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<b>APPLICATION NO.</b>	19/01263/FULLN
<b>APPLICATION TYPE</b>	FULL APPLICATION - NORTH
<b>REGISTERED</b>	17.05.2019
<b>APPLICANT</b>	Test Valley Borough Council - Mrs L Batson
<b>SITE</b>	Town Mill Car Park And Environs, Bridge Street, Andover, <b>ANDOVER TOWN (ST MARY'S)</b>
<b>PROPOSAL</b>	Construction of vehicular access to Town Mills car park from Western Avenue, stopping up of Town Mill Road to create riverside linear park incorporating footway, cycle way, seating and boardwalk, repaving, and adjustments to car park layout
<b>AMENDMENTS</b>	
<b>CASE OFFICER</b>	Katie Nethersole
	Background paper (Local Government Act 1972 Section 100D)

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## 1.0 INTRODUCTION

- 1.1 The application is presented to Northern Area Planning Committee as the applicant is Test Valley Borough Council.

## 2.0 SITE LOCATION AND DESCRIPTION

- 2.1 The site is located within Andover town centre and also within the Andover Conservation Area. It encompasses the southern end of Town Mill Road and Town Mill car park as well as Town Mill Public House and the land to the rear. Town Mill PH is a Grade II listed building. Adjacent to Town Mill Road is the River Anton which is served by a footpath and on the other side is the Methodist Church. Currently, Town Mill Road is available from Bridge Street for both pedestrians and vehicles and provides access to the public car park. To the western end of the site is Western Avenue.

## 3.0 PROPOSAL

- 3.1 It is proposed to close vehicular access from Bridge Street into Town Mill Road and create a new access from Western Avenue to the existing car park and businesses. The southern end of Town Mill Road would become traffic free with a new footway, cycle way and riverside boardwalk. The area will be soft and hard landscaped to create a public park and to make better use of the land and to ensure that the river is made more of a feature within the town. As part of the proposal the existing car park would be altered in its layout. There would be a new shared cycle path and footpath from Western Avenue into the proposed.

## 4.0 HISTORY

- 4.1 None relevant.

## 5.0 **CONSULTATIONS**

### 5.1 **Landscape** – No objection.

The proposals would result in an enhancement to the immediate and wider townscape of Andover. It would regenerate the Town Mill area and provide a softer, greener and more user friendly space for the general public.

### 5.2 **Environment Agency** – No objection.

The proposed works are acceptable in flood risk terms as it is unlikely to increase flood risk.

### 5.3 **Design and Conservation** – No objection.

The proposed development would improve the character of the area around Town Mills and the proposed park would be an attractive addition to the town. It would also enhance the setting of the listed building and the appearance of the Conservation Area and would meet the requirements of policy E9.

### 5.4 **Trees** – No objection.

The trees within the site are all protected by virtue of being within the Andover Conservation Area. It is proposed to remove some of the existing trees however this would be compensated by replacement tree planting.

### 5.5 **Ecology** – No objection.

There would be no impact on protected species and the proposal would result in a net gain in biodiversity.

### 5.6 **Highways** – No objection.

The proposal would not adversely impact on highway safety or traffic flows.

## 6.0 **REPRESENTATIONS** Expired 04.07.2019

### 6.1 No letters of representation received.

### 6.2 **Andover Town Council** – Objection.

Concerns raised about safety of proposed cycle path, access from Western Avenue, flow of traffic and availability of disabled car parking.

## 7.0 **POLICY**

### 7.1 Government Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

### 7.2 Test Valley Borough Revised Local Plan (2016)(RLP)

COM2: Settlement Hierarchy

E1: High Quality Development in the Borough

E2: Protect, Conserve and Enhance the Landscape Character of the Area

E5: Biodiversity

E7: Water Management

E8: Pollution

E9: Heritage  
T1: Managing Movement  
T2: Parking Standards

7.3 Supplementary Planning Documents (SPD)

Cycle Network and Network  
Andover Town Access Plan

8.0 **PLANNING CONSIDERATIONS**

8.1 The main planning considerations are:

- Principle of Development
- Impact on the Character and Appearance of the Area
- Biodiversity
- Water Management
- Highway Safety and Parking
- Other matters

8.2 **Principle of Development**

The application site is within the settlement boundary of Andover and therefore having regard to policy COM2 development and redevelopment will be permitted provided that it is appropriate to the other policies of the Revised Local Plan.

8.3 **Impact on the Character and Appearance of the Area**

The site is located within the Andover Conservation Area and includes Town Mills public house and Town Mill House both of which are Grade II listed buildings. Town Mill Road is currently used both by vehicles and pedestrians and provides access to the public car park at the northern end of the site. The existing footpath adjacent to the River Anton provides access from Bridge Street through to Waterloo Court and the High Street beyond.

8.4 This is a town centre location which is characterised by a mix of buildings and open space and is used both by vehicles and pedestrians. There is existing landscaping which will largely be retained, however there would be some trees lost to proposed scheme. However the scheme would include some replacement trees.

8.5 Policy E1 of the RLP seeks to ensure that development is of high quality in terms of design and local distinctiveness. Development should integrate, respect and complement the character of the area in terms of its layout, appearance, scale and materials. It should be laid out to provide connectivity between spaces and make efficient use of land. Part of the aim of the proposal is to create a more useable public space to make efficient use of the land. It would improve the connectivity between Bridge Street and the northern part of the High Street and the Chantry Centre. The proposal would include improvements to the character and appearance of the area by creating a fully pedestrianised route through to Town Mills that would be a more attractive space for the public. It would also provide a link through to the park area to the north of the site.

- 8.6 The proposals would include new hard and soft landscaping to provide a more attractive environment to this part of Andover town centre. There would be a new footpath from Bridge Street to the Town Mills PH with new benches positioned alongside the river and also a new boardwalk area to provide better access to the river. This footpath would connect up with a shared footway to link up Town Mill Road and Western Avenue.
- 8.7 Policy E2 of the RLP sets out that development should protect, conserve and enhance the landscape character of the area. It is considered that the proposal would result in an enhancement of the landscape through the closure of Town Mills Road to vehicles and the additional landscaping. There would be additional green spaces and opportunities for new planting to add to the existing. Whilst the development would result in the loss of three existing trees there would be additional tree planting provided along Town Mill Road.
- 8.8 As the site is located within Andover Conservation Area and adjacent to listed buildings it is important to consider the potential impact on these heritage assets. Policy E9 of the RLP allows for development affecting heritage assets provided that it would make a positive contribution to sustaining or enhancing the significance of the heritage asset.
- 8.9 In heritage terms one of the more important areas within the site is the forecourt immediately to the front of Town Mill. Historically this would have been an open area and would have allowed for deliveries. At present the existing hardstanding reflects this however it is not considered to be attractive. It is proposed to remove the car parking spaces to the front of the building which would allow for better views of the building, and would result in the replacement of the existing tarmac for paving which would be more sympathetic to the character and appearance of the building. To the north of Town Mill the change would be minimal including the replacement of benches and new paved areas which would improve the overall look of the area.
- 8.10 It is considered that the proposed development would result in an improvement to the character of the area around Town Mills and the additional park to the north would be an attractive addition. The development would enhance the setting of the listed building and the appearance of the conservation area and would therefore accord with the requirements of policy E9.
- 8.11 The development is therefore in accordance with policies E1, E2 and E9 as it would integrate, respect and complement the character of the area, would result in an enhancement to the landscape character and would enhance the character and appearance of the listed buildings and conservation area.
- 8.12 **Biodiversity**  
Policy E5 of the RLP requires development to conserve and where possible restore and enhance biodiversity. If development would result in the loss or harm to habitats or species of importance then the benefits of development should outweigh the impact and suitable mitigation measures should be proposed.

- 8.13 The development would result in the loss of three trees and these are considered unlikely to present any bat roost opportunity. There is existing high pressure on this section of the river bank from public access and the creation of a boardwalk would formalise this impact, however it would not increase the level of public activity and will allow it to be more concentrated and controlled. The presence of hardstanding along this section of the river allows full and unimpeded access to the river bank. The creation of a path with grass between the path and the river would naturally focus the public's direction towards the boardwalk rather than the current free access that exists to all of the riverbank. With the removal of highway elements and greening up of the area there would be a neutral to slight net biodiversity benefit overall along this section of the river. The removal of hardstanding would remove the potential for impacts to the river from runoff from the road.
- 8.14 It is considered that the proposed development would result in an overall net gain in biodiversity. The area is currently mostly hardstanding and the proposal would remove much of this hardstanding and replace it with grass. There would be a total net increase of 700 square metres of new grassed areas and the planting of new trees where there is currently hardstanding. This new tree planting would mitigate the loss of trees and provide a net gain in biodiversity along the riverbank. The proposed development is therefore not considered to impact on any protected species and would result in a net gain in biodiversity, in accordance with policy E5.
- 8.15 **Water Management**  
As the development includes improvements and alterations to the footway adjacent to the river there is potential to impact on this water course. Policy E7 of the RLP permits development provided that it does not result in an increase to flood risk. The Environment Agency has reviewed the application and confirmed that the enhancement works proposed would be acceptable in flood risk terms as it is unlikely to increase flood risk. There is no change in the usage proposed and as a result there would be no change in its vulnerability class. The proposed development is therefore considered to be in accordance with policy E7.
- 8.16 **Highway Safety and Parking**  
The proposed development includes the stopping up of Town Mill Road to vehicular traffic and creating a new access from Western Avenue to provide vehicular access to the public car park. The new access from Western Avenue would also include a new shared footway for pedestrians and cyclists to provide improved access.
- 8.17 Policy T1 of the RLP permits development provided that it is connected to existing and proposed pedestrian and cycle links. It should also seek to minimise the impact on the highway and the layout and access is safe, attractive and accessible for all users. Development should not have an adverse impact on the function, safety and character of the local highway network. The proposed new access from Western Avenue is considered to be acceptable in highway safety terms and would not have an adverse impact on the function and safety of the highway network.

It is considered that the blocking off of Town Mill Road to vehicles would improve the safety and appearance of the character of the area. It would provide improved pedestrian access that would be safe and accessible to users of the footpath.

- 8.18 As a result of the development, vehicular traffic on Bridge Street would be reduced and the pedestrian flow along this road would be improved.
- 8.19 There would be alterations made to the layout of the existing public car park and there would be a small loss in the number of car parking spaces, however the number of disabled car parking spaces would remain the same. Currently there are 59 car parking spaces with 6 disabled car parking spaces. It is proposed to reduce this to 36 parking spaces, 6 disabled car parking spaces and 6 permit holder parking spaces to serve the nearby businesses. Due to the provision of public car parks within Andover it is not considered that the proposed loss of spaces would impact on the availability of parking within the town centre.
- 8.20 The proposals have been assessed by a Road Safety Audit undertaken by Hampshire County Council and it has concluded that the alterations proposed would not cause any concern with respect to traffic flow or highway safety.
- 8.21 The proposed layout allows for 5 light vehicles to stack in the area of the car park prior to the access onto Western Avenue to allow for waiting vehicles whilst parking manoeuvres are carried out. From the information provided it is unclear if delivery vehicles are likely to impact on peak demand for parking spaces and whether this would impact on the potential for queuing vehicles. It is considered that this is a low risk however it is suggested that a condition is included to request the submission of a car park management plan to monitor the operation of the car park. Therefore condition 6 has been recommended in this respect.
- 8.22 **Other matters**  
There are a number of aspects that form the proposed development, all of which have been included to retain transparency. A large proportion of the proposed works can be carried out without the need for planning permission by the Highways Authority and this includes the following: closing off of road to vehicular traffic, new vehicular access, alterations to the car parking layout, new signage, resurfacing, new shared pedestrian/cycle path, installation of lighting columns, installation of benches, new bins, installation of cycle stands, installation of bollards. Some of the works are not considered to be development such as the planting of new trees and new grassed areas. The installation of boundary treatment is considered to be permitted development that does not require consent. The installation of a new boardwalk would require planning permission.

## 9.0 **CONCLUSION**

- 9.1 In conclusion it is considered that the proposed development would result in an enhancement to the character and appearance of the area in accordance with policies E1 and E2. Whilst it is noted that there would be a loss of existing trees this would be mitigated by replacements and new tree planting.

It is considered that the proposed development would not have an adverse impact on the character or appearance of the heritage assets in accordance with policy E9. The alterations to the access and car park is not considered to result in an adverse impact on highway safety or traffic flow in accordance with policies T1 and T2 of the RLP. The proposal is therefore recommended for approval.

## 10.0 RECOMMENDATION

**PERMISSION subject to conditions and notes:**

1. **The development hereby permitted shall be begun within three years from the date of this permission.**  
**Reason: To comply with the provision of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.**
2. **The development hereby permitted shall not be carried out except in complete accordance with the details shown on the submitted plans, numbers H.01.01.206/11 C, DR-CH-000003 C03, H.01.01.206/33, P02.1, H.01.01.206/11 A, 01 TOWN MILL LANDSCAPE 2019, 19139-BT1**  
**Reason: For the avoidance of doubt and in the interests of proper planning.**
3. **The development hereby approved shall be undertaken in full accordance with the provisions set out within the Barrell Tree Consultancy Arboricultural Assessment and Method Statement reference 19139-AA-AN dated 10th May 2019, except as revised in order to ensure retention and protection of tree T13.**  
**Reason: To ensure the enhancement of the development by the retention of existing trees and natural features during the construction phase in accordance with Test Valley Borough Revised Local Plan policy E2.**
4. **Prior to the commencement of development full details of hard and soft landscape works shall be submitted and approved in writing by the Local Planning Authority. Details shall include-where appropriate:**
  - **means of enclosure;**
  - **car parking layouts;**
  - **other vehicle and pedestrian access and circulation areas;**
  - **hard surfacing materials;**
  - **minor artefacts and structures (e.g. furniture, play equipment, refuse or other storage units, signs, lighting, etc.);**
  - **details of boardwalk****Soft landscape works shall include:**
  - **planting plans;**
  - **written specifications (including cultivation and other operations associated with plant and grass establishment);**
  - **schedules of plants, noting species, plant sizes and proposed numbers/densities.**
  - **Tree pit details for all new trees****The landscape works shall be carried out in accordance with the implementation programme and in accordance with the management plan.**

**Reason: To improve the appearance of the site and enhance the character of the development in the interest of visual amenity and contribute to the character of the local area in accordance with Test Valley Borough Revised Local Plan (2016) Policy E1 and E2.**

- 5. Prior to the commencement of development a schedule of landscape implementation and maintenance for a minimum period of 5 years shall be submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for the phasing of the implementation and ongoing maintenance during that period in accordance with appropriate British Standards or other recognised codes of practise. Development shall be carried out in accordance with the approved schedule.**

**Reason: To ensure the provision, establishment and maintenance to a suitable standard of the approved landscape designs to create and maintain the appearance of the site and enhance the character of the development in the interest of visual amenity and to contribute to the character of the local area in accordance with Test Valley Borough Revised Local Plan (2016) Policy E1 and E2.**

- 6. Prior to commencement of development a detailed strategy for ecological enhancements shall be submitted to and approved in writing by the Local Planning Authority. The agreed details shall be implemented in accordance with the agreed timescale.**

**Reason: To ensure the protection and enhancement of biodiversity in accordance with policy E5 of the Test Valley Borough Revised Local Plan 2016.**

- 7. Prior to commencement of development a Construction Environmental Management Plan shall be submitted to and approved in writing by the Local Planning Authority. This plan shall be fully implemented and adhered to in accordance with the agreed details.**

**Reason: To ensure the protection and enhancement of biodiversity in accordance with policy E5 of the Test Valley Borough Revised Local Plan 2016.**

- 8. The development hereby approved shall be carried out in accordance with the recommendation as set out in Section 5 of the submitted reference 19.0346 dated May 2019.**

**Reason: To ensure the protection and enhancement of biodiversity in accordance with policy E5 of the Test Valley Borough Revised Local Plan 2016.**

**Notes to applicant:**

- 1. In reaching this decision Test Valley Borough Council (TVBC) has had regard to the National Planning Policy Framework and takes a positive and proactive approach to development proposals focused on solutions. TVBC work with applicants and their agents in a positive and proactive manner offering a pre-application advice service and updating applicants/agents of issues that may arise in dealing with the application and where possible suggesting solutions.**

2. The applicant might have to apply for a flood risk activity permit (FRAP). Please contact the Partnership and Strategic Overview team under [psohiow@environment-agency.gov.uk](mailto:psohiow@environment-agency.gov.uk) for more information and general advice. There is also advice and guidance available online on the following website:  
<https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>
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