

PLANNING DEVELOPMENT CONTROL COMMITTEE

24 July 2003

REDEVELOPMENT OF LONGACRE, HURDLE WAY, COMPTON DOWN – W11420/04

REPORT OF DIRECTOR OF DEVELOPMENT SERVICES

Contact Officer: Anna Budge Tel No: 01962 848247

RECENT REFERENCES:

Reports PDC 294

EXECUTIVE SUMMARY:

This application has been subject to a Sub-Committee meeting in April 2003 and negotiations have been on-going between your Officers and the applicant since that time. However, the applicant has now lodged an appeal for non-determination on this application and consequently your Officers need to indicate what the decision of the City Council would have been had an appeal not been lodged.

RECOMMENDATIONS:

THAT HAD AN APPEAL FOR NON-DETERMINATION NOT BEEN LODGED WITH THE PLANNING INSPECTORATE THE CITY COUNCIL WOULD HAVE REFUSED PLANNING PERMISSION FOR THE FOLLOWING REASON:

1. The proposal is contrary to Policy T5 of the Hampshire County Structure Plan and Policy T9 of the Winchester District Local Plan in that:
 - (i) Hurdle Way is unsuitable in its present condition to take the type and amount of traffic likely to be generated by the proposal.
 - (ii) The road leading to and from the site has a substandard junction with Otterbourne Road, which has inadequate visibility splays to accommodate safely the additional traffic which the proposed development would generate.

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DETAIL:

1 History

W11420 – Two storey front extension and single storey rear extension. Granted 2.8.1989.

W11420/01 – 3 no four bedroom dwellings and associated garages. Refused 22.1.2001.

W11420/02 – 3 no four bedroom dwellings and associated garages. Refused 22.1.2001. Appeal lodged 26.1.2001, withdrawn 8.3.2001.

W11420/03 – 3 no four bedroom detached dwellings and detached double garages with store/games room in roof. Withdrawn 27.2.2001

2 Policy

2.1 Development plan

HCSP(R) – UB3, T1, T2, T4, T5, R2, E8, H5, H8.

WDLP – EN1, EN4, EN5, EN7, T9, RT3.

2.2 Emerging development plan

WDLP(R) – DP1, DP3, DP5, H2, H5, H7, RT3, T1, T3, T4, T5.

2.3 Other material considerations

PPG3, PPG13, SPG on Achieving a Better Housing Mix

3 Consultations

3.1 Housing Department – Have indicated that there is a need for on-site provision within this area and that they would require some 2 and 3 bedroom units to meet current demands. The Housing Department has indicated that these would be a mix of shared ownership and for rent.

3.2 Landscape Architect – states that the trees on the site are protected by a TPO and are important to the character of the area. Has raised some concerns regarding the proximity of the some of the development to the trees, particularly the parking area to

the front of the site. The Landscape Architect has also requested that details be provided of the ridge height compared to the surrounding area.

- 3.3 Arboriculturalist – states that brief details have been given on protection for 2 trees on the site, although it is considered that the protection distance should be increased. States that there is an absence of details relating to the protection of the remainder of the trees on the site and although they are not of a particularly good quality, they do act as a screen to surrounding dwellings and therefore they should be protected during construction works. Suggests that a tree survey and arboricultural method statement are submitted.
- 3.4 Architects' Panel – Stated that the presentation and design is of a very high standard and demonstrates in a skilful way how a higher density development can be commendably achieved and recommended approval architecturally. However, some panel members were concerned about the density of development and the inclusion of the 5 dwellings to the rear of the main building and the consequences of such a proposal in terms of setting a precedent and the increase in traffic. They therefore said that the application should be deferred for negotiations on the density.
- 3.5 Highway Engineer – recommends refusal on three grounds stating that they are concern about the suitability of Hurdle Way to accommodate the additional traffic and that the visibility is substandard at the Hurdle Way/ Otterbourne Road junction. However, the Highway Engineer has indicated that it may be possible for these reasons for refusal to be overcome with works to upgrade Hurdle Way and the junction of this road with Otterbourne Road.
- 3.6 Hampshire County Council Highway Engineer – state that they are concern about significant residential development in this location which is likely to rely on the private car. Continue that they note that the City Council's Highway Engineers have identified technical concerns with the highway network in this location. The County Council state that there are currently no works proposed in this area and that the onus is on the applicant to overcome the reasons for refusal that the City's Engineers have put forward and that they are happy to comment on any proposals which the applicant puts forward.

4 Representations

- 4.1 Compton and Shawford Parish Council – object stating that the mass and scale of the building is too big, sets an undesirable precedent, does not comply with PPG3's sustainability and character guidance, would require additional roadway infrastructure which would degrade the amenity of Hurdle Way, is overbearing and would result in overlooking of neighbouring properties.
- 4.2 Compton Down Society – object stating that using objective criteria Compton Down should not be included in H2 or H3 and are therefore concerned that proposal could set a dangerous precedent, proposal would pre-empt the outcome of the LPI, application does not meet criteria of the current or review Local Plan policies, proposal is out of character with semi-rural environment, increase car use of narrow lanes which is a hazard for users of Hurdle Way, settlement's infrastructure is totally unsuited, proposal is contrary to Policy EN1, indications from Inspector's that PPG3 should not outweigh special policy areas, proposal is contrary to guidance in PPG13, inadequate provision for social housing and sightlines are inadequate from Hurdle Way onto Otterbourne Road.

- 4.3 Local MP – letter received raising concerns stating that this is a massive development which is not in keeping with the local community, that there are no similar developments in Hurdle Way, Hurdle Way could not cope with increased traffic, introduction of lighting and other facilities would make the area more urban, development is 3 metres higher than existing dwelling, development is much closer to Hurdle Way which is out of character, not enough parking is provided and there could be drainage problems with the underground parking, development will spoil the view from Compton Street, loss of privacy for adjoining properties and draws attention to a recent appeal decision in Eastleigh.
- 4.4 Neighbours - 146 letters of concern and objection have been received stating that proposal is totally out of character with the area, other proposals in similar areas have been refused by the Council, contrary to paragraph 56 of PPG3, area unable to cope with increased traffic, density of the proposed development, impact on a setting of public right of way, flats and underground parking are not suitable for semi-rural location, application should be assessed sensibly and in a coherent manner, precedent arising from proposal if approved, no facilities in the local area that cannot be reached without a car, overshadowing of nearby properties, proposal does not comply with requirements for policies H2 or H3 of the WDLP(R), existing facilities are at capacity, inadequate sightlines at junction of Hurdle Way and Otterbourne Road, proposal would result in large increase in cars on narrow lanes, contrary to Policy EN1, area is not appropriate for provision of affordable housing, loss of trees on the site when land was bought by developer, land should not be classified under PPG3, overlooking of adjoining properties, insufficient parking on the site, building is twice the height and several times the width of surrounding buildings, proposal would stand up on ridge and dominate skyline when viewed from north, proposal is not in accordance with Urban Capacity Study, Winchester City Council's approach to PPG3 is at odds with surrounding authorities and proposal would dominate surrounding area.

5 Assessment

- 5.1 The site is located on the northern edge of the Compton Down residential area and currently consists of one detached dwelling believed to have been constructed in the 1930's. The dwelling is set back from Hurdle Way by a distance of approximately 35.0m, is two storey in height, and constructed from brick with tile hanging and a plain clay tile roof. Linked to the front of the dwelling is a double garage.
- 5.2 The site has two access points onto Hurdle Way with an in/out gravel driveway. The land surrounding the dwelling is mainly laid to lawn with no significant trees or vegetation. The boundaries of the site do have a number of larger trees located along them and there are yew trees along the northern boundary of the site. All the trees on the site are subject to a TPO and the applicant has submitted a tree survey as part of the application. The site has a gradual slope of 2.80m from south to north and a very slight drop from west to east.
- 5.3 The area surrounding the site is characterised by detached dwelling generally set within generous plots. Many of the dwellings are set back from the roads and are screened by mature vegetation. The houses are generally less than 100 years old and there are examples of recent infill development e.g.: Larchwood immediately to the south of the site.
- 5.4 The proposal is for the demolition of the existing dwelling and erection of 17 units consisting of 12 two bedroom and 2 three bedroom flats, 1 two bedroom and 2 five

bedroom houses with associated garages, parking and alterations to existing accesses.

- 5.5 The proposal is for the demolition of the existing dwelling and erection of 14 flats and 3 houses. The applicant has submitted a design statement which indicates that it was considered important to maintain the visual character of the area and therefore it is proposed that the scheme has the appearance of a single large house. The applicant is proposing a traditional external design which reflects many of the characteristics from the Arts and Craft period, as it is considered to replicate many of the surrounding dwellings, but also allows for the building's scale to be minimised.
- 5.6 The 14 flats are to be located within the main building and this will have an entrance point on the front elevation and another entrance on the west elevation for the affordable housing units. It is proposed that the building will be 2½ storeys on the front elevation dropping to 1 storey with the two upper storeys contained within the roof at the rear. The mass of the structure has been broken down by the introduction of a projecting wing to the north and a parapet terrace on the front elevation. The design also includes 3 substantial chimneystacks which add to the roofscape of the proposed building. Following comments raised at the Sub-Committee the projecting wing has been reduced by 2.00m to 9.00m from the front elevation.
- 5.7 This building contains 6 flats on the ground and first floors and two flats within the roof space on the third floor. Some of the flats have terraces which are concealed behind parapet walls and are generally located on the front elevation. The building has a ridge height of 12.0m and a maximum width of 26.5m, which is comparable with many of the existing dwelling on Compton Down. Again, following comments at the Sub-Committee meeting the ridge height has been reduced from 12.50m to 12.00m and your Officers can confirm that this is 1.00m higher than the existing ridge height of Longacre and 0.60m lower than the existing chimney on the house. In addition the overall height has been reduced by 2.20m through a reduction in the floor to ceiling heights. This results in the overall building height, at its greatest point, being reduced from 14.20m to 12.00m. It is proposed to construct the building in brick with a plain clay tile roof, although there will be some render and tile hanging on the bay windows and projecting gable.
- 5.8 The houses are proposed to be contained within a courtyard to the rear of the main dwelling and this has been designed to represent the traditional service wing found on many of the Arts and Craft houses. The courtyard will be 1½ storeys in height with a symmetrical design of two gables and a landscaped area between. The two bedroom house provides the link to the main dwelling with the ridge height dropping down to 8.50m.
- 5.9 The design of the dwellings continues the traditional form and materials found on the main dwelling with simple dormer windows and porch areas provided at ground floor level. The materials will match that of the main building to create a harmonious design. This area will provide 2 five bedroom dwellings and the rear elevation has been amended following comments at the Sub-Committee meeting with a reduction in depth of 1.00m, creating a distance of 17.00m to the southern boundary and 39.00m to Larchwood to the south of the site.
- 5.10 Parking for the flats is to be provided under the main building with an access from the east elevation and in a parking area to the front of the main building. In addition this basement area will provide secure cycle storage and a bin refuge. Garaging will be provided for each of the houses within the courtyard area with some casual parking

spaces in front. In addition 9 visitors parking spaces will be provided alongside the main building and in the courtyard area with casual cycle stands also provided in front of the main building.

- 5.11 The two existing access points will be retained. The western access point will be the entrance to the main building and will lead to a formal turning area in front of the entrance hall. The eastern entrance will be used to access the underground parking area and the courtyard houses. This access has also been designed to allow a refuse vehicle to enter the site and turn within it.
- 5.12 Gardens areas are proposed for all the dwellings are a generally to a depth of between 16.0m and 23.0m running to the two adjoining properties on the southern boundary of the site. Communal grounds are proposed for the main building to the north and west in addition to the terraces for some individual flats.
- 5.13 The site lies within a built up area boundary as defined by the WDLP and consequently the principle of additional residential development is acceptable.
- 5.14 Under the WDLP the site lies within an EN1 area where residential development will be allowed providing a number of criteria are complied with. This policy must, however, be balanced against the requirement of PPG3 which is a material consideration in the determination of this application, and requires LPAs to make the most efficient use of land.
- 5.15 The proposal has a density of 31.5 dwelling per hectare which is just above the minimum requirement of PPG3. In addition the proposal has to comply with the requirements of the SPG on Achieving a Better Housing Mix. 13 of the 17 units proposed are two bedroom dwelling and this equates to 76% and therefore the proposal complies with the requirements of the SPG. In addition 5 units are to be provided for on-site affordable housing provision which complies with current guidance and policy.
- 5.16 Advice has been obtained from the Forward Planning Department regarding the issue of prematurity raised by the Compton Down Society. The advice given states that the application is not premature to a determination of the WDLP(R) – to which the Society has objected – as little weight can be given to the new policy H2 and therefore the adopted policy H1 must apply which allows additional residential development.
- 5.17 Your Officers have carefully considered the impact of the proposal on the surrounding character of Compton Down. As previously highlighted Compton Down is generally characterised by large dwellings in large gardens, although there is some variety with smaller plots at the eastern end of Hurdle Way and northern end of Cliff Way. The architectural style of the dwellings is very varied reflecting the styling over the last 80 to 100 years during which time the area has been developed, although the general style is of a traditional form. Your Officers consider that the design of the proposal is sympathetic to the surrounding area and is of a very high standard as required by PPG3. This has been confirmed by the Architects' Panel who praised the architectural approach and said that it should be approved.
- 5.18 The mass and scale of the dwellings in Compton Down also varies with many being of a substantial scale with building heights up to 2½ storeys. Your Officers consider that the height of the proposed building, which is now only 1.00m higher than the existing dwellings, will not be dominant within the streetscene and reflects the scale

of the surrounding area. The building width will be greater than the current dwelling, however the design has allowed for this to be broken down into three distinct elements – the front elevation, the projecting wing and the link house – all of which are at varying distances from Hurdle Way and substantially reduce the impact of the width of the building to a level which your Officer consider acceptable.

- 5.19 The alterations to both the projecting wing and rear elevation of the courtyard houses has narrowed the building's maximum footprint by 3.00m which has added additional space around the building to reflect the character of the surrounding area. It is considered that the impact on the streetscene of Hurdle Way will be acceptable as the overall increase in ridge height is 1.00m at its maximum point and that there is a variety of ridge heights along Hurdle Way and that this forms an important part of the character of this part of Compton Down.
- 5.20 Your Officers consider that the design and mass of the building and the amount of space retained around it reflects the character of Compton Down, whilst making better use of a brownfield site and complies with the requirements of Policies UB3, EN1 and EN5 of the Development Plan and PPG3.
- 5.21 The amended plans have incorporated the comments made by the Landscape Architect as the number of parking spaces at the front of the main building has been reduced and moved further into the site to allow for the retention of the existing boundary treatment between the site and The Lynchets to the west. The Arboriculturalist has not raised any concerns regarding the loss of the 3 trees as a result of the development and a condition has been attached to the consent requiring details of tree protection measures to ensure the retention of the remaining trees and other vegetation. It is considered that this proposal will not have any detrimental impact on any long distance views from public rights of way and therefore the requirements of Policies E8 and EN7 of the Development Plan have been complied with.
- 5.22 Given the existing environment your Officers have carefully considered the impact of the proposal on the amenities of the adjoining residential units. Your Officers consider that there will be no loss of light or overbearing impact arising from the proposal, given the existing distances to adjoining dwellings which vary from 33.0m to 45.0m. The proposal does incorporate a number of balconies and terraces and therefore your Officers have carefully considered whether there would be unacceptable overlooking to any of the adjoining dwellings as a result of this proposal. It is considered that the balconies will have no impact on Plover Hill due to the distance to the dwelling, which is in excess of 50.0m, and the existing vegetation. The only other property which could be affected by this part of the proposal is The Lynchets to the west of the site. Again, the distance to the dwelling is substantial, in excess of 40.0m, and there is existing vegetation which will mitigate any potential views across in this direction. It is therefore considered that there will be no unacceptable overlooking from the proposed balconies or terraces. There are windows proposed on both the east and west elevations at ground and first floor height with some rooflights proposed at second floor level. Your Officers have considered the impact of these on the adjoining dwellings, however due to the distance involved and the retention of the existing vegetation it is considered that there will be no demonstrable harm arising from these windows. Your Officers therefore consider that Policy EN5(vii) is fully complied with.

- 5.23 The Highway Engineer has indicated that the car and cycle parking provision on the site is acceptable in this location. Original concerns regarding the difficulty of getting out of the end parking bays in the underground parking area and provision for the turning of a refuse vehicle of the site have been addressed in the amended plans and the Highway Engineer is now satisfied that the complies with the transport requirements of the Development Plan.
- 5.24 As well as assessing the on-site highway arrangements the City Council's Highway Engineer has assessed the impact of the increased traffic on both Hurdle Way itself and the junction with Otterbourne Road to the north east of the site. The applicant has not submitted any proposal for works to either Hurdle Way or its junction with Otterbourne Road. The Highway Engineer has raised concern regarding Hurdle Way itself stating that in its present condition it is not considered that it could safely accommodate the increased traffic that an additional 16 dwellings would generate. In addition the visibility splays at the junction of Hurdle Way with Otterbourne Road are substantially below standard, despite being constructed as part of the Twyford Down M3 extension. The County Council Engineers have indicated that there have been a number of injury accidents along this part of Otterbourne Road that are due, in part, to the sub-standard visibility at the junctions serving Compton Down. The City Council's Engineer has therefore indicated that the increased traffic using this junction as a result of the proposed 16 additional dwellings would be likely to be detrimental to highway safety and therefore should not be approved.
- 5.25 Whilst your Officers consider that this proposal is of a very high standard in terms of its design and uses an innovative approach to ensure that there is minimal impact on the character and appearance of Compton Down in accordance with the adopted and emerging Development Plan policies and the requirements of PPG3, particularly paragraphs 54 to 56, it is considered that at the current time, due to lodging of an appeal for non-determination, the application should be refused on highway grounds. However, it is important for Members to note that a new application for the site has been submitted and that the applicant is preparing proposals which may overcome all of these reasons for refusal.

OTHER CONSIDERATIONS:

6 CORPORATE STRATEGY (RELEVANCE TO):

- 6.1 Looking after the natural and built environment is a core objective.

7 RESOURCE IMPLICATIONS:

- 7.1 None

BACKGROUND DOCUMENTS:

W11420/04