

Report to Planning Committee

Date 8 November 2018

By **Director of Planning**

Local Authority Winchester City Council

Application Number SDNP/16/03880/FUL

Applicant Mr Ian Kellett, Hambledon Wineries Ltd

Application Demolition of existing cellar and creation of single multi-purpose

building combining improved visitor facilities, cellar and estate offices together with landscaping, access improvements, parking

and associated works.

Address Hambledon Vineyard, East Street, Hambledon, Waterlooville,

Hampshire, PO7 4RY

Recommendation: That planning permission be granted subject to the conditions set out in section 10.1 of this report.

Executive Summary

Hambledon Vineyard is located on the north east edge of Hambledon and produces English sparkling wine. The application proposes a new multipurpose visitor building in the north-west part of the site, which is in an elevated location to the village. It would to cater for wine tours and tastings (enotourism), and some private social events such as weddings. It would also include office space for the Vineyard, a tea room and shop.

The building would also be attached to a new cellar which is currently under construction following a planning permission in 2016 and the use of agricultural permitted development rights. A new car parking area in front of the building is proposed, in conjunction with a landscape scheme which also includes other areas on and off site. The new facilities would be accessed via the upgrading of an existing access and track which leads from East Street at the south eastern corner of the site to the car parking area.

The proposals have been significantly redesigned following concerns raised by officers and in response to the application. The revised scheme is the result of discussions with the applicant and their consultants, which has also involved Design Review Panel workshops. The SDNPA design and landscape officers have raised some concerns about the details provided. Overall, however, it is considered that what has been submitted is of good quality and the recommended conditions can address considerations outlined in the report.

Local concerns have consistently raised issues about the scale and nature of the proposals, the landscape harm to the National Park (including dark night skies), increased traffic through the village and noise and disturbance from events. These considerations are addressed in the report.

The revised proposals have improved considerably upon the original scheme and, taking into account all of the relevant considerations the application, on balance, is recommended for approval.

The application is placed before the Committee due to the significance of local interest, and the potential impact upon the National Park landscape surrounding Hambledon.

I. Site Description

- 1.1 Hambledon Vineyard dates from the 1950s and in the 1990s wine making activities declined. The present owner and applicant purchased the vineyard in 1999 and in 2010/2011 it started operating as a company producing English sparkling wine. The Vineyard has a wine production facility adjacent to the application site. Wine events, tours and private social events, with approximately 12 weddings a year, also take place on site.
- 1.2 The Vineyard is at the north-east edge of Hambledon. The application site is on ground which rises from East Street, a main route into the village and at the site's southern edge, in a north westerly direction up to Windmill Down. The majority of the application site consists of vines, whilst the most northern, elevated, part includes the main house (Mill Down House) associated with the vineyard, its grounds, barns used for processing, and the site of the proposals which is currently being excavated. The current excavation works are in connection with a cellar, which was approved in 2016. An area next to the proposed siting of the new building is also used as an informal parking area for approximately 30 cars.
- 1.3 There are two existing vehicular accesses into the Vineyard on East Street. The first is at its western end via a tarmacked lane known locally as 'Vineyard Lane.' It is narrow with limited opportunities for vehicles to pass each other. It is also shared with neighbouring properties. The second is at the south east corner of the application site and is used by HGV vehicles. This access track leads upwards alongside the eastern site boundary and vines before turning west across the site, through rows of vines, where it meets the Vineyard Lane route into the site adjacent to Mill Down Cottage. The track then travels northwards up to the northwest part of the site.
- 1.4 There is a public right of way (PROW) which crosses east-west through approximately the centre of the site. There is another PROW to the north and west of the site in the adjacent field planted with vines. The footpath links Hambledon with Windmill Down.
- In regard to views, the immediate public views are somewhat constrained by vines and boundary vegetation. There is a wider view of the site from Speltham Hill on the southern side of the village in particular. There are views into the site from the eastern access into the site.
- 1.6 The lower part of the site is within a conservation area which covers Hambledon. There are listed dwellings along East Street close to the site and Fairfield House on Vineyard Lane is also listed. Further north on Vineyard Lane there is also a listed icehouse.

2. Relevant Planning History

- 2.1 SDNP/17/03091/DCOND: Discharge of conditions 3, 4, 7 and 9 of planning permission SDNP/16/02528/FUL. Conditions 3, 4 and 9 have all been discharged. Approved 07.03.2018.
- 2.2 SDNP/17/03090/DCOND: Discharge of conditions 3, 4, 5 and 7 of planning permission SDNP/16/02529/FUL. Approved 07.03.2018.
- 2.3 SDNP/16/02529/FUL: Increase height of winery roof by 3.7m to accommodate additional fermentation/settling tanks to facilitate production of Hambledon Vineyard's English sparkling wine. Approved 29.07.2016.
- 2.4 SDNP/16/02528/FUL: Demolition of the existing cellar and creation of new cellar (to adjoin cellar applied for as part of concurrent agricultural prior notification application) for the storage of the Vineyard's English sparkling wine. Approved 29.07.2016
- 2.5 SDNP/16/02527/APNB: Replacement cellar following demolition of existing cellar. Prior Approval not required, 31.07.2016.
- 2.6 13/00769/APNB: Erection of machinery, equipment and bottle storage building. Prior Approval not required, 14.03.2013.

- 2.7 I 2/00756/SAPN: Agricultural grape hoist, platform and escape stair. Prior Approval not required.
- 2.8 09/01800/APN: Extension to winery and re-roofing cellar building. Prior approval required. 05.10.2009.
- 2.9 The current application has also been subject to various Design Review Panel Workshops in 2016 and 2017. In summary, the key points raised at the final Design Workshop in December 2017 were as follows:
 - The Panel considered that the revised proposals followed quite closely what had previously been recommended and that the design of the scheme was moving in the right direction.
 - Remaining concerns over the multiple entrances to the car park and the attempt to achieve a formal forecourt was considered to be too muddled.
 - The entrance gate design appeared more suburban than rural and the planting design could be considered further.
 - The main issue was now the choice of materials and the quality of the detailing. There would be a lot of clay roof tiles on show, which need to be good. A handmade Keymer or better would be advised. A cheaper machine made tile would not be acceptable.
 - Concerns about the amount of glazing that would be seen from the other side of the valley. This could be non-reflective or alternatively the building could incorporate less glazing. The facing material of the retaining wall would also be very much on show.

3. Proposal

- 3.1 The application seeks planning permission for a new multipurpose visitor building which would include a function/tasting room, offices for the Vineyard, shop and tea room, and an attached large cellar. The building would host wine related events including wine tastings and guided tours and it is also intended that it could be hired for functions including weddings (up to 20 per year). The application also proposes to upgrade the existing eastern access onto East Street and the track leading through the site, which would join with a proposed more formalised car parking area in front of the visitor building, on the site of an existing informal parking area. A new cellar on the same site was approved in 2016 and its design is incorporated in the proposed scheme.
- 3.2 The design has significantly changed from the originally submitted scheme. The revised plans are in response to workshops between the Applicant's consultant team, Design Review Panel Members and SDNPA officers, as referred to in paragraph 2.9.

The building and cellar

- 3.3 These would be sited in the north-west corner of the site, which was previously occupied by a smaller cellar. The cellar would have two floors and have a footprint of 25m x 30m. It would have a capacity of up to 2 million bottles. Its roof would be above the existing ground level and new grass banks would be formed around it, up to a new zinc clad parapet roof. A service entrance for the upper part of the cellar is proposed on its western side with associated vehicular access and turning head, whilst another service access is proposed on the eastern side for its lower level.
- 3.4 The building would be of a contemporary design with traditional rural forms, such as a barn style roof. It would use a variety of traditional and modern materials which include clay tiles, timber boarding, zinc, aluminium. It would be attached to the cellar and be partially built into the sloping ground, with the remaining ground level underneath it being raised (using spoil from creating the cellar) and levelled to create two floors to the building. A terrace and veranda is proposed around its southern and western sides. It would also have a central open air courtyard.
- 3.5 Its south elevation would face onto the proposed car park and be two storey with a lower ground floor proposed to be used for access, which would be a similar ground level to the car park. The lower level of the building would be clad with stone, with a stone arch around

- the entrance, and vines are proposed to be grown along it. This level of the building would accommodate a new reception area, meeting rooms, toilets and a pantry/tasting room.
- 3.6 The upper floor of the building would have a larger floor area and consist of a function/tasting room, tea room, shop and offices. This part of the building would have floor to ceiling glazing, including sliding doors offering access onto the terrace. Timber louvres would also be installed that would be closed at night. Its pitched roof would overhang these glazed elevations by 2m to help manage the environment within the building, minimise upward light pollution and further minimise any reflection of sunlight. The central courtyard area would be shaded using awnings and would have a canopy system.
- 3.7 The roof of the building would be of a traditional rural form with a contemporary approach of being visually supported by columns underneath the overhanging roof. The southern part of the roof, above the entrance, would be higher than the rest of the building and include roof lights. These would be above the entrance foyer to let natural light into the reception area, which would be fitted with automated black out blinds operated by photoelectric cells. The roofs covering the rest of the building, around the central courtyard space and attached to the cellar would be the same height of the cellar's parapet roof. They would also be predominantly tiled.

The access and car park

- 3.8 The eastern site entrance is proposed to be modified with a new gated access for the vineyard. It would be bordered by black estate style metal gates and railings. New native hedgerow planting is also proposed. The access would be surfaced with new setts, edging, and a 'pale buff' bound surface. A drainage channel would also be created to prevent water discharging onto the road. The adjacent grass verge is also proposed to be improved with a chalk downland mix of grass species.
- 3.9 Beyond the entrance gates, the existing access route through the site is proposed to be upgraded. It would be 4.1m wide and is proposed to be surfaced with the same pale 'buff' coloured bound aggregate as the entrance. The existing ground levels would be retained and it would not be lit. Surface water would be directed into gullies that would lead to soakaways underneath the track. This access track would be the main access to the vineyard and the traffic using the western access further into the village would be curtailed as a result.
- 3.10 The car park is proposed across two areas where informal parking already takes place. The two parking areas would be surfaced with a loose pale buff aggregate and would be separated by new planting. The creation of the parking areas and the route into the building involve lowering and levelling of the land (between 0.5 and 0.75m), with timber clad retaining edges. Parking spaces are not proposed to be formally laid out but within the timber edging 'notches' are proposed to be cut for subtle delineation of spaces. There would have capacity for approximately 43 vehicles and could accommodate coaches. Low level bollard lighting is proposed for the car park.
- 3.11 A landscaping scheme across the site, has been proposed. At the eastern site entrance new native hedgerow planting and the roadside verge would be enhanced with chalk downland species. Additional native hedgerow planting is proposed along the existing hedgerow which defines the eastern site boundary. Around the car parking area a mix of native woodland trees, coppice understorey and herbaceous planting is proposed. An area of woodland is also proposed on the southern side of the car park. A vined walkway along the front of the building is also proposed. On the graded bands on the western and northern sides of the building and cellar, a mix of chalk downland grass species are proposed to be planted. Within the graded area adjacent to the terrace, three bands of crushed chalk are proposed, with a rationale of highlighting the chalk geology to visitors. Additional planting is also proposed off site along adjacent field boundaries to the north outside of the site, within the Vineyard's holding.

4. Consultations

4.1 Arboriculture: No objection, subject to conditions.

4.2 Conservation Officer: Comments.

- Design of this scheme will be crucial to its acceptability in conservation terms and therefore it will be particularly important that any new building achieves an exemplary standard of design if harm is to be avoided and the setting of the conservation area is to be protected.
- Defer to the recommendations of the Design Officer and the Design Review Panel (DRP).

4.3 Dark Skies: No objection, subject to conditions.

- In previous comments no concerns were raised about the external lighting as it is low powered and would offer a small increase in localised sky pollution. The greatest concern was with the surface illumination from the outside areas (courtyard and terrace) and from internal light spill.
- Given the mitigation steps described in the amended statement (auto black out blinds and louvres) this will reduce light emission sufficiently as not to significantly alter the continuity of the dark landscape or the sky quality itself.
- Need clarification that the use of the shaded canopy system in the courtyard will
 operate on the specified times, it will use sufficiently thick material and will be of
 sufficient coverage to prevent significant upward light spill.
- 4.4 Ecology: No objection, subject to condition.
- 4.5 **Environment Agency: No objection.**
- 4.6 Environmental Health: No objection, subject to condition.

4.7 Hambledon Parish Council: No objection, subject to noise and traffic considerations.

- No formal objection raised despite a portion of the community who are opposed to the development. Aim is to work positively and collaboratively to address the critical issues of noise pollution and increased traffic flows.
- The amended plans have been considered. Significant improvements have been made, in particular the new design of the building.
- Pleased with the attention paid to light pollution. The inclusion of automatic blackout blinds to the skylights and wooden louvres to the main windows are welcomed.
- Concerned that noise pollution may not have been fully addressed. Speeches at weddings are audible in the village.
- Would welcome 6 monthly liaison group meetings with local residents and the Vineyard to raise any issues, particularly noise.
- Proposal will result in considerable extra traffic. East Street, from the vineyard to the village centre, is difficult to navigate. The SDNPA should work with HCC to address this problem. Navigation by SatNav systems should be reviewed to avoid and mitigate traffic issues.
- Signage should be sensitive so as to limit the impact of the visitor centre on the visual environment of the village.
- Handmade clay tiles should be used on the building
- 4.8 Highways: No objection, subject to conditions.
- 4.9 Landscape and Design (joint response): Objection.
 - The submission is a real improvement on previous iterations, both in terms of landscape and design but further adjustments or additional information required.

- The amended drawings provide limited detail and in places appear to let down the overall aspirations for the site that were discussed during earlier Design Review Panel (DRP) sessions.
- The new entrance road and access- further clarification required in relation to hedge removal and the new access and design.
- Additional information required on the access, including the proposed materials and
 design detailing to ensure that water quality/soil erosion from run-off is not exacerbated
 and to provide a high quality and attractive entrance route which reflects the
 agricultural nature of the visitor experience.
- A useable contour plan has not been provided. Topography drives the character of the
 area and is the main landscape sensitivity. Knowing exactly how it is going to be changed
 and why is a significant part of understanding the final impacts of the scheme and so
 further details of site contours on a plan required.
- The straight ridge line running across the cellar and the building is incongruous in long distance views and generates an overall negative impact, emphasising the scale of the building.
- Concerns over the appearance of the proposed car park and how it would successfully
 minimise visual impact. Further information required on how the circulation-design is
 proposed to work. The LVIA has not been updated and provides no proof or comfort
 that the car park will successfully deliver the mitigation measures it is seeking to
 achieve.
- Details of materials for the building and other proposals not provided. Insufficient detail has been provided to allow materials to simply be conditioned. The building also incorporates uncharacteristic materials such as zinc on the roof.
- The existing western working entrance needs as much sensitive treatment as the front
 of the Visitor Centre. It has not been given enough attention, even though it is the
 most sensitive in terms of its exposure in views and further information required.
- The chalk bands proposed along the south-west elevation would be a highly visual feature with no real justification.
- Lack of consistency in the application documents provided in terms of lighting cut-off times. Lighting impacts towards the Dark Night Skies Reserve and night time views should be assessed.
- Unclear how the circulation of both pedestrians and vehicles within the site is proposed to work. Private-public spaces and the entrance points between different parts of the estate need clarification and distinction.

4.10 Lead Flood Authority: No objection.

4.11 Public Rights of Way (SDNPA): No objection.

The installation of cycle parking of a rural design to serve the visitor centre would be welcomed. The applicant should also join the Walkers and Cyclists Welcome scheme administered by the SDNPA.

4.12 **SDNPA Ranger service: Objection.**

The proposed building and redevelopment of the access road would have a considerable impact on the landscape and is visible from several public rights of way. The Applicant should look to make significant biodiversity gains.

5. Representations

5.1 The representations received relate to the scheme originally proposed and a re-consultation exercise which was undertaken following the receipt of revised plans. 50 objections, I neutral response and I response in support have been received. The summary below includes overarching principle views about a scheme on the site which have been recorded

from two consultation periods and specific considerations regarding the revised scheme are summarised in the landscape and design sub-sections.

Principle

- No objection in principle to limited expansion at the vineyard.
- No objection to a small visitors centre in an appropriate location.
- Agricultural business deserves support but environmental concerns outweigh it.
- The facility is unnecessary for the operation of a vineyard, its purpose is to increase economically from visitors. Already sufficient visitors.
- Scale of the proposals would be detrimental to the village.
- Large scale development in the National Park and unacceptable scale.
- Proposals go beyond ancillary use to the Vineyard.
- Commercial considerations would take priority over proper environmental management.
- Fundamentally changes the nature of the business of the Vineyard.
- At odds with core business of wine making and conservation and good husbandry of the heritage vineyard.
- Impact on character of a historic village and its surrounds.
- Site unsuitable for the development.
- No benefit to the local community and harmful to socio-economic wellbeing.
- Proposals are major development.
- Concern over management of spoil and current excavation activities. Inappropriate depositing of chalk currently taking place within the surrounding area.
- No need for a large private venue as proposed.
- Proposals are not about tourism in the National Park but economic gain for the Vineyard.
- Do not need a new venue in the village.
- Contrary to sustainability plans of the community.
- Will add competition to existing facilities (eg. café).

Landscape & design (overarching concerns and specific comments relating to the latest plans)

- Would not conserve or enhance the landscape, contrary to National Park Purposes.
- Would adversely affect the natural beauty and solitude of Windmill Down, in an exposed location.
- Fundamentally incompatible with surroundings, in a prominent location on high ground.
- Visible harm from surrounding footpaths and vantage points.
- Urbanising effect on the landscape.
- Impact on views from public footpaths and wider area.
- Impact on tranquillity of the landscape.
- Impact on dark night skies from light pollution from the building and car park in this location, contrary to the Village's aspirations about dark night skies (voted for no streetlights in the village).
- Vehicle movements would be harmful to landscape character.

- The design should be 'green.'
- The scheme has attempted to conserve natural beauty through some mitigation measures, but will not enhance the site or surrounding landscape.
- In views from adjacent footpath, the proposals may be softened by new landscaping but it would not be completely hidden and landscaping itself could be incongruous.
- Visual impact of the proposed car park, including from across the valley.
- Modern appearance out of character with the area.
- Building is architecturally and aesthetically inappropriate to Hambledon and surrounding landscape.
- Aluminium roof would reflect sunlight across the valley, drawing attention to the building.
- Building materials including windows as alien to the local vernacular and do not enhance any values.
- Wine tastings a legitimate part of their wine business but they don't need another large building to hold multiple functions.
- New access track needs to be properly surfaced throughout.
- Will still dominate the top of the hillside.
- Visually intrusive from adjacent public rights of way and Speltham Hill.
- Internal facilities too small for a wedding and may require marquees.
- The footpath adjacent to the site will no longer appear rural.

Amenities

- Increased traffic would be disruptive and harmful to residents.
- Noise impact from the access route and car park.
- Noise from events would be heard through the village, which lies in a valley which accentuates noise.
- Would affect the overall amenity of the village.
- Larger events once a week would create harmful noise impact.
- Disturbance at unsociable hours from events.
- No. of anticipated annual visitors far exceeds the local population.
- Noise and disturbance from on-site activities.
- Will affect the local community's quality of life.

Highways

- Impact from increased traffic, including from HGVs, including at weekends and evenings.
- Traffic through the village is already unmanageable and experience congestion.
- Any means of directing traffic to avoid the village will not mitigate the impacts.
- Village does not have capacity to accommodate increased traffic.
- Highways safety for pedestrians from increased traffic.
- Poor visibility at access and close to the end of a speed restriction so motorists already exceeding 30mph when they reach the entrance.
- Current brown/white sign positing the vineyard at the western access needs to be moved to the new east access, with other additional directional signage erected.

- Postcode for Hambledon Vineyard should be changed to minimise traffic through the village.
- Proposed amount of parking is insufficient.
- Increased traffic would damage roads and verges.
- Concern about the main access track crossing a well-used public footpath.
- No control over people visiting the site by travelling through the village.
- Hambledon and the roads around it are unsuitable.
- New road signs directing visitors would not work.
- SATNAVs bring motorists through the village. Should consider how this can be changed.
- HGVs and staff can be directed to a certain route but other visitors cannot.

Other (objection comments)

- Any limitations placed on the proposals will be difficult to police (eg. number of events, route of traffic).
- Impact on heritage assets, historic enclosures and wildlife.

Support

- Revised design makes the building look more 'part of the landscape' than the previous scheme.
- Overhanging roof would appear to reduce light pollution.
- Not heard any wedding noise from the Vineyard in 2018.
- Encourage the new eastern access could be completed and signed to remove traffic from the current narrow access.

Neutral

- Provided development is properly designed, it can be an asset to the area.
- Doubtful it would generate a lot more traffic through the village.
- Some limited expansion of the vineyard may be acceptable but concern about the social functions and additional traffic.

6. Planning Policy Context

6.1 Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The relevant statutory development plan comprises of the Winchester District Local Plan Part I- Joint Core Strategy 2013 and the saved policies of the Winchester District Local Plan Review 2006. The relevant policies are set out in section 7 below.

National Park Purposes

- 6.2 The two statutory purposes of the SDNP designation are:
 - To conserve and enhance the natural beauty, wildlife and cultural heritage of their areas;
 - To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

If there is a conflict between these two purposes, conservation takes precedence. There is also a duty to foster the economic and social wellbeing of the local community in pursuit of these purposes.

National Planning Policy Framework and Circular 2010

- 6.3 The National Planning Policy Framework (2018) has been considered as a whole. The following sections are particularly relevant:
 - Section 2: Achieving sustainable development
 Section 6: Building a strong, competitive economy
 - Section 9: Promoting sustainable development
 - Section 12: Achieving well-designed places
 - Section 14: Meeting the challenge of climate change, flooding and coastal change
 - Section 15: Conserving and enhancing the natural environment
 - Section 16: Conserving and enhancing the historic environment.
- 6.4 Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and the revised National Planning Policy Framework (NPPF) which was issued and came into effect in July 2018. The Circular and NPPF confirm that National Parks have the highest status of protection and the NPPF states at paragraph 172 that great weight should be given to conserving and enhancing landscape and scenic beauty in the national parks and that the conservation of wildlife and cultural heritage are important considerations and should also be given great weight in National Parks.
- 6.5 The development plan policies listed below have been assessed for their compliance with the NPPF and are considered to be complaint with it.
 - The South Downs National Park Partnership Management Plan
- 6.6 The South Downs National Park Partnership Management Plan 2013 is a material consideration in the determination of the application. The following policies are relevant: 1, 3, 9, 13, 14, 28, 29, 41 and 43.
- 6.7 The Hambledon Parish Plan 2012 outlines objectives for the Parish on a variety of issues.

 This is a material consideration however it has limited weight compared to the Development Plan. No Neighbourhood Plan has been made or is currently being prepared.

7. Planning Policy

- 7.1 Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The relevant policies in the Winchester District Local Plan Part I Joint Core Strategy 2013 are:
 - DS1: Development Strategy and PrinciplesMTRA4: Development in the Countryside
 - CP8: Economic Growth and Diversification
 - CP10: Transport
 - CP13: High Quality Design
 - CP16: Biodiversity
 - CP17: Flooding, Flood Risk and the Water Environment
 - CP19: South Downs National Park
 - CP20: Heritage and Landscape Character
- 7.2 The relevant saved policies of the **Winchester District Local Plan Review 2006** are:
 - DP3: General Design Criteria
 - DP4: Landscape and the Built Environment
 - HE4: Conservation Areas
 - RT16: Tourism and Leisure Facilities in the Countryside
 - T2: Development Access
 - T3: Development Layout
 - T4: Parking Standards

7.3 The South Downs National Park Local Plan (Submission) 2018

The South Downs Local Plan: Pre-Submission Local Plan was published under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for public consultation between 26 September to 21 November 2017, and the responses considered by the Authority. The Plan was submitted to the Secretary of State for independent examination in April 2018. The Submission version of the Local Plan consists of the Pre-Submission Plan and the Schedule of Proposed Changes. It is a material consideration in the assessment of this planning application in accordance with paragraph 48 of the NPPF, which confirms that weight may be given to policies in emerging plans following publication. Based on the current stage of preparation, the policies within the Submission South Downs Local Plan (2018) are currently afforded considerable weight, depending on the level of objection on individual policies. The relevant policies are:

- SDI: Sustainable Development
- SD2: Ecosystems Services
- SD4: Landscape Character
- SD5: Design
- SD8: Dark Night Skies
- SD9: Biodiversity and Geodiversity
- SDII: Trees, Woodland and Hedgerows
- SD12: Historic Environment
- SD15: Conservation Areas
- SD19: Transport and Accessibility
- SD22: Parking Provision
- SD25: Development Strategy
- SD34: Sustaining the Local Economy
- SD39: Agriculture and Forestry
- SD48: Climate Change and Sustainable Use of Resources
- SD49: Flood Risk Management
- SD50: Sustainable Drainage Systems
- SD54: Pollution and Air Quality

8. Planning Assessment

- 8.1 The South Downs is an area where the chalk geology and, in the main, its climate and south facing dip slopes are conducive to growing grapes and creating high quality produce. The National park has experienced wine producers looking to invest in their sites and expanding their operations.
- 8.2 The current application would enable Hambledon Vineyard to develop further into becoming a leading producer of English sparkling wine as well as diversify through the proposed uses. It has been expanding its land holding with aspirations of producing up to 500,000 bottles annually, with the new cellar holding up to 2 million bottles. Wine related tourism (known as enotourism) is a market which the Vineyard wishes to develop further and siting the proposed building on site amongst the vines and the adjacent barns where grapes are processed is essential to create a visitor experience. The new building would also serve to consolidate the ad hoc operations of managing visitors and holding events (which have taken place in marquees on site) within a bespoke building.

The principle of development

8.3 Representations received contend that the scheme is major development. This is a matter of judgement on the basis of the scale, nature and setting of the development and whether it could have a significant adverse impact on the purposes for which the area has been designated or designed. Having assessed the application and considered recent case law it is not considered that the scheme is major development for the purposes of paragraph 172 of the NPPF.

- 8.4 The site is in a countryside location. The NPPF is supportive of a prosperous rural economy which features the sustainable growth and diversification of all types of businesses, particularly land based businesses, as well as sustainable rural tourism, provided they respect the character of the countryside. Policy MTRA4 of the JCS permits development which has an operational need for a countryside location, provided it does not cause harm to the character and landscape of the area, neighbouring uses, or create inappropriate noise/light and traffic generation.
- 8.5 The emerging policies of the SDNP Local Plan also support the rural economy particularly where businesses are linked to the National Park's key economic sectors, which are primarily land based. This is outlined in policy SD34 and its supporting text specifically identifies vineyards as an expanding part of the food and beverages sector. In addition, policy SD25 also permits development in the countryside where there is an essential need for a countryside location, amongst other criteria.
- In regard to the operational need for the proposals in this countryside location, the cellar needs to be close to the adjacent barn where grapes are processed. The proposed building would accommodate offices for the Vineyard and it is essential for the function/tasting rooms and wine events to be connected with it in order to provide a venue for visitors to experience the setting of a vineyard, learn more about it, the landscape, as well as trying its sparkling wine. The new building would host some private social events and particularly weddings to help diversify the Vineyard's income, but these are considered to be secondary to the main activities of the building. It is considered that the proposed uses as a whole would be sufficiently related to the Vineyard and therefore their countryside location on the vineyard itself is justified, in accordance with policy MTRA4 of the JCS in particular.
- 8.7 Balanced with the broad policy support outlined above, the assessment below considers the scheme on its merits in the context of policy MTRA4 other relevant considerations and those of other policies as a whole and material considerations. In particular, JCS policies CP19, CP20, the NPPF, emerging policy and the First Purpose emphasise the need to consider the impact upon the National Park landscape.

Landscape and design considerations

- 8.8 Policy CP19 of the JCS outlines that new development should be in keeping with the context and setting of the landscape and settlements of the National Park, with an emphasis on small-scale proposals that are in a sustainable location and well designed. In addition, CP20 supports new development which "recognises, protects and enhances the District's distinctive landscape and heritage assets and their settings."
- 8.9 The location of the proposals was determined following the Vineyard assessing its holding, operational needs, and surrounding landscape. The site was also previously occupied by a smaller cellar. Whilst this site is in an elevated location, officers believe this site is an appropriate location for the development and the landscape officer has not objected in principle. However, where concerns have been raised by the landscape officer these relate to the information and detail provided with the revised scheme, as well as some specific design considerations.
- 8.10 In regard to the proposed access, this already exists albeit the proposals would alter it and the junction with East Street. The proposals would involve new surfacing, planting, estate railings and gates. This approach would formalise the access in an otherwise rural character along the road, but it arguably would not overly urbanise it through the use of the proposed surfacing materials and the new planting which would help to soften it and the estate railings which would be higher than the level of the road. The railings would, on balance, have an acceptable appearance when seen against the backdrop of the vineyard.
- 8.11 The route of the existing access track would be maintained and apart from the laying of new surfacing its gradient/level would follow the existing ground levels to avoid any noticeable engineering. Once the track turns westwards, it would effectively be hidden by the vines for a large part of the year when they are in leaf and during the winter it is unlikely to be overly prominent along East Street in front of the site as views would be filtered by the vines and when it starts to weather. The access track from Mill Down Cottage leading up to the car

park is also unlikely to be particularly visible from East Street. In light of the above and given that the track would be seen within the context of the vines, it is considered that it would have an acceptable landscape impact and preserve the character and appearance of the conservation area.

- 8.12 Turning to the site of the proposed car park, this would be located on an area where parking already takes place. The car parking area is not currently visible from East Street or from views north of the site on the public footpath, particularly when the vines are in leaf. This area is partly visible when directly south from it on the public footpath running through the southern part but elsewhere along it the vines and other vegetation shield views. This aspect of the scheme was the subject of some debate in the design workshops and concerns have been raised by the landscape officer in response to the current proposals. The impact of the car park has also been a recurring issue within public representations.
- 8.13 The car park would be closely related to the new building and the two parking areas would serve to 'break up' the overall amount of parking space needed which would be separated by new landscaping and timber clad retaining walls. The engineering proposed would not be unduly excessive to the extent that it would cause landscape harm. The landscaping scheme around it would help to soften its appearance, provide an appropriate setting, and its loose aggregate surface and no demarcation of spaces would help to create a rural character.
- In previous design workshops it had been expressed to the applicant that a woodland setting for the car park was the most appropriate approach. Concern has been raised by the landscape officer about its appearance and the rationale as to how its design minimises its impact. However, the two proposed parking areas, whilst clear of any planting for ease of movement, would be surrounded by native specimen and multi-stem trees with an understorey mix. Immediately south of the car park an area of new woodland of the same species is proposed which would create some woodland character and would also serve to provide some screening of the development from longer range views of the site on the southern side of the village. The parking area would also be shielded from views from the footpath which crosses the field west and north of the site by vines and the terrace and grassed banks proposed on the western side of the building and cellar. In these respects, on balance, it is considered that the design has notably improved since the original submission, sufficient detail has been provided and the parking area is of a satisfactory design which would not have a significant detrimental impact upon the surrounding landscape.
- 8.15 Turning to the building and cellar, a variety of concerns have been raised in the representations about the siting, scale and design, landscape impact and the weight needing to be given to conserving and enhancing the National Park landscape. The site occupies an elevated position within the landscape above Hambledon. It is likely to be somewhat visible from the elevated vantage point from across the village but otherwise views on the two public footpaths close to the site would be limited.
- 8.16 Whilst the scheme is of a notable scale, its design has sought to minimise its landscape impact. The proposed levels and height of the roof would help the building to be partly set within the topography of the hill and match the height of the cellar and its graded grassed banks. Also, the barn like form of the tiled roof would create a building that would be a familiar form within the landscape.
- 8.17 The proposed graded banks along the western side of the cellar have the potential to appear artificial based on the plans. However, with new native grassland species planted on them and an appropriate management regime it is likely that the grasses would help to reduce this. The chalk bands on the graded bank next to the open terrace may be visible in the wider landscape during winter months because of their contrasting colour to their surroundings, but in the spring and summer months particularly they wouldn't be highly visible particularly as the grasses grown on the bank would also soften their appearance.
- 8.18 The building would also be somewhat screened by the new planting around the car park. The terrace may be more visible but this could be mitigated through an appropriate surface and vines along the front of the building below the terrace would also reduce any impact.

- It is unlikely to be particularly visible from East Street given its siting and scale and the intervening vines and planting around the car park either shielding or filtering views
- 8.19 The building is proposed to have a significant amount of glazing. There is therefore concern about the impact upon dark night skies as well as any reflection during sunny days. The scheme proposes to install non reflective glass. Also, the large roof overhang helps to mitigate against upward light spill at night and also louvres are proposed which would close at night also. The roof lights are also proposed to have automated black out blinds and a canopy would be installed within the central courtyard of the building. Consequently, the Dark Night Skies officer has not raised an objection.
- 8.20 The architectural design of the building is acceptable. The building's frontage provides an acceptable rural character and appearance and the stone walling, archway and vines in front of them and the form of the roof above give the building a rural character and appearance.
- 8.21 Concern has been raised by the Landscape Officer about a consistent ridge line through the cellar and the building, as shown on the east and west elevational plans. This is an impression when reviewing the elevations, however, as the roof plan highlights that there would not be a single ridge line. The parapet roof of the cellar and pitched nature of the building's roof mean that there would not be a single consistent ridge line that may appear incongruous in the landscape. Rather, the varying roofscapes and design provide more articulation in the building than the east and west elevational drawings suggest.

Impact on cultural heritage

8.22 With regards to heritage issues, the SDNPA Conservation Officer has advised that the closest designated structure to the new building is the icehouse, which is Grade II listed. They have not raised an objection and has deferred assessment of the application to other officers. It is considered that the new access track and building/cellar would preserve the setting of the icehouse. Similarly, the proposals and the associated activity would preserve the character and appearance of the conservation area and its setting.

Ecology

8.23 No objection has been raised by the ecologists, subject to conditions. It is considered that biodiversity enhancements can be achieved through the landscaping scheme in particular.

Trees

8.24 No objection has been raised by the Arboricultural Officer. A large proportion of mature trees alongside the eastern sides of the parking area and the building would be retained. The protection measures for retained trees are acceptable. Where development is in close proximity to retained trees an appropriate method of construction would be employed.

Drainage

8.25 No objection has been raised by the Lead Flood Authority or Environment Agency. Conditions are proposed in respect of providing a more detailed scheme.

Dark night skies

8.26 Further to paragraph 8.19, the design has sought to mitigate harmful light pollution. A revised lighting assessment has also been submitted. The Dark Night Skies Officer has not raised an objection subject to conditions relating to the use of black out blinds, use of louvres and canopy materials for the open air central courtyard of the building. Light pollution is a particular issue raised in the representations, however, the mitigation measures help to address these concerns.

Highways and parking

8.27 The proposals would involve the eastern access becoming the primary access. This would be a benefit compared to the current use of Vineyard Lane. The proposals would involve an increase in traffic and the improved eastern access would be able to accommodate the anticipated movements and types of vehicles outlined in the submitted Transport Assessment.

- 8.28 Current annual visitor numbers are approximately 1,000 and this number could significantly increase up to 12,000 annual visitors, involving more frequent events. The proposals could create, as a maximum, approximately 130 vehicle movements daily (65 arrivals, 65 departures) on one day a week when a larger event is held (up to 100 people). The daily traffic numbers for the remaining days of the week are anticipated to be less than half of this.
- 8.29 Depending on how the wine is transported off site, on average I HGV movement per week or I daily van is anticipated. The café on site is likely to be used by visitors of events primarily but specific visits to the shop are anticipated. During the harvest season approximately 70 temporary workers are employed and this would increase to around 100 if the Vineyard it to produce its targeted 500,000 bottle of wine a year. It is anticipated that workers would arrive in minibuses as well as car sharing, as at present. This activity is however related to the agricultural operations and not the visitor centre.
- 8.30 The Highways Officer has not raised an objection in regard to highway safety and supports the following ways in which the Vineyard aims to mitigate the increase in traffic (I) new and improved eastern access allowing two way working; (2) improved eastern access to be used as the main access and (3) a signage strategy to be developed to direct traffic to use the eastern access.
- 8.31 A common issue raised in the representations is concern about the increase in traffic, congestion in the village, and its associated noise and disturbance. These are considered in more detail below.

Impact on surrounding amenities

- 8.32 The reduction in traffic along 'Vineyard Lane' would be notably reduced by the eastern access becoming the primary access. This would be a benefit to the neighbouring properties along the western access in regard to noise and disturbance, as well as any issues of accessing their properties. There would also be the benefit of less traffic entering/leaving further into the village and past other properties. Conversely, there is the neighbouring property near to the eastern access. There is the potential for the additional traffic to cause some noise and disturbance, however, the property is set back from the road and a reasonable distance from the access itself. On balance, it is considered that the impact would not be so significant to justify a reason for refusal on the basis of noise and disturbance towards this property from the maximum anticipated vehicle movements.
- 8.33 Concern has been raised more widely about how an increase in traffic could be mitigated. Representations have suggested altering the post code for satnavs, directional signage for instance. Given the anticipated increase in visitors, a condition requiring a Travel Plan is recommended so this issue can be addressed and be managed via the condition. For instance, it could include ways in which the Vineyard communicates ways of travelling to/from the site to visitors, encouraging car sharing, managing visitors arriving by coach.
- 8.34 The Environmental Health officer (EHO) has previously raised concerns with the noise impacts. Furthermore, there is a recurring issue in the representations about noise and disturbance caused by social events which is audible across Hambledon. The representations also suggest that this is also caused because of the tranquillity of the village and the wider surrounding topography.
- 8.35 The EHO has previously advised that at present the noise from these events is more harmful because weddings are held in marquees on site, whereas the proposed building would help to contain it and be an improvement. They are satisfied that a condition securing a Noise Management Plan in regard to how the building and verandah/terrace areas are managed would address their concerns. It is considered that through a managed regime for undertaking events and given that they would be accommodated within the building, with some use of the terrace, the impact upon surrounding properties could be satisfactorily mitigated.
- 8.36 Mill Down Cottage is a dwelling south of the proposed parking area and adjacent to the access route through the site. There is potential for the amenities of this dwelling to be impacted upon given its location and anticipated vehicle movements. It is sited where the

west and east access into the vineyard meet and so it has already been subject to the daily movements of vehicles using the western access and the HGVs using the eastern access, albeit visitor activity would increase. The main garden to this property is to the south of the dwelling and will therefore not be impacted upon by passing traffic associated with the visitor centre. The smaller garden to the north of the dwelling and garage would have cars regularly passing by. This property does occupy a reasonably tranquil location but on balance it is considered that the amenity impact would not be so severe to justify a reason for refusal based on the impact from noise and disturbance.

Amenity of surrounding public rights of way

- 8.37 The amenity of the public rights of way have also been considered in regard to the visual impact and level of activity on site the proposals could generate. From the footpath leading out of the village and west of the site, when the vines are in leaf they limit wider views of the area. In winter there would be more filtered views of the site through the vines. It is likely that the proposals would be seen but arguably may not be significantly prominent. In views from further north of the site on the same footpath the proposals would be much less visible.
- 8.38 From the footpath running east-west through the centre of the site, the car park and building would be on higher ground but would not be overly prominent, as the footpath runs through the vines which very much restricts views. Furthermore, the new planting around the parking areas and the retention of existing trees would also provide screening and filtering of views.
- 8.39 There are conflicting views from consultees about the impact upon the amenities of public rights of way. Having undertaken an assessment, it is considered that the proposals would not be significantly harmful to the amenities of the footpaths surrounding the site. Furthermore, in light of the considerations about the scheme's design it is not considered to be harmful in views from wider public vantage points.

9. Conclusion

9.1 The proposals receive broad policy support in regard to supporting the rural economy. Concerns have been raised about the scale and nature of the uses alongside particular issues of landscape impact, increased traffic and noise and disturbance. Furthermore, concern has also been raised by the design and landscape officer's in their joint consultation response. These considerations have been assessed in this report and, on balance, the proposed uses and revised design is considered to be acceptable for the reasons outlined subject to the conditions recommended below.

10. Reason for Recommendation and Conditions

- 10.1 Application SDNP/16/03880/FUL is recommended for approval subject to the following conditions:
 - I. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
 - Reason: To comply with the provisions of Section 91 (1) of the Town and Country Planning Act 1990 (as amended). To comply with Section 51 of the Planning and Compulsory Purchase Act 2004.
 - 2. The development hereby permitted shall be carried out strictly in accordance with the approved plans unless otherwise agreed in writing by the Local Planning Authority.
 - Reason: For the avoidance of doubt and in the interests of proper planning.
 - 3. The building hereby approved shall only be used as a visitor centre in connection with the activities of the Vineyard, for the purposes of holding wine related events and tours and other private events, with an ancillary shop, café and offices. The building shall not be operated by any other separate business enterprise. The cellar shall also only be used in connection with the operations of the Vineyard.

Reason: To ensure the facilities are related to their intended use and are sufficiently related to the Vineyard.

4. No development shall commence unless and until a schedule of materials and finishes and, where so required by the Local Planning Authority, samples of such materials and finishes to be used on the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in full accordance with the approved schedule and samples.

Reason: To enable the Local Planning Authority to control the development in detail in the interests of the character and appearance of the area and the quality of the development.

- 5. No development above slab level of the building shall be commenced until further details on the Scheme of Soft and Hard Landscape Works have been submitted to and approved in writing by the Local Planning Authority. These details shall include:
 - a. Written specifications (including cultivation and other operations associated with plant and grass establishment,
 - b. Planting methods, tree pits & guying methods,
 - c. schedules of plants and trees, noting species, planting sizes and proposed numbers/densities where appropriate,
 - d. Retained areas of grassland cover, scrub, hedgerow, trees and woodland,
 - e. A schedule of landscape maintenance for a minimum period of 5 years to include details of the arrangements for its implementation,
 - f. Details of all hard-surfaces, such as paths, access ways, seating areas, patio areas and parking spaces, including their appearance, depth and permeability.
 - g. All means of enclosure, including fencing, walls and gates.
 - h. A timetable for implementation of the soft and hard landscaping works.

The scheme of Soft and Hard Landscaping Works shall be implemented in accordance with the approved timetable. Any plant which dies, becomes diseased or is removed within the first five years of planting, shall be replaced with another of similar type and size, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To achieve an appropriate landscaping scheme to integrate the development into the landscape and mitigate any impact upon the amenities of neighbouring properties.

6. The development hereby approved shall proceed in accordance with the ecological mitigation, compensation and enhancement measures detailed within the Extended Phase I Habitat Survey (WPS May 2016) unless otherwise agreed in writing by the Local Planning Authority.

Reason: To safeguard ecology on site.

7. The building shall be managed in accordance with the submitted Noise Management Plan, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To mitigate harmful noise and disturbance.

8. No development above slab level of the building shall be commenced until details of external lighting to be installed at the site are submitted to, and approved in writing by the Local Planning Authority. The lighting shall be installed, maintained and operated in accordance with the approved details unless otherwise approved in writing by the Local Planning Authority.

Reason: To protect the amenity of future residents, create an appropriate public realm, and conserve dark night skies of the South Downs National Park.

9. No development above slab level of the building shall be commenced until details of the louvres on the glazing, black out blinds for the roof lights, and canopy for the central courtyard, and details of their operational management are submitted to and approved in writing by the Local Planning Authority. The approved details shall thereafter be implemented and maintained.

Reason: To conserve dark night skies of the South Downs National Park.

10. No development shall commence until a detailed drainage strategy detailing the proposed means of foul and surface water disposal has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved scheme.

Reason: To ensure satisfactory provision of foul and surface water drainage.

11. No development hereby permitted shall commence until such time as Hampshire County Council as Highway Authority have agreed in writing the new access works as shown on drawing A095490 LS01v8. The works shall then be implemented to the satisfaction of the Highways Authority before the Development is first occupied.

Reason: In the interests of highway safety.

12. The development hereby approved shall be undertake in accordance with the protective measures, including fencing and ground protection, outlined in the Arboricultural Impact Appraisal and Method Statement (15729-AIA) and Tree protection Plan by EcoUrban Ltd. These measures shall be installed prior to any demolition, construction or groundwork commencing on the site. Any deviation from works prescribed or methods shall be agreed in writing with the Local Planning Authority. The Local Authority's Arboricultural Officer shall be informed once protective measures have been installed so that the Construction Exclusion Zone (CEZ) can be inspected and deemed appropriate prior to works commencing.

Reason: To safeguard existing trees to be retained.

- 13. No development shall commence until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. Thereafter the approved plan shall be implemented and adhered to throughout the entire construction period. The Plan shall provide details as appropriate but not necessarily restricted to the following matters:
 - a. The anticipated number, frequency and types of vehicles used during construction,
 - b. The method of access and routing of vehicles during construction,
 - c. The parking of vehicles by site operatives and visitors,
 - d. The loading and unloading of plant, materials and waste,
 - e. The storage of plant and materials used in construction of the development,
 - f. The erection and maintenance of security hoarding,
 - g. No burning of demolition or construction materials on site.
 - h. The provision of wheel washing facilities and other works required to mitigate the impact of construction upon the public highway (including the provision of temporary Traffic Regulation Orders), details of public engagement both prior to and during construction works.

Reason: To ensure that all demolition and construction work in relation to the application does not cause materially harmful effects on nearby land, properties and businesses.

14. Prior to the development being brought into use, a Travel Plan which details measures for managing vehicular movements to and from the site, including encouraging visitors to access the site by means other than the private car, shall be submitted to and approved in writing by the Local Planning Authority. The approved Travel Plan shall

thereafter be implemented in accordance with the agreed details and any subsequent changes shall be agreed in writing with the Local Planning Authority.

Reason: To enable visitors to visit the site via sustainable modes of transport to reduce the reliance on the private car and mitigate the impact of increased vehicular traffic to the site.

15. The parking areas shall be provided in accordance with the approved plans before the building is brought into use and thereafter permanently retained and used solely in connection with the activities of the Vineyard.

Reason: To ensure the permanent availability of parking for the development.

11. Crime and Disorder Implication

11.1 It is considered that the proposal does not raise any crime and disorder implications.

12. Human Rights Implications

12.1 This planning application has been considered in light of statute and case law and any interference with an individual's human rights is considered to be proportionate to the aims sought to be realised.

13. Equality Act 2010

13.1 Due regard has been taken of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010.

14. Proactive Working

14.1 In reaching this decision the Local Planning Authority has worked with the applicant in a positive and proactive way, in line with the NPPF. This has included advice from SDNPA officers and Design Review Panel workshop sessions. These have provided opportunities for amended plans and information to be submitted to overcome issues and to add additional value as identified by SDNPA Officers and consultees.

TIM SLANEY Director of Planning South Downs National Park Authority

Contact Officer: Richard Ferguson Tel: 01730 819268

email: Richard.Ferguson@southdowns.gov.uk

Appendices I. Site Location Map

SDNPA Consultees Legal Services
Background Documents Planning application

https://planningpublicaccess.southdowns.gov.uk/online-applications/simpleSearchResults.do?action=firstPage

Winchester District Local Plan Part 1: Joint Core Strategy (2013)

http://www.winchester.gov.uk/planning-policy/local-plan-part-1/adoption/

Winchester District Local Plan Review (2006)

http://www.winchester.gov.uk/planning-policy/local-plan-review-adopted-

2006/saved-policies-loal-plan-review-adopted-2006/

National Planning Policy Framework (2018)

https://www.gov.uk/government/publications/national-planning-policy-framework--2

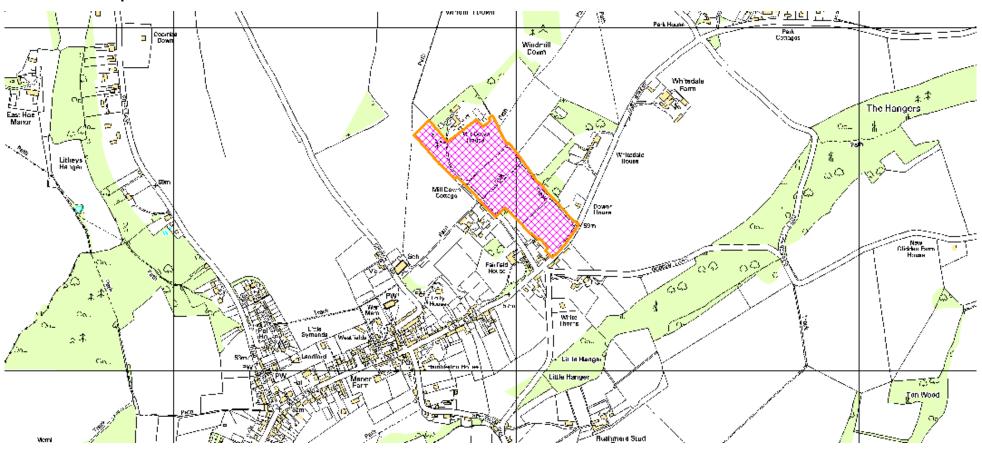
The South Downs National Park Partnership Management Plan (2013) https://www.southdowns.gov.uk/national-park-authority/our-work/key-

documents/partnership-management-plan/ English National Parks and the Broads: UK Government Vision and

Circular (2010): https://www.gov.uk/government/publications/english-national-parks-and-

https://www.gov.uk/government/publications/english-national-parks-and-the-broads-uk-government-vision-and-circular-2010

Site Location Map



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