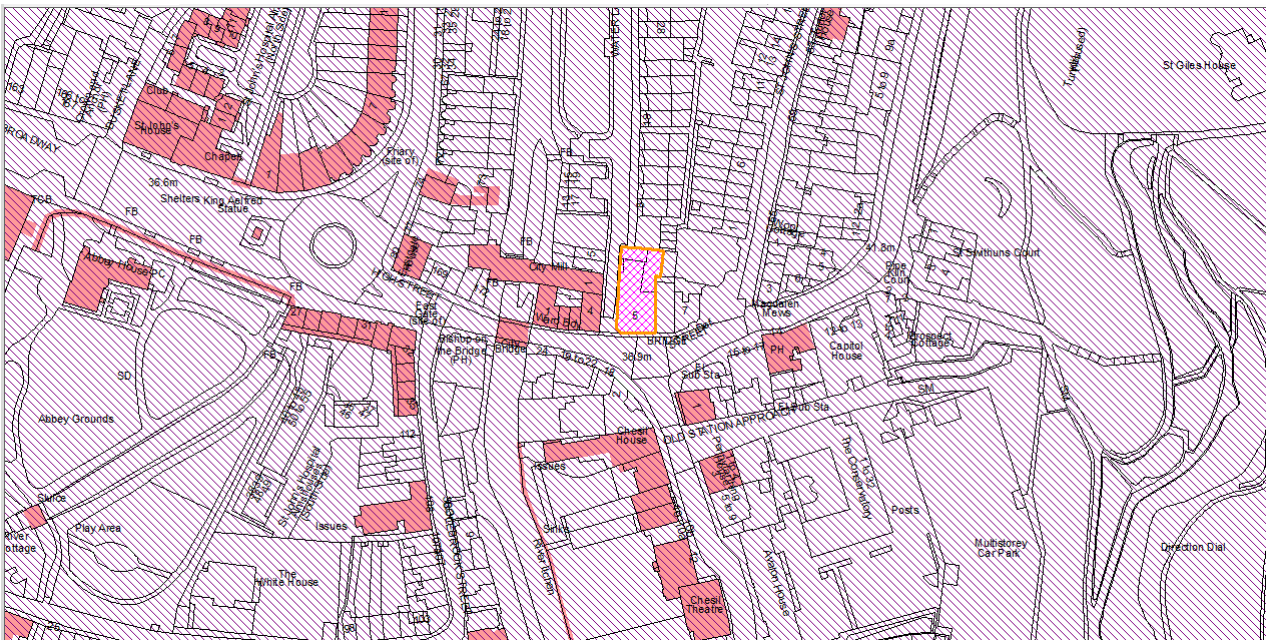


WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No: 23/01174/FUL
Proposal Description: New external link way, re cladding, signage and internal remodelling and modernisation. (AMENDED PLANS).
Address: 5 Bridge Street Winchester Hampshire SO23 0HN
Parish, or Ward if within Winchester City: St Bartholomew
Applicants Name: Mr Abdul Kayum
Case Officer: Eva Bryant
Date Valid: 18 July 2023
Recommendation: Application Refused
Pre Application Advice: No

Link to Planning Documents

[23/01174/FUL | New external link way, re cladding, signage and internal remodelling and modernisation. \(AMENDED PLANS\). | 5 Bridge Street Winchester Hampshire SO23 0HN](#)



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Reasons for Recommendation

The development is recommended for refusal as it is considered that as a result of its design it will have an adverse impact on the character of the existing building, its significance as a non-designated heritage asset and this part of the Winchester Conservation Area, contrary to Policies CP13 and CP20 of the Winchester District Local Plan Part 1, Policies DM15, DM16, DM27 and DM31 of the WDLPP2, Section 16 of the NPPF (2021), and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

General Comments

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

Amendments to Plans Negotiated

Amended plans were received from the applicant on 10.09.2023 and these show a reduction in the proposal. In particular the amended plans omit the originally proposed replacement windows, remove the proposal to clad the northern elevation of the outbuilding in timber, and omit the replacement flat roof to the rear. The amended plans were re advertised on the 17th October.

Site Description

Number 5 Bridge Street is a non-designated heritage asset which also sits within the Winchester Conservation Area. The building is positioned in a prominent position at the junction of Chesil Street and Bridge Street, a central route into the city centre. A number of listed buildings are located in close proximity, including numbers 1-4 Bridge Street, the City Mill and the Chesil Rectory. The present building is considered to date from around 1900 and has been in virtually continuous use as a public house or restaurant since its construction. The building is half-timbered on the western side elevation, with tile-hanging cladding to the southern principal elevation.

Proposal

The original proposal was for timber cladding of the north, south and west elevations, and cladding of an existing spiral staircase, erection of an external link, replacement windows and rainwater goods, replacement of a doorway with a window, new screening and gates.

The amended proposal is for timber cladding of the south and west elevations, timber cladding of an existing spiral staircase, erection of an external link, new screening and gates.

Works to the interior of the building are proposed, but these do not require planning permission.

The proposal for additional signage on the rear of the building as well as adjacent to the entrance would need to be assessed through an application for advert consent.

Relevant Planning History

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11/02033/FUL - Change roof tiles on the Stable Barn from asbestos sheets to new clay tiles to match adjacent roofs within courtyard; provision of new opening in courtyard wall to provide new fire escape means of exit. Permitted 10.10.2011.

Consultations

Service Lead for Built Environment (Archaeology)

Having reviewed this proposal I advise that there are no archaeological concerns.

Service Lead for Built Environment (Historic Environment)

Despite the welcome amendments, the proposals remain unacceptable due to the retention of the proposal to introduce vertical timber cladding to the south and west elevations of No.5 Bridge Street.

In the first instance, the loss of the tile hanging and faux timber framing would be detrimental to the architectural character of the building as a typical example of a turn-of-the-century public house. It would also diminish its contribution to the surrounding townscape through the loss of these existing traditional, vernacular materials, which are consistent with the local material palette.

The proposed vertical timber cladding would be entirely alien to the traditional and vernacular material palette which characterises this part of the conservation area. The new finishes and appearance would be poor quality and jarring in the context of the historic townscape, including the setting of the highly-graded Chesil Rectory.

The use of timber cladding would also spoil the unity of the three gables overlooking the road junction, compromising the landmark value of the building in views from Chesil Street. Although there are already some discrepancies across the three gables (in particular due to the treatment of the La Gastronomica premises at ground floor), these are not so extensive as to compromise the overall unity that is still obvious across the three gables of the building as a whole, in views from Chesil Street and Bridge Street. If vertical timber cladding were to cover two of the gables (plus the west elevation), this would drastically alter the architectural character and visual unity of the heritage asset. It would also severely erode its landmark value in the conservation area, and the overall quality of the townscape in this locality.

The revised Design Statement makes use of an historic photograph of the site dated 1890 to argue that the three gables of Nos.5 and 6 Bridge Street were not always similar in appearance, in justification of the current proposals. Very importantly, it should be noted that this photograph does not show the existing building in question, which was built in the very-late 19th century or early 20th century, after the photograph was taken. Rather, it shows the building which preceded the current one, as clearly evidenced by its different height, roof form, chimneys, and fenestration pattern. The photograph should not therefore be used for contextual analysis, or evidence to justify the proposed changes to the existing building.

In summary, despite the several welcome and positive amendments to the proposals, a profound objection still remains regarding the proposed vertical timber cladding. This would severely erode the architectural character of No.5 Bridge Street, causing harm to

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the non-designated heritage asset. It would also cause less than substantial harm to the character and appearance of the Winchester Conservation Area.

Service Lead for Engineering, Transport and Special Maintenance (Drainage)

Since this development won't affect the drainage system or the risk of flooding elsewhere, I have no issues with this planning application.

Service Lead for Public Protection (Environmental Protection)

Environmental Protection/Contaminated Land Officers have no adverse comments to make on this planning application.

Representations:

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

- Fire exit would result in a loss of privacy for neighbours and loss of functionality and safety of the neighbouring driveway
- Proposed design and use of timber cladding is not in-keeping with the surrounding area
- Does not have enhance the surrounding area
- Loss of traditional fabric and original features of the existing building
- Disrupts relationship with neighbouring buildings
- Additional signage will create visual clutter
- Proposal goes against planning policy

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

- Proposal is sympathetic and in-keeping with the existing building and surrounding area
- Will make a positive impact on the appearance of the building and surrounding area, as seen when entering the city
- Supports local businesses
- Appropriate use of the building
- Building is currently in poor condition
- Timber cladding is a safer material than the clay tiles which may deteriorate

Relevant Government Planning Policy and Guidance

National Planning Policy Framework

Section 4 Decision Making

Section 16 Conserving and Enhancing the Historic Environment

National Planning Practice Guidance

Consultation and pre-decision matters

Design: process and tools

Use of planning conditions

Historic Environment

Planning (Listed Buildings and Conservation Areas Act (1990))

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Section 66
Section 72

Winchester Local Plan Part 1 – Joint Core Strategy (LPP1). DS1 – Development Strategy and Principles

Policy DS1 – Development Strategy and Principles
Policy CP13 – High Quality Design
Policy CP20 – Heritage and Landscape Character

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

DM1 – Location of New Development
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Development Principles
DM27 – Development in Conservation Areas
DM29 – Heritage Assets
DM31 – Locally Listed Heritage Assets

Supplementary Planning Document

National Design Guide 2019
High Quality Places 2015
Winchester Conservation Area Appraisal
Design Guidance for the Control of Shopfronts and Signs
Winchester Future 50 Conservation Area Project 2018-2020

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) require that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

The building will stay in Class E use, existing signage will be retained and internal works do not require consent.

The proposed external works are to an existing building within the settlement boundary of Winchester and comply with policies DS1 of the LPP1 and DM1 of the LPP2. Cladding and alterations to an existing building within a built up area may be acceptable in principle, however where the consideration is in respect of a heritage asset there will be significant consideration in respect of the heritage of the building which is therefore considered below in accordance with other relevant policies within the Development Plan.

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 the Character of the surrounding area and Historic Environment

The application site sits at a key junction between Chesil Street and Bridge Street on a central route into Winchester. The surrounding area, although demonstrating some

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variety in architectural styles, is characterised by its historic buildings, a number of which are listed.

Although the application site itself is not listed, it has been identified as a non-designated heritage asset as part of the Winchester Future 50 project and makes a positive contribution to the character of the surrounding area and to the Conservation Area.

The character of the area is therefore defined by the historic environment. Policies CP13 of the Local Plan Part 1 and DM15, DM16, DM17 of the Local Plan Part 2 are relevant in considering the design of the proposals in the local context generally and in this historic setting, the following legislation and policies are also taken into account in the assessment and determination of this planning 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 or enhancement of shopfronts and signage (Policies DM33 & DM34 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; Winchester City Council *Design Guidance for the Control of Shopfronts & Signs (1998)*, NPPF (2021) 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 consultation response

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”.

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

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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.

No.5 Bridge Street is located directly overlooking the junction between Bridge Street and Chesil Street. No.5 occupies two-thirds of the building (with two gables to the front elevation), whilst No.6 occupies the remaining gable.

The age of the building is uncertain. On visual inspection only, it appears to date from the late-19th or early-20th century; however, the site has likely been developed for multiple centuries, and it's possible that older fabric survives in the core of the building. Overall, it has the appearance of a former pub with brew house to the rear.

No.5 Bridge Street has been identified as a non-designated heritage asset. It also makes a positive contribution to the character and appearance of the conservation area, and a positive contribution to the significance of the nearby listed buildings at No.4 Bridge Street and No.1 Chesil Street. This heritage interest, and its contribution to the locality, is derived from:

- Its landmark quality, with the triple pitched gables overlooking the road junction.
- Its age, likely late-C19 or early-C20, which reflects the age of a substantial number of other buildings in this part of the conservation area, and reinforces an understanding of the locality as part of the historic city centre.
- The use of attractive and characterful architectural details, which lend the building and locality a visual richness and interest – including the glazed brick plinth; small-paned casement windows with projecting box frames; cast iron rainwater goods; first floor jetty corbels which pick up the detailing on the ground floor windows; generous bargeboards; and stepped brick chimney stacks.
- Its use of traditional, vernacular materials including brick, tile hanging, timber framing, tile roof and timber doors & window frames, in keeping with the prevailing material palette in this part of the conservation area, including the identified listed buildings.
- The way the generous pitched gables to the front elevation echo the distinctive gables of the nearby No.1 Chesil Street, contributing to the traditional roofscape of the local area and helping to frame the junction.
- The way it helps to define the historic road layout, on the corner of Bridge Street and Water Lane.
- Its historic and current use as a commercial premises, which reinforces the commercial character of Bridge Street on the periphery of the city centre.

Within this context any changes to the building should be sympathetic to the existing

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building and respect and enhance the character of the surrounding area. It is clear that the distinctive detailing and materiality which contribute to the significance of No. 5 Bridge Street as a non-designated asset and to its significance within the conservation area should be conserved and enhanced.

Amendments to the originally proposed scheme have been accepted and these omit a number of unacceptable elements, including replacement windows, replacement rainwater goods and the proposed removal of a historic doorway. However the application still proposes to remove the existing tile-hanging, and clad the first floor of the southern and western elevations in vertical timber cladding.

Tile-hanging is a distinctive feature which can be seen on a number of nearby buildings, including the listed City Mill and 1 Bridge Street, while the faux timber frame is characteristic of the mock Elizabethan style of public houses which was popular in the early 20th century and is also reminiscent of nearby timber framed buildings. Both elements contribute significantly to the architectural character of the building, are sympathetic to the surroundings and allow the building to make a positive contribution to the character of the immediate area and the wider Conservation Area.

In contrast the choice of vertical timber-cladding is considered to be an unsympathetic material which relates poorly to surrounding buildings and will appear alien in an area where a traditional and vernacular materials palette dominates. The contemporary timber finish has no contextual basis and will appear jarring within the historic townscape and harmful to the surrounding conservation area.

The introduction of cladding to 5 Bridge Street will also have a significant adverse impact on the appearance of the building as a whole, as the third gable, number 6 Bridge Street will retain its existing tile-hanging. The resulting development will disrupt the cohesive appearance of the building, which despite the painting of the ground floor of number 6, remains significant.

The proposed vertical cladding is proposed to also be used as screening for an existing spiral staircase in the courtyard and to enclose a bin store on the western side of the building. The enclosure of the bin store is a welcome proposal although it has not been possible to fully assess this element of the proposal as the plans provided do not demonstrate the necessary level of detail.

The proposal to use timber cladding on the existing spiral staircase will mean that the presently unobtrusive staircase has a greatly increased impact, however it is unlikely that this element of the proposal will be visible from outside of the application site and as such it is not considered to have a material impact on the character or appearance of the site.

A covered 'pergola-style' link is proposed at the rear of the site, a small-scale development which is not considered to have an adverse impact, although it does not appear on the elevation plans provided. Were the application acceptable details of this pergola would need to be supplied via condition.

In summary, the introduction of the timber cladding will have a significant adverse impact on the appearance of the building and surrounding context and will cause harm to the significance of the non-designated heritage asset and fails to preserve or enhance the character and appearance of the conservation area. It is not considered that there is any

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particular public benefit that could outweigh the harm, derived either from the improvements to the building or the facilitation of the business opening by the timber cladding proposals. As such the application is contrary to Policies CP13 and CP20 of the Winchester District Local Plan Part 1, Policies DM15, DM16, DM17, DM27, DM29 and DM31 of the Winchester District Local Plan Part 2, and the High Quality Places SPD. It is also fails to accord with Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the NPPF (2021) Section 16.

Development affecting 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 application site is located 1.025km from the South Downs National Park within a built up area and therefore the development proposed will not affect any land within the National Park and is in accordance with Section 11a of the National Parks and Access to the Countryside Act 1949.

Neighbouring amenity

This application proposes no extensions to the existing building which could lead to issues of overbearing, overshadowing or overlooking of residential neighbours, and no change of use is proposed which would lead to additional noise or odour impacts.

Concerns have been raised regarding a gated access at the rear of the site, however this opening and gate was approved in 2011 and it is not considered that this application proposes any intensification in use which would render the access unsuitable or unacceptable.

As such the application is considered to be acceptable in regards to its impact on the amenity of neighbouring dwellings, and as such complies with Policy DM17 (vii).

Sustainable Transport

No change of use or increase in use is proposed as part of this application, and the building will remain in use as a restaurant (Class E). As such the application is considered to have no impact in terms of highway safety, amenity, traffic generation, air quality, sustainable travel or parking and as such complies with Policy CP10 of the Winchester District Local Plan Part 1 and Policy DM18 of the Winchester District Local Plan Part 2.

The site is within the area covered by the Air Quality Supplementary Planning Document but is not within the Air Quality Management Area which is within the city centre. An Air Quality Statement was supplied with this application and considering the nature of the proposal no adverse impact upon air quality is considered to arise as a result of this development.

Ecology and Biodiversity

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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 not required.

The application site is a pre-1914 building with gable ends, a traditional clay tile roof and hanging tiles located within 200m of water. As such it is considered to have a potential for bats and bat roosts with resulting direct and indirect impacts upon the protected species. Without relevant bat surveys it is not possible to assess this impact and to determine whether the application protects and maintains biodiversity in line with local plan policy. There is therefore a high risk of harm to protected species. As such the application is considered contrary to Section 15 of the NPPF and Policy CP16 of the Winchester District Local Plan Part 1.

Sustainability

The application does not involve the introduction of energy efficiency measures.

Sustainable Drainage

This proposal will not impact the drainage system or lead to any increased risk of flooding.

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 proposed erection of vertical timber-cladding is considered to be an incongruous and unsympathetic development which will not only involve the loss and obscuring of the existing distinctive and in-keeping architectural details and materials, including the tile-hanging and timber frame, but has no contextual basis in the surrounding area and so will appear alien and dominant in the street scene, to the detriment of the character of the non-designated heritage asset, the visual unity of No.5 and No.6 Bridge Street and to the character and appearance of the surrounding Conservation Area.

Therefore the application is considered contrary to Policies CP13 and CP20 of the WDLPP1, Policies DM15, DM16, DM17, DM27 and DM31 of the WDLPP2, and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Recommendation

Application Refused for the following reasons:

1. The proposed replacement of the existing tile-hanging and erection of vertical timber cladding is considered to be an incongruous and unsympathetic development which will not only involve the loss and obscuring of the existing distinctive and in-keeping architectural details and materials, including the tile-hanging and timber frame, but has no contextual

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basis in the surrounding area and so will appear alien and dominant in the street scene and fails to conserve, enhance or respond positively to the character of the existing non-designated heritage asset and the surrounding conservation area, contrary to Policies CP13 and CP20 of the Winchester District Local Plan Part 1, Policies DM15, DM16, DM17, DM27 and DM31 of the Winchester District Local Plan Part 2, and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2. Insufficient information has been provided within the application to allow the Local Planning Authority to determine the presence, or otherwise, of protected species. Without a suitable survey of the site, and where appropriate an assessment of the developments impact on the protected species, and any mitigation strategy/compensation measures, the proposal fails to take account the advice contained in planning policy CP16. The proposal is therefore contrary to Section 15 of the NPPF and Policy CP16 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

Policy DS1 – Development Strategy and Principles
Policy CP13 – High Quality Design
Policy CP20 – Heritage and Landscape Character

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

DM1 – Location of New Development
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Development Principles
DM27 – Development in Conservation Areas
DM29 – Heritage Assets
DM31 – Locally Listed Heritage Assets