

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Item No: 07
Address: 47 West Street Alresford Hampshire SO24 9BT

Parish/Ward New Alresford

Proposal Description: Erection of a food store and 14 no. dwellings all with associated garages, carports, parking and new access

Applicants Name Covemile Ltd

Case No: 05/01377/FUL

W No: W09122/08

Case Officer: Lorna Hutchings

Date Valid: 31 May 2005

Delegated or Committee: Committee Decision

Reason for Committee: At the request of a councillor
Reason for Committee: The application is for a major development
Site Factors: New Alresford Conservation Area

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Site Description

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

Relevant Planning History

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

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

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

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

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

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

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

W09122/07 Erection of a foodstore with 3 flats above, 8 no. two, three and four bed dwellings and 3 no. one bed flats with car parking, and new access (as amended) – Application Refused – 17/12/2004.

Proposal

- New co-op store with 436m² floor area with bin store to rear and lift to northern side.
- 2 no. one bedroom and 1 no. two bedroom flats above store (affordable);
- 5 no. three bed, and 3 no. four bedroom dwellings;
- 3 no. one bedroom flats;
- associated garages, carports, parking, cycle stands and new access.

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Consultations

Conservation:

- Amended layout makes an improvement on the previous scale and form of buildings and are considered appropriate for this site. Sections through the site would be useful in relation to existing buildings. A vernacular approach to the design has been taken so quality traditional materials and detailing are essential for it to work. Approval and conditions recommended.

Engineers:Highways:

- Access road now increased to 4.85m to allow pedestrians to pass service vehicle. Arrangement is acceptable for delivery vehicle turning provided use of turning space and vehicle size (10m max) restricted secured through condition and legal agreement.
- Number of parking spaces less than ratio previously approved by Members (1.125 spaces per unit down to 1.07 spaces per unit) and are not located conveniently, likely leading to parking on access roads.
- Garage dimensions not adequate to include cycle parking, no internal details of communal cycle store, no casual hoops or loops.
- Frontage to west street layby forms no part of the application.

Housing Enablement:

- Application is below threshold so unable to negotiation provision. However it is welcomed that developer is proposing three units above the shop and is proposal is therefore acceptable.

Environmental Health:

- Condition regarding investigation of contamination due to former use and proximity to residents.

Landscape:

- No objections to the general layout or appearance of proposed dwellings and foodstore, the spatial arrangement for the vehicular turnaround within rear courtyard is less than ideal.
- It is a very tight space with minimal flexibility, relying on vulnerable planting strips to visually enhance and soften the area.
- High quality materials which reflect local character as well as attention to detail are essential requirements in this location.
- Existing and proposed levels need to be clearly shown on the sections with FFL on building footprints to ensure levels are properly accommodated within the design.

Southern Water, Drainage, Environment Agency, architects panel, previously consulted under /07:

- No adverse comments, conditions recommended attached.

Representations:

New Alresford Parish Council

- Comment – revised arrangements for delivery vehicles is an improvement, length and time needs to be scheduled, ban on vehicles reversing. Danger needs to be avoided with signage for vehicles turning and sharing space with pedestrians. Parking is too low, rules are required to stop co-op staff using residents parking, new store will increase pressure elsewhere in Alresford. Social housing is very welcome needs to be secured.

Winchester Group for Disabled People

- Comment – dwellings to be made as accessible as possible, steps avoided, wide passageways, low switches.

Countryside Protection for Rural England

- Object – revised layout fails to offer any real improvement, more congested, parking is inadequate, torturous loading and unloading adding to congestion, development does not blend with streetscape.

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Alresford Society

- Principle support – welcomes addition of affordable housing, however parking is inadequate, safety concerns regarding conflict between pedestrians and vehicles, turning is tight so max length of delivery vehicle 10m conditioned, listed building could be damaged, signage should be conditioned, landscaping lost, no street elevation from Jacklyns Lane, delivery times and noise attenuation should be reviewed, concern regarding future development of adjacent land and use of existing Co-op building.

Letters of representations have been received from 02 Neighbours

- 2 comments – new plans look better, need better food shopping in Alresford, concerns regarding traffic increase, large delivery vehicles and safety for pedestrians, opening hours should reflect existing, developers must consult with neighbour under party wall act for removal of shared boundary to ensure no structural problems occur.

Relevant Planning Policy:

Hampshire County Structure Plan Review:

UB3, T4, T5, T12, H7, H8, H9, H11, R2, E1, E2, E6, E8, E16, E17.

Winchester District Local Plan

HG2, HG6, HG7, HG8, HG9, HG11, HG18, EN4, EN5, EN7, EN8, EN9, EN13, EN16, EN17, H1, H5, H7, E2, FS1, FS2, RT3, T9, T11.

Winchester District Local Plan Review Deposit and Revised Deposit:

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

Supplementary Planning Guidance:

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

National Planning Policy Guidance/Statements:

- PPS 1 Planning for sustainable developments.
- PPG 3 Housing
- PPG 6 Town Centres and Retail Developments
- PPG 15 Planning and the Historic Environment

Planning Considerations

The main considerations in respect of this application are:

- Principle of development
- Detailed design / impact on conservation area
- Residential amenities
- Highways
- Comments on representations

Principle of development

- The principle of the redevelopment proposal is acceptable as the site lies within the main settlement boundary of Alresford and permission has previously been granted in 2002 to replace the garaging (an employment use) with retail and residential.

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- A requirement for a larger Co-op store has been identified by the applicants for the site, in order to make the redevelopment and store itself viable. The approved layout has been utilised for this application with the significantly larger Co-op inserted within it in place of the 3 small retail units to the front and the amenity area behind.
- An application for this proposal came to Planning Committee in December 2004. It was refused for reasons including inadequate access, loading and parking facilities for delivery vehicles, inadequate parking likely leading to cars parking on public highway, use of northern access causing undue interference with the safety and convenience of the adjoining highway.
- Therefore the design and principle of the larger retail store has already been accepted.
- The proposed housing including units D4, G5, F6, H7, J8, D9, K10 and K11 with carports is identical to that approved under planning permission /05 and is therefore also acceptable.
- The central 'L' shape block of flats has been revised since /05 and the previous refusal, in order to accommodate delivery vehicle turning in the constrained space and is therefore subject to consideration below.

Detailed design / Impact on character of Conservation Area / Setting of Listed Buildings.

- It is considered that the design of the central flat block is acceptable as the details of its end elevations appropriately address views into the site from the Conservation Area (from Jacklyns Lane and West Street) and the shared public space directly in front. Its form creates a sense of enclosure to the public space in keeping with the historic character of Alresford. The desire route through the site is retained underneath this building and aided by a finger post.
- It was previously acknowledged at Planning Committee that the area to the rear of the retail unit shared for delivery vehicle turning was not so effective as a public space as the previous approval but given the constraints of the site it was not considered materially harmful to the scheme.
- Details of the external areas have now been negotiated which considerably improve the public realm and shared space. This includes a high quality surface treatment throughout the development of brick paviors and sealed gravel with Conservation kerbs to define footpaths. Granite setts provide detail at entrances to both access roads, to delineate parking bays and as surfacing for the central pedestrian link. Bollards, fingerposts and cycle hoops are to be coordinated with black vertical railing along the street frontage to provide a coordinated appearance. Simple, low maintenance evergreen hedging will further enhance the appearance of the rear courtyard.
- It is considered that the proposed design, turning area and public space would preserve and likely enhance the conservation area and will have no detrimental impacts on the historic interest of the adjacent buildings.

Residential amenities

- The proposed buildings and central block of flats will have no detrimental impacts on the nearest properties to the northeast.
- It is considered that delivery and other vehicle movements will not result in undue noise and disturbance to the future occupiers in the centrally located flats, as the layout proposes garaging, a kitchen and bathroom to the northwestern side of the flat most affected. A noise attenuation condition is also recommended and boundary walls are proposed for the outside amenity space.

Highways

- Servicing – after considerable negotiation with the developers it is now possible for a 10m delivery vehicle to enter and exit the site in a forward gear with enough space to the rear of the store to turn and this is demonstrated on the layout drawing. A condition is recommended to ensure that the area is permanently retained for this purpose and the length of the delivery vehicle will be restricted to 10m in a legal agreement. Walls and bollards protect the proposed properties from damage and a pedestrian can walk along the access whilst a vehicle is parked.

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- A method statement has been suggested by the developers and is conditioned, to detail and confirm how delivery vehicles will enter and exit the site to preclude reversing and parking on West Street.
- Cycle Parking – one no. bed dwelling requires one secure and undercover cycle parking space and all other dwellings require two. Eight no. cycle parking spaces are provided for the 6 no. flats (one no. two bed) in the cycle store building in the central area.
- Amended plans have been received to show the above and access into all the rear gardens for convenient cycle parking for the other dwellings. A condition is recommended for small sheds to be provided housing two no. cycles in these rear gardens. The site is too constrained for garages to be enlarged adequately for cycles housed within these.
- Casual cycle hoops are also required and are provided for 6 no. cycles within the central paved area, Sheffield cycle stands are proposed. A commitment is also shown for the provision of a further 4 hoops (for 8 no. cycles) on the highway land adjacent West Street however these will need to be agreed with the Hampshire County Council. Given the constraints of the site and that no related refusal reason was included for the last application, it is considered that the above cycle provision is acceptable.
- Car Parking – Three parking spaces are provided to the rear of the retail store for the above flats. Four spaces are left for the retail store sited to the rear. Two spaces are provided for two dwellings to the southwest side of Jacklyns Lane accessed via rear gardens. Three spaces are provided for the 3 no. flats in the central block and the other dwellings have a space each provided in the car ports with one dwelling having a second space.
- In order to compare, the approved scheme had 16 dwellings, 18 spaces at a ratio of 1.125 spaces per dwelling. The proposed scheme has 14 dwellings, 15 spaces at a ratio of 1.07 which is marginally less at 0.055 spaces per dwelling.
- It is considered that given the town centre location of the proposal, the marginal difference in parking provision previously approved, the benefits of the proposal in terms of meeting shopping need and the good urban design within a constrained historical context, on balance it is considered that the parking provision is acceptable and that a reason for refusal could not be sustained at appeal.

Comments of representations

- Most of the comments are addressed above in the report.
- Any new signs which the Co-op will require will be subject to advertisement consent within the Conservation Area and so can be controlled in design.

Planning Obligations/Agreements

In seeking the planning obligation(s) and/or financial contributions for Public Open Space, delivery vehicle size and affordable housing, the Local Planning Authority has had regard to the tests laid down in Circular 1/97 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

APPROVE (provided the applicant is prepared to make the appropriate provision for public open space through the open space funding system) – subject to the following condition(s):

APPROVE – subject to a Section 106/Section 278 Agreement for:

1. **Maximum length of delivery vehicle to be 10m.**
2. **The provision of 03 units of affordable housing (flats above the retail store).**
3. **A financial contribution of £23,806 towards the provision of public open space through the open space funding system**

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

Conditions/Reasons

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

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

02 No development shall take place until details and samples of the materials, including the bricks, mortar, weatherboarding, gable upstands, render and colour, railings, gates and cycle stands including an elevation of their design, to be used in the construction of the external surfaces of the shop, housing and walls 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.

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

03 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:
- other vehicle and pedestrian access and circulation areas:
- hard surfacing materials:
- 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:

- planting plans:
- schedules of plants, noting species, planting sizes and proposed numbers/densities where appropriate:
- written specifications (including cultivation and other operations associated with plant establishment and maintenance):

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

04 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.

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

05 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.

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

06 Prior to the commencement of work, the following details shall be submitted to and approved in writing by the local planning authority, including large scale annotated drawings and sections of the following:

- (i) shopfronts;
- (ii) doors and door surrounds;
- (iii) dormer windows;
- (iv) chimneys;
- (v) windows;
- (vi) oriel windows;
- (vii) porch canopies;
- (viii) gable upstands, verge and eaves;
- (ix) external staircases;
- (x) balustrade to 1st floors;
- (xi) brick arches (which shall be self supporting); and
- (xii) garage doors.

The development shall be carried out in accordance with the approved details.

06 Reason: In the interests of maintaining the character of the Conservation Area and setting of listed buildings.

07 Details of the siting and design of any external meter boxes/metal ducting/flues to be provided shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of works. The works hereby permitted shall be carried out in accordance with the approved details.

07 Reason: To protect the character and appearance of the listed building.

08 All rainwater goods shall be of cast iron unless otherwise agreed in writing by the Local Planning Authority.

08 Reason: To protect the character and appearance of the listed building.

09 The existing buildings on the site shall be demolished and all resultant materials removed from the site prior to the commencement of development hereby permitted.

09 Reason: To safeguard the amenity of the locality.

10 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.

10 Reason: In the interests of highway safety.

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11 The parking areas and garages shall be provided in accordance with the approved plans before the dwellings are first occupied and thereafter permanently retained and used only for the purpose of parking private motor vehicles.

11 Reason: To ensure the permanent availability of parking for the property.

12 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,E,F of Parts 1 of Schedule 2 of the Order, shall be carried out without the prior written consent of the Local Planning Authority.

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

13 All work relating to the development hereby approved, including works of demolition or preparation prior to operations, shall 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, unless otherwise agreed in writing by the Local Planning Authority.

13 Reason: To protect the amenities of adjoining properties during the construction period.

14 Development shall not begin until a scheme to deal with contamination of the site has been submitted to and approved in writing by the Local Planning Authority. The above scheme shall include an investigation and assessment to identify the extent of contamination and the measures to be taken to avoid risk to the public and environment when the site is developed. Development shall not commence until the measures approved in the scheme have been fully implemented.

14 Reason: In order to secure satisfactory development and in the interests of the safety and amenity of the future occupants.

15 No development or site preparation prior to operations 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.

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

16 No development shall take place until the developer has carried out adequate investigation to assess the degree of contamination of the site and to determine its water pollution potential. The methods and extent of the investigation shall be agreed with the Planning Authority before any work commences. Details of appropriate measures to prevent pollution of groundwater and surface water, including provisions for monitoring, shall then be submitted to and approved in writing by the Planning Authority.

16 Reason: To prevent pollution of the water environment as the site may be contaminated due to the previous use.

17 The retail shop hereby permitted shall be used for class A1 of the Town and Country Planning (Use Classes) Order Amendment 2005 (or any provision equivalent to that class in any statutory instrument revoking and re-enacting that order with or without modification) shop use and for no other purpose.

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- 17 Reason: To restrict the use of the premises in the interests of the amenity of the area.
- 18 No machinery shall be operated, no process shall be carried out and no deliveries taken at or despatched from the retail store other than between the hours of 0800 and 1800 Monday to Friday and 0800 and 1300 Saturdays and at no time on Sundays and Bank Holidays, unless otherwise agreed in writing by the Local Planning Authority.
- 18 Reason: To protect the amenities of the occupiers of nearby properties.
- 19 Details of the means of fume extraction from the retail store shall be submitted to and approved in writing by the Local Planning Authority and shall be installed before the use hereby approved is commenced and thereafter maintained and operated in accordance with the approved details.
- 19 Reason: In the interests of the amenities of the adjoining properties.
- 20 No development shall take place until a scheme for limiting the transmission of noise between the units of accommodation and, any part of the building which is not exclusively used with a unit of accommodation, has been submitted to and approved in writing by the Local Planning Authority. The agreed scheme shall be completed, before any unit of accommodation is occupied and shall be maintained thereafter in accordance with the approved details.
- 20 Reason: To protect the amenities of future occupants of the dwellings.
- 21 Detailed proposals for the disposal of foul and surface water and any trade effluent shall be submitted to and approved in writing by the Local Planning Authority before the commencement of the development hereby permitted. The approved details shall be fully implemented before the buildings are occupied.
- 21 Reason: To ensure satisfactory provision of foul and surface water drainage.
- 22 Before the development hereby approved is first brought into use, the turning space for a 10m long delivery vehicle, as shown on drawing no. 4123 01 rev. C, shall be provided in accordance with the plans and thereafter permanently retained and kept available for such purposes at all times. A servicing method statement shall also be submitted before development commences to detail and confirm how delivery vehicles will enter, park and manoeuvre within, and exit the site.
- 22 Reason: In the interests of highway safety.
- 23 Details of secure and undercover cycle storage for two no. bicycles per dwelling, within the rear gardens of the dwellings hereby permitted, such as small sheds, shall be submitted to and approved in writing by the local planning authority before the development commences.
- 23 Reason: In the interests of sustainability and highway safety.
- 24 No street lighting, whether free standing or affixed to any structure shall be provided on site unless the prior approval in writing of the Local Planning Authority is obtained.
- 24 Reason: In the interests of the amenities of the locality.
- 25 Details of visitor cycle parking for the shop and dwellings hereby approved, shall be submitted to and approved in writing by the Local Planning Authority, before development commences.
- 25 Reason: In the interests of sustainability and highway safety.

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Informatives

01. 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.

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

Hampshire County Structure Plan Review: UB3, T4, T5, T12, H7, H8, H9, H11, R2, E1, E2, E6, E8, E16, E17.

Winchester District Local Plan Proposals: HG2, HG6, HG7, HG8, HG9, HG11, HG18, EN4, EN5, EN7, EN8, EN9, EN13, EN16, EN17, H1, H5, H7, E2, FS1, FS2, RT3, T9, T11.

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

03. The applicant is advised that a licence will be required to carry out highway works.

Please contact: The Engineering Services Manager, Engineering Department, Winchester City Council, Winchester.

04. The area outside the red line on the public highway adjacent West Street does not form part of this application and is indicative only. Details of seating, paving and cycle stands therefore need to be agreed with the Hampshire County Council.