

Planning Committee

Update Sheet

15th November 2023

The information set out in this Update Sheet includes details relating to public speaking and any change in circumstances and/or additional information received after the agenda was published.



Working in Partnership



Item No	Ref No	Address	Recommendation
6	23/01079/FUL	Land to the South West of Woodlands Park, Poles Lane, Otterbourne	Refuse

Officer Presenting: Catherine Watson
Speaking Objector: None

Parish Council representative: None

Ward Councillor: Cllr Brophy

Cabinet Member for Business and Culture: Cllr Thompson

Supporter: David Killeen, George Scott-Welsh, Louise Cutts, Naomi Cressweller, Steve Jenkins, Jeremy Tyrell

Update

Letter with attached sequential test dated 06.11.2023 from Louise Cutts (agent) to strategic planning consultation response.

- It is notes that the Strategic Planning team raise no objections to the proposal in terms of the design, layout, scale, parking or sustainability or accessibility credentials.
- The main concern is connected with the location of the proposal within the designated “countryside”.
- The pre-application response noted that the site is immediately adjacent to the settlement boundary and was in a sustainable location within a short walk of bus stops with routes to Southampton and Winchester. It is also close to a Sustrans cycle route. The pre-application response confirmed that the proposal was capable of support provided a clear and convincing needs case was made.
- The needs case has centred around Winchester’s own evidence contained within the 2020 Employment Land Study and the Green Economic Development Study.
- The LPA’s economic development officer has confirmed that the available town centre office stock is too small/expensive, that satellite employment areas located adjacent to smaller settlements are needed to allow for more sustainable commuting patterns and that additional office and industrial space should be allowed in the rural areas of the district where a needs case can be made.
- The strategic planning team states that the LPP1 suggested that 20 hectares of employment land was required and that 13,905sqm of employment floorspace has been delivered to date. Hectarage does not equate to square metreage and it is not known if any of the floorspace delivered was suitable for incubation units.
- Strategic planning team refers to the fact that the 2020 Employment Land

Study did not identify a particular requirement for start-up units. In response, this study was not required by WCC to look specifically at start up units. It is suggested that the refresh of this study specifically considers the needs of start-up businesses.

- It is not accepted that a Sequential Test is required as part of the client's needs case however, one has been prepared for the committee.
- The Incuhive model as set out in the agent's letter dated 06.11.2023
- Incuhive do not pay rent for either their Winchester town centre site (which is shared with a charity) nor their IBM Hursley site.
- This model allows their clients to keep their overheads as low as possible whilst they are establishing themselves.
- Instead of rent, Incuhive pay a share of any profit made to the landlord, dependent upon the success or otherwise of the start-up businesses occupying the accommodation.
- There are few sites, properties or landlords that can offer the conditions suitable for such a model.
- The particular requirement of Incuhive's model means that all town centre sites, unless provided at significantly less than the market rent, would be financially unviable. They are also nearly always unsuitable due to the small amount of floorspace offered. Energy costs are high due to unsustainable construction and there is little opportunity to make any significant change to their fabric to reduce the energy costs. Edge of centre sites suffer from the same issues.
- The delivery of the town centre local plan employment and mixed use sites and Bushfield Camp, is unknown.
- This particular site is owned by one of Incuhive's clients, who have a very large "front garden".
- It's adjacent to Otterbourne in a very sustainable location. A feasibility study was carried out which demonstrated Incuhive's long term viability.
- It is suggested that Incuhive, as a named provider of the facilities, there could be a condition for personal permission limiting Incuhive to the use of those buildings.
- If it is not considered appropriate to limit any permission so personally, a condition restricting the building to a start-up incubation unit provider would work as well.

Sequential Test

- Incuhive provide flexible office space for start-up companies – from 1 desk to a small 5-10 person office.
- Currently, Incuhive operate from 2 sites within the Winchester District –

IBM Hursley and Staple Gardens, Winchester.

- Incuhive does not pay rent for either site but follows the model as stated above.
- IBM site – Incuhive located within a listed stable block of 11,000 sq.ft (1021sqm)
- Winchester site – located within a building with available space of 5,500sq. ft (510sqm)
- Both spaces are full and have waiting lists.
- The business has other sites in the wider south-eastern region but they are all located within more affordable countryside sites. Some of the wider sites are in Wilton (Wilts), Weybridge (Surrey), Andover, Stockbridge and Brockenhurst.
- There is a requirement for the new site to have 2,300 sqm of floorspace.
- Sequential test sites reviewed and analysis:

TOWN CENTRE SITES

Site/Property	Suitability	Viability	Accessibility	Availability
Carfax	Unknown- no current planning application or deliverability timescale	Costs likely prohibitive	Excellent	Not in time frame required
Cattlemarket	Unknown - no current planning application or deliverability timescale	Costs likely prohibitive	Excellent	Not in time frame required
Station Approach	Unknown - no current planning application or deliverability timescale	Costs likely prohibitive	Excellent	Not in time frame required
Silverhill	Unknown - no current planning application or deliverability timescale	Costs likely prohibitive	Excellent	Not in time frame required
Winchester Bus Station 30,000 sq. ft	Feasibility conducted by similar operator – found to be unsuitable. Owned by WCC	Feasibility conducted by similar operator – found to be unsuitable. High rent expected	Excellent	Not in time frame required
St Peters Church, Jewry Street 4500 sq. ft	Buildings too small. Owned by Church Older building with high energy costs	High rent expected. Financially unviable	Excellent	Available
The Guildhall, West Wing 8000 sq. ft	Buildings too small. Owned by WCC Older building and high energy costs	High rent expected. Financially unviable	Excellent	Not Available
St George's Chambers, St Georges Street 5000 sq. ft	Buildings too small Listed building – space not flexible Older building and high energy costs	High rent expected. Financially unviable	Excellent	Available
4 Walcote Place 2500 sq. ft	Buildings too small Newer building but high energy costs	High rent expected. Financially unviable	Excellent	Available

7 Charlecote Mews, Staple Gardens 773 sq. ft	Building too small Newer building but high energy costs	High rent expected. Financially unviable	Excellent	Available	
51 Southgate Street 1700 sq. ft	Building too small Listed Building – space not flexible Older building with high energy costs	High rent expected. Financially unviable	Excellent	Available	
59 Tower Street 1700 sq. ft	Building too small Listed Building – space not flexible Older building with high energy costs	High rent expected. Financially unviable	Excellent	Available	
103 to 104 High Street 6500 sq. ft	Building too small Listed Building – space not flexible Older building with high energy costs	High rent expected. Financially unviable	Excellent	Available	
Athelstan House 14-20 St Clement Street 2700 sq. ft	Building too small Newer building but high energy costs	High rent expected. Financially unviable	Excellent	Available	
Business Centre, Hyde Street 900 sq. ft	Building too small Newer building but high energy costs	Lower rents but building too small and energy costs high. Unviable	Excellent	Available	
Sheridan House, Jewry Street 10,000 sq. ft	Building too small New building but high energy costs	High rent expected. Financially unviable	Excellent	Available	
Wykeham Court, Victoria Road 22,850 sq. ft	Appropriate Size Refurbished Newer building but high energy costs	Considered below	Excellent	Available	

EDGE OF CENTRE SITES

Site/Property	Suitability	Viability	Accessibility	Availability	
Anglo St James House, Southgate Street 4000 sq. ft	Building too small Newer building but high energy costs	High rent expected. Financially unviable	Excellent	Available	

OUT OF CENTRE SITES

Site/Property	Suitability	Viability	Accessibility	Availability	
Bushfield Camp	Unknown – no current planning application or deliverability timescale. Been included in several iterations of Local Plan	High rent expected. Financially unviable	Moderate	Not in timeframe required	
Northfields House, Twyford 4000 sq. ft	Within the South Downs National Park Building too small. Very high energy costs.	Lower rent but high energy costs make building financially unviable	Poor No bus service/cycle lane	Available	
High Street, Twyford 450 sq. ft	Within the South Downs National Park. Building too small. High energy costs	High rent expected. Financially unviable	Good Regular single bus service	Available	
Southern House, Otterbourne 15,000 sq. ft	Buildings near appropriate size. Parkland setting very large. Open plan. Would require subdivision into smaller units of accommodation.	Considered below	Very Good Regular bus service. Sustrans Cycle Route	Available	
Ground Floor, Poles Lane 5000 sq. ft`	Building too small. High energy costs	Lower rent but high energy costs make building financially unviable.	Very Good Regular bus service within easy walking distance and nearby Sustrans Cycle route	Available	
Bighton Lane, Alresford 27,000 sq. ft	Suitable, appropriate size. But wrong search area. Inaccessible	Viable	Poor	Available	
The Goods Shed, Barfield Close 25,000 sq. ft	Suitable. Appropriate size. But wrong search area. Inaccessible	High rent expected so financially unviable.	Poor No nearby bus service	n/a	
The Pump House, Garnier Road 7500 sq. ft	Buildings too small, but appropriate search area so offer made to private landlord	Offer rejected in favour of occupation by Winchester College.	Moderate Within medium walking distance of bus service.	Unavailable	

IBM, Hursley W-Block 1000 sq. ft	Buildings too small. Listed property and listed park & garden 200 sq. ft in building, 800sq.ft in attached industrial shed. Limited insulation so high energy costs	Costs of insulation and segregation of space prohibitive. Unviable	Good One regular bus service	Available
IBM, Hursley G Block 150,000 sq. ft	Buildings too large and high energy costs IBM not able to adequately segregate from a security perspective.	Would be prohibitively expensive to segregate into smaller units of accommodation whilst retaining the security required for IBM's operation. Unviable.	Good One regular bus service	Available

DISCUSSION

5.4 The above table demonstrates that there are no potential sites available within the timeframe required for Incuhive to locate to within the town centre or edge of centre locations. Neither are any of these sites offered at a low rental value. However, there are two existing properties that were worthy of more detailed analysis by Incuhive Ltd. These were the Wykeham Court building located in central Winchester and the Southern House building, located just outside the Otterbourne settlement boundary.

Wykeham Court

5.5 The size of the floor space offered was suitable (22,850 sq. ft). However, following a visit to this 1980's property, it was found that each of the three floors available were open plan and had recently been refurbished. However, this refurbishment had not included any segregation of the accommodation and had not resulted in any substantial reduction in energy costs. The rental costs together with the costs of physical segregation of each floor, together with the high energy costs, would render the long term viability of Incuhive's operation impossible.

Southern House

5.6 The size of the floor space offered was near suitable (15,000 sq. ft). However, following a visit to this 1970's building, it was found that each of the two floors available were completely open plan. Refurbishment costs to provide the required segregation and energy efficiency would be prohibitive. In addition the maintenance costs for the upkeep of the extensive area of parkland are significant. The rental costs would also render the long term viability of Incuhive's operation impossible.

- The sequential test concludes that it can be demonstrated that there are no sequentially preferable sites or properties that are either suitable, available or financially viable for Incuhive.

Strategic Planning response 01.11.2023

- This is set out in the officer's report however, in reviewing the above information it is considered that the case has still not been made as to why this particular site in this particular location, outside the settlement boundary of Otterbourne, is the only suitable site for this business. The development is therefore contrary to MTRA4 which restricts development outside the settlement boundary.
- As such, it would not be appropriate to permit the application with either a personal condition restricting the site to Incuhive, or else one which restricts the office accommodation to a start-up incubation unit provider as suggested by the applicant.
- Email received from Louise Cutts (agent) 13.11.2023 providing the following information:

"Postcode breakdown of persons on Incuhive's waiting list as of 13.11.2023 demonstrating the majority of persons on the list reside south of Winchester. The Headline figures are:

Headlines are:

58% of the people on the waiting list are Winchester residents.

53% of the people on the waiting list are Winchester residents living south of Winchester town centre.

So, 96% of all the Winchester residents wanting space at Incuhive, Hursley are Winchester residents living south of the town centre.

You can see that local people by far outweigh the next largest group of WCC residents, demonstrating there is a local need for this type of incubation space”.

Attachments were included on the email. These are a postcode breakdown of Incuhive’s waiting list and a copy of the Incuhive Hursley site’s waiting list (which has not been made public as it contains the names of the people of the list).

Hursley Parish Council

A further letter of representation has been submitted by Hursley Parish Council requesting that reduced road speeds are introduced on Poles Lane as a condition of any permission.

However, a change to speed limits would need to be proposed by the Highway Authority as necessary for highway safety and as HCC have not advised this then it is not considered necessary to make the application acceptable in highway terms.

Item No	Ref No	Address	Recommendation
7	23/01174/FUL	5 Bridge Street, Winchester	Refuse
<p>Officer Presenting: Eva Bryant Public Speaking Objector: None Parish Council representative: None Ward Councillor: None Supporter: Miff Kayum</p> <p><u>Update</u></p> <p>A response has been received from the Environmental Health consultee in relation to this application and they have no adverse comments to make in regards the proposal.</p>			

Item No	Ref No	Address	Recommendation
8	23/00360/HOU	Beaufort, Lainston Close, Winchester	Permit
<p>Officer Presenting: Cameron Finch</p> <p>Public Speaking Objector: Julian Carlick, Ilfra Carlick, John Blake Parish Council representative: None Ward Councillor: Cllr Learney</p>			

Supporter: Peter & Anne Arnold

Update

None

Item No	Ref No	Address	Recommendation
9	23/01704/FUL	The City Ground, Hillier Way, Winchester	Permit

Officer Presenting: Sean Quigley

Public Speaking

Objector: None

Parish Council representative: None

Ward Councillor: None

Cabinet Member for Inclusion and Engagement: Cllr Kathleen Becker

Supporter: Steve Lincoln (Winchester City Council)

John McLaren (Winchester City Football Club)

Tom Betts (S&C Slatter)

Janek Piatkowski

Update

A summary of consultee comments from HCC Highways was not included on the main report, these are as follows:

HCC Highways

Further information requested. Should the local planning authority be minded to approve this application, conditions / obligations are suggested.

6 further letters have been received in response to the amended plans as follows:

3 letters in support, these do not raise any new issues.

3 letters of objection which raise some new issues which are summarised below.

The applicant has also submitted a detailed response to the new issues raised which is available to view on the council's website.

New issues raised in letters of objection:

- Concern about the unsustainable materials used in constructing an artificial pitch
- Artificial pitches have an average lifespan of 10 years and not up to 20 years
- Lack of consideration about how to deal with the artificial pitch when it reaches the end of its life / problems with recycling materials
- Conflict with the council's commitment to address the climate emergency
- The EU banned artificial pitches on 23 Sept 2023
- The environmental harm from the migration of toxic end of life tyres into the local environment and watercourses
- Surface water from the pitch will exacerbate local flooding events

- The noise impact arising from the training pitch is not acceptable and any permission should be conditioned to prohibit the use of the training pitch or earth bunds/acoustic fencing installed to mitigate this impact
- The impact of major matches and the potential for larger crowds resulting from the further promotion of the club to a higher league has not been assessed
- There should be a condition that no large events other than football matches are permitted at the facility.

The council's response to these points is as follows:

Environmental concerns about the Artificial Pitch

The environmental and ecological impact of the introduction of an artificial pitch in place of a grass pitch is addressed in the officer's report (pages 114 - 117). In considering these issues officers have taken account of the council's Climate Emergency Declaration Carbon Neutrality Action Plan 2020-2030, The Biodiversity Action Plan 2021 and Biodiversity Net Gain. Whilst it is recognised that there are potential negative impacts arising from the introduction of an artificial pitch in place of a grass pitch, the report sets out the planning balance with the benefits of the proposal being considered sufficient to mitigate the negative impacts.

In regard to concerns about the lifespan of an artificial pitch, it is noted that while the surface of the pitch has a limited life of approximately 10 years, the sub-structure beneath remains intact and a new surface is laid on top. To ensure that the artificial pitch is managed and eventually disposed of in an environmentally responsible manner, a further condition is proposed seeking a management plan for the pitch as follows:

Prior to the commencement of works to lay the artificial pitch a Pitch Management Plan shall be submitted to and approved in writing by the local planning authority.

This plan shall provide the following details:

- *A description of the materials used to form the artificial playing surface, with consideration of potential sources of pollution;*
- *A method statement covering the installation of the pitch, maintenance procedures and end of life to include disposal of the materials when the pitch is no longer fit for use.*
- *Consideration of both chemical and solid wastes, including microplastics.*
- *Remediation measures, to ensure any identified potential harm can be suitably mitigated, as well as how to implement, monitor and report these measures, through the lifetime of the pitch.*

The pitch shall be installed, maintained and disposed of in accordance with the approved details.

Reason: To ensure that the environmental impact of the artificial pitch is minimised in the interests of biodiversity and the climate emergency.

It is also noted that the EU has not banned artificial pitches. Rather, it has banned the addition of plastic materials ("rubber" crumb) to existing pitches, and that ban takes effect in 8 years in order to allow operators to manage that change.

Surface Water

The installation of the artificial pitch will not change the existing position regarding surface water. Currently, water from the pitch drains into local water courses and the new pitch will do the same. HCC as Lead Local Flood Authority has concluded that the proposals, which includes suitable attenuation measures, are satisfactory in this regard.

Noise

A Noise Impact Assessment (Acoustic Consultants Ltd Ref 9967/AW) was submitted with the planning application to consider the impact of environmental noise, particularly on nearby residential properties. The report recommended that a noise management plan be implemented as part of the proposed development. A condition is therefore proposed to be added to ensure the measures contained within the noise report are implemented:

Prior to the first use of the artificial pitch, the measures set out in the submitted Noise Management Plan (S and G Slatter, July 2023) shall be implemented and thereafter continued for the lifetime of the development hereby permitted.

Reason - to protect the amenities of neighbouring occupiers.

Traffic Management

The impact of the proposed changes on traffic in the area has been assessed in the report. The Sustainable Transport Scheme, which is conditioned, includes proposals for the management of on-site parking, to prevent parking on local roads and to flag local public parking. The STS also secures the appointment of a dedicated Travel Scheme Coordinator who will be responsible for the implementation of these aspects of the STS. Taken together, the Council considers that these measures will adequately mitigate the impact of occasional larger crowds on the local area.

Other Events – condition restricting use

As this application is for improvements to an existing facility it is not appropriate to apply a condition restricting how the site can be used, nevertheless, the application does not propose other events to be held at this facility.

Item No	Ref No	Address	Recommendation
11	22/02679/FUL	35 Church Lane, Colden Common	Refuse
<p>Officer Presenting: Liz Young</p> <p><u>Public Speaking</u> Objector: Dr Adelaide Morris, Dennis Dawes Parish Council representative: Maggie Hill Ward Councillor: Cllr Cook Supporter: Mrs Richelle Brooks, Mr Andy Brooks</p> <p><u>Update</u> None</p>			

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Item No	Ref No	Address	Recommendation
12	23/00448/LIS	The Old Forge, Brook Street, Bishops Waltham	Permit

Officer Presenting: Rose Chapman

Public Speaking
Objector: None
Parish Council representative: Kris Ford
Ward Councillor: None
Supporter: Toby Wincer

Update
Page 184 caption should read 'Proposed Street Scene'

End of Updates