

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Winchester City Council
Planning Department
Development Control

**TEAM MANAGER
SIGN OFF SHEET**

Case No:	05/02372/FUL	Valid Date	29 September 2005
W No:	02445/21	Recommendation Date	21 February 2006
Case Officer:	Mr Dave Dimon	8 Week Date	24 November 2005
		Committee date	8 March 2006
Recommendation:	Grant Permission	Decision:	

Proposal: Construction of new day centre and community facility after demolition of existing building

Site: British Red Cross Society Durngate House Durngate Winchester Hampshire

Open Space Y/N	Legal Agreement	S.O.S	Objections	EIA Development	Monitoring Code	Previous Developed Land
NO	Y/N	Y/N	Y/N	Y/N	Y/N	Y/N

APPROVED TO GO TO COMMITTEE
TEAM MANAGER
Signed & Date

AMENDED PLANS DATE:-

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Item No: 5
Address: British Red Cross Society Durngate House Durngate Winchester
Hampshire SO23 8DX

Parish/Ward Winchester Town

Proposal Description: Construction of new day centre and community facility after
demolition of existing building

Applicants Name Trinity Winchester

Case No: 05/02372/FUL

W No: W02445/21

Case Officer: Mr Dave Dimon

Date Valid: 29 September 2005

Delegated or Committee: Committee Decision

Reason for Committee: The Officers consider the application to be controversial or potentially
controversial

Reason for Committee: 6 or more representations contrary to the Officer's recommendations
have been received

Site Factors:

- Civil Aviation
- Conservation Area
- County Heritage Site
- Site Of Special Scientific Interest

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Site Description

- Durngate House comprises a two storey orange/red brick building with hipped slate roof and flat roofed single storey side and front extensions and is situated at Durngate opposite the Willow Tree PH and to the east of the Police Station and adjacent public car park.
- The premises, which was last used by the Red Cross, has been unoccupied for a considerable time and is in a state of advanced deterioration.
- Only the developed part of the site lies within the settlement boundary and the land to the east and north is countryside. The Conservation Area boundary lies immediately to the south.
- The northern part of the site which is surrounded by trees is largely overgrown and abuts the Winnall Moor / River Itchen SSSI & SAC.

Relevant Planning History

- W02445/01 The Durngate junction of the Easton Lane Link Road - Street BLPU 0 North Walls Winchester Hampshire - That no objection be raised - 05/01/1978
- W02445/02/
LBCA Demolition of Moorside House and office building required for construction of Easton Lane Link road - Street BLPU 0 North Walls Winchester Hampshire - Application Permitted –
- W02445/03 Use of land as car park - Car Park Durngate Winchester Hampshire SO23 8DX - Application Withdrawn - 16/04/1986
- W02445/07 Car park and access bridge - Car Park Durngate Winchester Hampshire SO23 8DX - Application Permitted - 12/01/1987
- W02445/12 Two storey side extension - British Red Cross Society Durngate House Durngate Winchester Hampshire SO23 8DX - Permitted - 06/04/1993
- W02445/18 (AMENDED DESCRIPTION) Two storey and single storey extensions to provide additional facilities and garage - Durngate House, Durngate, Winchester Hants SO23 8DX - Refused - 04/04/2002
- W02445/19 Erection of closed-circuit TV camera and relocate traffic sign and lighting onto camera pole - Durngate, North Walls, Winchester Hants - Permitted - 03/09/2001

Proposal

- As per Proposal Description
- The proposal is to redevelop the site to provide a purpose built two-storey premises for the Trinity Centre, which provides a range of community services aimed particularly at the socially disadvantaged sector of the community through homelessness, drug and alcohol misuse and mental health problems.
- The premises are to replace the present inadequate premises in St Paul's Hill.
- The accommodation will include reception, administration offices, interview and counselling rooms, a main hall, Creche, kitchen, art room, showers, storage rooms etc.

Consultations

Archaeology

- Further to my Memo dated 19th October I advise that an archaeological evaluation has now been undertaken and I have viewed the trenches.

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- Briefly the results of the evaluation have indicated that there has been a substantial amount of disturbance and / or ground reduction through the whole site.
- This has removed any traces of archaeological remains (except relatively late post-medieval structures) within the application site.
- In all archaeological trenches a substantial deposit comprising thick grey clay containing post-medieval / modern material was found overlying apparently natural deposits.
- It is possible however that these natural deposits may contain significant palaeoenvironmental evidence, which would aid our understanding of past human activity and environments in this area.
- Therefore it is recommended that planning consent should only be granted subject to a condition for a programme of archaeological recording in mitigation of development.

Conservation:

- This property is outside the conservation area and from maps appears to have been built after 1919 so its loss is not an issue.
- With regard to the replacement the roof seems to be upside down and the fencing is not very pretty.
- It is unclear what is intended with the brick flint wall onto Durngate at south end of site.
- Would prefer not to have zinc roof, copper would look better.

Architects Panel

- The existing building was occupied by the Red Cross; and is a prominent site in the locality.
- The proposal is to demolish the building and provide accommodation for the Trinity Centre that will extend northward into the former garden.
- The accommodation provides spaces for day care on two floors.
- The cranked plan form creates a complex roof form.
- This is a most suitable location for the function.
- This is a building of some vigour and interest. Some of the interest such as the butterfly roof form at the front produces an awkward statement, which should be simplified.
- The use of copper for the roof is supported by this location.
- The front elevation needs to be kept simple as should the palette of materials throughout
- Generally this is a well-considered and appropriate scheme.

Engineers: Highways:

- Require further information to justify the number of parking spaces, how the site will be serviced, how the car parking will be controlled, where the secure and undercover cycle parking spaces will be provided. 15-11-05
- The applicant has now addressed the transport issues of the proposal and as such I am happy to raise no highway objections subject to conditions. 16-01-06

English Nature:

- Initially lodged holding objection pending further information to indicate that the works will have no likely significant effect on the interest features of the River Itchen SSSI & SAC.
- Holding objection withdrawn subject to conditions to the effect of the following being added to any permission granted.
- An Ecological strategy will be created, after additional survey work (as recommended by the EPR report) has been completed, detailing how they propose to avoid, mitigate or compensate for potential adverse impacts to the interest features of the SAC and SSSI or to protected species. This strategy should be completed and signed off by relevant bodies before any works commence on site.
- That either a bat licence is obtained for demolishing the building or that the presence of bats in the buildings to be demolished is ruled out, before any works start. To apply for a licence the applicant will need to produce; a full bat survey which identifies presence/absence; population size, etc. an assessment of the development's impact on bats and a migration

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strategy. That best practice guidance in regards to bats and trees is followed.

- A works methodology statement should be produced taking into account the ecological strategy, including any results of other investigative surveys and integrating other recommendations into the detailed design before works start.

Environment Agency:

- Initially objected on grounds of lack of flood risk assessment as site lies within an area of high flood risk as defined by PPG25. Also due to proximity of development to bank of the watercourse and the adverse effect it is likely to have on the associated wildlife habitat.
- Further response of the EA following receipt of a Flood Risk Assessment indicated that the FRA has now addressed all the Environment Agency concerns and concludes that there is no increase in risk to people and property, therefore the EA has no objection in principle to the proposal but request the inclusion of conditions and informatives in any permission granted..

Environmental Protection:

- No objection subject to the inclusion on any permission that may be granted of informatives in regard to hours of construction works, no burning of materials on site and the need to adopt appropriate safeguards concerning removal of any asbestos found within the existing building.

Forward Plans:

- No Response

Landscape:

- Situated between the Winchester Conservation Area and the Countryside the style of this proposal does not reflect either the rural character of its setting to the north or the historic character of Durngate to the south. While the decision to create a landmark building for this site is entirely appropriate for this gateway location on the edge of the city, and a contemporary approach to the architecture is welcomed, the current proposal does not sufficiently reflect the local character and sense of place of this area of Winchester. As such, this proposal does not comply with DP.3.
- Opportunities exist for strengthening the distinctive character through the choice of building materials for example. Such options could include timber cladding and a green -roof structure to reflect the rural wooded character to the north or the use of flint to reflect the historic properties to the south. The green roof as a vegetated structure would aid the buildings integration and provide an additional habitat for insects and birds in proximity to the water course, aiding in retaining the existing ecology.
- It is essential that the wooded setting of the building is retained.

Arboriculture Officer

- The Impact Assessment and Method Statement are fine although close monitoring will be required to ensure that the appropriate care is taken for both the demolition process and the re-build.

The report does two things; it gives a clear indication of the protective fencing measures required and Appendix 1 advises on suitable tree surgery works. I agree with both elements of this. I would like to be assured that the drains won't compromise the fencing though and that there will be a comprehensive tree planting plan submitted with the application.

Representations:

City of Winchester Trust:

- The use proposed for this site is welcomed, as is the overall approach to the scheme.
- Those at the presentation felt the design of the northern part of the development was commendable and would add a building that contributed to its surroundings, which was not felt would be the case with the reception block facing Durngate. It was especially questioned why it was felt necessary that the new structure should have any relationship with the present

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building, either in terms of position or the type of materials used, especially as this seems to cause a rather awkward junction between the two blocks.

- This is a stretch of road with few inherently characteristic materials and no obvious building line, and therefore there seems no real reason why the style and materials of the reception block should not be the same as those of the northern block of the development.
- It is suggested that if the design concept could be freed from these perceived constraints, a more exciting southern structure could be achieved, resulting in a more welcoming building that made an interesting contribution to the street scene. It is not felt this would be the case with the block that is proposed, which many considered somewhat ugly and off putting.
- The following is only a tentative suggestion, but we wondered if a building which curved round from one axis to the other, all under one roof, might be worth investigated.
- The Trust therefore OBJECTS to this application.

Winchester Group for Disabled People

- Request that the proposed day centre and community facility be made as accessible as possible, to take into account the needs of disabled people.

Letters of representation have been received from 6 Neighbours

- Size too large for location, to more than double the size of the building on this site would be too great in this scenic location bearing in mind the close proximity to the nature reserve.
- The contentious nature of the application should be put to a working party to consider all the issues in depth.
- Proposal will destroy existing wildlife. Ecologically sensitive area where pollution of water and disturbance of species of interest and flora by the development could compromise their retention. Its believed there are bats in the building.
- The height /design of proposed building will cause light pollution to detriment of adjacent wildlife area.
- The waterways, already notorious for blocking, will deteriorate causing problems for nearby residents. The significant increased size of building may impact detrimentally on water table and flow of the river.
- Extra traffic on an already dangerous blind corner.
- Site within eastern historic suburb and of potential archaeological importance.
- Within floodplain and subject to floodrisk.
- Loss of existing building which before its demise made a positive contribution to the surrounding area. Negative impact of proposed development on adjoining conservation area.
- Building partly encroaches into countryside and 'Area of Special Landscape Quality' and is out of character with surrounding buildings.

Letters of support have been received from 3 people

- This imaginative project offers the possibility of provision of high quality support and care-medical, nursing, social and educational within a purpose built centre.
- The plans appear thoughtfully put together reflecting the current needs and indeed also looking ahead to exciting further possibilities.
- I have knowledge of the present centre and am aware that it is run well and I believe the new centre would not have a detrimental effect on its new neighbours.

Relevant Planning Policy:

Hampshire County Structure Plan Review:

- UB3,

Winchester District Local Plan

- EN.5, FS.1, HG.2,

Winchester District Local Plan Review Deposit and Revised Deposit:

- DP.3, SF.5, HE.2,

Supplementary Planning Guidance:

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- Winchester District Landscape Character Assessment
- Winchester District Landscape Assessment
- The Hampshire Landscape: A Strategy for the future
- Itchen Valley Management Strategy
- Site of Importance for Nature Conservation (SINCS): Winchester District
- Movement, Access, Streets and Spaces
- Parking Standards 2002
- The Future of Winchester Study
- Winchester City and its Setting

National Planning Policy Guidance/Statements:

- PPS 1 Delivering Sustainable Development
- PPG 9 Nature Conservation
- PPG 13 Transport
- PPG 15 Planning and the Historic Environment
- PPG 16 Archaeology and Planning

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
- Comments on representations
- Nature conservation
- Drainage/flooding

Principle of development

- This proposal utilises a site that enjoys a facilities and services use, which was established by the former Red Cross use of the site. The proposal maintains a service use on the site and will be of community benefit so it accords with policy SF.5 of the local plan review..
- The proposal does project beyond the settlement boundary line of the Local Plan but given that the site is a brown field site that already partly extends into the countryside this development does not significantly change the situation.
- The site is not within the conservation area (although it adjoins it) and the building is not listed so are no grounds for retaining the existing building.

Impact on character of area

- The application site occupies an important and prominent position at the entrance to the city from Easton Lane and occupies an individual site unrelated to other buildings other than the Willow Tree Public House opposite.
- It interfaces with the countryside of the Itchen Valley but like the adjoining public car park is well contained by existing vegetation.
- The building is only two storey in height and presents an interesting contemporary design.
- Its impact on the area is considered to make a positive contribution that will improve the area similarly to the contribution made by the St Johns Moorside residential care facility that was built some years ago at the Union Street/North Walls junction opposite the Police Station.

Detailed Design

- The design has evolved with particular regard to the needs of the Trinity Centre but acknowledges the siting of the existing building in terms of its relationship to Durngate and the adjoining conservation area.

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- This is also reflected in the elevational treatment of the front part of the building which accommodates the more private consultation and treatment facilities and is evident by the use of brick and render and in the more traditional form of fenestration, although the roof adopts a contemporary 'gull wing' form.
- The remainder of the building, which cranks to the north east in response to the shape of the site, is by contrast a light and open contemporary structure with predominantly glazed elevations under a standing seam metal sheet roof. This area accommodates the communal facilities as well as kitchen dining and administration rooms and includes balconies at first floor level to the east and northern elevations.
- The proposals include a small garden and sitting out area on the western side.
- Parking, which adjoins the entrance, is confined only to disabled and essential staff. However the site adjoins a public car park and is in a sustainable location, cycle parking provision is also to be made.

Comments on representations

- The representations raise concerns about the impact of the building upon the sensitive environment that it adjoins, its size and design and the nature of the use.
- This report covers all of the points that representatives have raised regarding development beyond the settlement boundary, size and design of the building, impact on wildlife, flooding and parking issues. In each case the relevant expert body has been consulted and their views are addressed by appropriate conditions where necessary.
- The concerns that have been expressed about the nature of the use are appreciated but these are not material planning reasons for rejecting the application. The use has been operating successfully at the existing premises at St Paul's Hill without serious problems for local residents and there is no reason to consider that this site will be any different.

Tree Protection and Nature Conservation.

- The Council's Arboricultural Officer is satisfied that the submitted Impact Appraisal and Method Statement will ensure that the development does not unduly compromise the existing trees. Furthermore the landscaping condition can secure appropriate new planting.
- English nature has been consulted on the proposal and the application is supported by an Ecological Scoping Survey. Based on this English Nature have accepted that an appropriate nature conservation strategy for the development of the site can be covered by an appropriate condition.

Drainage Flooding

- The Environment Agency have confirmed that the Flood Risk Assessment prepared by the applicants agent shows there to be no increase in risk to people and property.

Recommendation

APPROVE – subject to the following condition(s):

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.

- 2 Plans and particulars showing the detailed proposals for all the following aspects of the development 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.

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- (a) The design of all buildings, storage sheds and cycle stores, including the colour and texture of external materials to be used together with samples of all external facing and roofing materials.
- (b) The alignment, height, materials and finished colour of any retaining walls or structures and all boundary treatments including all walls, fences and other means of enclosure.
- (c) Details of the provision to be made for the storage and disposal of all waste material from the site including the siting, design and materials for any bin storage areas.
- (d) 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.
- (e) The details of materials/treatment to be used for hard surfacing.
- (f) Details of the siting, external appearance and materials to be used for any statutory undertakers or service provider's equipment such as electricity substations, gas governors, telecommunication cabinets.
- (g) Details of external lighting including any lighting for security or other purposes within the site and measures to minimise any light pollution impact.
- (h) The provision to be made for contractors vehicles parking and plant, storage of building materials and any excavated materials, huts and all working areas.
- (i) Access facilities for the disabled.

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 for 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.

- 4 No development or site preparation prior to development which has any effect on disturbing or altering the level of composition of the land, shall take place within the site until the applicant (or their agents or successors in title) has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation to be submitted by the applicant and approved in writing by the Local Planning Authority.

Reason: To ensure that the archaeological interest of the site is properly safeguarded and recorded.

- 5 The existing brick and flint boundary wall fronting Durngate shall be retained and any repairs shall be undertaken using the original materials or materials to exactly match the original materials and shall match the existing wall exactly in terms of the mortar and bond used.

Reason: In the interests of maintaining the character of the conservation area.

- 6 No development pursuant to the permission hereby granted shall commence until the applicant or their agents or successors in title has undertaken a detailed ecological investigation and survey of the site and submitted the findings to the Local Planning Authority for consideration together with a scheme of mitigation and programme for implementation of such measures. The approval in writing of the LPA shall be obtained

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before any work is commenced and the approved details shall be fully implemented as approved.

Reason: To ensure that any ecological interest on the site is properly dealt with.

- 7 A detailed scheme for landscaping, tree and/or shrub planting shall be submitted to and approved in writing by the Local Planning Authority before development commences. The scheme shall specify species, density, planting, size and layout. The scheme approved shall be carried out in the first planting season following the occupation of the building or the completion of the development whichever is the sooner. If within a period of 5 years from the date of planting, any trees, shrubs or plants die, are removed or, in the opinion of the Local Planning Authority, become seriously damaged or defective, others of the same species and size as that originally planted shall be planted at the same place, in the next planting season, unless the Local Planning Authority gives its written consent to any variation.

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

- 8 Protective fencing measures shall be carried out in accordance with Arboricultural Impact and Method Statement Ref KERR/1273d prepared by Bill Kowalczyk Associates dated Dec 05. Tree works shall be carried out in accordance with Appendix 1 of this report.

Reason: To retain and protect the trees which form an important part of the amenity of the area.

- 9 The City Councils Arboricultural Officer shall be contacted on 01962 848102 once the fencing has been erected.

Reason: To ensure that the fencing has been adequately erected.

- 10 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.

- 11 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.

- 12 Before the development hereby approved is first brought into use, a turning space shall be provided within the site to enable vehicles using the site to enter and leave in a forward gear. The turning space shall subsequently be retained and kept available for such purposes at all times.

Reason: In the interests of highway safety.

- 13 The parking area including the garage shall be provided in accordance with the approved plans before the dwelling is first occupied and thereafter permanently retained and used only for the purpose of accommodating private motor vehicles or other storage purposes incidental to the use of the dwelling house as a residence.

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Controlled waters include rivers, streams, underground waters, reservoirs, estuaries, and coastal waters.

Under the Southern Region Land Drainage and Sea Defence Byelaws, the prior written consent of the Agency is required for any proposed works within 8 metres of the top of the bank of the River Itchen, designated a 'main river'.