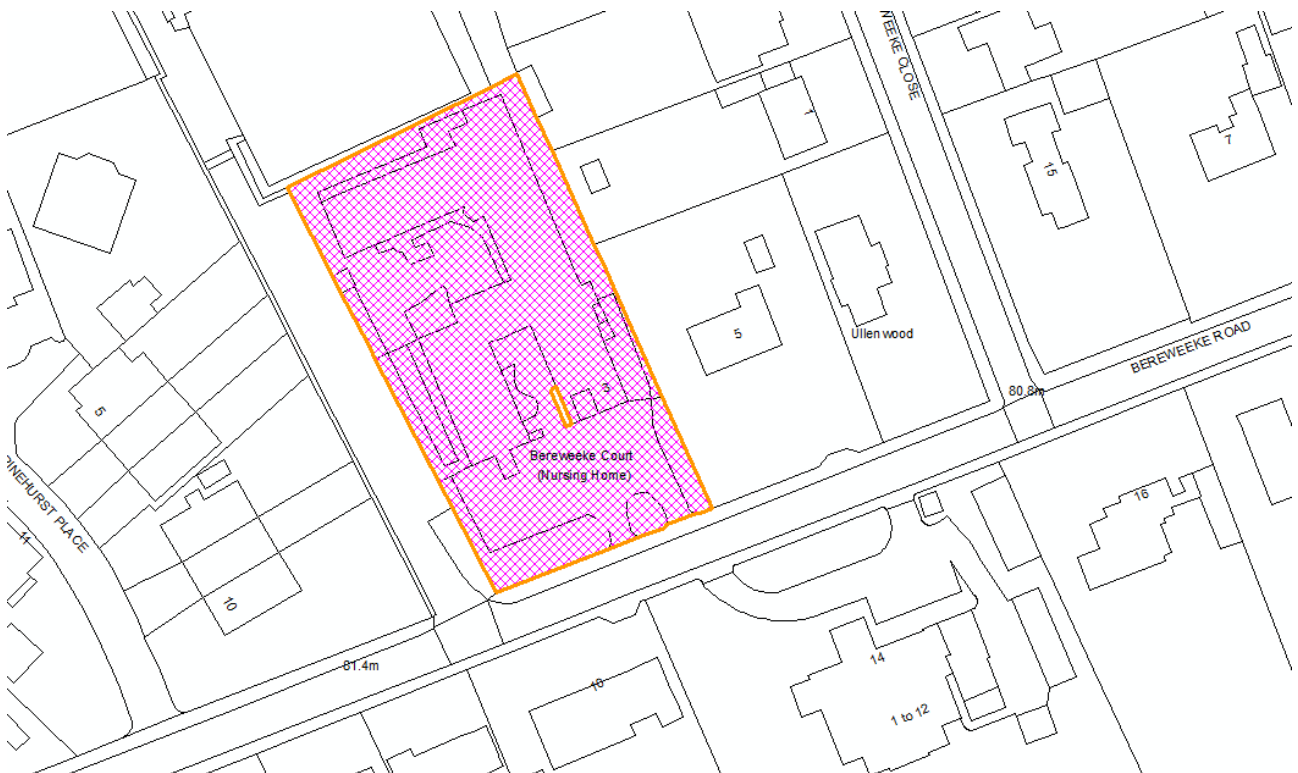


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Case No: 23/02001/FUL
Proposal Description: Demolition of redundant care home and associated outbuildings, redevelopment of the site to provide 32 apartments including 40% affordable housing and associated alterations to site access, sub-station, hard and soft landscaping, car parking, cycle store, plant room, refuse and recycling store, drainage, boundary treatments and other associated works.
Address: Bereweke Court Nursing Home, Bereweke Road Winchester Hampshire SO22 6AN
Parish, or Ward if within Winchester City: St Barnabas
Applicants Name: Mr Jamie Pearson
Case Officer: Mrs Megan Osborn
Date Valid: 7 September 2023
Recommendation: Refuse
Pre Application Advice Yes

Link to Planning Documents

[Link to page – enter in reference number 23/02001/FUL
https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple](https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple)



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Reasons for Recommendation

The development is recommended for refusal as it is considered that it does not accord with policy CP6 of the Winchester district Local Plan Policy Part 1 in that it has not been demonstrated, in a satisfactory manner, that the site is not required to provide a facility or service: It has not been demonstrated that the service or facility has been satisfactorily relocated or is no longer needed, or that the site has no reasonable prospect of being used for an alternative service or facility which would benefit the community.

General Comments

The application is reported to Committee due to the number of letters of support received contrary to the Officer's recommendation.

Amendments to Plans Negotiated

Revisions were made in March 2024 after comments from officers requesting amendments. The amendments proposed:

- The reduction of units from 36 to 32 still including 40% affordable housing
- An increase in parking from 16 space to 18 space,
- Access to car club provision,
- More provision of cycle storage,
- Inclusion of exhaust air heat pumps,
- Inclusion of PV panels on the roof,
- Increased planting on site, including five replacement trees,
- 10% Biodiversity net gain,
- A change in the overall design of the building.

The amended plans were readvertised for 21 days.

Site Description

This site is located within the city of Winchester on the northern site of Bereweeke Road and is 3006.68 m².

To the west of the site is the access road to the Bereweeke Road Tennis Club with paddle tennis courts directly to the rear, north, of the site. To the eastern boundary of the site there are residential dwellings, no.5 fronting onto Bereweeke Road and two houses on Bereweeke Close to the rear. The area is mainly made up of residential properties.

There is an existing building on the site which is currently unoccupied. The building was used as a 50 bed care home with 18 parking spaces some landscape areas around the building and a small amount of parking to the front.

The site is accessed via two vehicle crossovers which both lead into Bereweeke Road.

Proposal

Demolition of redundant care home and associated outbuildings, redevelopment of the site to provide 32 apartments including 40% affordable housing and associated

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alterations to the site access, sub-station, hard and soft landscaping, car parking, cycle store, plant room, refuse and recycling store, drainage, boundary treatments and other associated development.

Relevant Planning History

72/03014/OLD - Erection of administrative block to existing nursing home following demolition of old house (revised elevation). Construction new vehicular access. The scene being laid out and construction to the satisfaction of the Highway Authority. Approved 7th July 1972.

76/01138/OLD - Erection of extension to provide x-ray unit and dark room. Permitted 22nd July 1976.

87/00327/OLD - First floor rear extension. Refused 24th November 1986.

93/00249/OLD - First floor rear extension. Permitted 18th November 1993.

94/00320/OLD - Enclosure of porch to form office, ramps, planters and associated landscaping. Permitted 18th March 1994.

00/02007/FUL - Provision of new external lift shaft and escape stair. Permitted 7th November 2000.

Consultations

Service Lead – Built Environment (Urban Designer) –

- 25th October 2023 – objection
- 16th April 2024 – no objections

Service Lead – Engineering (Drainage) -

- No objections

Service Lead – Sustainability and Natural Environment (Ecology) –

- No objections, subject to a condition relating to the ecology report

Service Lead – Sustainability and Natural Environment (Landscape) –

- No objections

Service Lead – Sustainability and Natural Environment (Trees) –

- 28th September 2023 – objection due to lack of information
- 8th November 2023 - New information was submitted
- 15th November 2023 – no objections, subject to conditions.

Service Lead – Public Protection (Environmental Health) –

- No objection, subject to conditions relating to lighting and a CMP

Service Lead – New Homes Delivery (New Homes) –

- No objections

Hampshire County Council (Flood Authority) –

- No objections

Hampshire County Council (Highway Authority) –

- 18th October – objection
- 21st June – holding objection
- 21st August – no objection

Natural England -

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- No objection subject to an HRA being carried out
- Southern Water -
- No objection

Representations:

Councillors – Cllr Learney, Cllr Batho, Cllr Morris – comments made before the amended plans were submitted.

'I am writing to object to this application as one of the ward Councillors for St Barnabas on behalf of myself and fellow Councillors, James Batho and Jonny Morris who all believe the proposal represents overdevelopment of the site.

Height and massing: While the existing building extends close to the edges of the plot it is currently at one/two storey height with varied rooflines which help the building recede into the background with no sense of overlooking neighbouring properties.

The proposal for three stories plus a pitched roof is a considerable increase on the existing mass and is in the form of a fairly solid block, increasing the impact on the street scene and neighbouring properties. The orientation of the roof adds to the imposing and blocky nature of the proposed development. The roof orientation also fails to make best use of the solar panels proposed.

The development will loom over neighbours' homes and gardens, particularly number 5 Bereweke Road. While private outdoor space is important for flats the balconies will increase the degree of overlooking into neighbouring gardens as well as increasing light at night.

Topography: The topography of the road is important when considering the appropriate height and massing and the effect on the street scene. The northern side of the road rises up from the road increasing the effective height and mass of any significant development. Most of the large buildings used as precedents are on the southside where the land falls away reducing their height and mass from the street.

Character of the area: The design is unsympathetic to the area -while there have been a couple of modern style developments in the road these are either individual homes or well concealed at street level. The general effect is of traditional individual large houses well spaced from neighbours and with ample outside space. Where housing was originally built or redevelopment has taken place to three stories the upper story has typically been in the eaves reducing the height and mass. Hipped roofs are also very common further reducing the massing. Bereweke House opposite is a good example. Bizarrely page 11 of the design and access statement has an illustration much more in line with local character but totally different to the design proposed. We support the comments of the tree officer with regard to the proposals for the trees - this is a very leafy area with mature tree cover which should be maintained. Overall the amenity space is very little for the number of flats and fails to cater for any children who might live there, again not reflecting the open nature of the area.

Parking and access: While the site is in a sustainable location, close to shops, schools and public transport and we welcome proposals that minimize parking levels we question how

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realistic the number of parking spaces is for a suburban rather than city centre location designed to be capable of housing over 100 people. There is no provision indicated for visitor and delivery vehicles despite the proposal within the travel plan to promote home delivery services. The levels of trip generation considered are out of date should allow for a significant number of deliveries to be made and appropriate provision made. There are very limited on-street parking spaces and these are well used. The County Council has indicated it will continue the practice of not allowing new developments additional on-street parking permits.

Visibility: from the access point is very important as this is a road with very heavy pedestrian use, the landscaping should allow for this and either separate provision for pedestrian access made or the shared space increased. The proposal for the bin stores to open directly onto the area of the access road marked for vehicles is very unsatisfactory and potentially dangerous.

Principle of development: The three ward Councillors do not object to the principle of redeveloping the site and welcome the proposed inclusion of affordable homes but object to the proposed scale of the development and its design.

We believe this development is contrary to local plan policies: Policy CP13 (High Quality Design), Policy CP15 (Green Infrastructure) & CP16 (Biodiversity), CP20 (Heritage and Landscape Character) DM6 (Open space provision) DM15 (Local Distinctiveness) & DM16 (Site Design Criteria) DM 17 (Site development principles) DM18 (Access and Parking).'

City of Winchester Trust:

Comments made before amended plans:

The Trust feels that the demolition of the existing building requires justification. We also question the size of the proposed building and feel that the application is an overdevelopment of the site. The number of car parking spaces is inadequate for the number of dwellings and will create more parking clutter in Berewecke Road, and the development itself will create a considerable increase in vehicle movements.

Comments made after amended plans:

Any development represents a balance of elements in terms of viability, housing provision, design, environmental impact, parking and transport. The changes made to the original application address most of the Trust's concerns. However, there remains the question of possible over-development on a relatively constrained site, and we continue to have reservations about the amount of parking provided.

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

- Overlooking
- Overshadowing
- Traffic
- Lack of parking
- Noise
- Lighting impact
- Too dense
- Out of character
- Impact on community and services

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- Over development
- Too high
- Loosing diversity to the area
- Environmental impact

11 Objections after the amended plans were submitted citing the following reasons (the previous comments still apply):

- Too high still
- Still too dense
- Overlooking
- Impact on privacy
- Out of character
- Traffic
- Lack of parking

52 Supporting Representations received from different addresses citing the following material planning reasons, 27 of the supporting comments we made from an address within the Winchester District:

- This application is providing much needed affordable housing
- The building is more sustainable
- This is a good use of a brownfield site.

Winchester and Eastleigh design review panel – 14th November 2023

Comments made before amended plans were submitted:

- The proposals are seen as an overdevelopment of the site;
- Good habitable spaces for people are not being achieved;
- The design is not successful in providing well designed dwellings nor in its aesthetic and material qualities due to the pressures to achieve the number of units on the site resulting in too high a density and indecision over the nature of the building design (modern, vernacular modern, traditional?); and,
- The lack of design cohesiveness has led to a lack of design quality.

Relevant Government Planning Policy and Guidance

National Planning Policy Framework (December 2023)

Section 2 Achieving Sustainable development

Section 4 Decision Making

Section 8 Promoting healthy and safe communities

Section 12 Achieving well designed places

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

National Planning Practice Guidance

Climate Change

Consultation and pre-decision matters

Design: process and tools

Environmental Impact Assessment

Flood risk and coastal change

Planning Obligations

Use of planning conditions

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

Policy DS1 – Development Strategy and Principles
Policy MTRA1 – Development strategy market towns and rural area
Policy MTRA2 – Market Towns and Large Villages
Policy CP2 – Housing mix and provision
Policy CP3 – Affordable housing provision on market led housing
Policy CP6 – Local services and facilities
Policy CP10 - Transport
Policy CP11 – Sustainable Low and Zero Carbon Built Development
Policy CP13 – High Quality Design
Policy CP14 – The effective use of land
Policy CP16 – Biodiversity
Policy CP17 – Flooding, Flood Risk and the Water Environment
Policy CP20 – Heritage and Landscape Character

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

DM1 – Location of New Development
DM2 – dwelling sizes
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Design Principles
DM18 – Access and Parking

Supplementary Planning Document

National Design Guide 2019
High Quality Places 2015

Other relevant documents

Winchester District Local Plan 2020-2040: Regulation 19 Consultation
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
Position Statement on Nitrate Neutral Development – March 2022

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, 2023) require that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

The proposed changes to the NPPF that are currently being consulted on identify an anticipated approach on Government policy. However, as this is only a public consultation document at this stage, it does not yet hold substantial material weight.

The Regulation 19 Local Plan, as now agreed by Full Council, can be given appropriate and increasing weight in the assessment of development proposals in advance of Examination and Adoption.

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The site is located within the area of Winchester. Winchester has its own settlement boundary where the principle of development for housing is considered acceptable. This site is located within this boundary and the proposals are in accordance with policy DM1 of the Local Plan Part 2.

Policy CP2 of the Local Plan Part 1 considers housing mix. The policy requires that there should be a majority of 2 & 3 bed dwellings, unless local circumstances indicate an alternative approach should be taken.

The mix of apartments comprise of;

- 10x1 bedroom apartments
- 20x2 bedroom apartments
- 2x3 bedroom apartments

This provides over 50% 2 and 3 bedrooms.

It is therefore considered that this proposal would sufficiently meet the criteria of policy CP2 of the Local Plan Part 1.

The number of affordable homes the applicants are proposing is 13, which is 40.6%, this meets the required quantum of affordable housing, in line with CP3 of the Local Plan.

Policy CP6 in LPP1 is also relevant to this proposal. This policy resists the loss of premises or sites that provide services and facilities, such as this, unless it can be demonstrated that:

- The site/premises are not required because the service or facility has been satisfactorily relocated or is no longer needed to serve the locality.
- The site or building has no reasonable prospect of being used for an alternative service or facility which would benefit the local community.

Account would be taken of:

- Whether the loss of the service or facility would cause harm to those living within the neighbourhood.
- Whether the loss of facility would have a detrimental impact upon the overall vitality and viability of the settlement.
- Whether the loss is part of an agreed plan to provide improved local service in equally accessible locations.

The main thrust of this policy is to ensure the provision of local services and facilities throughout the district, especially those that provide opportunities for communities to access them without having to travel excessive distances. Such local services fall into the following categories:

- Community centres and village halls;
- Indoor sports and recreation facilities, including allotments;
- Educational, health and care establishments (including nursing /care homes);
- Premises for the emergency services, public utilities and infrastructure;
- Local pubs and shops;
- Libraries, cultural and arts facilities;

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- Churches, places of worship and cemeteries/burial grounds.

These facilities are vital in providing overall sustainability of a neighbourhood. Therefore, it is important to retain these facilities and services, where possible, and encourage new facilities where the existing use is not viable/acceptable. Policy CP6 looks to resist the loss of these facilities for this reason.

The applicant has submitted a supporting document in relation to this policy and the requirement to keep a facility or service on the site. The report explains that a marketing process has taken place for this site in relation to policy CP6. The relevant information is as follows:

- The site was marketed in April 2022;
- It agreed a shortlist with a primary focus on both care and later living sectors and also approached a few parties that might consider the purchase of the site for residential use;
- 10 parties were approached, 5 of which were care providers;
- In June 2022 a total of eight offers were received, three were unconditional and five were subject to planning, with two parties considering a care use on a subject to planning basis;
- The owners, due to timings, proceeded on the best and final offers on the basis of unconditional offers only;
- Four unconditional offers were received, none of which were care home developers due to the conditional nature of their offers.

The report goes on to state that the existing site is not fit for purpose for a care facility due to the design and care standards needed for modern care homes. In addition to this the report states that 'care providers are looking for sites where a provision of around 70 beds can be provided and it is unusual for them to go below 60 beds.' The applicant also states that the site is not large enough to accommodate 'facilities of this size', with the care standards needed. This might be the case, however, there was clearly interest in this site from care home providers, and no evidence regarding what their conditional offers were. More information would be needed to demonstrate that there is no demand for this use.

CP6 asks applicants to demonstrate that 'the site is not required because the service or facility has been satisfactorily relocated or is no longer needed to serve the locality. The existing facility has not been relocated and no evidence set forward that it is no longer needed to serve the community. There is a need for care homes within the area of Winchester to provide accommodation and care for the aging generation who need substantial help and support with their personal care. It is therefore considered that this has not been satisfactorily addressed.

The applicant has drawn attention to another care home site, Brendon House on Park Road in Winchester, which has recently closed and is now on the market, as evidence that similar sites are not viable. However, officers have examined the marketing process being undertaken at the Brendon House site and note that this is an open and transparent process, inviting both conditional and unconditional offers from various uses, whereas, based on the information provided, the Berewecke Court marketing did not expose the site to the widest market and an unconditional offer was accepted by the owners for a residential use despite the site currently not having a residential planning use.

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Even if it had been demonstrated that a Care Home was not viable on this site then policy CP6 still requires that the applicant investigate the prospect of the site being used for an alternative service or facility which would benefit the local community. The supporting text of policy CP6 lists a range of facilities and services that could be an alternative for sites such as this. Again, this would be expected to be explored through an open marketing exercise which does not appear to have happened but rather the application has provided comments on each one of these uses in their supporting information.

Each of the suggested facilities and services have been commented on as follows:

- Community centres, village halls, indoor sports and recreation facilities – The applicant considers these uses to be unneighbourly and would be unviable.
- Educational, health and care establishments (including nursing and care homes) – The applicant considers these are not viable.
- Premises for emergency services, public utilities and infrastructure – the applicant considers the site to be too remote from main arterial routes.
- Local Pubs and shops, Libraries, cultural and art facilities or a church or place of worship and cemeteries – The applicant considers that the site is not well connected to a residential population of sufficient size and scale to merit these uses.

It is considered that the above information is not sufficient evidence to establish that this site is not acceptable for the above uses.

The emerging Local Plan reinforces this position with policy E8 dealing with Local Shops, Services and Facilities and requiring the loss of local services or facilities to undertake viability assessments of the sites and evidence of the appropriate marketing for alternative services or facilities. Marketing should be undertaken for a minimum of at least 12 months.

While this emerging policy has limited weight at this point it demonstrates that the direction of travel of council policy is to strengthen not loosen the desire to protect facilities for the benefit of local communities.

Overall, the development unacceptable in relation to policy CP6 for the following reasons:

- It is not considered that this site has been openly marketed – the supporting statement states that this was not openly marketed and the estate agents only approached a few parties. This site would need to be openly marketed and open to all offers under the list of facilities and services.
- There were conditional offers from care home providers – therefore there was some interest subject to the size of the site. Little information has been provided in terms of what the offers were and what the conditions were.
- The applicants design and access statement states that, as well as residential, this area has a mix of uses being educational, recreation and community – therefore another facility and service would not appear out of place in this location.
- The supporting information states that a care home needs to be in a location with good transport links and this site is not suitable for a care home – in the applicants Transport Assessment it states that this is a highly sustainable location near a bus service into town.

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The applicant has, just prior to the publication of this committee report, offered to prepare a further report to cover the marketing of the site, the suitability of the existing building and to provide more evidence to seek to satisfy concerns that the proposal is in conflict with policy CP6. They have requested that the application be deferred from committee to be considered in the following month.

However, at this late stage, with only the intended headings of this report provided, and given concerns about the original marketing of the site, it is not considered that there are sufficient grounds to defer the application to a later committee.

In conclusion, it is considered that the proposal is located within the development boundary of Winchester, where development, in principle, is acceptable and it meets the housing mix and affordable housing policies. However, it is considered that it does not meet the requirements set out in policy CP6 as it is considered that not enough evidence has been provided showing that this site could not accommodate the existing facility and service or a care home and that there was no interest in this, or that an alternative facility or service could not be provided here. The local plan emphasises in the supporting text to policy CP6 that the retention of local facilities and services is important and that these sites contribute to the overall sustainability of a neighbourhood. Based on the information provided the proposed application is therefore in conflict with policy CP6 of the LPP2 and unacceptable.

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 character of the area is made up primarily of large buildings, the majority of which are residential dwellings with some buildings being in use for educational, recreation and community facilities. The grain of the road is made up of large buildings set back from the road with the vegetated frontages, with mature trees.

The proposal is for the demolition of this existing building on site and its replacement with one large building to house 32 apartments. Amended plans have been submitted as a direct response to the comments made by the urban design and planning officers. It was considered that the site was over developed, and although three storeys could be accepted on this site, it was thought that this should be confined to the western arm and the north western corner, taking that bulk away from the front south eastern corner on the street scene and away from the neighbouring property at no.5 Berewecke Road. It was also felt that the three gables proposed to the front was incongruent with the street scene.

As a result of the comments made, amendments were made to the number of units on the site from 36 to 32, changes to the overall mass and bulk of the building by removing the third gable to the front, and a change in the architectural features of the building.

The removal of the third gable to the front has resulted in a more coherent design in the street scene. The main bulk of this building is now set back within the site, which addresses the character of the area. Although higher than other dwellings along the street the width is more in keeping and the one prominent gable to the front is more consistent

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with the widths of neighbouring buildings, resulting in a more consistent design in the street.

The changes made to the architectural features of this building are also considered acceptable. The change in materials on the elevations softens the building overall and results in a building that is more consistent with the character of the area and responds to the spatial characteristics of this site and the surrounding area.

Amendments were also made to the bin store, proposed to the front of the site. It was considered that the proposed pitched roof is unnecessary as it was too prominent in the street. The pitched roof was amended to a flat roof with more planting proposed to the front. It is considered that this result in a more subservient building in relation to the main building and is acceptable.

Overall, it is considered that, although this is still a large building, the design is well worked through and of high quality. It has successfully evolved from its original iteration through a series of well-meaning and open conversations between the applicant and council officers. No major issues with the design remain and the bulk, scale and mass have been generously sculpted to respect neighbouring buildings and the wider context.

Therefore, it is considered that the proposal complies with policies CP13 of the LPP1, DM15,16 and 17 of the LPP2 and the supplementary planning document High Quality Places in that the design, layout, mass and bulk of the proposed dwellings is acceptable.

Development affecting the South Downs National Park

The application site is located 1.14km 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 2023. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 182 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.

Due to the distance and intervening features, an adverse impact on the National Park and its statutory purposes is not identified.

In conclusion therefore the development 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.

Historic Environment

No Impact, the works do not affect a statutory Listed building or structure including setting; Conservation Areas, Archaeology or Non-designated Heritage Assets including setting.

Neighbouring amenity

The rear elevation backs onto the paddle tennis courts at the Winchester Racquets Club. There are balconies and windows on this elevation, which are approximately 4m away from the rear boundary with the club are considered acceptable as they wouldn't result in any unacceptable overlooking towards private residential amenities.

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The rear, north eastern corner of the eastern elevation projects within 4m of the side boundary with the houses on Bereweke Close. There is a total distance of approximately 33m between the proposed development and the dwellings on Bereweke Close. There are three windows on the first floor and these are to living rooms and one to a bedroom. There is one further bedroom window on the second floor. Due to the distances between these buildings, it is considered that the proposed windows would not result in an unacceptable level of overlooking towards the amenities of the dwellings on Bereweke Close that would warrant the refusal of this application.

The building then steps away from the eastern boundary by a further 11m resulting in a gap between the building and the boundary of 15m. The neighbouring property to the east, no 5 Bereweke Road, is closer than the other dwellings on Bereweke Close. There are windows on the side elevation of this dwelling, which is approximately 7m from the boundary with the site. The set back in the building in this location has reduced the harm from proposed windows on this elevation. It is therefore considered that the proposed windows on the eastern elevation do not result in any material planning harm to the amenities of the neighbouring properties to the east.

There will not be any impact on the amenities of neighbouring properties to the south of the site.

There are proposed windows and balconies on the western elevation, however the access road to the Winchester tennis club, Lynch Road, is between the proposed building and neighbouring dwellings on Pinehurst Place and therefore an overlooking and overbearing impact will be avoided.

A Daylight and Sunlight report has been carried out by the applicant. It assessed the impact of the building in relation to the effect this would have on the daylight and sunlight of the neighbouring buildings. It concludes 'the proposals will not have a substantial effect on the daylight and sunlight they enjoy and will achieve the BRE guidelines'. Therefore it is considered that this development would not result in any material planning harm in relation to overshadowing and is found acceptable.

Therefore, it is considered that the proposal complies with policy DM15, DM16 and DM17 of the LPP1.

Sustainable Transport

Bereweke Court is a classified road, subject to a 30mph speed limit, benefiting from on street parking and a road wide enough to benefit two-way traffic when on street parking is not utilised. The site is located to the west of Peter Symonds college, north of the University of Winchester and north-west of the City Centre and Railway Station.

Bereweke Road provides access to Stockbridge Road, Cheriton Road to the west and B3420 Andover Road to the east. The site is currently bound by residential properties to the south and east, with Lynch Road to the West and Winchester racquets and fitness to the north. Lynch Road is a classified road, subject to a 10mph speed limit. It is a single carriageway, providing connections to Lynch Close and Kyneglis Road.

Stockbridge Road, which is situated to the west of the site, is accessed via a mini roundabout providing further routes to the town centre to the south and Stockbridge to the

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north. Stockbridge Road is subject to a 30mph speed limit and benefits from continuous footways along both sides of the carriageway.

Cheriton Road also links directly to Stockbridge Road and Bereweeke Road via a mini roundabout providing further access to Romsey Road. These are residential streets, providing connections to Winchester City Centre to the east and the A3090 to the west. Just beyond the site is Andover Road. Andover Road is a classified road and is subject to a 30mph speed limit within the vicinity of the site, providing further links to Winchester City Centre to the south and access to the A34, A30 to the north.

Personal Injury Accident (PIA) data: The applicant has supplied accident data from Hampshire Constabulary. The data covers the Bereweeke Road corridor and indicates a cluster of accidents around the access into Peter Symonds College. The accident record has been checked with Hampshire County Council's Safety Engineering Team who have confirmed that they are not currently monitoring Bereweeke Road, and the identified accidents do not have a similar causation factor which requires mitigation. The Highway Authority are therefore satisfied that the trip generation associated with the proposed site will not exacerbate any existing accidents in the area.

Walking: There are a number of footways in the vicinity of the site as summarised in the Transport Assessment (TA), which provides links to the facilities in the surrounding area. These include links to the dental surgery, local shopping facilities, schools and colleges.

Cycling: There is currently no dedicated cycle route in the vicinity of the site, but the majority of the roads surrounding the proposed development are subject to 30mph, with good forward visibility, which provide suitable roads for cycling.

National Cycle Network (NCN) Route 23 is the closest cycle route to the site, located to the south of Winchester. The cycle route can be accessed along Water Lane, circa 1.5km from the site, running between Reading and Southampton via Basingstoke, Alresford, Winchester and Eastleigh.

Bus: The closest bus stop is located on the western end of Bereweeke Road, 300m from the site, this stop provides services between Winchester and Kings Somborne up to three times a day Monday – Friday. A more regular service providing access to Winchester 5 times a day on Saturdays and services to Broughton 3 times a day on Saturday is also served by this stop.

The second closest bus stop is located on Stockbridge Road situated 0.3km from the site. This stop provides a frequent service between Winchester and Winnall, every 20 minutes, and hourly services available to Sparsholt and Salisbury available Monday – Friday.

Rail: Winchester Railway Station is located circa 1.3km from the site. Winchester Rail Station provides frequent hourly connections to London Waterloo, Portsmouth Harbour and connections to Bournemouth every forty minutes.

WCHAR (walking, cycling, riding assessment review): To assess the walking and cycling facilities available from the site to nearby facilities and amenities, the applicant has undertaken a WCHAR, which is considered acceptable. The WCHAR summarises that there are opportunities to upgrade the walking and cycling provision from the site towards the identified facilities. The Highway Authority has reviewed the proposed improvements

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and agrees that there are measures which could be implemented as per the WCHAR recommendations and ongoing work to review improvement measures within the Winchester area.

Access: The vehicular access to the proposed new 32 affordable homes will be via a new singular vehicle access, with the closure of the two existing vehicular accesses. The new access is to be located east of the site frontage and between the two existing access points.

Visibility splays for the new access have been shown on the proposed site layout plan. The Highway Authority is satisfied appropriate visibility can be achieved subject to a condition that any vegetation within the splay to be either lowered to 0.6m or set back appropriately into site for any section set within the splay.

The pedestrian access to the site is proposed to remain as existing, however an additional pedestrian footpath will be provided along the access road, providing connections to the car park and main entrance of the building of Bereweeke Road. The Highway Authority support the additional pedestrian footpath.

Parking: The proposed development falls significantly short of WCC's adopted parking standards. The Highway Authority previously requested a parking survey of Bereweeke Road to understand whether there was any on-street parking availability in the locale, which has been provided within the Transport statement, along with further justification behind the under provision of parking on site.

Against WCC's parking standards, the site would require a total 48 unallocated or 62 allocated parking spaces (including for visitors). The development only proposes a total of 18 parking spaces, with 2 spaces allocated to visitors and 2 disabled spaces. It is noted that 16 of the units will be sold as 'car free', which results in an adjusted parking requirement of 39 spaces. This is tabulated below for clarity.

No. of units	Parking Requirement	Proposed Parking Provision	Shortfall
32	62	18	44
16 (adjusted for car free units)	39	18	21

To justify the under provision in parking, the TS sets out the following rationale:

- The accessibility of the site to bus and rail facilities;
- Half of the development will be marketed as car free;
- The applicant is offering to fund the provision of a car club space on Bereweeke Road;
- Census data indicates that flats have a lower car ownership than houses, which is a nuance not picked up within WCC parking standards; and
- There are parking spaces available within the vicinity of the site on Bereweeke Road to account for the lack of visitor spaces.

A parking survey on Bereweeke Road has been undertaken to determine the occupancy of on-street parking spaces. The survey indicates that 2 bays are free, which the applicant has incorporated into the total parking provision for the site, totalling 20 bays. Officers do

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not agree that these spaces can be considered as part of the overall parking provision for the site because the spaces will not necessarily be available at all times, particularly because the survey did not review parking availability during daylight hours when visitors are likely to travel to the site.

The TA also sets out that there are parking spaces available within zone E; however, permits are currently unavailable to new residents and therefore cannot be considered as part of the parking provision for this site. This would also need to be made clear to any future occupants of the site.

A further solution of providing a car club space is provided. As requested, a plan showing the car club space has been submitted. This is on the southern side of Berewecke Road. Officers considered this to be acceptable and would require a payment of a £15,000 contribution to fund the Traffic regulation order (TRO), which will need to be paid prior to commencement of the development, if this application was approved.

The applicant has also undertaken further work to mitigate against the under provision in parking.

A Car Parking Management Plan will be provided which ensures that only properties sold with a parking space can park on site, and any units which are sold on and no longer require the parking space can be reassigned.

Furthermore, the needs of sustainable transport have been prioritised by providing ample, covered cycle parking facilities. The applicant has justified, sufficiently, that the level of parking provided on this site is acceptable.

Having taken all the information submitted into consideration, it is concluded that although the proposals do not provide in relation to the current Winchester Parking Standards, the proposal is considered, on balance, acceptable. The applicant has demonstrated, in the supporting information, that the site is located within easy walking distance of a range of facilities and services and there is suitable access to busses and are proposing a car club facility for the site.

Therefore, although this proposed development does not meet the requirements of in policy DM18 (i) of the LPP2, in that it doesn't provide parking in accordance with the parking standards, it does meet the requirements of the other section of this policy and will provide an active, sustainable development in this location. This development forms part of a movement away from private car dependence by making car parking lower down the travel hierarchy than active travel and access to public transport.

The other transport elements of the proposal, such as access and connectivity are acceptable as detailed above and in accordance with policy DM18 (ii) and (iv).

Ecology and Biodiversity

The submitted Ecological Impact Assessment by ECOSA (August 2023) confirms the building to be demolished to be a day roost of common pipistrelle and soprano pipistrelle bats. The proposed mitigation in the form of sensitive timing of the works, provision of a toolbox talk, installation of bat boxes, supervised soft strip of the building and provision of four bat access tiles into the new building are acceptable. Therefore, if this application

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was recommended for approval then conditions would be recommended relating to this ecology report.

The presence of a protected species on site has therefore been addressed and the submitted reports are acceptable. The proposal therefore complies with policy CP16 of the LPP1.

Appropriate Assessment.

The proposal is to replace an existing 50 bedroom care home with a 32 unit development.

The supporting nutrient neutrality statement sets out that the proposals to demolish the existing 50 bed care home and replace with 32 apartments will result in a reduction of total nitrogen (TN) and total phosphorus (TP) being generated by the site. A Habitats Regulation Assessment (HRA) has been carried out by the LPA setting this out.

The authority's assessment is that the application has demonstrated nitrate neutrality, complying with the Council's strategy and resulting in nitrate neutral development. It can therefore be concluded that there will be no adverse effect on the integrity of the designated sites identified above in this regard.

This represents the authorities 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.

Sustainability

Developments should achieve the lowest level of carbon emissions and water consumption which is practical and viable. Policy CP11 expects new residential developments to achieve Level 5 for the Energy aspect of the Code for Sustainable Homes and Level 4 for the water aspect. If this application was recommended for approval, then a condition would be applied to the decision requiring the submission of design-stage data prior to the commencement of development to ensure this is complied with.

Sustainable Drainage

The proposal will have no impact on this because the site is in Flood Zone 1 and has a very low risk of surface water flooding.

The PBA Drainage Technical Note Rev. 5 (25/2/24).

The nearest watercourse is the River Itchen and is located 0.6 miles away from the site. 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 Harestock WW treatment works. Southern Water have supplied the level of sewage discharge from this site into nearby watercourses.

Therefore the proposal complies with policy CP17 of the LPP1.

Trees

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Policy DM24 of the LPP2 allows development which does not result in the loss or deterioration of ancient woodlands, important hedgerows, special trees, ground flora and the space required to support them in the long term.

The application has been supported by Arboricultural assessments which assess the impact on surrounding trees and protect them during construction. This would be secured by condition if this application was approved.

The proposal will therefore comply with policy DM24.

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

In conclusion, it is considered that the proposal is located within the development boundary of Winchester, where development, in principle, is acceptable and it meets the housing mix and affordable housing policies. The design is now acceptable in relation to the character of the surrounding area, and it would not result in any unacceptable impact towards neighbouring amenities. The parking provision, whilst low, is considered acceptable through mitigation. It is noted that the application provides housing including 40% affordable housing which is a positive benefit of the proposal.

However, it is considered that it does not meet the requirements set out in policy CP6 as not enough evidence has been provided to demonstrate that the site is unable to accommodate a care home use, or that an alternative facility or service could not be provided here. The local plan emphasises in the supporting text to policy CP6 that the retention of local facilities and services is important and that these sites contribute to the overall sustainability of a neighbourhood. Based on the information provided the proposed application is therefore in conflict with policy CP6 of the LPP2 and unacceptable. The benefits of the scheme, such as affordable housing provision, are not considered sufficient to outweigh this harm.

Reason for refusal

1. The proposal is contrary to policy CP6 of the Winchester district Local Plan Policy Part 1 in that it has not been demonstrated, in a satisfactory manner, that the site is unable to be used for the existing service and facility, or that an alternative service or facility could not be provided here that would benefit the community.

Informatives

1. 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

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Policy DS1 – Development Strategy and Principles
Policy MTRA1 – Development strategy market towns and rural area
Policy MTRA2 – Market Towns and Large Villages
Policy CP2 – Housing mix and provision
Policy CP3 – Affordable housing provision on market led housing
Policy CP6 – Local services and facilities
Policy CP10 - Transport
Policy CP11 – Sustainable Low and Zero Carbon Built Development
Policy CP13 – High Quality Design
Policy CP14 – The effective use of land
Policy CP16 – Biodiversity
Policy CP17 – Flooding, Flood Risk and the Water Environment
Policy CP20 – Heritage and Landscape Character

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

DM1 – Location of New Development
DM2 – dwelling sizes
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Design Principles
DM18 – Access and Parking

2. In accordance with paragraph 38 of the NPPF Winchester City Council (WCC) take a positive and proactive approach to development proposals focused on solutions. WCC work with applicants/agents in a positive and proactive manner by;

- offering a pre-application advice service and,
- updating applications/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.

In this case the application was discussed with the agent but solution was possible due to the principle objections to the scheme.