writing by the Local Planning Authority before any equipment, machinery, or materials are brought onto the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

10 Reason: To ensure the protection of trees which are to be retained.

Informatives:

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.

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

Hampshire County Structure Plan Review:

UB3, H1, H2, H7, H8, T4, T5, T6, E1, E4, E6, E8, E12, E13, E14 and R2

Winchester District Local Plan Review

DP.1, DP.3, DP.4, DP.5, DP.6, DP.10, CE.10, HE.1, HE.2, H.1, H.3, H.5, H.7, RT.4, T.1, T.2, T.3, T.4 and T.5

All works including demolition and construction should only be carried out between the hours of 0800 and 1800hrs Monday to Friday and 0800 and 1300hrs Saturday and at no time on Sunday or 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.

No materials should be burnt on site. Where allegations of statutory nuisance are sustained by the Environmental Health and Housing Department, and 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.