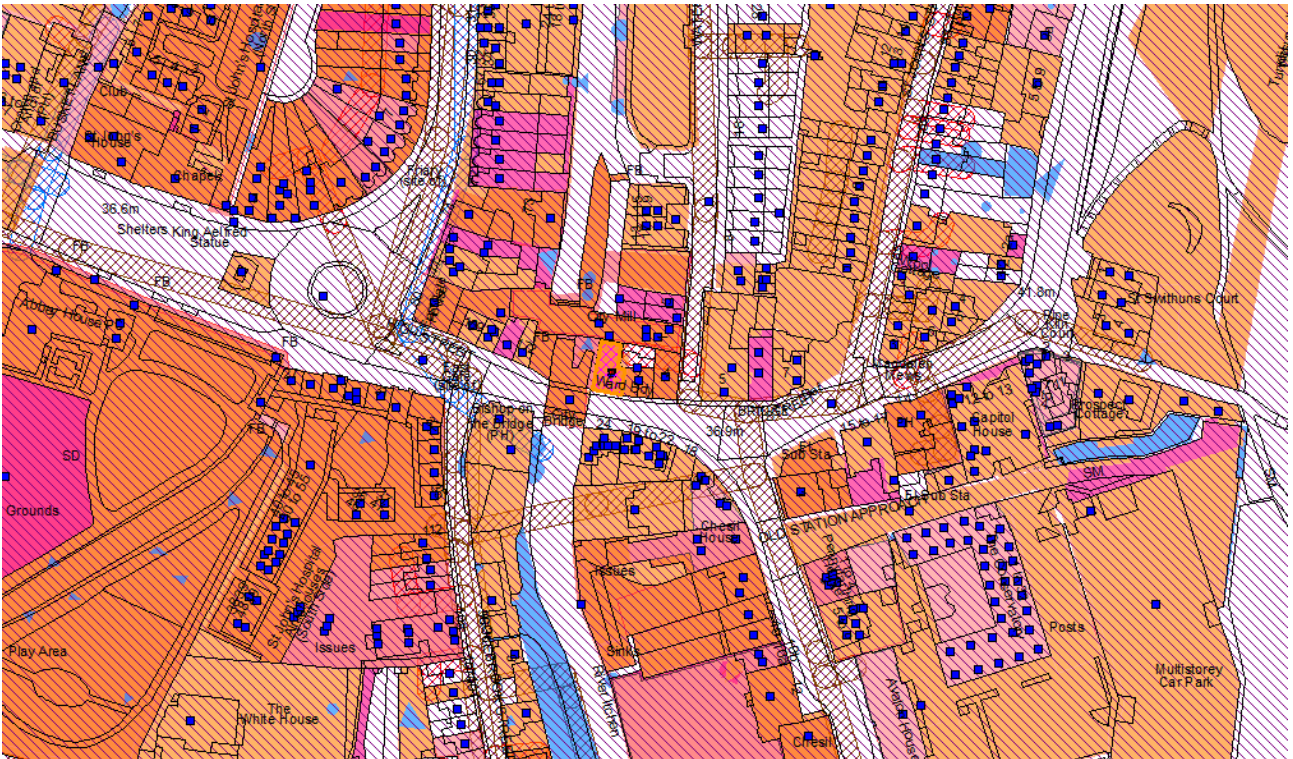


WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No: 26/00868/LIS
Proposal Description: Removal of the existing sandbags and the installation of a discreet, demountable flood barrier system to the existing external doorway.
Address: 1 Bridge Street Winchester Hampshire SO23 9BH
Parish, or Ward if within Winchester City: St Bartholomew
Applicants Name: Mr Gary Cannings
Case Officer: Cameron Finch
Date Valid: 24 April 2026
Recommendation: Application Permitted
Pre Application Advice: No

Link to Planning Documents

[Link to page – enter in reference number 26/00868/LIS](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 permission as it is considered that the proposed works preserve the significance of the Listed Building and comply with the policies of the adopted Development Plan.

The application is reported to Committee due to the letter of objection to an application submitted by the Council.

Site Description

1 Bridge Street is a Grade II listed, three storey building dating to the 18th Century. It is situated adjacent to the City Bridge, a scheduled monument, and the River Itchen at the eastern outskirts of the city centre. It is also situated in the Winchester Conservation Area. The city Mill, a Grade II* listed building, is attached to the rear (North). The building has been used as a restaurant but is undergoing alterations to be used as a dental surgery. This has included internal conversions as well as the repainting of the external signage and door and window frames. A door sits sub street level on the Western elevation, adjacent to the river bank.

Proposal

The proposal seeks to install a demountable flood barrier within the existing doorway on the Western elevation at basement level. This would negate the requirement for sandbags which are currently in place. Slim metal side channels are fitted either side of the door to the existing brickwork. Aluminium panels are then slotted in to the front of the door. No alterations to the size of the doorway are proposed, nor is any fabric removed. The fixings are reversible.

Relevant Planning History

Application Ref.:	Proposal	Decision & Date
84/00060/OLD	Replacement ground floor windows and door.	Granted 02/05/1984
88/00042/OLD	Shop front illuminated hanging sign and painted signs; extractor flue, internal alterations including new spiral staircases.	Granted 19/09/1988
89/00049/OLD	Partial demolition. Internal alterations and refurbishment.	Granted 06/10/1989
06/00361/LIS	Internal refitting work to counters; new timber flooring; glazed screen to staircase; partition door and	Granted 05/04/2006

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	screen; redecoration	
16/01963/LIS	Retrospective application for the installation of signage comprising of - 1 set of halo illuminated fascia text and for the painting of the shop facade in F&B Down Pipe 26, painting of the door, window frames and render in Dulux White. And 1 proposed externally illuminated projection sign (Listed Building Consent).	Granted 14/10/2016
23/02569/LIS	Painting of the window frames, door ,wall, stallriser and lower shopfront. Installation of signage comprising of:- 1 set of halo illuminated fascia text to replace existing 1 non illuminated sign written logo to front elevation 1 externally illuminated high level roundel to replace existing on side elevation.	Granted 01/02/2024
25/01460/LIS	Works to facilitate change from restaurant to dental surgery.	Granted 24/09/2025
26/00530/LIS	Change of signage to the front and side elevations. Repainting of render on Southern elevation.	Granted 05/05/2026
26/00531/AVC	Proposed wooden painted fascia signage, and circular sign, for Dental Practice, with hand painted lettering	Granted 05/05/2026

Consultations

Service Lead – Built Environment (Historic Environment) –

- No objection subject to a condition ensuring any repairs are carried out using traditional workmanship.

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The proposed flood barrier would change the appearance of this doorway, and when in use would be noticeable in views of 1 Bridge Street, and the City Mill from the City Bridge. However, given the immediate proximity of the River Itchen to the listed building, this visual impact is balanced by the benefits to the fabric of the listed building, arising from the way in which they would assist in keeping this building dry.

The proposals are modest and could be readily removed in future; impacts on the fabric of the door and frame would be minimal.

Overall, the proposals are acceptable. A precautionary condition is recommended to ensure any repairs required as a result of the works would be carried out in a suitable manner.

Representations:

City of Winchester Trust: Objects

An unsightly barrier inserted in a sensitive heritage site. Added screening with suitable materials or at the very least the frame and panels need to be painted black.

Relevant Development Plan Documents and Policies

Section 70(2) of the Town and Country Planning Act 1990 and Section 38 (6) of the Planning and Compulsory Purchase Act 2004 require planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise. The current adopted development plans comprise:

Winchester Local Plan 2020-2040 (adopted March 2026)

Strategic Policy HE1 – Historic Environment

HE2 – All Heritage Assets (both designated & non-designated)

HE3 – Designated Heritage Assets

Strategic Policy HE5 – Protecting the Significance of Heritage Assets (designated and non-designated heritage Assets) and Mitigating Unavoidable Harm

HE8 – Applications Affecting Listed Buildings

Other Relevant Planning Policy and Guidance

National Planning Policy Framework (NPPF) (2024)

4. Decision-making

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

16. Conserving and enhancing the historic environment

National Planning Practice Guidance (NPPG)

- Flood risk and coastal change
- Historic environment

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Planning Considerations

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.

Principle of development

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and paragraph 48 of the National Planning Policy Framework (NPPF, 2024) require that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

In terms of this listed building application, the key issues are the preservation of the special architectural/historic interest of the listed building and its setting (S.16 P(LBCA) Act 1990; Policies HE1, HE2, HE3, HE5 and HE8 of the Local Plan 2040; NPPF (2024) Section 16.

The proposals are considered to accord with these policies and legislation and are therefore acceptable in principle. The detailed assessment of the impact of the development on the listed building and its setting is set out below.

Historic Environment

The development is within the curtilage of a Grade II listed building which forms part of the setting of a number of designated heritage assets including nearby listed buildings, the Winchester Conservation Area and a scheduled monument. The following legislation and policies are considered in the assessment and determination of this planning application.

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that when considering whether to grant listed building consent for development which affects a listed building or its setting, the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Considerable weight and importance must be given to this duty.

The building also lies within the Winchester Conservation Area wherein the Local Planning Authority is statutorily obliged to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in accordance with Section 72(1) of the 1990 Act.)

The preservation of the special architectural/historic interest of the listed building and the preservation or enhancement of the character or appearance of the conservation area its setting are covered by Policies HE1, HE2, HE3, HE5, HE8 and HE10 of the Local Plan and NPPF (2024) Section 16.

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The proposed development would install a removable flood defence barrier within a doorway on the Western elevation of the Grade II listed building. The proposed barrier would be visible in views of the building from city bridge to the South West and the access to the City Mill to the West. The proposed flood barrier would result in a visible change in appearance of the doorway when installed which does have a visual impact on the appearance of the listed building.

Given the immediate proximity of the listed building to the River Itchen and the potential of flood damage during times of high rainfall and water levels, the visual impact of the barrier is balanced with the benefits to the fabric of the listed building. The proposed barrier would act in helping to keep the building dry by limiting damage by flooding. This is considered to be in the interest of the long term vitality of the building. Historically, the basement of the building has been subject to serious flooding. The installation of the barrier is not highly intrusive to the historic fabric, it does not require any alterations to the either the door of the walls around it. The barrier can be readily removed if damaged or when it comes to the end of its life. Condition 3 is recommended to ensure that any repairs required because of this are finished with traditional methods and craftsmanship.

The installation of the barrier would result in a low level of less than substantial harm to the setting of the listed building. This would be outweighed by the public benefit of protecting the fabric of the listed building from flood and water damage, ensuring its long term optimal viable use. This approach is supported by Policy HE3.

The proposed barrier is visible within the setting of the Grade II* listed building, The City Mill. It is not considered that the proposed barrier would directly detract from the setting of this listed building with the less than substantial harm outweighed by the benefit of protecting the neighbouring listed building.

The proposed barrier is visible from within the conservation area, however the positioning below the road level means that it would not appear highly prominent. The presence of the barrier is visible within the views of the building and the mill within the conservation area, however the benefit of the flood barrier is considered to outweigh the low level less than substantial harm caused.

The proposed development does not harm the nearby scheduled monument.

It is considered that the proposal results in low level less than substantial harm to the setting of the listed building and the character of the conservation area, however this is outweighed by the public benefits of protecting the listed building from flood and water damage. The proposals comply with the requirements of Section 16 paragraph 212 of the NPPF (2024), Policies HE1, HE2, HE3, HE5, HE8 and HE10 of the Local Plan 2040 and the historic environment section of the Planning Practice Guidance.

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

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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 key consideration is the impact of the proposed development on the setting and significance of the listed building and on the character and appearance of the conservation area. The installation of the proposed barrier would have less than substantial harm on the setting of the listed building and the character of the conservation area. The barrier would protect the listed building from flood and water damage ensuring its optimal viable use. The barrier is not intrusive and repairs to any damage by removing the barrier can be controlled by suitably worded condition. On balance, it is considered that the public benefits of the development outweigh the less than substantial harm caused and the application is acceptable. The proposals comply with the requirements of Section 16 paragraph 212 of the NPPF (2024), Policies HE1, HE2, HE3, HE5, HE8 and HE10 of the Local Plan 2040 and the historic environment section of the Planning Practice Guidance.

Recommendation

Permit subject to the following conditions:

Conditions

1. The works hereby consented to shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with the provision of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

2. The development hereby permitted shall be constructed in accordance with the following plans and documents:

Location Plan received 24 April 2026

Block Plan received 24 April 2026

Flood Barrier Details (Product Specification) received 24 April 2026

Heritage Statement received 24 April 2026

Reason: In the interests of proper planning and for the avoidance of doubt.

3. All works of repair to the listed building necessitated by the works hereby approved shall be carried out using materials, finishes and methods of workmanship to match adjacent fabric in all respects.

Reason: To ensure preservation of the significance of the listed building, in accordance with Section 16 of the National Planning Policy Framework 2024, Policies HE1, HE2, HE3, HE5 (Protecting Significance), and HE8 of the Local Plan 2040.

Informatives:

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1. In accordance with paragraph 39 of the NPPF (December 2024), Winchester City Council (WCC) takes 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

- * the application was acceptable as submitted and no modification or further assistance was required

- * the application was considered by the Planning Committee where the applicant/agent had the opportunity to speak to the Committee and promote the application

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

Local Plan 2020 – 2040: , HE1, HE2, HE3, HE5, HE8, HE10

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

NPPF Section 16

High Quality Places SPD

3. This permission is granted for the following reasons:

The development is in accordance with the Policies and Proposals of the Development Plan set out above, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.

4. All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.
5. Please be respectful to your neighbours and the environment when carrying out your development. Ensure that the site is well organised, clean and tidy and that facilities, stored materials, vehicles and plant are located to minimise disruption. Please consider the impact on your neighbours by informing them of the works and minimising air, light and noise pollution and minimising the impact of deliveries, parking and working on public or private roads. Any damage to these areas should be remediated as soon as is practically possible. For further advice, please refer to the Construction Code of Practice
<https://www.considerateconstructors.com/resources/the-code-of-considerate-practice/>
6. Any modifications to the approved drawings, whether for Building Control or any other reason, or any departure on site from what is shown, may constitute a criminal offence under Section 7 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The applicant is required to draw this and other conditions on the

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Consent to the attention of any contractors or sub-contractors working on site and furnish them with a copy of the consent and approved drawings.

7. Based on the information available this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because one or more of the statutory exemptions or transitional arrangements (as set out in paragraph 17 of Schedule 7A of the Town and Country Planning Act 1990 and the Biodiversity Gain Requirements (Exemptions) Regulations 2024) are considered to apply as follows:
 - The development is de minimis.