

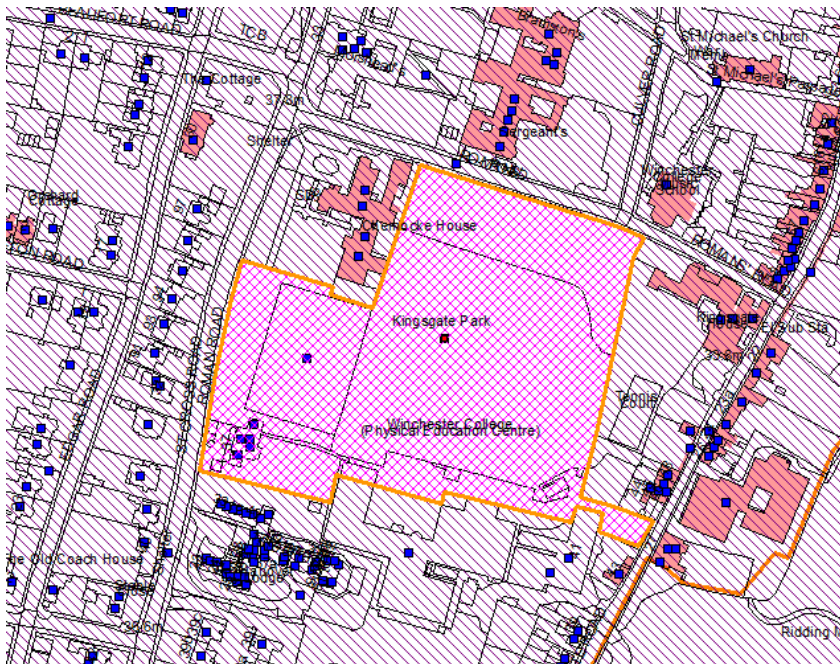
WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No: 22/02812/FUL
Proposal Description: Proposed demolition of single storey extension on north elevation and demolition of rear garden wall to Antrim House. Internal and external refurbishment works to Antrim House to create staff accommodation. Removal of all-weather playing pitch and associated structures. Proposed all-weather playing pitch with artificial grass surface, fencing and associated development. Construction of two boarding houses. Removal of two sections of wall to St Cross Road to facilitate access to the new boarding houses. Proposed new hard and soft landscaping. Creation of rain gardens/swales to facilitate surface water drainage. All associated works, including parking, bicycle parking, enclosure for air source heat pumps, external lighting, boundary walls, relevant connections to existing utilities systems, facilities for refuse collection and works to retained trees.

Address: Kingsgate Park, Kingsgate Road, Winchester, Hampshire
Parish, or Ward if within Winchester City: St Michael
Applicants Name: Winchester College
Case Officer: Catherine Watson
Date Valid: 13 December 2022
Recommendation: Application Permitted
Pre Application Advice: Yes

Link to Planning Documents

22/02812/FUL:
<https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple>



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Reasons for Recommendation

The development is recommended for permission as it is considered that the principle of development is acceptable. While the proposals will have some impact on the setting of listed buildings and the conservation area, and include a degree of loss of open space and the loss of one good quality tree, these issues have been carefully assessed and due to the high quality design of the proposals, the impacts are considered to be acceptable. The proposals are also acceptable in terms of archaeology, residential amenity, sustainable transport, biodiversity, sustainability, drainage and nitrogen and phosphorus. The application is therefore considered to be in accordance with the development plan and will make a positive contribution to the local environment and will bring benefits to the accessibility of the college as a facility.

General Comments

The application is reported to Committee because of the number of objections received, contrary to the Officer's recommendation.

Amendments to Plans Negotiated

None

Site Description

The site extends from St Cross Road in the west to the eastern side of Kingsgate Park in the east and is bounded by the College's sports centre to the south and Romans Road to the north. It is surrounded on all sides by mature trees and the ground level falls by up to 2 metres from the boundary with St Cross Road, to the site of the existing all-weather sports pitch. The remainder of the site to the east is relatively flat. Existing pedestrian paths run north-south along the western and eastern edge of the former sports ground, which also includes the College's new PE Centre, and links with other pedestrian routes around the College. The site is surrounded to the north and east by other academic, boarding and residential buildings of the college campus with access off St Cross Road and Romans Road.

Proposal

Proposed demolition of single storey extension on north elevation and demolition of rear garden wall to Antrim House. Internal and external refurbishment works to Antrim House to create staff accommodation. Removal of all-weather playing pitch and associated structures. Proposed all-weather playing pitch with artificial grass surface, fencing and associated development. Construction of two boarding houses. Removal of two sections of wall to St Cross Road to facilitate access to the new boarding houses. Proposed new hard and soft landscaping. Creation of rain gardens/swales to facilitate surface water drainage. All associated works, including parking, bicycle parking, enclosure for air source heat pumps, external lighting, boundary walls, relevant connections to existing utilities systems, facilities for refuse collection and works to retained trees.

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Relevant Planning History

Kingsgate Park, Kingsgate Road, Winchester

87/01698/OLD - Replacement pavilion. PER 30th June 1987.

92/00876/OLD - New pavilion. WDN 26th February 1992.

92/00877/OLD - Replacement pavilion. PER 24th March 1992.

14/02676/FUL - Proposed all weather playing surface with 3m high fencing, planting and new path to connect Romans Road to the existing PE Centre. PER 29th April 2015.

Physical Education Centre, Winchester College, Kingsgate Road, Winchester

92/01352/OLD - Conversion of squash courts to laundry. PER 28th April 1992.

93/01419/OLD - Resurfacing and extension to car park. PER 8th June 1993.

94/00820/OLD - All weather artificial multi-sport playing area. PER 18th August 1994.

95/01303/OLD - Single storey extension. PER 30th January 1995.

98/01056/FUL - Construction of 2 no squash courts. REF 5th October 1998.

98/02115/FUL - Construction of 2no squash courts. PER 4th January 1999.

17/00446/FUL - Demolition or partial demolition of the buildings on site and their replacement or conversion to provide a physical education centre (comprising a sports hall, swimming pool, and fitness centre), design technology building, sanatorium, support services building, sports pavilion, 1 new dwelling and other conversion to residential for staff accommodation, new and changed accesses, parking, circulation areas, landscaping and associated works. A full description of the proposals can be viewed in Section 4 of the online Planning Statement. Application Permitted 15.09.2017.

Antrim House, 37 St Cross Road, Winchester

79/01700/OLD - Change of use from Old Peoples Nursing Home to School use boarding/sanatorium. PER 11th December 1979.

85/00621/OLD - Erection of block of eight flats. PER 28th March 1985.

03/01685/FUL - Demolition of part of Antrim House and construction of new boarding house. PER 2nd December 2003.

Consultations

Consultee:

Service Lead for Built Environment: Historic Environment

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Support. "These proposals have been subject to extensive pre-application discussion with the Council.

The submission is professional and demonstrates a sound understanding of the significance of the heritage assets which would be affected by the scheme and provides a well-reasoned assessment of the likely impacts of the development on those heritage assets.

Works to Antrim House.

The principle of conversion from the College's medical centre to staff accommodation is not contentious in historic environment terms. The change of use would provide a long-term use for this building, incentivising its maintenance and upkeep. The demolition of the late C20 addition to this C19 building is acceptable; it is a poor-quality feature which detracts from the architectural interest of the building.

The replacement of all existing windows in Antrim House is concerning; it is assumed that these windows are historic (possibly original to the 1880s construction of the building). There is no evidence that these windows need to be replaced (i.e. a condition survey). Replacement of historic windows is a controversial topic more widely and the Council has a duty to be consistent in its approach. It is not clear whether any alternative options (such as secondary glazing) have been considered. It is understood that this work does not require planning permission. If this is the case, and the Council cannot prevent the replacement of these windows, it is considered reasonable, proportionate and necessary to require details of the new windows by way of a suitable condition attached to any grant of planning permission (condition 3).

The works to this building will include new elements of external walling and window infill. This brickwork will need to be of a suitable quality so as to preserve the architectural interest of this non-designated heritage interest. It may be prudent to attach a condition to any grant of planning permission to require details of materials and finishes to be used here, including sample panels as necessary (condition 4).

Subject to compliance with the conditions specified above, it is considered that this element of the scheme would preserve the significance of Antrim House as a non-designated heritage asset, the character and appearance of this part of the CA and would have no impact on the listed buildings and non-designated buildings identified above.

All-Weather pitches.

Kingsgate Park has an open and verdant character. It is an important part of the settings of Chernocke, Sergeant's and Kingsgate Houses in addition to the Music School and the three listed buildings along Kingsgate Road identified overleaf. The sense of space and verdancy provides relief to the built form surrounding Kingsgate Park. Despite the negative effect of the temporary sports centre on the character of this open space, Kingsgate Park is a positive feature within the CA.

This element of the scheme would entail the removal of one tree, but generally the surrounding tree belt would be preserved. It is understood that the AWP should not impair views across Kingsgate Park. The proposed fencing and illumination for the all-weather pitches would change the character of this space, with the introduction of new hard surfaces, but its sense of openness and verdant character would be preserved.

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When illuminated, the proposed floodlighting would change the character of Kingsgate Park, and the way it is perceived and experienced during the late afternoons and evenings, particularly in winter.

This effect may be screened and softened to some extent by the trees along the northern boundary of the site but is likely to be perceptible by pedestrians and vehicles travelling along Romans' Road. The lighting is considered to cause a low level of harm to the character and appearance of this part of the CA, which may be acceptable when considered in the scheme as a whole. It may be prudent to control the hours of illumination by way of a suitable condition attached to any grant of planning permission (condition 5).

The proposed AWP is not considered to have an adverse impact on the significance of any listed building, due to the distance between it and the listed buildings, and in the case of Sergeant's, Kingsgate House and the Music School, the intervening trees. No adverse impacts on the significance of the non-designated heritage assets along St. Cross Road are envisaged, but it is considered that the proposals will cause harm to the character and appearance of this part of the CA due to the lighting. Further information about the fencing is requested (condition 6).

Subject to the provision of additional information specified, it is considered that the proposed AWP would have a neutral impact on the character and appearance of this part of the CA and would preserve the significance of listed buildings. It is recommended that the hours of illumination of the proposed lighting is controlled by way of condition (condition 7).

New boarding houses.

This part of St. Cross Road appears to be a transitional space, as one moves from the more densely developed area to the North closer to the city centre, towards the more spacious 'suburban' character of St. Cross. Continuing this journey southwards, at the junction of Romans Road and St Cross road, views begin to appear across Kingsgate Park. These allow a greater appreciation of the landscape setting of the city, in particular St. Catherine's Hill.

It is agreed that the extant planning permission for a new boarding house attached to Antrim House is the baseline against which the impact of the present scheme on the CA should be assessed. When compared with the extant permission it is apparent that the present scheme is larger in footprint, taller, closer to Chernocke House and occupies a more prominent location within Kingsgate Park.

The present scheme would be a more substantial development in this area and a more prominent alteration to the area than the extant permission.

It is considered that the proposed boarding houses would result in harm to the character and appearance of this part of the CA, due to the loss of presently open space within Kingsgate Park, the reduction in the view from St. Cross Road to the open countryside to the southwest and the removal of mature trees within Kingsgate Park. The view analysis reproduced in the Heritage statement is very useful, it demonstrates that the proposed boarding houses would interrupt some views towards St. Catherine's Hill, but that most of these views would have been interrupted by the extant scheme. Accordingly, it appears that the present scheme would not impede views towards the countryside substantially more than would have been the case under the extant permission.

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The new openings in historic boundary wall of Kingsgate Park would result in the loss of historic fabric and consequent harm to the intactness of this characteristic feature of this part of the CA. Should planning permission be granted, further details of the alterations to these walls will be needed by way of a suitable condition (condition 8).

The scheme would also result in a change to the setting of Chernocke House, due to the reduction in the sense of openness which is characteristic of its present setting which would result from the construction of the boarding house. This would be harmful to an appreciation of the significance of this listed building. It is not considered that the proposed boarding house would result in harm to any other listed building, due to the distance between it and those listed buildings.

The level of harm to the CA and Chernocke House is within the 'less than substantial' category of the NPPF, at the middle of that scale. The level of harm to CA resulting from present scheme is greater than extant permission, but only by a small margin. It is considered that the proposed boarding house would have a neutral impact on the non-designated historic houses along St. Cross Road; the significance of these buildings does not derive principally from their settings, but their age, architectural quality, and style. It is also considered that, when compared with the extant scheme, the proposed boarding house would have a less harmful impact on the significance of Antrim House, due to the nature of the present scheme as a detached structure, rather than an extension.

The present scheme is the result of a long process of discussion between the applicant and the Council. Whilst it would result in harm to the character and appearance of the CA and to the significance of Chernocke House, it is acknowledged that this is the least harmful location within the CA for a new boarding house within the College's estate. The architectural quality of the proposed boarding house is high, being both contemporary in its execution, but also traditional in its form and detailing. It is recommended that details of the materials, finishes and boundary treatments are sought by way of appropriate conditions attached to any grant of planning permission (condition 9)".

Service Lead for Built Environment: Archaeology

Support. An archaeological desk-based assessment and reports on the results of archaeological evaluation trenching undertaken at pre-application stage across the proposal site have been submitted as part of this application. As indicated in a pre-application consultation response, there is no in-principle objection to the proposed development on archaeological grounds.

Further to previous interim advice on this application an updated WSI for archaeological mitigation works relating to the development proposal has been submitted. This revised WSI provides a comprehensive mitigation strategy across the development site and a clear phasing plan for these works has been included. Minor comments on the previous version of the WSI have also been satisfactorily addressed.

The WSI (Border Archaeology, April 2023, Written Scheme of Investigation for a Strip, Map and Sample Excavation & Archaeological Observation. Winchester College Kingsgate Park: Boarding and Sports Facilities, Winchester, Hampshire) is acceptable and supersedes the previously submitted draft WSI. Conditions 10 and 11 require additional information to be submitted.

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Accordingly there is no objection to the proposed development and conditions are recommended.

Service Lead for Community and Wellbeing: Ecology

Support. "The application is supported by an Ecological Appraisal (Aspect Ecology, November 2022), which also includes a previous bat survey report in its appendix (Hampshire Ecological Services Ltd., November 2021). The report identifies bat roosts within buildings B1 and B3, and in on-site tree T4, of common and soprano pipistrelles. The report makes sensible recommendations for the licensing and mitigation requirements at the site. There are also recommendations for ecological enhancements in line with the NPPF. Therefore, if you were minded to grant permission, I suggest that the following condition (condition 12) is added to the decision notice:

Development shall proceed in accordance with the measures set out in Section 6 'Assessment, Mitigation and Enhancement' of the Ecological Appraisal (Aspect Ecology, November 2022), unless varied by a European Protected Species (EPS) licence issued by Natural England. Thereafter, the replacement bat roost features and enhancements shall be permanently maintained and retained in accordance with the approved details. Photographs and a report of the implemented enhancement measures shall be submitted by an ecologist for approval to the Local Planning Authority prior to occupation. Reason: To ensure the favourable conservation status of bats in accordance with Policy CP16 of the Winchester Local Plan Part 1: Joint Core Strategy".

Service Lead for Community and Wellbeing: Landscape

Support. "The proposal has gone through an extensive pre-application process involving a number of professions including landscape from the Council.

As the site lies within the city of Winchester, the Winchester Townscape Assessment undertaken by HCC through their Integrated Landscape Character Assessment the proposals will in-part be reviewed against WIN02 Winchester College and Kingsgate.

HCC Townscape Assessment WIN02 2.2.11 Open Space states 'There is a limited provision of public open space in this area. 2.55 of the Planning Statement highlights how the all-weather pitch would help meet local sporting provision shortfall identified in WCC assessments and strategies.

5.16 of Planning Statement refers to the all-weather pitch as supporting the health and social well-being of the wider community. Adequate and suitable public/club availability must be ensured to support this statement.

Currently there is no public access to this area of the college. Public/club access and improved sporting provision would therefore be welcomed. Hours of floodlighting operation must be conditioned to ensure local residents are not impacted and nor is the SDNP and biodiversity (condition 7).

There will be a change in character to Kingsgate as a result of the all-weather pitch however it is more the immediate surrounding area that will be affected, longer views and the SDNP will not be impacted by the pitch itself. It may however be possible to glimpse the boarding houses from parts of the SDNP including St Catherine's Hill.

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Immediate views have been assessed and mitigation provided within the site. It will not be possible to 'hide' the buildings; instead the applicant is looking to ensure they sit well within the street scene and are designed to a high quality.

The site has been assessed using two baselines – current layout and also the current taking into account the extant permission and its impact on the landscape character.

All pre-app discussions relating to landscape have been taken on board and have been assessed in the LVA including providing relevant crossovers with the Heritage Statement. The appraisal demonstrates that although there are likely to be distant views of the development from the SDNP they do not impact the existing views as the development sits adjacent to other built form some of which is more prominent than the proposal will be.

Viewpoints O1 and O2 are restricted by the temporary sports hall however it is evident that once the temporary structure has been removed the proposal will be visible. Suitable mitigation – building materials and planting should assist in ensuring the built form settles into the street scene and near views. The view from St Cross Road of St Catherine's Hill will be lost however the LVA demonstrates that this would also have been the case with the extant permission.

The LVA concludes that the impact upon the character and the landscape with appropriate and relevant mitigation is neutral with the floodlighting of the AWP providing the most impact at night.

Conditions regarding hard and soft landscape details, as well as the SuDS, are required (conditions 13-15 (landscaping) and 16 (SuDS)).

Service Lead for Community and Wellbeing: Tree Officer

Object. "Having discussed the findings of the latest investigation Airspade and root exposure investigation and having reviewed the previous Picus investigations - we have concluded that there is still not enough evidence to make a management decision on the future of this Oak tree at the present time. With this in mind, we are proposing that the condition of this tree is regularly monitored. We can then review a decision on the management of this tree if there is new evidence relating to significant changes in its condition which are noted. I have noted the proposed landscaping and tree planting scheme which has been submitted with your application".

Service Lead for Engineering, Transport and Special Maintenance: Drainage

Support. "No objections to this development due to the risk of flooding because of the site's location in Flood Zone 1 and the possibility of reducing small risk of pluvial flooding by creating an adequate SuDS after the development.

"Agree with the comments made by LLFA (HCC) on 23 Dec 2022 (SWM/2022/0664/) and have no more comments as LLFA is the statutory consultee for the purpose of surface water drainage.

Given that a foul main serves the area, I concur with Southern Water's letter (Ref. DSA000018895; dated: 09/01/2023) about foul drainage. I would not object to it as long as the building regulations are followed" (condition 19).

Service Lead for Public Protection: Environmental Protection

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Support. "The following documents have been reviewed:

Acoustic report produced by Max Fordmam referenced 7060-MXF-XX-XX-RP-Y-10010 P01 dated November 2022;

Construction Phase Plan for Winchester College produced by Beard Revision 7 dated October 21;

Lighting plan produced by Jan Skrzypkowski project code 3711 date 18/11/2022.

There are no adverse comments regarding the above documents".

Service Lead for Community: Sustainability Officer

Support. "Assessed the submitted sustainability information. The pre-assessment estimate shows that the design is targeting a BREEAM excellent standard with 79.16 points (70% needed) and the mandatory credits for the energy standards for BREEAM outstanding (In issue Ene 01, 6 credits (energy performance) and 4 credits (prediction of operational energy consumption)). This would be a good result and I recommend that this should feature in the condition, i.e. An overall BREEAM excellent standard with the BREEAM outstanding standard for energy" (conditions 17 and 18).

Service Lead for Economy and Tourism

Support. "The Economy and Tourism team at Winchester City Council would like to support this pre-application in principle as it is in line with the aspirations of the Council Plan 2020 to 2025 and the ten-year Green Economic Development Strategy.

One of the main priorities of the Council Plan 2020 to 2025 is 'a vibrant local economy'. This will be achieved through:

- Increased opportunities for high quality, well-paid employment across the district
- A shift to a greener, more sustainable economy
- More younger people choose to live and work in the district

Winchester College's expansion plans should create additional employment opportunities for local people through construction and occupation.

These could be direct jobs – staffing for the two new boarding houses and indirect jobs through services supplied to them (cleaning and catering for example).

It is noted that the design statement suggests that the aim is to design boarding houses that are an exemplar of innovative design, sustainability and wellbeing. The proposals suggest they are building to Passivhaus design principles and BREEAM Excellent. The Green Economic Development Strategy action plan includes an action around improving skills in sustainable construction. The project could provide an opportunity for this to happen.

A range of employment and training opportunities for local people will need to be secured using an employment and skills plan during the construction phase of the project.

The council has adopted the Construction Industry Training Board's client based approach for all large scale planning applications (10 or more houses or 1000sq.m plus floor space). This means that we would use an employment and skills plan to secure a range of local

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employment, volunteering, apprenticeship, training and development activities during construction. The council needs a draft employment and skills plan submitted for this development” (condition 22).

Service Lead for Public Protection: Contaminated Land Environmental Health

Support. “The contaminated land report produced by Ground Engineering report reference No. C15499 dated February 2022 has been reviewed and there are no adverse comments regarding the works undertaken. A condition is recommended to require the reporting of any unexpected contaminated land found during construction works” (condition 21).

Sport England

Support. “Content to withdraw the holding objection as the application is considered capable of meeting our E5 exception as previously advised.

'The proposed development is for an indoor or outdoor facility for sport, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss, or prejudice to the use, of the area of playing field.'

This is subject to the following condition being attached to the permission:

The artificial grass pitch (AGP) and associated ancillary provision (toilets; changing facilities and parking) shall be made available and accessible to local schools and sports clubs during term time for a minimum of two hours between 09:00 and 17:00 and for two hours between 19:00 and 21:00, three days a week Monday to Friday inclusive, and between 09:00 and 12:00 on Saturdays, unless otherwise agreed in writing with the City Council.

During school holidays, the artificial grass pitch (AGP) shall be made available and accessible daily to local sports clubs and groups between 09:00 and 22:00.

Informative: to ensure that school sports facilities are genuinely accessible to the community, it will be important that they are affordable ie that the costs of hire are comparable with similar local authority run facilities and that there is access to basic ancillary provision” (condition 7).

Natural England

Comment. “It is noted that the nutrient budget has been calculated based on a net increase of 61 units, on the basis that the two extant permissions for a 65 bedroom boarding house extension (03/01685/FUL) and a single unit of accommodation within a large sports complex (17/00446/FUL) could be built.

We advise that Winchester City Council, as competent authority, take a view as to what constitutes the current baseline. The two extant permissions have not yet been completed and occupied, therefore the impacts have not yet reached the designated sites.

On this basis, Natural England recommends that Winchester City Council consider excluding the extant permissions from the baseline when determining the nutrient budget for the proposals. We advise that you seek and rely on your own legal opinion with regard to the approach taken in this case”.

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Further comments to revised calculations submitted 17.07.2023: Summary of Natural England's Advice

Further Information Required to Determine Impacts on Designated Sites

As submitted, the application could have potential significant effects on the River Itchen Special Area of Conservation (SAC). Natural England requires further information in order to determine the significance of these impacts and the scope for mitigation.

The following information is required:

- Updated Habitat Regulations Assessment to set out detail of phosphorus mitigation and how it will be secured
- Further details regarding nutrient mitigation

Without this information, Natural England may need to object to the proposal.

Please re-consult Natural England once this information has been obtained.

Natural England's further advice on designated sites/landscapes and advice on other issues is set out below.

Habitat Regulations Assessment

Natural England notes that your authority, as competent authority, has undertaken an appropriate assessment of the proposal in accordance with regulation 63 of the Conservation of Species and Habitats Regulations 2017 (as amended). Natural England is a statutory consultee on the appropriate assessment stage of the Habitats Regulations Assessment process, and a competent authority should have regard to Natural England's advice.

Your appropriate assessment does not give a clear conclusion that your authority is able to ascertain that the proposal will or will not result in adverse effects on the integrity of any of the sites in question. Having considered the assessment, and the measures proposed to mitigate for any adverse effects, it is the advice of Natural England that it is not possible to ascertain that the proposal will not result in adverse effects on the integrity of the sites in question.

Natural England advises that the assessment does not currently provide enough information and/or certainty to justify the assessment conclusion and that your authority should not grant planning permission at this stage.

Your conclusion states that there will be a likely impact from nitrogen and phosphorus discharges and that "Winchester City Council has adopted a Grampian condition for nitrogen which requires a mitigation package addressing the additional input to be submitted to and approved in writing by the LPA." It does not state how mitigation for phosphorus will be secured, therefore it is not possible to conclude no adverse effect on integrity at this stage.

Further assessment and consideration of mitigation options is required, and Natural England provides the following advice on the additional assessment work required:

Nutrients Budget Calculation

Legal baseline

Our previous response dated 9th February 2023 provided advice regarding the correct baseline to use when assessing the impacts of nitrogen and phosphorus in wastewater on the River Itchen SAC, where the application initially sought to discount the units from an

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existing but incomplete planning permission from December 2003. We have further considered this issue within the organisation, and it is our advice for this case that it is both realistic and precautionary to consider the full number of proposed units within the current application. We repeat, however, that this decision is a matter for your authority.

We do however advise that it would be possible for a discount to be applied to account for the proportion of time students spend living away from the accommodation in a year, i.e. just account for term time use (although this may not apply to the staff accommodation if it is year-round residential). We note the application is supported by three calculations that seeks to assess nutrient impacts with specific looks at occupancy and water use. Please see our advice below on these approaches.

Occupancy

Option 1 outlines how the budget is calculated based on term time only occupancy for student accommodation and 100% occupancy for staff accommodation. We agree in principle that a reduced student occupancy based on time outside of terms can be discounted from calculation.

It is Natural England's view that competent authorities may choose to adopt bespoke occupancy calculations for detailed planning applications, if sound evidence is available. These are matters for each competent authority. Natural England's advice is to take a precautionary approach that recognises any uncertainty.

Water use

Please note the nutrient neutrality guidance requires that the nutrient budget calculation includes a 10l/pp/pd buffer over the water use level which will be conditioned with planning permission, for example for developments which will discharge 110l/pp/pd the calculation should use 120l/pp/pd figure. It is Natural England's view that competent authorities can choose to adopt bespoke water use calculations, however you should be satisfied that the lower water use figure can be appropriately secured and enforced, taking a precautionary approach.

Nutrients Mitigation

Three mitigation options are proposed:

Option 1: The Grange Estate mitigation scheme

Firstly the purchase of credits from The Grange estate.

It is Natural England's advice that mitigation will need to take effect upstream of the location where development sites' run-off and wastewater input will have effects on the designated site, to ensure effects are properly avoided on the river.

Developments draining to the Itchen must be downstream of the mitigation scheme location (either directly or indirectly) to be able to make use of the scheme.

Based on the above spatial principles Natural England are satisfied that The Grange Estate scheme is in appropriate location to offset this development.

Natural England has reviewed and agreed the nitrogen and phosphorus capacity of The Grange Estate Abbotstone woodland mitigation scheme and proposed management of the offsetting land. It is understood that this has been secured through legal agreements to ensure that effective mitigation is delivered for the lifetime of the development. It is also understood that a system has been set up to monitor the developments using the mitigation scheme to ensure there is capacity available for each scheme. Provided this is the case and the long term management of the mitigation scheme is monitored by the local

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planning authority, as competent authority, to ensure effective mitigation for the lifetime of the development, Natural England raises no further concerns on this aspect.

It is for the competent authority to determine the importance of timing issues for each development, depending on location and form of mitigation applied. Given the close proximity of the mitigation land to designated sites. In considering the significance of timing issues within an appropriate assessment competent authorities should take account of the average time taken from the removal of agricultural activities to first occupation and rate of completions for each development. Provided the local planning authority is satisfied that timely mitigation can be delivered in this case, Natural England raises no further comments for consideration.

The above mitigation proposal leaves a residual mitigation requirement.

Option 2: Retrofitting water efficiency measures and Option 3 Water efficiency and grey water recycling measures

Options 2 and 3 proposes to offset the residual nutrient budget from option 1 with retrofitting water efficiency measures elsewhere across campus.

No detail or evidence appears to have been provided to support this approach, either regarding existing water use levels, or water consumption rates for proposed fixtures/fittings.

It is our advice that a water efficiency scheme can only apply where the units to receive the retrofitting connect to a WwTW with a permit limit for nitrogen and/or phosphorus (depending on the nutrients needing to be addressed), to ensure nutrient concentrations won't increase in the effluent discharge.

It is our understanding that Winchester College buildings/student accommodation drain to Morestead, and this WwTW does not have an N permit, therefore it is likely such measures would not be suitable to address N. However it does have a permit for P. A regime/protocol for this approach would need to be developed that evidences the existing water use - this could be gained using water meter data, or if this is not available then a suitable average for the housing type and locality can be used (water companies may be able to provide this) – and sets out in detail how P neutrality mitigation via water efficiency measures will be delivered and secured in perpetuity. It would need to outline how will it be monitored and reported to avoid water use increases from future unagreed installation of fixtures/fittings outside of the programme, and what remedial actions would be taken where necessitated.

The competent authority would need to be satisfied that any mitigation under the Habitats Regulations will be effective, reliable, timely, guaranteed and of sufficient duration.

Additionally, it is important to be aware that a water efficiency retrofitting scheme to provide mitigation under the Habitats Regulations will have to comprise entirely new additional measures over and above any existing upgrade/refurbishment scheme(s) that may be underway or due.

In considering other suitable mitigation approaches, Natural England encourages Winchester College to explore use of their own land holdings located upstream of the

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development site to mitigate the residual nutrient budget, for example taking land out of agricultural production and using to create habitat or leaving to natural regeneration. We would be happy to discuss further options with the applicant via our Discretionary Advice Service.

River Itchen Site of Special Scientific Interest

Please note that if your authority is minded to grant planning permission contrary to the advice in this letter, you are required under Section 281 (6) of the Wildlife and Countryside Act 1981 (as amended) to notify Natural England of the permission, the terms on which it is proposed to grant it and how, if at all, your authority has taken account of Natural England's advice. You must also allow a further period of 21 days before the operation can commence.

Further comments submitted 07.08.2023

I note Winchester College have proposed to apply a reduced student occupancy for the two proposed boarding houses to take account of term time only, and 100% occupancy for permanent staff accommodation. As previously advised, we support this approach in principle but it is ultimately for you as competent authority to be satisfied the figure used is appropriate. I have also been recently contacted by Emma Barnett at Adam's Hendry (cc'd for info) who had sent me some further information in relation to Winchester College's proposal for water efficiency measures at two existing boarding houses (Sergeant's and Hawkins).

It is my understanding that the College seeks to address the mitigation needs of the first boarding house through the purchase of nutrient credits from The Grange Estate mitigation scheme. Natural England are satisfied with the mitigation approach for the first boarding house and refer you to our previous advice (letter dated 17th July 2023, our ref 440637) with regard to ensuring this is appropriately secured and monitored in perpetuity.

It is also my understanding that your Authority intends to secure the mitigation required for the second boarding house by Grampian condition, to ensure it will achieve nutrient neutrality prior to occupation. Provided this can be suitably secured and implemented prior to any impact (usually at occupation), Natural England would have no concerns on this approach in principle. The Grampian condition would need to ensure it covers phosphorus, when considering impacts on the River Itchen SAC, as we have noted such conditions for other Winchester applications tend to reference only nitrogen. It's advisable that a range of feasible options are outlined, that would include existing/future nutrient schemes and other suitable options. Regarding the proposed water-efficiency strategy, we would draw your attention to the following points for consideration:

- Retrofitting of water efficient measures.
- Existing water use at Sergeants and Hawkins boarding houses – existing usage rates should be suitably evidenced, ideally based on water metre data to provide confidence in the water efficiency savings that can be made
- Such a scheme would not be suitable in addressing nitrogen where the receiving WwTW (in this case Morestead) does not have an N permit – meaning there is a risk of N concentrations in the effluent increasing over time. Morestead WwTW does have a P permit so this approach for P would be suitable, subject to the below advice.

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- A suitable monitoring/reporting regime would be needed to enable your Authority to ensure the mitigation will remain effective over time. How/can this be secured for the lifetime for the development?
- Securing/monitoring/enforcing - your Council should be fully satisfied such an approach can be appropriately secured, monitored and enforced by your authority. We would highlight that there are risks associated with a water saving approach when implemented within private developments – this approach is best implemented within a Council's own housing stock where the Council will have full control over fixtures/fittings, monitoring of their use and enforcing where fixtures/fittings have been replaced with less efficient models. If this is a scheme you as a Council are not certain you can ensure in perpetuity, other mitigation options may be more suitable.

It is also worth bearing in mind that where the Levelling Up and Regeneration Bill receives Royal Assent, Morestead WwTW should be due for an upgrade to 'Technically Achievable Limit' (TAL) or 0.25mgTP/l by 2030. This may become pertinent later in the planning process for this development and reduce mitigation needs for P, and Natural England would be happy to discuss temporary mitigation requirements needed in advance of such an upgrade.

Southern Water.

Comment. "Investigations indicate that Southern Water can facilitate foul sewerage run off disposal to service the proposed development. Southern Water requires a formal application for a connection to the public foul sewer to be made by the applicant or developer.

The supporting documents make reference to drainage using Sustainable Drainage Systems (SuDS).

Under certain circumstances SuDS will be adopted by Southern Water should this be requested by the developer. Where SuDS form part of a continuous sewer system, and are not an isolated end of pipe SuDS component, adoption will be considered if such systems comply with the latest Sewers for Adoption (Appendix C) and CIRIA guidance.

Thus, where a SuDS scheme is to be implemented, the drainage details (condition 19) submitted to the Local Planning Authority should:

- Specify the responsibilities of each party for the implementation of the SuDS scheme.
- Specify a timetable for implementation.
- Provide a management and maintenance plan for the lifetime of the development.

This should include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

The applicant should be advised that a wastewater grease trap should be provided on the kitchen waste pipe or drain installed and maintained by the owner or operator of the premises (condition 20).

It should be noted that under the Water Industry Act 1991 it is an offence to "throw, empty, turn or permit to be thrown or emptied or to pass into any drain or sewer connecting with a public sewer any matter likely to injure the sewer or drain or to interfere with the free flow of its contents".

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Hampshire County Council: Flood and Water Management

Support. "The site is brownfield and within Flood Zone 1. The site is generally at very low risk of flooding from a surface water, albeit there is an area at low risk in the east of the site that may be negligible following recent temporary construction.

The existing surface water drainage system for the site discharges into public sewers and soakaways. Some of the drainage is controlled with attenuation tanks and flow control devices. Some of the infiltration drainage is to be removed as part of the redevelopment. Groundwater monitoring has been undertaken with peak levels of 3.23 mbgl for the monitoring period. Infiltration testing has shown that favourable rates are possible in the superficial deposits.

The proposed drainage system will incorporate SuDS including permeable paving and ultimately discharge to an infiltration basin. The pitch will drain itself via infiltration to ground.

Calculations have been provided, however consideration must be given to the recently revised peak rainfall allowances for the 1 in 30 and 1 in 100 year storm events. Flooded extents have been shown on a plan along with flood exceedance flow routes, however these may be subject to change once the calculations have been revised.

Maintenance information has been provided, along with an assessment of the water treatment using the simple index approach.

The information provided is sufficient to address our comments."

Hampshire County Council: Highways Authority.

Following the highway authority's previous response dated 8 February 2023, the applicant has submitted a revised Transport Assessment dated March 2023 alongside a WCHAR assessment. For the purposes of this response, the revised Transport Assessment will here on in be referred to as the TA Addendum.

Walking and cycling.

The TA Addendum states that 20 cycle parking spaces are proposed to encourage sustainable travel. It is proposed that the existing 1.8m footway will remain along St Cross Road to tie in with the existing provision. There are existing pedestrian refuge islands on St Cross Road close to the junction with Norman Road which provides good intervisibility for pedestrians. There are also two zebra crossings to the north of the site, one located opposite Hawkins House/St Michael Road and the other on Southgate Street between St James' Lane and St Swithuns Street.

On the recommendation of the highway authority the applicant has undertaken a WCHAR survey to assess the key walking and cycling routes that will be used by users of the development. The WCHAR highlights some areas that require improvement, but the applicant's statement that the proposed improvements are limited to highway maintenance is not agreed by the Highway Authority, with the majority of the routes assessed not meeting LTN1/20 compliance and no longer meeting the standards for pedestrians and cyclists, of which the assessment work conducted by the applicant shows is the vast majority of site users.

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Observations show that existing pupils move between the boarding houses, college buildings and the localities frequently and in groups of many pupils at any one time, utilising the inadequate footways and crossing provisions on a regular basis. The demand will of course be exacerbated by provision of additional boarding houses and improvements are considered necessary in accordance with the CIL tests.

Hampshire's LTP4 document is referred to in the WCHAR assessment, where it is identified that the document proposes transformational changes which shift away from planning for vehicles, towards planning for people and places, reduce reliance on private car travel, and promote active lifestyles. One key element of the LTP document Policy DM2 which is not referenced is DM2 i) which reads:

'We will only support requests for NEW accesses onto A roads, the principal road network or traffic sensitive streets where the strategic flow of traffic is prioritised and not compromised and when all other reasonable options (such as taking access from nearby side roads) have been considered.'

St Cross Road is a key arterial route into Winchester and the above criteria applies here. In our pre-application response, we stated that justification of two new accesses onto St Cross Road was required. This was also stated in our first formal response to this application, dated 8th February 2023, and has not been provided to date. Due to the limitations of the site and potential to provide off-site improvements, the highway authority are willing to balance the provision of two access points on this traffic sensitive route so long as this disbenefit is mitigated by provision of wider improvements for pedestrians to ensure that the impact of the pedestrian-intensive site is adequately mitigated.

The Winchester Movement Strategy is also referenced in the WCHAR. The Winchester Movement Strategy (adopted by HCC and WCC in 2019) sets out the requirement to improve how people travel in and around Winchester. We want to see a future where there is reduced car traffic but more activity in the city centre, better air quality and improved travel options when using the bus, walking or cycling. The Action Plan confirms there is a desire to improve crossing points for pedestrian and cyclists and improve the public realm on routes within and towards the City Centre, including St Cross Road, A Section 106 financial contribution of £150,000 towards improvements to crossing points on St Cross Road and related pedestrian and cycle measures in the vicinity of the site is required, which is costed on the basis of new zebra crossing provision. This is considered to be necessary to make the development acceptable in planning terms, is directly related to the development, and fairly and reasonably related in scale and kind to the development.

Accident data

As requested, the applicant has obtained Personal Injury Accident (PIA) data from Hampshire Constabulary covering the most recently available 5-year period. The scope of this assessment includes the main B335, St Cross Road along with other key routes, including Ranelagh Road, Southgate Street, and Christchurch Road.

This data shows that there has been a total of 29 accidents record during the assessment period, with 7 being of a serious nature and 22 resulting in slight injury. Due to the nature of the proposals, the expectation is that the development would not primarily be served by private vehicle other than at ends of term which can be managed through an Operational Management Plan. Therefore, the highway authority is not concerned that the PIA data shows a pattern of accidents that is likely to be exacerbated by the proposed development.

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Access

It is understood that two new vehicular accesses are proposed to allow vehicles to enter one way and exit the other and make the most of the space internally off of the Antrim House access on St Cross Road. The highway authority are satisfied that this access arrangement is acceptable in terms of visibility. HCC would not usually accept two vehicular access points in such close proximity on a B-road such as St Cross Road. However, given the limitations of the site and potential to provide off-site improvements outlined above, the highway authority are willing to balance the provision of two access points on this traffic sensitive route, so long as this disbenefit is mitigated by provision of wider improvements for pedestrians to ensure that the impact of the pedestrian-intensive site is adequately mitigated.

It is also noted that to achieve this access arrangement a section of the boundary wall will need to be demolished. The impacts of this from a visual and amenity aspect will be considered by Winchester City Council as the Local Planning Authority.

The applicant should note they will be required to apply for a dropped kerb licence to implement the proposed two new vehicle crossovers on St Cross Road, which forms a separate process to the planning process. Details of this can be found via the following link.

It is noted that this new access arrangement will be for the use of residential staff associated with the 2 new boarding houses, visitors (by appointment), and service vehicles.

Servicing

The TA Addendum sets out that the proposed internal layout of the site has been designed to accommodate refuse and emergency vehicles, allowing them to access and egress in a forward gear. It is agreed that the ability of servicing to occur within the site boundary rather than roadside off of St Cross Road is required.

Parking

For the element of the site proposed to be served via the new accesses off of St Cross Road there is proposed to be 6 parking spaces provided, 2 of which will be disabled spaces. In the separate Antrim House part of the site, it is proposed that 3 parking spaces are to be retained. A number of different parking arrangements have been demonstrated in the Appendices and Drawings within the TA Addendum. One clear drawing showing the parking arrangement and tracking of this should be provided for review.

Traffic generation

In HCC's previous response, it was commented that the TRICS sites presented were not deemed to be reflective of the characteristics of the proposed site use. Therefore, more anecdotal evidence to support an estimated trip generation was requested based on the existing boarding houses associated with this site.

This anecdotal justification has been submitted within the TA Addendum. It explains that the majority of the College's educational staff will reside either within, or in close proximity to, the College grounds and therefore are not expected to travel to the site via private car. It is also explained that a large proportion of non-educational staff work in shift patterns of 06:30-14:30, 11:00-19:00 or 07:00-19:00 meaning that staff will be travelling outside of the network peak hours. The Operational Management Plan will also result in less use within
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peak hours by private car associated with the site due to the measures it entails. This will be commented on further in the Operational Management Plan section of this response.

The TA Addendum also explains that the 40-day pupils will arrive prior to 08:00 Monday to Friday and leave each day at 18:30 or 21:15 on additional study days. This is outside of the network peak hours of 08:00-09:00 and 17:00-18:00. The applicant goes on to state that, assuming the worst-case scenario of all 40-day pupils and all 27 non-residential day staff arriving by car during the hours of 07:00-08:00 and departing between 18:00-19:00, this would result in an additional 67 vehicular trips in these periods. It has also been demonstrated from the survey data on St Cross Road that the flow on this road is significantly less in the proposed development peak travel periods of 07:00-08:00 and 18:00-17:00 when compared with the traditional network peaks.

This methodology, although unconventional, is accepted given the characteristics of the site are difficult to replicate through the use of TRICS.

Traffic impact assessment

In order to assess the impact of the proposed development, the applicant has proposed that the 2022 Baseline scenario and 2027 Future Year scenario are assessed. To establish the baseline position Automated Traffic Counts (ATC's) were undertaken in January 2022 on St Cross Road.

When the proposed trips associated with the development are added to each of these scenarios it can be seen that the proposals will not have a significant impact on the local highway network provided that the OMP is adhered to.

Operational Management Plan

An Operational Management Plan (OMP) has been submitted alongside the additional information to agree a method of ensuring minimal impact on the surrounding highway network associated with the start and end of term, day pupil drop off and collection, and the use of the sports pitches.

Pupil arrivals/departures

The OMP states that residential pupils arriving for the start of term will be dropped off within the College grounds and collected in the same manner at the end of term, with staggered term dates and start times. The OMP also mentions that the proposed car park for the new Sports Centre on the Southern Campus is due for completion in 2023 and proposes that this will be used for the arrival and departure of the new residential boarders associated with the proposals.

Parents and guardians will be advised of this prior to the start and end of term and this should be managed by the College to ensure minimal disruption to the local highway network.

It is also confirmed that the 40-day pupils will arrive prior to 08:00 Monday to Friday and leave day at 18:30 or 21:15 on the day these pupils stay for additional study. It is proposed that the Sports Centre car park will also be used to drop off and pick up those day pupils that travel by car. The OMP states that porters will be at the boarding houses to manage daily traffic movements. This should also be done at the beginning and end of term to ensure this is managed correctly.

All-weather pitch

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The OMP describes that the proposed all-weather sports pitch will be primarily used by the college but that it is also anticipated to provide a wider community benefit.

Pupils of the College that use the facilities are anticipated to access the pitch on foot and will not generate vehicular trips that require management. However, the OMP states that during term time the College proposes to make the proposed pitch available to the wider community, such as schools and sports clubs, for a minimum of two hours between 09:00 and 17:00 and two hours between 19:00 and 21:00 three days a week Monday to Friday inclusive. The pitch will also be available to the wider community from 09:00 to 12:00 on Saturdays and from 09:00 to 22:00 during school holidays.

The OMP states that the availability and hiring of the all-weather pitch will be strictly controlled by the College on a contractual basis. Travel to the pitch by schools is anticipated to be via minibus and this will be accommodated at the Sports Centre. Single occupancy trips will be outside of network peak hours and spectators will not be allowed at the pitch. It is anticipated that these trips will be able to utilise the parking available at the Sports Centre, but this should be confirmed.

Staff and visitor parking

As the new all-weather pitch is primarily for the use of pupils of the College, most of whom will already be within the grounds and travel by foot, it is not proposed that a dedicated parking area will be provided. The highway authority does not object to this principle as parking will be available at the Sport Centre on the Southern Campus. This car park has 94 parking spaces, 6 disabled spaces and 11 minibus spaces. Clarity should be provided regarding the anticipated capacity of the Sport Centre car park once open and fully operational to ensure there will be sufficient parking to enable this to be used for users of the proposed all-weather sports pitch.

As outlined above, some further clarity is required regarding the measures set out in the OMP. However, the principle of this as a mechanism of managing the traffic impact of the proposed development is accepted. An OMP for the site will need to be secured via a Section 106 agreement. The wording of the OMP, with a clear action plan, will need to be agreed prior to signing of the Section 106 and this should be secured in a way that allows amendments to be made subject to ongoing monitoring so that any issues encountered in practice can be overcome.

Recommendation

The highway authority raise no objection to the proposals subject to a Section 106 legal agreement to secure the following:

Financial contribution of £150,000 towards improvements to crossing points on St Cross Road and related pedestrian and cycle measures in the vicinity of the site.

A full Operational Management Plan including detailed measures to be submitted and agreed by the highway authority prior to occupation.

Further comments submitted 14.07.2023:

The Winchester Movement Strategy, is about reducing city centre traffic to make Winchester a more pleasant place to live, work, visit and study. This will include reallocating road space to widen pavements, new cycle lanes, reduced traffic and enhanced public realm within the city. Benefits will be improved air quality, safer roads, lower carbon emissions and enhancing the places and uniqueness of Winchester.

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Development sites within the vicinity of Winchester which generate additional movements (across all modes) are expected to contribute towards the Strategy.

The measures which have so far been implemented/planned utilising S106 receipts include;

- Great Minster St/The Square closed to through traffic;
- New pedestrian and cycle route to Winchester Sports and Leisure Park at Bar End;
- Additional 287 Park & Ride space “Barfield 2” site completed on Barfield Close (just north of Barfield P&R site);
- New puffin crossing on Andover Road to improve access to Harestock from Kings Barton;
- New pedestrian steps from Winchester railway station west side car park to the north side of Stockbridge Road providing a more direct pedestrian link to Peter Symonds College;
- Covered cycle parking area in Middle Brook Street car park and extra cycle parking in other city centre locations;
- New zebra crossing on Wales Street;
- Walking and cycling improvements on Romsey Road near Battery Hill.
- Site of Upper Brook Street car park (58 spaces) being redeveloped;
- Active Travel Fund improvements planned in 2023 on Parchment Street, the top end of the High Street and Jewry Street to improve provision for pedestrians and cycles;
- New puffin crossing on Romsey Road by Clifton Terrace (18-month trial);
- New 200 space Park and Ride site at Kings Barton, off Andover Road.

There are also a number of sites, which have/will deliver improvements directly (via Section 278 works)

In the context of current application reference 22/02812/FUL, the Highway Authority remain satisfied that a contribution requirement towards the Strategy is fair, reasonable and consistent with the requirements of other development proposals within the area.

Summary

Summary of Development Impact

As discussed at the meeting, the proposed development for boarding houses is relatively unique in that there are not a sample of comparable sites available within the TRICS database in order to draw comparison trip rate. However, the Transport Assessment Addendum and Operational Management Plan make the following bespoke assumptions regarding forecast trip generation which have been briefly summarised below:

- 120 boarders- Boarders will arrive and depart at the beginning and end of term but can go home on Sundays after church if they'd like. Also get 1 Saturday night at home per term and 2 long weekends per term. The OMP also confirms that ‘where extra-curricular activities take place away from the College Campus, travel is via minibus or on foot.’
- 40 day pupils- arriving and departing via a range of modes daily. The Operational Management Plan suggests many day pupils live within the local vicinity of the college and the proposals provide a new opportunity for families living within easy reach of the College to attend, access also being available for these pupils by train or bus (both of which necessitate crossing St Cross Road). Regardless of modal choice, each pupil will arrive and depart the site each day resulting in impact across a range of modes.
- 6 new residential staff members, 27 non-residential staff members (33 total). The Operational Management Plan confirms “Whilst the College is both a place of employment and education, many of the College’s educational staff live within, or in close proximity to the College grounds and therefore do not require a car to travel to and from work each day, choosing instead to travel by active modes such as walking and cycling.”

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- Total staff/pupils associated with proposals = 193.
- Number of servicing and delivery vehicles attending site- unknown but to be facilitated via a new vehicular access on St Cross Road (contrary to LTP4)
- Increased demand of new all-weather sports facility which will replace existing all weather tennis courts etc. The TAA states that as well as improving existing provision, the facility is required in order to increase the variety of sports to be played and competitive training facilities and serve the needs of the wider community. The facility is to be available for community use during evenings, weekends and school holiday periods and it is anticipated to generate additional demand as acknowledged in the OMP. This however has not been quantified but should be taken into account.
- 67 additional vehicle trips are assessed in AM and PM peak periods although impacts across all modes will occur both within and outside of peak network peak periods.

As summarised above, the development proposal will generate a range of trips, all of which have an impact upon the local highway network and existing sustainable modes infrastructure. In order for these impacts to be mitigated it is considered necessary for a financial contribution towards Winchester Movement Strategy to be secured. Notwithstanding the local policy position presented within LTP4 and Winchester City Council's existing and emerging Local Plan, which set out the requirement for development to prioritise pedestrian, cycle and public transport accessibility and contribute towards its provision, NPPF states at Paragraph 110:

'In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- (a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- (b) safe and suitable access to the site can be achieved for all users

In the absence of a contribution towards Winchester Movement Strategy to mitigate the additional movements generated by the site, it is not considered that appropriate opportunities to promote sustainable transport modes have been taken up. Given the deficiencies identified within the WCHAR nor can the Highway Authority currently be satisfied that the site is safe and suitable for all users.

Paragraph 112 also states that developments should;

Give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use and also "create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards"

In the absence of a contribution towards Winchester Movement Strategy it is not considered this is achieved- without a fair and reasonable contribution- how is the development prioritising pedestrian and cycle movements for example? Addressing scope for conflict between modes and responding to local character and design standards are

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also key aims of the Winchester Movement Strategy, for which it is considered reasonable for the site to contribute.

CIL Tests

Necessary to make the development acceptable in planning terms.

In the absence of the financial contribution, the development will place additional, unacceptable demands upon existing transport infrastructure. This includes generating additional vehicular movements within the City Centre area (whereby the adopted Winchester Movement Strategy seeks to reduce vehicular flow), along with trips by sustainable modes accessing the site, which will require crossing St Cross Road and relying on existing infrastructure which has been identified for improvement.

Directly related to the development

The site is located within the area of Winchester Movement Strategy which is targeted for traffic reduction measures, improved public realm and improved sustainable infrastructure, including opportunities for all people to have choices to walk, cycle and access public transport to which the site relies in order to be considered accessible. The requirement for a contribution towards the strategy, is directly related to the development and its associated impact.

Fairly and reasonably related in scale and kind to the development.

The contribution requirement is consistent with other developments within the area of Winchester Movement Strategy.

It is acknowledged that the contribution must be proportionate and based upon the specific impact of the development which occur across all modes, for a variety of purposes, education, day/boarding, trips, accessing facilities off site, parent journeys, deliveries, staff movements and those associated with the improved sports facilities for which external use is promoted outside of school hours.

Specifically, the contribution of £150,000 towards pedestrian and cycle improvements in the vicinity of the site, has been calculated by the Highway Authority on the basis of improved Zebra crossing facility on St Cross Road. An aim of Winchester Movement Strategy is to improve the public realm, reduce vehicle speeds and volume and improve pedestrian and cycle infrastructure in this vicinity.

Whilst the applicant suggests this requirement is not directly related to the proposed development due to the limited requirement for people to cross in this location, the Highway Authority do not agree with this position, on the basis of the impacts summarised above, accessibility opportunities the site relies on within the Transport Assessment Addendum and also as demonstrated within the accessibility map at Figure 3.1 of the document.

The Highway Authority therefore remain minded this is a fair and reasonable approach. However, the Winchester Movement Strategy and associated Winchester Local Cycling Walking Infrastructure Plan (LCWIP) include a range of measures in order to achieve the overall aims and objectives of the Strategy, which seeks to address the cumulative impact of developments. The Highway Authority would therefore be prepared to consider a contribution towards an alternative element of the strategy, for example traffic reduction measures, a contribution towards enhanced park and ride provision (in order to reduce

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movements within the city centre), public realm improvements and specific improvements to walking and cycling infrastructure- provision of tactile paving and uncontrolled crossing facilities on the key walking routes between the site and city centre for example including Kingsgate Road which is specifically identified in both the WCHAR and LCWIP for improvement, all of which contribute towards the aims of the strategy and would provide mitigation of the development related impact in this regard.

I trust we are now in a position whereby the principle of a contribution towards Winchester Movement Strategy can be agreed, and the associated measures suggested above can be discussed further. However, should the principle of a financial contribution not be agreed by the college please confirm and we shall provide Winchester City Council with a reason for refusal.

Representations:

City of Winchester Trust:

Comment. There are two issues which require further consideration:

- Façade Design;
- Hours of floodlighting.

16 Objecting Representations received from different addresses citing the following material planning reasons:

- Harmful to the character of the conservation area;
- Impact on the enjoyment of neighbouring properties;
- Impact on traffic on St Cross Road;
- Harmful loss of open space on Kingsgate Park;
- Floodlighting will have an impact on neighbouring properties;
- Inconvenience during the construction phase in respect of noise and loss of on-street parking.

4 Supporting Representations received from different addresses citing the following material planning reasons:

- Access to additional sports pitch facility by local sports groups is a benefit.

Relevant Government Planning Policy and Guidance

National Planning Policy Framework

2. Achieving sustainable development

4. Decision-making

9. Promoting sustainable transport

12. Achieving well-designed places

14. Meeting the challenge of climate change, flooding and coastal change

15. Conserving and enhancing the natural environment

16 Conserving and enhancing the historic environment

National Planning Practice Guidance

Air Quality

Appropriate Assessment

Climate Change

Consultation and pre-decision matters

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Design: process and tools
Determining a planning application
Historic Environment
Land affected by contamination
Light pollution
Natural Environment
Noise
Open space, sports and recreation facilities, public rights of way and local green space
Renewable and low carbon energy
Travel Plans, Transport Assessments and Statements
Tree Preservation Orders and trees in conservation areas
Use of planning conditions
Water supply, waste water and water quality

Winchester Local Plan Part 1 – Joint Core Strategy (LPP1).

DS1 – Development Strategy and Principles
WT1 – Development Strategy for Winchester Town
CP7 – Open Space, Sport and Recreation
CP10 – Transport
CP11 – Sustainable Low and Zero Carbon Built Development
CP13 – High Quality Design
CP16 – Biodiversity
CP17 – Flooding, Flood Risk and the Water Environment
CP20 – Heritage and Landscape Character

Winchester District Local Plan Part 2 – Development Management and Site Allocations

WIN1 – Winchester Town
DM1 – Location of New Development
DM5 – Protecting Open Areas
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Development Principles
DM18 – Access and Parking
DM19 – Development and Pollution
DM20 – Development and Noise
DM26 – Archaeology
DM27 – Development in Conservation Areas
DM29 – Heritage Assets

Supplementary Planning Document

National Design Guide 2019
High Quality Places 2015
Air Quality SPD September 2021
Winchester Conservation Area Appraisal
Winchester District Open Space Strategy September 2015

Other relevant documents

Climate Emergency Declaration Carbon Neutrality Action Plan 2020 – 2030
Statement of Community Involvement 2018 and 2020
Landscape Character Assessment December 2021
Biodiversity Action Plan 2021

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Nutrients Update Statement March 2022
Local Transport Plan 4 (emerging)
Local Cycling and Walking Infrastructure Plan (LCWIP)
Winchester Movement Strategy 2020

Historic England Guidance

Constructive Conservation in Practice 2008
Constructive Conservation: Sustainable Growth for Historic Places 2013
Conservation Principles, Policies and Guidance 2008
Enabling Development and Heritage Assets 2020

Planning Considerations

Principle of development

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and paragraph 47 of the National Planning Policy Framework (NPPF, 2021) requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

The proposal is for the construction of 2 girls' boarding houses, the creation of additional staff accommodation in Antrim House, the relocation of the existing all-weather sports pitch, and associated works. The development is situated within the settlement boundary of Winchester and is therefore acceptable in principle, subject to compliance with other relevant local plan policies. The development therefore accords in principle with policy DS1 of LPP1 and DM1 of LPP2.

Although Kingsgate Park is privately owned by the College, it is identified in LPP2 under Policy DM5 and the council's Open Space Strategy as public open space. This is because the college allows local clubs to hire the facilities at certain times of day.

Policy DM5 protects such open areas and states that "*built development will only be permitted on open space which has a recreational value if i) the proposal is for a facility which is ancillary to the function of the open space; or ii) the contribution of the open area to the character of the wider area is maintained or enhanced.*

Development may exceptionally be permitted where it is demonstrated that the benefit to the community clearly outweighs the harm caused by the loss of all or part of the facility, and options for developing elsewhere have been explored.

Policy CP7 of LPP1 also states that there will be "*a presumption against the loss of any open space, sports or recreation facility unless it can be demonstrated that alternative facilities will be provided and are at least as accessible to current and potential new users and at least equivalent in terms of size, usefulness, attractiveness or quality.*"

In this case, it is considered there is justification for allowing development on this area of open space for the following reasons:

The westernmost area of the park comprises an all-weather sports pitch (AWP). This is situated in the location for the proposed boarding houses. To compensate for this loss of open space, a new, larger AWP is proposed to the north of the park. This will enable hockey, non-contact rugby and other team sports to be played on-site.

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Pilgrims School is the only 3rd party currently using existing AWP. There is little interest from other local teams as there is no floodlighting on the pitch.

The new AWP will be more versatile and allow for a greater range of sports to be played there. Floodlighting will be incorporated into the design which will enable the facility to be used for a longer period daily.

Journeys to and from the all-weather pitch will arrive and depart from the Sports Centre car park – there are no proposals for it to have a dedicated parking area. The car park has space for 11 minibuses, 94 car parking spaces and 6 disabled spaces. Cycle parking is also available here. Additionally, both the Colebrook Street public car park and bus stops for the Winchester Park and Ride are an approximate 10 minute walk from the College and the train station is within walking distance and can also be accessed via bus or bike.

The College's Sports Strategy document states that improvements are already in progress to make the best use possible of the current grass sports areas around the campus. The site of the proposed sports pitch has been chosen as it is in close proximity to the new PE Centre, which will also allow for the use of its changing facilities. This allows for the expansion of the use of both the pitch and PE Centre to new and existing clubs that is relatively contained in this part of the college campus. The college is already in dialogue with local clubs and organisations to encourage partnerships going forward.

The proposal is considered to by Sport England to prejudice the use, or lead to the loss of use, of land being used as a playing field or which has been used as a playing field in the last five years, as defined in the Town and Country Planning (Development Management Procedure) (England) Order 2015 (Statutory Instrument 2015 No. 595). Consultation with them is therefore a statutory requirement.

Sport England's policy is to oppose the granting of planning permission for any development which would lead to the loss of, or prejudice the use of, all/part of a playing field, unless one or more of the five exceptions stated in its policy apply.

The proposal will result in the loss of the existing block of 6 no. tennis courts (surface to be confirmed). It will also result in the loss of most of the natural playing field area (the exception being the provision of a mini-soccer 5x5 pitch) which up until 2017/18 accommodated a large cricket square and pitch.

No other sports pitch line markings are noted. Sport England note that the proposal will result in the loss of the 6 no. tennis courts to non-sports development, and that tennis will be re-provided on the proposed large sand-dressed hockey artificial grass pitch (AGP).

Sport England consulted the LTA as the governing body for tennis on the proposed loss of these courts and their replacement in the form of 12 no. courts on the proposed new artificial grass pitch (AGP).

The LTA consider the proposal will have a detrimental impact on tennis at the site, and is considered a loss of tennis. However, the LTA understand the benefits to other sports especially for a school site and therefore the LTA is content to support this application. The LTA consider multiple sporting lines can become a distraction which limits the playing experience. The new facility may not be suitable for competition graded tennis, which needs to be considered due to the amount of school tennis teams. The LTA is concerned

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about the operational implications of setting up nets etc, especially if community use is being considered.

Sport England also received comments from other national governing bodies for sport.

England Hockey commented that the existing AGP is too small to support hockey match play requirements and training demand is restricted due to insufficient lighting. At present, Winchester Hockey Club (WHC) utilises three sites (Kings School, Winchester Uni. Sports Stadium and Ganger Farm). A deficit of accessible hockey facilities within the City requires the WHC to export their match play demand out to Ganger Farm Sports Ground in Romsey. The proposed development would provide WHC with access to another local AGP, heavily reducing travel time for players/parents currently traveling to Ganger Farm Spots Ground in Romsey. EH welcome the proposed links with the community which supports aspirations of clubs such as WHC to increase participation, raise visibility of hockey and have access to quality facilities. EH advises that a local risk assessment should be carried out in relation to the adjacent footpaths and the potential for stray hockey balls leaving the field of play. While the footpaths are not for public use, consideration for future use from cross field play (given that In2Hockey markings are detailed on the plans) and potential risk to non AGP users' needs to be explored.

EH are supportive of the proposed development, specifically in relation to the improved hockey offer for community clubs.

The Football Foundation on behalf of the FA comment that there is very limited use of the site's sports facilities at present. Football usage is understood to be minimal, although there are some elements of usage for a holiday programme which isn't prevented by this proposal. The proposed AGP is not the preferred surface for football, but overall the site is not a priority from a football perspective.

Football pitches in this location haven't been marked for some time, with cricket and the sports centre being present since, and therefore there is no objection to the proposal, which actually reinstates a small grass pitch.

The ECB comments that having consulted with the Hampshire Cricket Board, it would appear that this application has no impact on cricket. The location for this application (looking at Google Earth), was in part formally a cricket pitch, but lost around 2018/2019. The ECB has no further comments.

The RFU comments that non-contact rugby activity is planned to take place on the newly proposed AGP. The applicant is reminded that only pitches constructed to World Rugby Regulation 22 are suitable for contact rugby activity, and it is advised that an ongoing risk assessment should be conducted by the facility owner/operator in respect of safety issues and the standard and nature of rugby activities taking place on the proposed non-compliant surface.

Sport England have noted that on the whole there is support for the proposal from governing bodies and no significant objections or concerns are raised. Therefore we consider the proposal has the potential to benefit from our E5 exception:

'The proposed development is for an indoor or outdoor facility for sport, the provision of which would be of sufficient benefit to the development of sport as to outweigh the detriment caused by the loss, or prejudice to the use, of the area of playing field.'

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Further information was subsequently submitted in relation to the extent and nature of development on the existing playing field, particularly after 2017/18. This information was submitted to Sports England's satisfaction and the development has been confirmed as meeting their E5 exemption. A condition (7) has been included relating to the times the pitch will be publicly available.

In addition to benefits of the new facilities as detailed above, it should also be noted that the proposed boarding houses will be located in an area which will partly overlap where extant consent exists for extensions to Antrim House. The principle of built form on part of this area is therefore established to some degree and the further encroachment into the DM5 open space area is not considered to be excessive or unduly harmful to the function of the open space given the improvement being proposed.

When taken into account along with the wider benefits of the provision of the boarding houses for girls to access the college it is considered that the benefits of the development outweigh any harm to the area of open space and the proposal is not in conflict with Policies DM5 and CP7.

Assessment under 2017 EIA Regulations.

The development does not fall under Schedule I or Schedule II of the 2017 Environmental Impact Assessment Regulations, therefore an Environmental Impact Assessment is not required.

Impact on character and appearance of area

The site extends from St Cross Rd in the west to the eastern side of Kingsgate Park in the east and is bounded by the College's sports centre to the south and Romans Road to the north. All of the land is within the College's ownership, apart from St Cross Rd accesses across the pavement, which is the responsibility of HCC Highways.

The site is situated within the St Cross part of the Winchester Conservation Area and includes Antrim House which is a non-designated heritage asset. To the north of the site is Chernocke House, which is grade II listed. Both of these buildings are owned and used by the College. The site surrounded to north and east by other academic, boarding and residential buildings of the college campus, with access off St Cross Road and Romans Road.

The site is surrounded on all boundaries by mature trees and along the boundary with St Cross is an historic, 2m high brick wall.

The ground levels fall by up to 2m from St Cross Road to the site of the existing all-weather sports pitch whilst the remainder of site towards the east is relatively flat. Existing pedestrian paths run north-south along the western and eastern edge of the former sports ground, linking with other pedestrian routes around the College. The nearby southern campus development, including the PE Centre, is nearing completion.

The proposed buildings will be set at a lower level than St Cross Road and the gabled roofs help to break up the massing and make a positive contribution to the roofscape of the area.

The design inspiration behind the boarding houses links back to the existing College buildings. The applicant sought an approach mimicking the cloister layout seen elsewhere on the campus. This would result in two boarding houses, linked by internal courtyards

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and a single storey dining hall. The courtyards have been conceived as a “social landscape” and will provide an individual identity to each boarding house. They will be an area for students in each boarding house to congregate together. External, enclosed staircases link the cloister to the private bedroom spaces above and are considered to be an integral part of the social experience.

The development of the proposed scheme was arrived after a masterplanning and contextual analysis approach. It went through a number of iterations exploring different massing, scale, detailing and layout in relation to the College’s requirements and design aspirations. The overall design approach is contemporary in nature and the high heritage value of the site and surrounding area has been explored. The proposals address this character in the use of traditional materials such as brick and flint and gabled roof forms which help to break up the massing from views around the site and further afield and are representative of Chernocke House and Antrim House to give two examples. The traditional materials have been used in a contemporary manner, with an emphasis on defining entrances, window openings, to reduce exposed cut brickwork edges and to add to the character of the facades. The detailing includes raked horizontal joints, vertically and horizontally ribbed brickwork, Flemish bond and vertical stretcher bond as well as hit and miss brick screening to provide light into and views out from the staircases into the courtyards.

Precast concrete is proposed for the lintels, parapets, cills, string courses and copings and the colour will reflect the soft, warm tonality of stone window dressings found on nearby historic buildings.

Areas of bronze-coloured metalwork will clad the dining hall area and oak will be used for the pupil and staff entrance doors at ground floor level. Flint is proposed at ground level for the garden walls facing into Kingsgate Park and the entrance forecourt.

The materials are considered to be high quality and the detailing has been carefully considered to reflect both a contemporary approach and reflect the traditional, historic character of the main College campus and this part of the CA.

With regards to the impact of the proposed development on the surrounding area and from views further afield, there will be a change in character to Kingsgate Park as a result of the all-weather pitch but this would only be in the immediate surrounding area and not from longer views and views from the South Downs National Park.

It may be possible to view the boarding houses from parts of the SDNP, including St Catherine’s Hill and Views from St Cross Road of St Catherine’s Hill will be lost however, the Landscape Visual Assessment demonstrates that this would have been the case with the extant consent.

The proposal therefore complies with policies CP13 and CP20 of LPP1 and DM15, DM16, DM17, DM27 of LPP2.

Landscape Impact

There will be a change in character to Kingsgate as a result of the all-weather pitch however it is more the immediate surrounding area that will be affected, longer views and the SDNP will not be impacted by the pitch itself. It may however be possible to glimpse the boarding houses from parts of the SDNP including St Catherine’s Hill dealt with below also

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Immediate views have been assessed and mitigation provided within the site. It will not be possible to 'hide' the buildings instead the applicant is looking to ensure they sit well within the street scene and are designed to a high quality.

The site has been assessed using two baselines – current layout and also the current taking into account the extant permission and its impact on the landscape character.

All pre-app discussions relating to landscape have been taken on board and have been assessed in the LVA including providing relevant cross overs with the Heritage Statement. The appraisal demonstrates that although there are likely to be distant views of the development from the SDNP they do not impact the existing views as the development sits adjacent to other built form some of which is more prominent than the proposal will be.

Viewpoints O1 and O2 are restricted by the temporary sports hall however it is evident that once the temporary structure has been removed the proposal will be visible. Suitable mitigation – building materials and planting should assist in ensuring the built form settles into the street scene and near views. The view from St Cross Road of St Catherine's Hill will be lost however the LVA demonstrates that this would also have been the case with the extant permission.

The LVA concludes that the impact upon the character and the landscape with appropriate and relevant mitigation is neutral with the floodlighting of the AWP providing the most impact at night.

Details regarding hard and soft landscaping, including planting plans for trees externally and within the courtyards, and additionally a management plan, are to be controlled by conditions 13-16.

The proposal therefore complies with policies CP13 and CP20 of LPP1, DM15, DM16 and DM17 of LPP2.

Development affecting the South Downs National Park

The application site is located 0.4km from the South Downs National Park

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF) updated 2021. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 172 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

The LVA demonstrates that although there are likely to be distant views of the development from the SDNP, they do not impact the existing views as the development sits adjacent to other built form some of which is more prominent than the proposal will be.

Taking account of the Park's purpose to conserve and enhance the natural beauty, wildlife and cultural heritage of the area and promote understanding of its special qualities, the development has a neutral impact on the setting of the Park and does not therefore adversely conflict with the statutory purposes of the SDNP designation.

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The development therefore complies with policy CP19 of the LPP1.

Historic Environment

The works affect the setting of a statutory listed building as well as the character and appearance of the Conservation Area, Archaeology and Non-designated Heritage Assets including their setting.

The most affected heritage assets are Chernocke House, an early 20thC Arts and crafts style Grade II listed building situated approx. 10m to the north-east of the site. Additionally, Antrim House, a 19thC building which is considered to be a non-designated heritage asset and is situated immediately adjacent to the site. The site is also within the Winchester Conservation Area.

The following legislation and policies are taken into account in the assessment and determination of this planning and listed building application.

Relevant Legislation

The preservation of the special architectural/historic interest of the listed building and its setting (S.66 P(LBCA) Act 1990; Policy DM29 & DM30 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF (2021) Section 16.

The preservation or enhancement of the character or appearance of the conservation area (S.72 P(LBCA) Act 1990; Policies DM27 & DM28 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF (2021) Section 16.

The preservation of a non-designated heritage asset (Policies DM29 & DM32 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF (2021) Section 16).

The preservation of the archaeological remains in situ with provision for the investigation and recording of any archaeological remains in accordance with a detailed Written Scheme of Investigation (policy DM26 of the Winchester District Local Plan Part 2 Adopted 2017; NPPF Section 16).

Guidance

The consideration and assessment of due regard is required in relation to the relevant legislation and guidance as outlined within the Historic Environment and Archaeology consultation responses.

As such due regard has been given to Section 66 of the Planning (Listed Buildings and Conservation Areas Act 1990) which confirms that “special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the Listed Building/Structure. Case law has established that where an authority finds that a development proposal would harm the setting of a listed building, it must give that harm “considerable importance and weight”.

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In accordance with Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, special attention should be paid to the desirability of preserving or enhancing the character or appearance of the conservation area.

The historic environment section of the Planning Practice Guidance further outlines the role of the Local Planning Authority in considering the effects of new development that are in the vicinity of or affect the setting of listing buildings and heritage assets. Paragraph 199 of the NPPF advises that great weight should be given to the conservation of a heritage asset in considering the impact of a proposal on its significance (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Policy CP20 of WDLPP1 and Policy DM29 of WDLPP2 ensure that development preserves and enhances heritage assets and their settings.

- Chernocke House (Grade II)
- The Winchester City Conservation Area
- 30 St. Cross Road (Grade II)
- Sergeant's (Grade II)
- Music School (Grade II)
- Kingsgate House (Grade II)
- 44-48 Kingsgate Road (Grade II)
- Outbuilding to the North of 48 Kingsgate Road (Grade II)
- Wall to 48 Kingsgate Road (Grade II)
- Antrim House (non-designated)
- Nos. 32-26 St. Cross Road (non-designated)

The heritage assets most affected by the proposed development are Antrim House, Chernocke House and the Winchester Conservation Area.

Antrim House

Antrim House is a mid-19thC, unlisted positive building in the CA. Works are proposed to convert it from the College's medical centre to staff accommodation. This will provide a long-term use for this building, incentivising its maintenance and upkeep. The demolition of the late 20thC extension is acceptable.

The replacement of all external windows is concerning as it is assumed that these windows are historic and possibly dating to the original 1880s construction. There is no evidence that the windows need replacing e.g. a condition survey has not been submitted. Wider replacement of historic windows is a controversial topic and the council has a duty to be consistent in its approach. No evidence has been submitted which suggests that alternatives, such as secondary glazing, have been considered. These works do not require planning permission and if the council cannot prevent the windows replacement so it is deemed reasonable, proportionate and necessary to include a condition (4) requiring details of the new windows to be submitted. It is also necessary to attach a condition (3) requiring details of materials and finishes to be submitted, including sample panels where necessary.

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Internal works do not need planning permission.

Subject to compliance with the conditions specified above, it is considered that this element of the scheme would preserve the significance of Antrim House as a non-designated heritage asset, the character and appearance of this part of the CA and would have no impact on the listed buildings and non-designated buildings identified above.

All-Weather pitches.

Kingsgate Park has an open and verdant character and forms an important part of the settings of Chernocke, Sergeants and Kingsgate Houses, in addition to the Music School and the three listed buildings identified on Kingsgate Road. The sense of space provides relief to the built form surrounding the park and despite the negative impact of the temporary sports centre on the character of this space, the park is a positive feature within the CA.

The relocation of the all-weather pitch to the north of the park would entail the removal of one tree, but generally the surrounding tree belt would be preserved. The AWP should not impair views across Kingsgate Park. The proposed fencing and illumination for the all-weather pitches would change the character of this space, with the introduction of new hard surfaces, but its sense of openness and verdant character would be preserved.

When illuminated, the proposed floodlighting would change the character of Kingsgate Park, and the way it is perceived and experienced during the late afternoons and evenings, particularly in winter. This effect may be screened and softened to some extent by the trees along the northern boundary of the site but is likely to be perceptible by pedestrians and vehicles travelling along Romans' Road.

The lighting is considered to cause a low level of harm to the character and appearance of this part of the CA, which may be acceptable when considered in the scheme as a whole. The hours of illumination will be controlled by condition (7).

The proposed AWP is not considered to have an adverse impact on the significance of any listed building, due to the distance between it and the listed buildings, and in the case of Sergeant's, Kingsgate House and the Music School, the intervening trees. No adverse impacts on the significance of the non-designated heritage assets along St. Cross Road are envisaged, but it is considered that the proposals will cause harm to the character and appearance of this part of the CA due to the lighting. Further information about the fencing is required by condition (6).

Subject to the provision of additional information specified, it is considered that the proposed AWP would have a neutral impact on the character and appearance of this part of the CA and would preserve the significance of listed buildings.

New boarding houses.

This part of St Cross Road is a transitional space when moving from the more densely developed area from the city centre in the north, towards the more spacious suburban character of St Cross. At the junction of Romans Road and St Cross Road, view begin to appear across Kingsgate Park. These allow a greater appreciation of the landscape setting of the city, in particular St Catherine's Hill.

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The extant planning permission for a new boarding house attached to Antrim House (03/01685/FUL) is the baseline against which the impact of the present scheme on the CA should be assessed. When compared with the extant permission it is apparent that the present scheme is larger in footprint, taller, closer to Chernocke House and occupies a more prominent location within Kingsgate Park. The present scheme would be a more substantial development in this area and a more prominent alteration to the area than the extant permission.

It is considered that the proposed boarding houses would result in harm to the character and appearance of this part of the CA, due to the loss of presently open space within Kingsgate Park, the reduction in the view from St. Cross Road to the open countryside to the south-west and the removal of mature trees within Kingsgate Park. The view analysis reproduced in the Heritage Statement is very useful; it demonstrates that the proposed boarding houses would interrupt some views towards St. Catherine's Hill, but that most of these views would have been interrupted by the extant scheme. Accordingly, it appears that the present scheme would not impede views towards the countryside substantially more than would have been the case under the extant permission.

The new openings in historic boundary wall of Kingsgate Park would result in the loss of historic fabric and consequent harm to the intactness of this characteristic feature of this part of the CA. Further details of the alterations to these walls will be needed by way of a suitable condition (8).

The scheme would also result in a change to the setting of Chernocke House, due to the reduction in the sense of openness which is characteristic of its present setting which would result from the construction of the boarding house. This would be harmful to an appreciation of the significance of this listed building.

It is not considered that the proposed boarding house would result in harm to any other listed building, due to the distance between it and those listed buildings.

The level of harm to the CA and Chernocke House is within the 'less than substantial' category of the NPPF, at the middle of that scale. The level of harm to CA resulting from present scheme is greater than extant permission, but only by a small margin.

It is considered that the proposed boarding house would have a neutral impact on the non-designated historic houses along St. Cross Road; the significance of these buildings does not derive principally from their settings, but their age, architectural quality, and style. It is also considered that, when compared with the extant scheme, the proposed boarding house would have a less harmful impact on the significance of Antrim House, due to the nature of the present scheme as a detached structure, rather than an extension.

The present scheme is the result of a long process of discussion between the applicant and the Council. Whilst it would result in harm to the character and appearance of the CA and to the significance of Chernocke House, it is acknowledged that this is the least harmful location within the CA for a new boarding house within the College's estate. The architectural quality of the proposed boarding house is high, being both contemporary in its execution, but also traditional in its form and detailing. It is recommended that details of the materials, finishes and boundary treatments are sought by way of appropriate condition (9) attached to any grant of planning permission.

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It is considered that it will result in a moderate degree of less than substantial harm to the significance of the setting and historic interest of the listed buildings and non-designated heritage assets, Section 16 para 199 of the NPPF (2021), S.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and Policy CP20 of WDLPP1 and DM29 of WDLPP2 and the historic environment section of the Planning Practice Guidance.

It is considered that the proposal will preserve the character or appearance of the conservation area in accordance (S.72 P (LBCA) Act 1990; and preserve or enhance the character and historic interest of the Conservation Area in accordance with Policies DM27 & DM28 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF (2021) Section 16.

Archaeology

An archaeological desk-based assessment and reports on the results of archaeological evaluation trenching undertaken at pre-application stage across the proposal site have been submitted as part of this application. As indicated in a pre-application consultation response, there is no in-principle objection to the proposed development on archaeological grounds.

Further to previous interim advice on this application an updated WSI for archaeological mitigation works relating to the development proposal has been submitted. This revised WSI provides a comprehensive mitigation strategy across the development site and a clear phasing plan for these works has been included. Minor comments on the previous version of the WSI have also been satisfactorily addressed.

The WSI (Border Archaeology, April 2023, Written Scheme of Investigation for a Strip, Map and Sample Excavation & Archaeological Observation. Winchester College Kingsgate Park: Boarding and Sports Facilities, Winchester, Hampshire) is acceptable and supersedes the previously submitted draft WSI.

Accordingly there is no objection the proposal complies with national policy, as well as DM26 of the LPP2 subject to conditions 10 and 11.

Neighbouring amenity

The immediate neighbouring properties belong to the College and are used as teaching facilities, a medical centre and staff and student accommodation. The nearest residential properties are to the west, on the opposite side of St Cross Road.

It is not considered that the development would result in harm by means of overlooking, overshadowing or overbearing however, concerns have been raised by the public that the new accesses onto St Cross Road would result in an increase in traffic and could compromise highway safety – this is discussed further below. In addition, there is a concern over construction noise and the use of on-street parking by contractors. A Construction Management Plan will be conditioned and will control the actions of workers during the construction phase (condition 23). With this condition in place, it is considered that impacts from construction activity can be satisfactorily controlled or mitigated.

Data has been presented relating to road traffic incidents on St Cross and neighbouring roads however, this has not identified any particularly concerning issues with regards to an increased number of pupils crossing the roads. It is anticipated that the majority of pupil

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movements will be within the campus, with little need for the girls to cross St Cross Road as the boarding houses and teaching accommodation being east of St Cross Road.

Therefore the proposal complies with policy DM16, DM17 and DM18 of LPP2.

Ecology and Biodiversity

The Ecological Appraisal submitted by the applicant includes a previous bat survey report in its appendix. This identifies bat roosts in buildings B1 and B3 and in on-site tree T4 of common and soprano pipistrelles. The report makes sensible recommendations for the licensing and mitigation requirements on site. There are also recommendations for ecological enhancements in line with the NPPF. A condition (12) will secure the measures contained within the report.

Therefore the proposal is considered to be acceptable in terms of biodiversity and complies with policy CP16 of LPP1.

Appropriate Assessment.

Due to the nature of the development and the distance between the application site and the European Protected Site of the Solent SAC and SPA and the River Itchen SAC, an Appropriate Assessment under the Conservation of Habitats & Species (Amendment) Regulations 2011 is required as the proposal is for overnight accommodation affecting Nitrates and Phosphates.

The proposed development is for 2 student boarding houses with 60 rooms each (total 120) and 8 units of staff accommodation in both the new boarding houses and the existing Antrim House. The 8 units of staff accommodation equates to 18 beds. There is therefore a net increase of 138 units on site.

In the absence of avoidance and mitigation measures the application will have a likely significant effect on the European protected sites noted above through a positive contribution of 108.69 Kg/N/year is made in respect of nitrogen and 3.38 Kg/P/year in respect of phosphorous.

The authority has concluded that the adverse effects arising from the proposal are wholly consistent with, and inclusive of the effects detailed in the Winchester City Council Position Statement on nitrate neutral development and the guidance on Nitrates from Natural England.

To mitigate these impacts, the applicant has entered into a legal agreement with and paid a sum of money to The Grange Hampshire LLP for the allocation of nutrient (nitrogen and phosphorous) credits to mitigate the harm from additional nutrients caused by the development. The scheme offered by The Grange Hampshire LLP will see land within that estate converted into woodland, an accepted way of mitigating nutrients, and this scheme has been agreed with Natural England.

The scheme on its own however does not mitigate for the amount of nutrients generated by 128 additional units of overnight accommodation. The applicant therefore has proposed additional measures to ensure that adequate mitigation is provided, and these are threefold:

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1. With regards to water use, Natural England advised that the nutrient budget calculation includes a 10l/p/d buffer over the water use level which would be conditioned with planning permission e.g. developments which would discharge 110l/p/d should use a 120l/p/d figure. Competent authorities can choose to adopt bespoke water use calculations but should be satisfied that the lower water use can be appropriately secured and enforced, using a precautionary approach. The applicant has confirmed that the new accommodation will only be using 98l/p/d which means that the calculations can use 110l/p/d as a buffer.
2. The new boarding accommodation is to be occupied by students during term time only. This equates to 62% of the year which means that the mitigation measures only have to cover 74.4 units of student accommodation rather than 120 ($120 \times 62\% = 74.4$). The staff accommodation would be yearly so remains at 18 beds. The total number of beds to be mitigated is now 93 ($74.4 + 18 = 92.4$, rounded up to 93).
3. The college are proposing to install water efficiency measures within 2 existing boarding houses on site, Sergeants and Hawkins. The measures relate to the existing showers within these units which are relatively inefficient. By replacing all of these showers with new efficient fittings, in combination with term time only occupation of these units, the college have been able to prove that they would reduce water consumption sufficiently to account for the remaining mitigation shortfall.

Natural England have been consulted on these measures (supported by relevant calculations provided by the applicant) and have agreed that, provided they can be suitably secured and implemented prior to occupation, they would have no concerns on this approach in principle.

Carefully worded conditions have therefore been attached (see conditions 24-26) and on this basis the council, as Competent Authority, is satisfied that the proposed measures are acceptable. This represents the authority's Appropriate Assessment as Competent Authority in accordance with requirements under Regulation 63 of the Conservation of Habitats and Species Regulations 2017, Article 6 (3) of the Habitats Directive and having due regard to its duties under Section 40(1) of the NERC Act 2006 to the purpose of conserving biodiversity. Consideration of the Ramsar site/s is a matter of government policy set out in the National Planning Policy Framework 2018.

Under Reg 63(4) of the Habitats Regs the Council considers that is not appropriate, to take the opinion of the general public, and have not therefore further advertised the Appropriate Assessment.

Sustainability

Developments should achieve the lowest level of carbon emissions and water consumption which is practical and viable. Policy CP11 expects non-residential development (which does not include institutional/educational accommodation) to meet BREAAAM Excellent standard.

Sustainable heating methods to be utilised include the use of air-source heat pumps. No solar PV panels are proposed due to the pitched roof design which would significantly impact on the efficiency of the panels.

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The development is taking a “fabric-first” approach and the pre-assessment estimate for energy shows that the design is targeting a BREAAAM Excellent standard with 79.16 points (70% needed) with some elements that may be in excess of this. The BREAAAM Excellent standard is considered to be acceptable and represents a high level of sustainable built development. Condition 17 will secure this standard at pre-commencement level.

Condition 18 then requests as-built data prior to the occupation of the development to ensure that the requirements have been met.

The proposed development falls within the Winchester Air Quality Area as identified in the WCC Air Quality SPD 2021. An Air Quality Assessment has been submitted to support the application. The applicant has identified that an additional Air Quality Statement was not required as no solid fuel appliances are proposed, cycle storage is proposed, a sustainability statement has been submitted, EV charging is proposed and there will be no new dwellings for sale.

The proposal therefore complies with policy CP11 of the Local Plan Part 1, DM19 of the Local Plan Part 2 and the Air Quality SPD.

Employment and Skills

The construction phase of the development will require the employment of a number of people in different disciplines. The council expects provision to be made for people local to Winchester to be trained in various these skills and be employed on the project. Condition 22 requires a detailed Employment and Skills Plan to be submitted and approved prior to the commencement of development.

Sustainable Drainage

As the application is for a major development, drainage matters have been assessed by HCC Lead Local Flood Authority. The site is situated within Flood Risk Zone 1 and is therefore at very little risk of flooding from surface water. The existing surface water drainage system discharges into public sewers and soakaways and some of it is controlled with attenuation tanks and flow control devices. Some of the infiltration drainage is to be removed as part of the development. Groundwater monitoring has been undertaken and infiltration testing has shown that favourable rates are possible in the superficial deposits. SuDS will be incorporated into the development. Consideration must be given to the recently revised peak rainfall allowances for the 1 in 30 and 1 in 100 year storm events. Revised calculations have been submitted by the applicant and these are deemed to be acceptable. This will be confirmed by condition 16.

The nearest watercourse is located 0.38 km to the east. Due to the intervening distance the accidental input of contaminants into the watercourse is not likely. In addition, the application is using a connection to the formal sewerage system and the site will connect to the Morestead Waste Water Treatment Works. Conditions 19 and 20 deal with flood risk measures and ensuring that grease from the kitchen does not enter into the drainage system and ultimately, the watercourse.

Therefore the proposal complies with policy DM17 of LPP2.

Contaminated Land

A precautionary approach has been taken and condition 21 requires development to cease on site should any unexpected contamination be uncovered and works cannot commence

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until an assessment has been undertaken and its findings implemented. This complies with policy DM21 of the LPP2.

Highways and Parking.

Local Plan Policy DM18 seeks to ensure that new developments make appropriate provision for parking and access.

The college has undertaken and submitted a number of documents, including a Traffic Assessment and addendum, as well as a WCHAR (Walking, Cycling and Horse Riding Assessment).

The Traffic Assessment Addendum states that 20 cycle spaces are proposed to encourage sustainable travel and that the existing 1.8m footway will remain along St Cross Road to tie in with the existing provision. There are existing pedestrian refuge islands on St Cross Road close to the junction with Norman Road which provide good intervisibility for pedestrians. There are also two zebra crossings to the north of the site, one located opposite Hawkins House/St Michael Road and the other on Southgate Street between St James' Lane and St Swithuns Street.

The proposal will see the creation of two new accesses through the western brick boundary wall from St Cross Road. These will provide a through-route within the site, with one being used for access and the other, egress. Limited car parking will be available as students will not be allowed to bring cars to the site and therefore, the parking will be for the matron, housemaster/mistress and other college staff, as well as service vehicles including waste management. The area will also be used for the drop off and pick up of the students.

Deliveries and collections, including refuse collection, will access the site via St Cross Road and the forecourt west of the northern boarding house. The bin and recycling storage is proposed to be located internally to the south-west corner of the northern boarding house, with direct access out onto the forecourt area. It is proposed that refuse vehicles will park temporarily on the forecourt and trolley the waste bins to the vehicles from the bin store.

The Transport Assessment submitted with the application concludes that the expected traffic to be generated by the proposals will have a minimal impact on the existing road network with no expected impact on highway safety.

The highway Authority have confirmed that the proposed access arrangement is acceptable in terms of visibility. It is accepted that the proposal will not generate an excessive amount of traffic given that student will not drive and low numbers of staff are involved.

However, the county council has raised an objection with regards to the impact of additional students using and residing at the boarding houses, on the safety of the highway network and specifically on St Cross Road.

The WCHAR states that some improvements can be made to the walking and cycling provision within the area and the applicant goes on to state that these are the responsibility of the highways authority. The highways authority disagrees with this view and have referred to the emerging LTP4 (Local Transport Plan 4 to be adopted by HCC). LTP4 seeks to make improvements to walking and cycling provision, promote active

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lifestyles and to shift away from planning for vehicles. This is also supported at a broader level by the Winchester Movement Strategy (2019). Policy DM2 of this LTP4 states that:

'We will only support requests for NEW accesses onto A roads, the principal road network or traffic sensitive streets where the strategic flow of traffic is prioritised and not compromised and when all other reasonable options (such as taking access from nearby side roads) have been considered.'

St Cross Road is considered to be a key arterial route into Winchester and the highways authority therefore considers that the above criteria applies here.

The highway authority have advised that to balance the provision of two access points on this traffic sensitive route, a provision should be made to enable wider improvements for pedestrians to ensure that the impact of the pedestrian-intensive site is adequately mitigated. The highway authority considers that the college must enter into a Section 106 agreement with a financial contribution of £150,000 towards improvements to crossing points on St Cross Road and related pedestrian and cycle measures in the vicinity. The contribution is costed on the basis of a new zebra crossing. They consider this to be necessary to make the development acceptable in planning terms, is directly related to the development, and fairly and reasonably related in scale and kind to the development.

Having reviewed the highways information, the LPA does not consider that there is sufficient evidence that the county's required s106 and associated financial contribution is directly influenced by the proposed development. The additional number of pupils using the site will mostly walk to lessons via Norman Road and Kingsgate Street. The eastern side of St Cross Road also has a number of boys' boarding houses but the main teaching accommodation is within or nearby the main campus. The new sports centre will have dedicated parking for visitors so there will be no facility to park on-site for use of the new AWP.

The acceptability of the requirements of the highway authority have been discussed further with them and the college. The highway authority stands by its assertion that the above mitigation is required to make the development acceptable in terms of the additional impact on St Cross Road and the need for the provision of safe walking and cycling options within Winchester. However, the applicant considers that the request for a financial contribution by HCC is unjustified and is not willing to make such a contribution.

The local planning authority therefore has to consider whether, in these circumstances, the application should be refused due to the failure of the applicant to make this contribution. To do so, it would need to be clear that the proposals were unacceptable in terms of highway safety. The NPPF sets out at paragraph 111 that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

However, in this case, the highway authority has acknowledged that the new accesses themselves are acceptable in terms of visibility. The highway authority has relied primarily on the Winchester Movement Strategy (WMS) and the emerging Local Transport Plan 4 (LTP4) to justify the contribution. The WMS seeks to implement traffic reduction measures, improved public realm and improved sustainable infrastructure including opportunities for all people to have choices to walk, cycle and access public transport within Winchester Town. However, while the WMS is important document providing a general strategy for

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Winchester; it is not a supplementary planning document and has not been formally adopted. It is therefore considered that it has little weight with regards to the specific impact of the proposed development upon the highways network, including sustainable travel options, pedestrian and cycle routes. The highway authority has provided some examples of approved developments within Winchester that have required financial contributions to be made for highway improvements however, the majority of these date to before the adoption of the WMS in 2019 and so they are not directly comparable to the current proposal.

The LTP4 is yet to be adopted by HCC which means that it carries little weight at this time.

As a result of the above, and given that the highway authority has not raised an objection to the new accesses on highway safety grounds, the LPA do not consider that the request of the Highway Authority for a financial contribution for highway improvements meets the tests set out in para.55 of the NPPF 2021. These are that conditions should be necessary, relevant to planning, relevant to the development to be permitted, enforceable, precise and reasonable in all other respects.

The LPA considers that the highways authority's proposed improvements are not necessary to make the development acceptable, not relevant to the development to be permitted and not reasonable. It is considered that the information submitted by the applicant in respect of highways safety is acceptable and requires no further mitigation. A Construction Environment Management Plan is conditioned (condition 23) and this will allow safe access to and from the highway from the site during the construction period.

As such, the proposals are considered to be in accordance with policy DM18 of the local plan and paragraphs 110 and 111 of the NPPF.

Equality

Due regard should be given to the Equality Act 2010: Public Sector Equality Duty. Public bodies need to consciously think about the three aims of the Equality Duty as part of the process of decision-making. The weight given to the Equality Duty, compared to the other factors, will depend on how much that function affects discrimination, equality of opportunity and good relations and the extent of any disadvantage that needs to be addressed. The Local Planning Authority has given due regard to this duty and the considerations do not outweigh any matters in the exercise of our duty.

Planning Balance and Conclusion

The development is recommended for permission as it is considered that the principle of development is acceptable in that the site is within the settlement boundary and the encroachment into an area of open space is justified. While the proposals will have some impact on the setting of listed buildings and the conservation area, and include the loss of one good quality tree, these issues have been carefully assessed and due to the high quality design of the buildings and their careful siting, and the benefits arising from improving the College facilities, the impacts are considered to be acceptable upon these heritage and landscape assets and upon the wider landscape setting. The proposals are also acceptable in terms of archaeology, impacts on residential amenity, sustainable transport, biodiversity, sustainability and drainage. The proposals appropriately mitigate the impacts of nitrogen and phosphorus arising from the development. The application is therefore considered to be in accordance with the development plan and will make a

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positive contribution to the local environment and Winchester City and will bring benefits to the accessibility of the college as a facility.

Recommendation

Permit, subject to the following conditions:

Conditions

Time Limit.

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

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

Approved Plans.

2. The development hereby approved shall be constructed in accordance with the following plans:
Site Location Plan PL001 received 12.12.2022
Existing Site Plan PL005 received 12.12.2022
Site Plan Proposed PL100 received 12.12.2022
Site Plan Proposed Hard/Soft Landscaping PL101 received 12.12.2022
Demolition - Site Plan PL030 received 12.12.2022
Demolition - GA Plan Antrim House Basement PL031 received 12.12.2022
Demolition Elevations – Antrim House PL032 received 12.12.2022
Illustrative Landscape Masterplan 695-BHSL-ZZ-00-DR-L-0101 received 12.12.2022
Ground Floor GA 695-BHSL-ZZ-00-DR-L-0121 received 12.12.2022
Tree Planting Strategy 695-BHSL-ZZ-00-DR-L-401 received 12.12.2022
Vegetation Strategy 695-BHSL-ZZ-00-DR-L-402 received 12.12.2022
Proposed Floodlighting E01 received 12.12.2022
Proposed Floodlighting HLS3711 – Rev 3 received 12.12.2022
Proposed Floodlighting HLS3711 – Rev 3 (E) received 12.12.2022
Access Plan – All-Weather Pitch NSWC002 received 12.12.2022
Fencing Plan – All-Weather Pitch NSWC003 received 12.12.2022
Line Marking Plan – All-Weather Pitch NSWC004 received 12.12.2022
Drainage Plan – All-Weather Pitch NSWC005 received 12.12.2022
Cross Section – All-Weather Pitch NSWC006 received 12.12.2022
GA Plan – Ground Floor PL200 received 12.12.2022
GA Plan – First Floor PL201 received 12.12.2022
GA Plan – Second Floor PL202 received 12.12.2022
GA Plan – Roof PL203 received 12.12.2022
GA Plans – Antrim House – Basement, Ground and First Floor PL205 received 12.12.2022
GA Elevation – North Elevation and East Elevation PL300 received 12.12.2022
GA Elevation – South Elevation and West Elevation PL301 received 12.12.2022
GA Elevations – Antrim House PL305 received 12.12.2022
GA Section – North Boarding House PL310 received 12.12.2022
GA Section – South Boarding House PL311 received 12.12.2022

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Tree Planting Plan 695-BHSL-ZZ-00-DR-L-0401 received 12.12.2022
Winchester College Boarding Houses Nutrient Budget by Max Fordham dated 24
July 2023

Antrim House.

3. Technical details of the replacement windows at Antrim House, including cross sections for glazing bars, sills, method of glazing and materials, shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of construction works on that element of the development hereby permitted.

Reason: To ensure the replacement windows are appropriate to the historic and architectural character of the non-designated heritage asset and the setting of the Winchester Conservation Area.

4. No works shall commence on windows and doors until full joinery details, at a scale of 1:5, including section/profile details where necessary and all types of finishes, have been submitted to and approved in writing by the Local Planning Authority. The submitted details must be referenced against the approved plans and must show the relationship with surrounding fabric. The works shall then proceed in strict accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To preserve the character and appearance of the conservation area and listed building in accordance with policies DM27, DM28 and DM29 of the Winchester District Local Plan Part 2 Adopted 2017, Policy CP20 of the Winchester District Joint Core Strategy and NPPF Section 16.

All-Weather Pitch.

5. Prior to the first use of the All-Weather pitch, the floodlighting shall be installed in accordance with the details contained within the report by Jan Skrzypkowski dated 18.11.2022, the Siteco technical details and Siteco Floodlight FL 11, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To minimise disturbance to neighbouring properties and to ensure that bats and other nocturnal species are not adversely impacted.

6. Prior to the first use of the All-Weather pitch, details of the fencing around the pitch shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure a satisfactory appearance in the interest of the amenities of the area.

7. The artificial grass pitch (AGP) and associated ancillary provision (toilets; changing facilities and parking) shall be made available and accessible to local schools and sports clubs during term time for a minimum of two hours between 09:00 and 17:00 and for two hours between 19:00 and 21:00, three days a week Monday to Friday inclusive, and between 09:00 and 12:00 on Saturdays, unless otherwise agreed in writing with the Local Planning Authority.

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During school holidays, the artificial grass pitch (AGP) shall be made available and accessible daily to local sports clubs and groups between 09:00 and 22:00.

The proposed floodlighting shall be switched off no later than 22:30.

Reason: To ensure that school sports facilities are genuinely accessible to the community, it will be important that they are affordable i.e. that the costs of hire are comparable with similar local authority run facilities and that there is access to basic ancillary provision.

Boundary Wall.

8. Details of the alterations to and making good of, the existing brick wall adjacent to St Cross Road in respect of the vehicular accesses shall be submitted to and approved in writing prior to this phase of the development commencing.

Reason: To ensure a satisfactory appearance within the context of the conservation area.

Boarding Houses.

9. No development above ground level shall take place until details and samples of the materials, finishes and boundary treatments to be used in the construction of the boarding houses and its immediate surroundings 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.

Archaeology.

10. No development or any works of site preparation shall take place until the applicant or their agents or successors in title have implemented a programme of archaeological mitigation works in accordance with the submitted Written Scheme of Investigation (Border Archaeology, April 2023, Written Scheme of Investigation for a Strip, Map and Sample Excavation & Archaeological Observation. Winchester College Kingsgate Park: Boarding and Sports Facilities, Winchester, Hampshire).

Reason: To mitigate the effect of the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record for future generations. Policy DM26 Winchester District Local Plan Part 2; Policy CP20 of the Winchester District Joint Core Strategy.

11. Following completion of archaeological fieldwork, within 9 months (unless otherwise agreed in writing) a report will be produced in accordance with an approved programme including where appropriate post-excavation assessment, specialist analysis and reports and publication. The report shall be submitted to and approved by the local authority and the proposed analysis, reporting and publication completed in accordance with the approved details.

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Reason: To ensure that evidence from the historic environment contributing to our knowledge and understanding of our past is captured and made publicly available. Policy DM26 Winchester District Local Plan Part 2; Policy CP20 of the Winchester District Joint Core Strategy.

Ecology.

12. Development shall proceed in accordance with the measures set out in Section 6 'Assessment, Mitigation and Enhancement' of the Ecological Appraisal (Aspect Ecology, November 2022), unless varied by a European Protected Species (EPS) licence issued by Natural England. Thereafter, the replacement bat roost features and enhancements shall be permanently maintained and retained in accordance with the approved details.

Photographs and a report of the implemented enhancement measures shall be submitted by an ecologist for approval to the Local Planning Authority prior to occupation.

Reason: To ensure the favourable conservation status of bats in accordance with Policy CP16 of the Winchester Local Plan Part 1: Joint Core Strategy.

Landscaping.

13. Soft Landscape:
All soft landscape works shall be carried out in accordance with the documents and plans listed below.

- Tree Planting Strategy 695-BHSL-ZZ-00-DR-L-0401
- Site Plan proposed PL100
- Site Location Plan PL001
- Existing Site Plan PL005
- Site Plan – Proposed hard/soft landscaping PL101
- Illustrative landscape masterplan 695-BHSL-ZZ-00-DR-L-0101
- Vegetation Strategy 695-BHSL-ZZ-00-DR-L-0402
- Landscape Visual Appraisal (LVA)
- Design and Access Statement in particular Landscaping proposals
- Planning Statement WC/1784/PAS

Details with further detailed planting plans to be submitted for all trees, plants and grasses. These detailed plans must include species, sizes, densities and locations for all areas on the site including courtyards. The works shall be carried out within the first planting season following the completion of the development hereby permitted.

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

14. Hard Landscape:
All hard landscape works shall be carried out in accordance with the documents and plans listed below:

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- Planning Addendum: SuDS Strategy
- Site Plan proposed PL100
- Site Location Plan PL001
- Existing Site Plan PL005
- Site Plan – Proposed hard/soft landscaping PL101
- Fencing Plan – All weather pitch NSW003 Rev F
- Cross Section – All weather pitch NSW006
- Proposed Floodlighting HLS3711 - REV3 & HLS3711 - REV3 (E)
- Illustrative landscape masterplan 695-BHSL-ZZ-00-DR-L-0101
- Landscape Visual Appraisal (LVA)
- Design and Access Statement in particular Landscaping proposals
- Planning Statement WC/1784/PAS

Further detailed plans of materials, sizes, colours and locations for all areas on the site including courtyards. The works shall be carried out prior to the completion of the development hereby permitted

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

15. Landscape Management/Maintenance Plan:
A comprehensive management/maintenance plan for 5 years with a further 10 and 15 year schedule/plan to be incorporated into the management plan shall be submitted to and approved in writing by 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 improve the appearance of the site in the interests of visual amenity.

16. SuDS
The development hereby permitted shall be carried out in accordance with the Planning Addendum: Landscape SuDS Strategy dated 31.01.2023. Any deviation from this strategy shall be submitted to and agreed in writing by the Local Planning Authority. The SuDS will be constructed prior to the occupation of the development and will be retained and maintained for the lifetime of the development hereby permitted.

Reason: To allow adequate facilities for the dispersal of surface water and to ensure an appropriate appearance that complements the landscaping of the site and visually integrates it within the wider area.

Sustainability

17. No development above damp proof course level shall take place until a detailed "BREEAM excellent" design stage report demonstrating how the boarding houses will meet "BREEAM excellent" for energy and water is submitted to and approved in

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writing by the Local Planning Authority. The boarding houses shall be built in accordance with the approved details.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2021 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

18. Prior to the occupation of the boarding houses hereby permitted, information demonstrating (post construction stage) that the development will meet "BREEAM excellent" standard for energy and water shall be submitted to and approved in writing by the Local Planning Authority. The boarding houses shall be occupied in accordance with these findings.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2021 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

Drainage and Water.

19. The development hereby permitted shall be carried out in accordance with the following documents:
- Flood Risk and Drainage Strategy Report 0302-SAW-ZZ-ZZ-RP-C-0001 P04 (Smith and Wallwork Engineers 30.11.22) (apart from the calculations amended in the document below);
 - Cover Letter and Revised Calculations (Smith and Wallwork, January 2023)

Reason: In order to satisfactorily address any flood risk issues caused by the development hereby permitted.

20. A wastewater grease trap shall be installed on the kitchen waste pipe or drain and shall be maintained by the owner or operator of the premises. This shall be retained and maintained for the lifetime of the development hereby permitted.

Reason: In order to accord with the Water Industry Act 1991.

Contaminated Land.

21. Development shall cease on site if, during any stage of the works, unexpected ground conditions or materials which suggest potential contamination are encountered, unless otherwise agreed in writing with the Local Planning Authority. Works shall not recommence before a site assessment has been undertaken and details of the findings along with details of any remedial action required (including timing provision for implementation), has been submitted to and approved in writing by the Local Planning Authority. The development shall not be completed other than in accordance with the approved details. NB - potentially contaminated ground conditions include infilled ground, visual evidence of contamination or materials with an unusual odour or appearance.

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

Employment and Skills Plan.

22. Prior to the commencement of the development hereby permitted, a detailed Employment and Skills Plan shall be submitted to and agreed in writing by the Local Planning Authority.

Reason: To allow the development hereby permitted to provide training and skills opportunities to people in the area.

Construction Management.

23. The construction phase of the development shall be carried out in accordance with the Construction Phase Management Plan, Construction Health and Safety Plan and the Site Environment Plan by Beard, submitted 12.12.2023.

A Construction Environment Management Plan which details the following shall be submitted to and approved in writing prior to the commencement on site of construction, clearing and levelling.

General:

- Phases of development.
- Code of Construction Practice for all works and operations on the site
- Use of fences and barriers to protect adjacent land
- Measures to be undertaken to minimise impacts on surrounding land
- Timetable and dates for stages of the development, including land restoration at the completion of construction works.

Environmental:

- Dust suppression, mitigation and avoidance measures
- Measures for minimising construction waste and provision for the re-use and recycling of materials which shall be used in the construction of the development.
- Noise reduction measures, including use and details of acoustic screens and enclosures, the type of equipment to be used and their hours of operation
- Floodlighting and security lighting. (note: this must be directed in such a way as not to cause nuisance to adjoining properties or adjacent highway)

Ecological:

- Timing restrictions for staged removal of any vegetation so as not to conflict with breeding seasons
- Measures to be taken to prevent contaminants from entering watercourses or the water environment

Transportation:

- A traffic management plan for construction vehicles entering and leaving the site, including times of movement so as to avoid peak period traffic
- Details of provisions to be made for the parking and turning on site of operative and construction vehicles
- Details of measures to be taken to prevent mud from vehicles leaving the site, during construction works being deposited on the public highway

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The Construction Management Plan shall be adhered to throughout the duration of the construction period. For the avoidance of doubt, this condition covers all construction and demolition work on the application site.

Reason: To ensure that all demolition and construction work in relation to the application is undertaken in a sustainable manner and does not cause materially harmful effects on nearby properties and businesses.

Nutrients.

24. The new accommodation hereby approved within Antrim house and the 2 new boarding houses shall not exceed the following levels of occupancy:

- a maximum of 120 students (1 per unit)
- a maximum of 18 staff

The student accommodation hereby approved shall be occupied within term time only (as outlined in the Winchester College Boarding Houses Nutrient Budget by Max Fordham dated 24 July 2023). The applicant shall keep a record of dates of occupation of the student accommodation each year (including Exeat dates) which shall be available for inspection by the local planning authority upon request.

Reason: To accord with the Conservation of Habitats and Species Regulations 2017, and Policies CP11, CP16 and CP21 of the Winchester District Local Plan Part 1.

25. Prior to the occupation of the boarding houses or new accommodation within Antrim house, details shall be submitted to and approved in writing to demonstrate that the existing showers serving all student accommodation in Sergeants and Hawkins boarding houses have been upgraded to low flow showers. The details shall include:

- data of water flow rates on all existing showers
- data of water flow rates on all replacement showers
- evidence that all showers have been installed.

Works shall be undertaken in accordance with the approved details and the replacement showers shall not be replaced at any time with fittings which provide a greater flow rate than the new showers.

Reason: To accord with the Conservation of Habitats and Species Regulations 2017, and Policies CP11, CP16 and CP21 of the Winchester District Local Plan Part 1

26. The development hereby permitted shall NOT BE OCCUPIED until:

a) A water efficiency calculation which incorporates details of the measures required by conditions 24 and 25 and also demonstrates that no more than 110 litres of water per person per day shall be consumed within the development submitted to and approved in writing by the Local Planning Authority

b) A mitigation package addressing the additional nutrient input arising from the development has been submitted to, and approved in writing by the Local Planning Authority. Such mitigation package shall address all of the additional nutrient load imposed on protected European sites by the development and be implemented in full prior to first occupation and shall allow the Local Planning Authority to ascertain

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on the basis of the best available scientific evidence that such additional nutrient loading will not have an adverse effect on the integrity of the protected European Sites, having regard to the conservation objectives for those sites; and

c) All measures forming part of that mitigation have been secured and submitted to the Local Planning Authority.

Reason: To accord with the Conservation of Habitats and Species Regulations 2017, and Policy CP11, CP16 and CP21 of the Winchester District Local Plan Part 1.

Informatives:

1. In accordance with paragraph 38 of the NPPF (2021), Winchester City Council (WCC) take a positive and proactive approach to development proposals, working with applicants and agents to achieve the best solution. To this end WCC:

- offer a pre-application advice service and,
- update applicants/agents of any issues that may arise in the processing of their application, where possible suggesting alternative solutions.

In this instance a site meeting was carried out with the applicant.

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

Winchester Local Plan Part 1 – Joint Core Strategy (LPP1).

DS1 – Development Strategy and Principles

WT1 – Development Strategy for Winchester Town

CP7 – Open Space, Sport and Recreation

CP10 – Transport

CP11 – Sustainable Low and Zero Carbon Built Development

CP13 – High Quality Design

CP16 – Biodiversity

CP17 – Flooding, Flood Risk and the Water Environment

CP20 – Heritage and Landscape Character

Winchester District Local Plan Part 2 – Development Management and Site Allocations

WIN1 – Winchester Town

DM1 – Location of New Development

DM5 – Protecting Open Areas

DM15 – Local Distinctiveness

DM16 – Site Design Criteria

DM17 – Site Development Principles

DM18 – Access and Parking

DM19 – Development and Pollution

DM20 – Development and Noise

DM26 – Archaeology

DM27 – Development in Conservation Areas

DM29 – Heritage Assets

Supplementary Planning Document

National Design Guide 2019

High Quality Places 2015

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Air Quality SPD September 2021

Winchester Conservation Area Appraisal

Winchester District Open Space Strategy September 2015

Other relevant documents

Climate Emergency Declaration Carbon Neutrality Action Plan 2020 – 2030

Statement of Community Involvement 2018 and 2020

Landscape Character Assessment December 2021

Biodiversity Action Plan 2021

Nutrients Update Statement March 2022

Local Transport Plan 4 (emerging)

Local Cycling and Walking Infrastructure Plan (LCWIP)

Winchester Movement Strategy 2020

3. This permission is granted for the following reasons:

The development is in accordance with the Policies and Proposals of the Development Plan set out above, 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.

4. All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.

5. Please be respectful to your neighbours and the environment when carrying out your development. Ensure that the site is well organised, clean and tidy and that facilities, stored materials, vehicles and plant are located to minimise disruption. Please consider the impact on your neighbours by informing them of the works and minimising air, light and noise pollution and minimising the impact of deliveries, parking and working on public or private roads. Any damage to these areas should be remediated as soon as is practically possible.

For further advice, please refer to the Construction Code of Practice

<http://www.ccscheme.org.uk/index.php/ccs-ltd/what-is-the-ccs/code-of-considerate-practice>