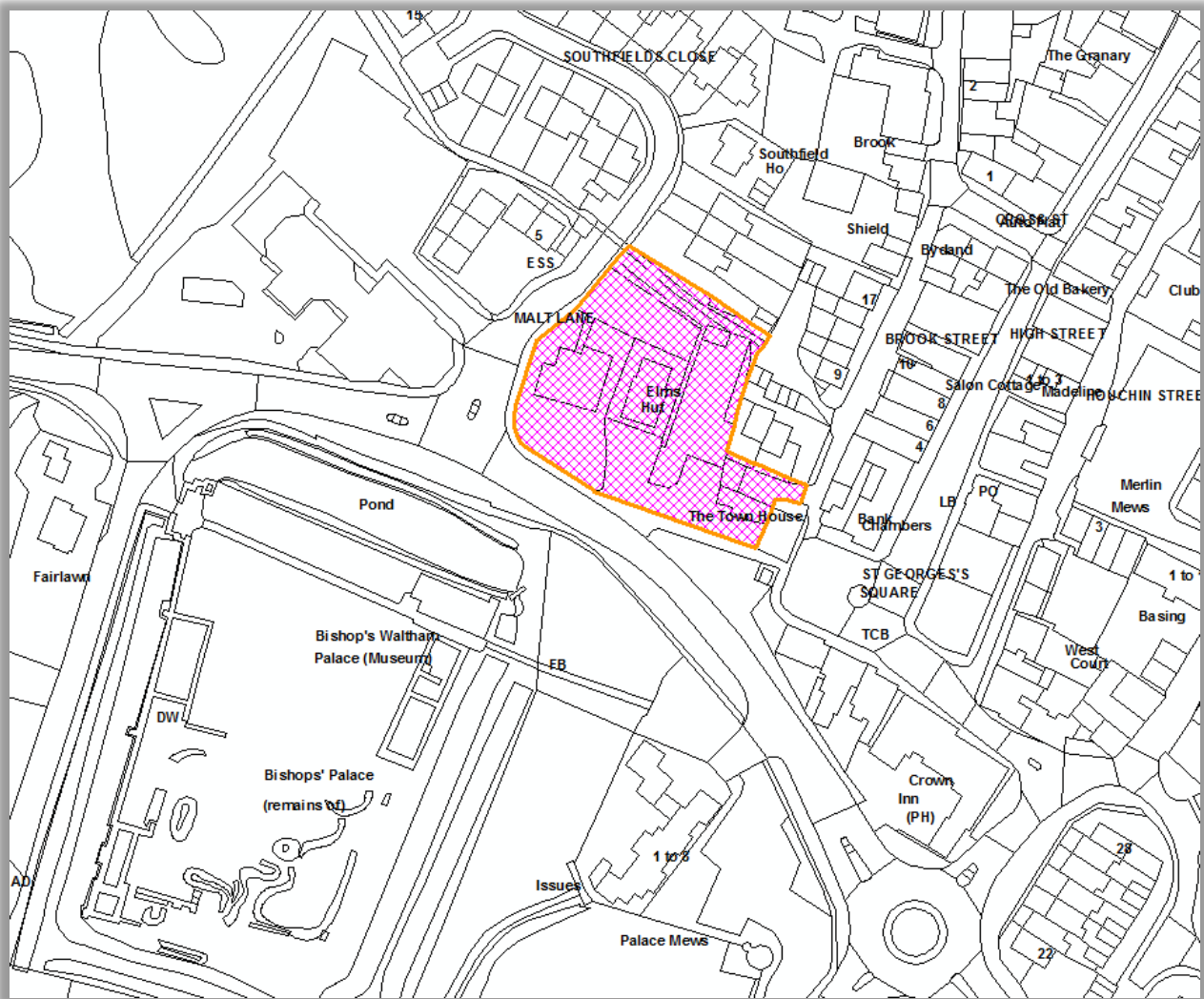


WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No: 18/00170/FUL
Proposal Description: Full planning application for the erection of 28 apartments, five ground floor retail units (Use Classes A1/A2/A3), a replacement NHS Facility (Use Class D1) and a replacement Youth Hall (sui generis) following the demolition of the existing buildings
Address: Development Land Malt Lane Bishops Waltham Hampshire
Parish, or Ward if within Winchester City: Bishops Waltham
Applicants Name: Country Homes Guildford Ltd
Case Officer: Mr Simon Avery
Date Valid: 25 January 2018
Recommendation: Application Refused



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General Comments

Application is reported to Committee as the number of letters of support received raising material planning reasons is 20 and this is contrary to the officer's recommendation.

Site Description

This site is in a highly prominent and sensitive location within Bishops Waltham being on the main approach to the historic centre of the town and opposite the Bishops Waltham Palace which is a Scheduled Ancient Monument. It is within the conservation area and in close proximity to listed buildings located to the east. It is also within the settlement boundary and town centre boundary of Bishops Waltham. It is located approximately 300 metres to the south of the National Park boundary.

The site occupies a corner plot fronting the B2177 Winchester Road to the south and Malt Lane to the west. On the other side of Malt Lane to the west is the Budgens Supermarket and beyond this is a redundant petrol service station. Behind the supermarket are a group of bungalows dating from the 1960s (1 to 5 Malt Lane). Malt Lane then becomes Southfield Close as it goes northwards and the rear of the site is adjacent to the side boundary of an 1980s end terrace (1 to 3 Southfield Close). In between this terrace and the site is a line of tall trees and a ditch. To the east are St Georges Square and Brook Street containing mainly historic buildings in residential or commercial use. There is a grade II listed building called The Town House in St Georges Square immediately abutting the site to the east. Behind this are a pair of more recent semi-detached houses (5 and 7 Brook Street) which are also adjacent to the eastern boundary of the site.

The site itself is 0.3 hectares in size and currently contains four separate single storey buildings which are a youth hall, an NHS physiotherapy centre, Foxes garden machinery workshop and an outbuilding which abuts The Town House but is owned by Foxes. The buildings are set back from the edge of the B2177 with a public footpath, grassed verge and an area of hard surfacing located to the front. There is one large tree within the verge and one sapling. The NHS physiotherapy centre is accessed at the rear of the site and also has an area of car parking to the rear accessible via Malt Lane. There is also a vehicular access to the site via the B2177 to the hard surfacing in front of Foxes. A third vehicular access is to a small tarmac covered parking area located to the east of the site is off Brook Street. The existing buildings are of no particular architectural merit. It is considered that significant archaeological remains may survive within the site.

Proposal

The proposal involves the demolition of the four existing buildings and the erection of 28 new apartments, five ground floor retail units, a replacement Youth Hall and a replacement NHS facility.

The development is proposed in two blocks, the larger an 'L' shaped perimeter block fronting Winchester Road and Malt Lane with a separate block behind this to the north east. Both proposed blocks are two to three storeys in height. In between the blocks would be car parking and communal soft landscaped areas with more parking and a small garden area to the rear.

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17 apartments are proposed in the upper floors along the frontage block, 16 of these two bedroom and 1 one bedroom. 11 apartments are proposed across the three floors in the north east block, 10 two bedroom and 1 one bedroom. A small amount of communal landscaping is proposed but the majority of apartments would have private external amenity space in the form of private gardens for ground floor apartments or balconies.

Five retail units are proposed along the Winchester Road frontage of the following sizes:

- Retail Unit 1 – 104.1 sqm
- Retail Unit 2 – 51.8 sqm
- Retail Unit 3 – 76.4 sqm
- Retail Unit 4 – 88.5 sqm
- Retail Unit 5 – 172.6 sqm

The replacement Youth Hall is proposed to be located on the ground floor of a block fronting Malt Lane and would be 202.4 sqm. As well as a hall this is proposed to include a store room, kitchen space, additional meeting rooms and office space.

The replacement NHS facility would be 104.1 sqm and would be located on the first floor about the youth hall. It would have a separate entrance.

44 car parking spaces are proposed to be provided. 28 will be assigned to the 28 proposed apartments, and five multi-use spaces provided for the NHS and Youth Hall users. Seven car parking spaces will be provided for the retail units with the remaining four spaces being unallocated. Of the 44 spaces 5 will be accessible parking bays.

Access to the proposed development will be from the existing vehicular access points to the site from Malt Lane and Brook Street.

Relevant Planning History

None relevant.

Consultations

WCC Strategic Planning:

- The proposal is for a mix of uses which are all appropriate to the area and acceptable / required in planning policy terms.
- This is a site which the Council has been encouraging redevelopment of for many years.
- This is a key site in a highly visible and sensitive location and so a key issue is the design and appearance of the scheme.
- The proposal does not fully satisfy the housing mix policy (CP2) or provide any affordable housing.
- Otherwise the site appears to satisfy the key policy requirements.

Winchester-Eastleigh Design Review Panel

- The permeability of the site and the lines of development need to be considered and the route through to Budgens from the town and square made much more of an event.
- The pavement is far too narrow to support the activities of shops and cafes.

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- Development of three storeys across the site does not reflect that of the existing town and the density and scale should arguably be more diffused as the development moves away from the High Street.
- There should also be gaps in the development to allow views and landscaping.
- The scheme is just repeating buildings of a similar three storey scale and massing across the entire site negating any potential for the expression of a primary or key focal building.
- Transposing the architecture of the Bishops Waltham High Street onto the site might be an appropriate response but the proposed buildings reference a London Regency style which is out of character with Bishops Waltham.
- The front buildings are effectively retail units dressed up in a dilute traditional / classical style.
- The scheme has no underlying theme to tie any of the diverse elements together.

WCC Urban Design:

- An alternative approach informed by a contextual analysis of this site would be more appropriate.
- The proposed heights, massing and elevations presenting a range of historical styles would not be successful in projecting a suitable gateway into Bishop's Waltham.
- The perimeter block arrangement requires a more sensitive architectural vocabulary that does not attempt to copy Bishop's Waltham's architectural heritage.
- Given this sensitive location, the proposed scale and density proposed would be difficult to achieve.

Historic England:

- The proposal would result in harm to the character and appearance of the conservation area by virtue of its height and scale which would have a dominating effect.
- The large scale of the proposed development is compounded by the continuous frontage which has no breaks at street level.
- The development would also become visible from within the scheduled area, and have a dominating effect particularly on the nearest scheduled buildings within the scheduled site.
- Increased visibility of development may also affect how the monument is experienced; at present it has a relatively rural tranquil feel due to its position on the very edge of Bishops Waltham, and which stems from the green areas and ruins that form the site.
- The level of harm would be 'less than substantial' in the terms of the National Planning Policy Framework. The NPPF requires that harm to heritage assets be minimised, and notes that great weight should be given to an assets conservation.
- The development site has the potential for survival of undesignated buried archaeological remains, including those which may relate to the scheduled palace and may therefore be deemed to be of equal (national) significance.
- The proposed new retail space should not undermine the viability of the shops in the High Street and surrounding area as this could give rise to a lack of investment in these historic buildings (many of which are listed) and put them at risk of neglect.

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WCC Historic Environment:

- The scheme currently presented is disappointing.
- The proposed continuous terrace at 3 storeys in height is over-scaled and would be overly domineering in this part of the conservation area.
- Although an irregular roofscape would be welcome, the proposed facades, with their continuous fascia level, coupled with the verticality of the glazed links, creates an unnatural balance to the appearance of the scheme.
- Other than the use of brick and tile and traditional windows, the design would do little to reflect the character of Bishop`s Waltham e.g. the retail spaces appear large and thus do not reflect the active frontages of the smaller individual shops characteristic of the High Street.
- There is also a distinct lack of connecting alleys providing front to back access through the site - an important feature of the town.
- The proposals, by virtue of their inappropriate scale, size and design, would not successfully integrate with the locality, and thus would fail to preserve or enhance the character and appearance of the conservation area, and the wider setting of the Bishop`s Waltham Palace.

WCC Historic Environment – Archaeology:

- Given the high archaeological potential identified for this site and that assets of equal significance to designated assets may be present, the lack of detailed information on such buried remains does not meet the requirements of Para.189 of the NPPF.
- Furthermore, the lack of such information means that an informed planning decision cannot be made in line with Para. 197 of the NPPF and potentially does not meet the requirements of Para's.193-6 of the NPPF.
- Accordingly the application cannot be supported.

WCC Estates

- Based on viability, no affordable housing contribution should be sought.

South Downs National Park Authority

- The application does not appear to be supported by a Landscape and Visual Impact Appraisal and there is only a limited assessment of views and landscape strategy within the submitted Design and Access Statement, which does not address the potential impact of the development proposal upon the setting of the National Park.
- The proposal to introduce three-storey buildings on the site could result in a significant visual impact, notwithstanding the fact that the site is located within a built up area. The proposal is for a high density urban development with very little room for soft landscaping.
- Without further information it is not possible to fully assess the impact of the new development upon the setting of the National Park.
- South Downs National Park Authority therefore raise an objection to the proposal on the basis that insufficient information has been submitted to demonstrate that the proposal would conserve and enhance the landscape setting in accordance with the National Park's first purpose.

HCC Highways Engineer

- Parking in Bishops Waltham is somewhat contentious and there is over demand at

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present. Whilst there is a bus service, it is pretty limited. The location is such that it may be possible to make certain journeys by public transport, but this would not discourage car ownership, as car travel would be required in the evening and at weekends.

- A reduction in our adopted parking standards cannot be supported, unless the applicant can provide a robust justification for such.

WCC Landscape:

- This is a high density urban development and consequently there is not much scope for soft landscaping.
- It is important to ensure the existing trees on site are given enough room to flourish and be appreciated in the public realm.
- The lack of soft landscaping also makes it more important that a high quality hard paving scheme and 'external works package' is provided and made integral to the development proposals.

WCC Landscape - Arboriculture:

- Without an arboricultural impact assessment & method statement the impact on the trees cannot be assessed.
- The proposal appears too close to T7 – T9 which will put future pressures on these trees for pruning or felling.
- Also there is no tree protection plan.

WCC Drainage Engineer:

- Mains drainage does exist for foul sewerage. Confirmation would be required from Southern Water that their infrastructure can support the increase in loading, and permission to connect.

Southern Water:

- No objections.

Natural England:

- No objections.

Ecology:

- No objections.

WCC Environmental Protection:

- No objections.

WCC Economic Development:

- Support in principle as it is in line with the aims and aspirations of the Winchester District Economic Strategy 2010 to 2020 to increase local employment opportunities near to people's homes within our market towns and rural areas.
- The provision of five new retail units could extend this retail offer beyond the medieval High Street and link the existing centre with the impressive ruins of the medieval Bishop of Winchester's Palace.

Representations:

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Bishops Waltham Parish Council

Welcomes the improvements to the site but has the following comments:

- Proposal for the mass and height of the north block is unacceptable due to impact on neighbouring properties. Some amelioration in the design is required to address this issue.
- The pavement to the front of the development is too narrow for a busy thoroughfare and options should be explored for widening it.
- The parking proposals are not in accordance with Winchester City Council's residential parking standards.
- Concern over the lack of affordable housing.
- An arboricultural impact assessment should be undertaken on the trees to the rear of the development and a landscaping plan to improve the quality of screening should be secured by condition.
- Design of the frontage should be amended to include some break in the line of buildings.
- Request that highways comment on the proposal for a vehicle exit on to Brook Street.

18 letters received objecting to the application for the following material planning reasons:

- Concern about scale / height / overdevelopment / visual impact
- Three storey buildings are inappropriate so close to the historic centre / out of keeping with the village / overbearing to the surrounding smaller homes.
- The design of the buildings is not in keeping with the village / will degrade the architectural merit of the buildings in the centre of Bishops Waltham, and the adjacent old public house.
- Views from all around Bishops Waltham will be damaged and the proposed development is seen first when arriving in Bishops Waltham.
- The proposed Winchester Road elevations are too dominant in terms of showing a continuous block of a building rather than being individual buildings separated by spaces.
- Adverse impact on setting of the Bishops Palace heritage site.
- The proposed development is too close to Winchester Road and Malt Lane and should retain the existing open character of these roads.
- Loss of youth club
- The parking provision is insufficient for a large development / lack of delivery space for retail units.
- It is unacceptable to have no affordable housing in a development of this size.
- A missed opportunity to create an active new community of residents & traders.
- Information supporting the application / in the Design and Access Statement is misleading or inaccurate.
- Loss of light to residential properties.
- Loss of trees.
- Lack of visual screening / no scope for tree planting in the front to soften the visual impact.
- Increased noise and disturbance.
- Removal of wall to the rear / impact on Beech tree / nesting birds
- Out of the 18 people supporting the development, 13 live outside of the village and 5 will not be affected by the development as they live far enough away.
- Light pollution and advertising sign clutter from the retail units.

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- Lack of Archaeological information.

20 letters of support received from 19 households supporting for the following material planning reasons:

- New Shops and housing should be on a brown field site rather than countryside.
- New employment opportunities / support the local economy and commercial growth.
- The site is an eyesore / in significant need of modernisation and redevelopment.
- Flats would suit young people getting on to the property ladder / the aging population that need to down size / people without cars that need to be near the town centre.
- Provision of a purpose built youth hall.
- This site is an important landmark area / a gateway to Bishops Waltham and the historic nature of the architecture is a suitable approach to the town.
- The proposed scheme appears attractive, well planned and in keeping with the surroundings and the architecture of the town and high street.
- The proposed development has varied heights, roof lines, fenestration and façade styles which reflect the visual character of nearby buildings.
- Increase of housing will bring economic growth to Bishops Waltham.
- The proposed parking spaces appear adequate and providing more parking spaces in the middle of market squares is not a solution.
- The small number of small new retail units will add to the range of retail outlets available.
- Everyone will benefit from the NHS provision.
- The rebuilding of 'Foxes' will generate more business to the family-run organisation and will allow them to work more effectively.
- The mix of uses, clever concealment of parking and creation of some intimate internal spaces are welcomed.
- The development will provide a much enhanced and improved backdrop to The Palace Ruins to the south and Bishops Waltham Square to the east.
- The pavement width abutting the B2177 is suitable.
- The commercial viability of the development drives the need for higher density.
- The sycamore trees should be removed and replaced with more appropriate indigenous species which would enhance the locality.

Bishops Waltham Society

Support the following features of this proposal:

- Overall this proposal represents a reasonably attractive redevelopment of a site that is currently an eyesore in a prominent location.
- The design of the most important frontages comprises a mix of building designs that harmonise fairly well, and a design that draws inspiration from characteristics of the historic town centre.
- The flats should meet some of the local need for housing for young people.
- The proposed youth hall represents a big improvement on the existing one.
- The proposed retail units will provide some employment opportunities for local people.

Reservations about the following aspects:

- The scale and massing of the proposed buildings nearest to Brook Street and

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Southfields Close would be overbearing on adjacent houses.

- The width of the pavement adjacent to the B2177 as proposed is too narrow in places to work well as a pedestrian route into the town centre, and to support the activities of the retail units. The scheme would benefit greatly from being set just a little further back along with more landscaping and greenery to improve the attractiveness of the frontage and public realm.
- The frontage to Winchester Road would benefit from being broken up with at least one alleyway to provide a visual break in the large South block and improve permeability to and from the residential parking area within the site.
- The large floor-to-ceiling windows on the frontage are incongruous with the rest of the design and detract from the overall appearance.
- Parking provision on site may not be adequate to serve all the development proposed, which could lead to indiscriminate parking along Southfields Close, in Brook Street as well as the small Palace/Museum car park opposite the development.
- There appears to be no affordable housing proposed within the residential parts of the scheme.
- There are no loading/unloading bays for the retail units.
- This is a critically important archaeological site with strong connections to Bishop's Waltham's early history.
- Inadequacy of archaeological submission.
- The site may contain important archaeological remains from different periods and may have formed part of the Palace curtilage. It is one of the last underdeveloped sites that can still help to reveal the town's earliest history. The buried remains could be of equal (national) significance to the Palace itself.
- The developer should commission a full geophysical study of the whole area.

The South Downs Society

Supports the application for the following reasons:

- The site is very run down and not pleasing to the eye.
- The project seeks to develop a brownfield site for much needed housing at the edge of the National Park.
- The provision of an improved premises for NHS services and youth activity has resounding benefits for the area.
- The renewed linkage from the High St via the redevelopment to the North Pond will make this facility of an historic, managed pond site much easier to access for all.
- The Society would prefer greater attention to providing affordable housing, which appears to be lacking.

Relevant Planning Policy:

Winchester Local Plan Part 1 – Joint Core Strategy

DS1 – Development Strategy and Principles

MTRA1 – Development Strategy for Market Towns and Rural Area

MTRA2 – Market Towns and Larger Villages

CP1 – Housing Provision

CP2 – Housing Mix

CP3 – Affordable Housing

CP6 – Local Facilities and Services

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CP7 – Open Space, Sport & Recreation
CP10 – Transport
CP11 – Sustainable Low and Zero Carbon Built Development
CP13 – High Quality Design
CP14 – Effective Uses of Land
CP15 – Green Infrastructure
CP16 – Biodiversity
CP17 – Flooding
CP20 – Heritage and Landscape Character
CP21 – Infrastructure and Community Benefit

Winchester Local Plan Part 2 – Development Management and Site Allocations (LPP2)

DM1 – Location of New Development
DM2 – Dwelling Sizes
DM6 – Open Space Provision
DM7 – Town, District and Local Centres
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Development Principles
DM18 – Access and Parking
DM19 – Development and Pollution
DM20 – Development and Noise
DM21 – Contaminated Land
DM24 – Special Trees, Important Hedgerows and Ancient Woodlands
DM26 – Archaeology
DM27 – Development in Conservation Areas
DM28 – Demolition in Conservation Areas
DM29 – Heritage assets

National Planning Policy Guidance/Statements:

National Planning Policy Framework

Supplementary Planning Guidance

- Bishops Waltham Design Statement February 2016
- High Quality Places March 2015
- Affordable Housing February 2008
- Residential Parking Standards December 2009

Planning Considerations

- Principle of development
- Housing mix and tenure
- Impact on the character of the area
- Archaeology
- Impact on neighbouring property
- Landscape / trees
- Highways / parking
- Flood and water management
- Ecology
- Conclusion

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Principle of development

This site is within the settlement boundary and Conservation Area of Bishops Waltham, as well as within the defined town centre. The principle of development is therefore acceptable and the proposed mix of uses is also appropriate in this location.

The proposal is however unacceptable due to its impact upon the character and appearance of the area which includes the setting of Bishops Waltham Palace, the conservation area and South Down National Park. It also lacks sufficient information to properly assess the impact it would have on archaeology, trees and highway safety. The application also fails to justify why it is not providing a more policy compliant mix of dwellings.

Housing mix and tenure

In terms of affordable housing, the applicant has submitted a viability appraisal which has been independently assessed by a consultant on behalf of the Council. They have confirmed the findings of the appraisal, that it is not viable for the development to make provision for any affordable housing. The reasons for this are specific to the particular proposals (such as the low demand for retail and office units, and the larger than typical residential unit sizes). Therefore, while it is accepted that this specific proposal cannot be required to make provision for affordable housing, if a revised scheme came forward it would need to be assessed on its own merits in terms of viability of affordable housing.

The proposal includes 26 two bedroom apartments and 2 one bedroom apartments. As such it fails to comply with policy CP2 of the Local Plan Part 1 which requires the majority of homes to be in the form of 2 and 3 bed houses. CP2 allows an alternative approach if local circumstances indicate this is suitable. However, there is no evidence that this is the case and so no justification for not providing any 3 bed apartments as part of the mix. The housing mix as proposed is therefore not acceptable.

Impact on the character of the area

The site is in a prominent position within the Bishops Waltham conservation area and within the setting of Bishops Waltham Palace, a scheduled monument. It is also the key approach to the core of this historic market town. The current buildings on the site have no architectural merit or historic interest and their demolition and replacement would be welcomed, as would the provision of improved facilities such as the proposed youth hall. There is no objection in principle to the provision of additional retail units in this location. However, the scheme currently proposed, due to its scale, height, design and the quantum of development is considered to be unacceptable.

Bishops Waltham has many of the characteristics of a historic Hampshire market town. The narrow streets, the variety of building ages and types and the use of local building materials combine to form its unique character and appearance. Typical of most small historic towns is the fine grain of the urban form which arises from narrow plots and buildings of modest height.

The proposed scheme, which consists of two large blocks of buildings, fails to reflect this character. While it seeks to break up the mass of the proposed buildings and present a varied roofscape and elevations, the heights of the buildings are predominantly two and a half or three storeys with very little at two storey height. The

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Bishops Waltham Design Statement (adopted in 2016) states that the majority of buildings in the town are of two storeys with a few three storey buildings. This means that the proposed development is of a scale which would dominate this part of the conservation area and be out of character with its surroundings. The expectation set out in policy 5.2 of the Design Statement is that new buildings should generally be no higher than two and a half storeys. It could also be argued that the density and scale of development should reduce as it moves away from the historic core, rather than increase as is proposed here.

As well as its height and scale, the quantum of development being proposed across the site is considered excessive and an overdevelopment of the land. The front 'L' shaped block would be sited close to the footpath edge on both Malt Lane and Winchester Road and presents a continuous expanse of development at street level. To the rear the large separate block sits adjacent to the north eastern corner of the site but is within 8.5 metres of the front block at the closest point. The spaces between and around the two blocks are predominantly taken up with parking or turning spaces.

The site currently benefits from a sense of openness due to the position of the existing low buildings which are set back from Winchester Road with space to the front. While development of the site would inevitably reduce this open character, typically in a historic town where buildings front the street there are either alleyways or archways which break up linear mass of the buildings and provide views through. The proposals fail to reflect these characteristics and present a cramped, over dominant form of development, allowing no views into the site and little space for attractive pedestrian routes or for planting of any significance. It would be out of keeping with the surrounding pattern of development and would result in an inappropriate and urban approach to the centre of the historic town.

The development, due to its scale and extent would also be visible from within the scheduled monument which lies directly opposite the site. This includes earthworks and buildings which form the remains of Bishop's Waltham Palace, a magnate's residence constructed in the 12th century and in use until its ruin in the Civil War.

Historic England have advised that development at two storeys that is set back to a similar street frontage edge as present would be unlikely to create a significant level of harm to the scheduled monument, given other similar scale developments that are nearby. However, an increase to three storeys, and moving buildings further forward to the road edge, as in the current proposal, would result in increased visibility from within the scheduled area, and an increased level of harm to the significance of the monument and the visitor experience of it. Natural England have advised that the level of harm would be 'less than substantial' in the terms of the National Planning Policy Framework (NPPF), but have nevertheless found that the development in its current form would be harmful to designated Heritage Assets and recommend that the design is modified to reduce this.

Concern has also been raised by the South Downs National Park Authority that the application is not supported by a Landscape and Visual Impact Appraisal and contains only a limited assessment of views and landscape strategy. As such it does not address the potential impact of the development upon the setting of the National Park. However, it is considered that, as the site is located approximately 300 metres to the south of the park boundary and is within a built up area, the proposed development would be

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unlikely to result in a significant visual impact upon the setting of the National Park.

As well as concerns about the scale and quantum of development, it is also considered that the architectural design is unacceptable. Whilst a traditional form of architecture may be a suitable approach in this context, it is considered that the proposed design does not reflect the character of Bishops Waltham. A range of traditionally inspired forms are proposed within the frontage block paying reference to a Victorian or Georgian style architecture. However, these buildings are effectively large retail units dressed up in a form of traditional architecture. As such they don't reflect the proportions of the historic buildings in the town centre or the active frontages of the smaller individual shops on the High Street. Furthermore the block includes modern glazed links between the traditional styled buildings which are incongruous in style with the traditional form and, due to their vertical emphasis, sit awkwardly with the continuous horizontal fascia level of the retail windows.

The rear residential block of the scheme proposes another set of building forms and vocabulary that is alien to the context and to that of the road side design proposed.

Overall there is no understandable logic for the architectural approach and no underlying theme to tie the different styles together. It is not considered that the development would be successful in projecting a suitable gateway into Bishop's Waltham.

Archaeology

The site has a high potential for significant archaeological remains given its location in relation to the remains of the Bishops Palace and the planned medieval market town of Bishops Waltham. Furthermore, although such assets are undesignated, the site has the potential to contain well preserved buried remains which relate to the Scheduled Monument and therefore be deemed to be of equal significance.

Previous archaeological excavations uncovered evidence for several phases of Late Saxon / medieval buildings including well preserved environmental remains and re-used Roman building material. Evidence of prehistoric activity was also located.

Therefore it is imperative that a detailed archaeological assessment should be undertaken of the site in order to provide detailed information on the nature, survival and quality of buried heritage assets which may be present. Such information should, where necessary, inform the design of development proposals as they progress or, inform an appropriate archaeological mitigation strategy.

The Archaeology Report submitted as part of this planning application does not comprise a satisfactory archaeological assessment of the proposal site. The assessment has not been undertaken by a suitably qualified and experienced professional archaeologist / archaeological contractor and does not meet the requirements for a desk-based assessment as set out in guidance issued by The Chartered Institute for Archaeologists.

The report simply provides a short and highly summarised synopsis of previous archaeological investigations undertaken in the area from published sources, however there is a lack of detail both in the text and associated illustrative material that is expected in an archaeological desk-based assessment.

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The report goes on to conclude that an archaeological watching brief would form a suitable archaeological mitigation strategy. This is not accepted. The development site has the potential for survival of undesignated buried archaeological remains, including those which may relate to the scheduled palace and may therefore be deemed to be of equal (national) significance.

Further information is therefore required to enable the local planning authority to assess the scale of any adverse impacts and the effects of such impacts upon the significance of buried heritage assets and thus make an informed decision on the current proposal. If deposits associated with the palace were identified, preservation by design may be a suitable form of mitigation, and so could affect the design and layout of the proposals.

Impact on neighbouring property

The development has the potential to impact residential properties on Southfield Close to the north and Brook Road to the north east.

To the north, 1 Southfields Close is an end of terrace house whose side elevation is adjacent to the northern boundary of the site. There is however a tall line of trees along the boundary, most of which are within the site, then a bank and a ditch to the north of these. There is also a driveway within the curtilage of 1 Southfields Close running along the southern side of the property between the ditch and the house and garden. These various features therefore provide some relief and distance between the proposed buildings on the site and the garden and side elevation of this neighbouring property. The proposed building at the rear of the site is for the most part at least 14 metres from the northern boundary and so about 20 metres from this neighbouring property. However, there is a three storey rear wing of the proposed building which projects backwards towards the northern boundary and would be between 9 and 10 metres from the rear garden of 1 Southfields Close. This rear wing has bedroom and living room windows on all floors facing north. These windows will allow a degree of overlooking towards the rear garden of No 1 Southfields Close. If the existing trees along this boundary are retained, then they will provide some screening which will protect the privacy of this garden from views from the windows. However, the application is not supported by an arboricultural impact assessment and method statement, which is necessary to demonstrate that these trees can be retained in harmony with the proposed buildings. There is therefore a concern that, should these trees be removed, damaged or reduced due to the construction works or future pressure arising from the close proximity of the building, the privacy of the neighbouring property would be compromised.

5 and 7 Brook Street are a pair of semi-detached houses to the east of the site, currently sitting adjacent to the large Foxes workshop. This workshop would be replaced by the proposed rear block of apartments under the current scheme and so No 7 Brook Street would sit side-on to the east elevation of this new building. There are no side windows on the western elevation of No 7 so there would be no overlooking from the apartments into this property. Due to the orientation of the buildings there would only be a limited amount of overshadowing in the late afternoon. The main issue is whether there would be unacceptable overlooking from the apartments over the garden areas of these two neighbouring properties or whether the increased mass of the new building would appear overbearing when viewed from these gardens.

Both properties have garden areas to the south and No 7 has small side / front garden to the west. The properties are at a relatively high level on the road in Brook Street and so

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their ridge height is approximately 2.5 metres taller than the single storey workshop adjacent to the west. The new building would have a ridge height 4.5 metres taller than the workshop, and an eaves height varying from 2 to 3.2 metres taller. This will increase its height above the neighbouring houses (by approximately 2 metres) and its prominence when viewed from the neighbouring gardens. However, the main private areas for these two houses are the larger gardens to the south and the new building only marginally aligns with these. The increased height will mainly be apparent from the side / front garden of No 7. This is not considered to be as sensitive and therefore it is not considered that the new building will appear unacceptably overbearing.

There are however concerns about overlooking onto these areas. The proposed apartment will have an array of windows facing east. A number of these serve bathrooms and so will be obscure glazed, but there would be two windows on both the first and second floors serving bedrooms. Two of these are near the southern front corner of the eastern elevation and would align with the front gardens of 5 and 7 Brook Street. Two are in the middle of the elevation and would align with the side front garden of No 7. The windows are within 4 and 2 metres of the boundary respectively and due to this proximity and the height of the building it is considered this would result in an unacceptable level of overlooking.

In addition to this the frontage block of buildings will have apartments on the first and second floors with some windows facing north towards the rear gardens of 5 and 7 Brook Street. However, two of these windows serve hallways and two more serve bedrooms located at an angle to the south west of the gardens. These windows are approximately 9 metres from the boundary of these gardens. While this may allow some view over the gardens, it is not considered that the loss of privacy arising here would be unacceptable given these circumstances.

Another amenity issue arising from the proposals relates to the living environment for occupiers of the proposed development itself. Very little private amenity space is being provided for occupiers of the apartments. There are small private garden areas serving the north block of apartments but across site as a whole the provision is minimal. Furthermore, due to the amount of built form being proposed, and the relatively small space between the buildings, the living environment for occupiers of the apartments, especially those on lower floors, may not be pleasant. Parking spaces are located through out the central space on the site an often positioned hard up the edges of the buildings. This, along with the issues noted above about overlooking and loss of trees, further indicates that that proposals represent an overdevelopment of the site.

Landscape/Trees

There is little space on site for planting to mitigate the amount of built form that is proposed to be introduced. Ideally a scheme would allow sufficient space to introduce some more significant soft landscaping or good sized trees to respond to the semi rural context and the heavily treed site of the palace to the south.

In addition to this there are concerns that the important existing trees at the rear of the site could be impacted by the development. The proposals therefore fail to protect or enhance the landscape character of the site and surrounding area.

Highways/Parking

The application seeks to provide 44 parking spaces to be shared between the various

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uses on site. Each apartment would have 1 parking space allocated to it. In line with the Council's parking standards 55 parking spaces would be required, with 1.5 required for each of the 2 bedroom apartments. There might be a case for reducing the required parking standards on this site if it could be demonstrated that the central location in the town and public transport opportunities supported less car use. However, this would need to be fully explored through a transport assessment looking in detail at the proposed uses, local facilities and transport links etc. This is not been provided and to allow less parking than is required with no robust justification is not acceptable. It would be likely to impact on parking provision in the village and / or result in on-street parking elsewhere which could be detrimental to highway safety.

In terms of access, while the proposed access points may be acceptable as they are upgrading existing points, without a proper analysis of the proposed used and arrangement of these through a transport assessment, it is not possible to properly assess whether they would be suitable for the increased development being proposed on the site.

Flood and water management

The site is situated within Flood Zone 1 where there is considered to be a low risk of flooding. If the scheme were acceptable then further drainage details would be required by condition but there are no objections to the scheme on flood or water management grounds.

Ecology

The application is supported by an ecological assessment and there are no objections on ecological grounds.

Conclusion

While the principle of development is acceptable, the scale and design of the proposals are unacceptable and would have an adverse impact on the conservation area, the scheduled ancient monument, on neighbouring properties and the quality of the development as a place to live. Inadequate information has also been provided about archaeology, trees, parking and access.

Recommendation

Application refused for the following reasons:

01. The proposal is contrary to policies CP13 and CP20 of the Winchester Local Plan Part 1 and policies DM15, DM16, DM27 and DM29 of the Winchester Local Plan Part 2 and paragraphs 127, 130, 189, 190, 192-196 of the NPPF in that, due to its scale, height, layout and design, it would not successfully integrate with the locality, and so would fail to preserve or enhance the character and appearance of the conservation area.
 02. The proposal is contrary to policy CP20 of the Winchester Local Plan Part 1 and DM29 of the Winchester Local Plan Part 2 and paragraphs 189, 190, 192-194, 196 and 200 of the NPPF in that, due to its scale, height and layout, it would have a harmful impact on the scheduled monument and how it is experienced.
 03. The proposal is contrary to policy DM26 of the Winchester Local Plan Part 2 and paragraphs 189, 197 and 193-6 of the NPPF in that due to the lack of an adequate
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archaeological desk-based assessment, the lack of information from a field evaluation and the absence of a detailed assessment of harm which may arise from the proposal on buried heritage assets, there is insufficient information to properly assess the impact of the application upon buried heritage assets.

04. The proposal is contrary to policies CP13 of the Winchester Local Plan Part 1, policies DM16 and DM17 of the Winchester Local Plan Part 2 and paragraphs 124, 127 and 130 of the NPPF in that, due to its scale and layout it would result in a significant overdevelopment of the site which would:

- fail to provide good connections within the public realm
- fail to provide adequate space for soft landscaping
- result in a cramped living environment for residents
- result in overlooking of neighbouring properties
- fail to make adequate provision of car parking

As such it will not respond positively to the local environment or its neighbours or provide an attractive and distinctive place.

05. The proposal is contrary to policy CP20 of the Winchester Local Plan Part 1 and policies DM17 and DM24 of the Winchester Local Plan Part 2 in that, due to the lack of an arboricultural impact assessment and method statement, there is insufficient information to properly assess the impact of the application upon trees.

06. The proposal is contrary to policy CP10 of the Winchester Local Plan Part 1, policy DM18 of the Winchester Local Plan Part 2 and paragraph 111 of the NPPF in that, due to the lack of a transport assessment, there is insufficient information to properly assess the impact of the application upon highway safety.

Informatives:

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 applicants/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.

In this instance the applicant was updated of any issues after the initial site visit.

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

Winchester Local Plan Part 1 – Joint Core Strategy

DS1 – Development Strategy and Principles

MTRA1 – Development Strategy for Market Towns and Rural Area

MTRA2 – Market Towns and Larger Villages

CP1 – Housing Provision

CP2 – Housing Mix

CP3 – Affordable Housing

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CP6 – Local Facilities and Services
CP7 – Open Space, Sport & Recreation
CP10 – Transport
CP11 – Sustainable Low and Zero Carbon Built Development
CP13 – High Quality Design
CP14 – Effective Uses of Land
CP15 – Green Infrastructure
CP16 – Biodiversity
CP17 – Flooding
CP20 – Heritage and Landscape Character
CP21 – Infrastructure and Community Benefit

Winchester Local Plan Part 2 – Development Management and Site Allocations (LPP2)

DM1 – Location of New Development
DM2 – Dwelling Sizes
DM6 – Open Space Provision
DM7 – Town, District and Local Centres
DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Development Principles
DM18 – Access and Parking
DM19 – Development and Pollution
DM20 – Development and Noise
DM21 – Contaminated Land
DM24 – Special Trees, Important Hedgerows and Ancient Woodlands
DM26 – Archaeology
DM27 – Development in Conservation Areas
DM28 – Demolition in Conservation Areas
DM29 – Heritage assets

National Planning Policy Guidance/Statements:

National Planning Policy Framework

Supplementary Planning Guidance

- Bishops Waltham Design Statement February 2016
- High Quality Places March 2015
- Affordable Housing February 2008
- Residential Parking Standards December 2009