
Appeal Decision

Site visit made on 25 April 2017

by Patrick Whelan BA(Hons) Dip Arch MA MSc ARB RIBA RTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 23 May 2017

Appeal Ref: APP/H1705/W/17/3169126

1-2 Downsland Parade, Basingstoke RG21 8TX

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Ms Jan Clark, Notemachine UK Ltd against the decision of Basingstoke & Deane Borough Council.
 - The application Ref 16/02180/FUL, dated 15 June 2016, was refused by notice dated 10 October 2016.
 - The development is an ATM to be installed through the existing metal panel to the far right hand side of the shopfront. Incorporating the ATM fascia with black bezel surround and white internally illuminated lettering Free Cash Withdrawals out of black background. Blue LED halo illumination to the ATM surround.
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Decision

1. The appeal is allowed and planning permission is granted for an ATM to be installed to the far right hand side of the shopfront at 1-2 Downsland Parade, Basingstoke RG21 8TX in accordance with the terms of the application, Ref 16/02180/FUL, dated 15 June 2016, and the plans submitted with it, subject to the following condition:
 - 1) The development hereby permitted shall be carried out in accordance with the following approved plans: location plan 1:1250; block plan 1:500; 30754-43-001Rev0 ORIGINAL ELEVATION AND PLAN, and; Proposed Plan and Elevation dated 07/02/2017 submitted with the appeal.

Procedural Matters

2. The appellant has submitted an additional drawing with the appeal that did not form part of the planning application determined by the Council. It shows the ATM with no illumination and centred horizontally within the opening and set in a glazed panel rather than a metal panel. I have considered this drawing under the principles established by the Courts in *Wheatcroft*¹. I am satisfied that it does not change the nature of the development to such a degree that to consider it would deprive those who should have been consulted on the change, the opportunity of such consultation. I have therefore determined the appeal with regard to it.
3. I have also dealt with another appeal² on this site. That appeal is the subject of a separate decision. Whilst the application form for this appeal includes

¹ Bernard Wheatcroft Ltd v Secretary of State for the Environment [JPL, 1982, P37]

² Appeal Ref: APP/H1705/W/17/3168947

details of the advertisements related to the automated teller machine (ATM), this is the subject of separate control. I have dealt only with the ATM element of the proposal, and have adjusted the description of development in the formal decision accordingly. Advertisement consent has not been granted, however, it does not influence the matters in this appeal.

4. The development appeared complete at the time of my visit, though the ATM appeared to be sited off-centre and to the right rather than set centrally within the window. For the avoidance of doubt, I have based my decision on the drawings accompanying the appeal and the application.

Main Issue

5. The main issue is whether the development preserves or enhances the character or appearance of the host building and the Brookvale West Conservation Area (CA).

Reasons

6. The opening in which the ATM has been installed is part of a shop, one of several on the ground floor of a 1930s shopping parade which includes two storeys of residential accommodation above. It is set back from the main road by a small service run-in for access and parking.
7. Downsland Parade is an interesting, freestanding building sited between two side roads off the busy Worting Road leading into Basingstoke. While it differs stylistically from the surrounding suburban housing of the CA which is more traditional including gabled bays, clay tiling and timber detailing, its building line, scale, and brickwork are similar. Commanding the vista at the end of Alexandra Road, it stands out as a landmark in the street scene, in which its contrasting design and quality detailing enriches the CA.
8. Its design reflects that of the Art Deco Movement with a flat roof and curved, stepped, and set-back return elevations to the side roads. The detailing of the upper floors is distinctive with a streamlining upper cornice, ladder windows, and double height bays with curved glass corners and decorative animal motif infill panels. The shops on the ground floor are set between rendered surrounds. Some retain a stall riser and some timber framing to the openings and fanlights whose proportions and subdivision reflect the pattern of transoms and mullions in the residential windows above. Described in the Council's CA Appraisal 2003 as one of four key individual buildings that make a significant individual contribution to Brookvale in terms of their appearance, historic value or their position in the street scene, its contribution to the character and townscape of the whole CA is significant.
9. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires special regard to be paid to the desirability of preserving or enhancing the character or appearance of a conservation area. This is reflected in Policy EM11 of the Basingstoke and Deane Local Plan (2011 to 2029) adopted 2016 (LP), which also requires development affecting heritage assets to respect the historic form, setting and fabric that contribute to the host building, and to ensure the use of appropriate materials, design and detailing. Its Policy EM10 requires development to contribute to local distinctiveness, the sense of place and the street scene, and for it to have regard to the architectural detailing and materials and history of the surrounding area.

10. The Council considers that the ATM disrupts the rhythm of solid and void along the frontage, appearing bulky, and thereby weakening the architectural integrity of the shopfront. However, in comparison with the size of the shop front, the surface area of the ATM is not disproportionately large and it projects from the plane of the shop front only minimally. I appreciate the Council's point about the effect of obscuring of windows in shop fronts where display and intervisibility enliven the street scene. However, in the context of the character of a local shopping parade and given the scale of the opening to this frontage, the loss of intervisibility resulting from the ATM is limited.
11. The installed panel surrounding the ATM appears to have a painted, metal finish which has a quite different reflectance to the clear glass alongside it and in the other shop fronts. However, the appellant's amended drawing shows the panel to be in glass instead of metal. Though it is unclear whether the glass would be clear or painted or otherwise obscured, the reflectance of glass would rebalance some of the visual interest lost by the ATM. The amended design, like that determined by the Council, shows the ATM set centrally in the horizontal dimension. This positioning would assist its integration with the order of the surrounding openings which show symmetry and alignment.
12. Accordingly, any material harm to the character or appearance of the Conservation Area would be limited. In these circumstances, where the identified harm to a heritage asset is less than substantial, as is agreed by the Council, paragraph 134 of the National Planning Policy Framework advises that this harm should be weighed against the public benefits of the development. The Council has carried out this assessment and concluded that the benefits of the ATM do not outweigh the harm to the Conservation Area.
13. However, the ATM provides a direct service to the public and at the same time provides an indirect, passing trade to the other shops in the Parade. It was clear during my site visit that the ATM is popular and attracts those walking and travelling by car, many of whom visited both the ATM and the shops. In my view, the limited harm to the CA as a result of the development is outweighed by the public benefit of the ATM.
14. I therefore conclude that the development preserves the character and the appearance of the host building as well as the Brookvale West Conservation Area in accordance with the requirements of section 72 of the Act, the special attention to which, the Courts have determined, I am required to give considerable importance and weight. Neither does the development conflict with LP Policies EM10 and EM11.

Other Matters

15. The views of local residents have been taken into consideration and I have already dealt with what I regard as the main planning issue. Given the commercial nature of the shopping Parade, the parking strip off the main carriageway in front of it, and the distance from the ATM to surrounding occupiers, there is no compelling evidence to reject the proposal on highway safety or noise and disturbance grounds. Nor is there any evidence that ram-raided bollards are required to make the development acceptable in planning terms.

Conditions

16. As the development has already commenced there is no need for the statutory time condition. For clarity and certainty it is necessary to list the approved drawings. As discussed above, I have included the amended elevation submitted with the appeal, showing glass in place of metal as the background to a centralised ATM as this reduces its impact on the character of intervisibility in the Parade. I have adjusted the description of development in the formal decision accordingly.

Conclusion

17. For the reasons above and having considered all matters raised, I conclude that the appeal should be allowed.

Patrick Whelan

INSPECTOR