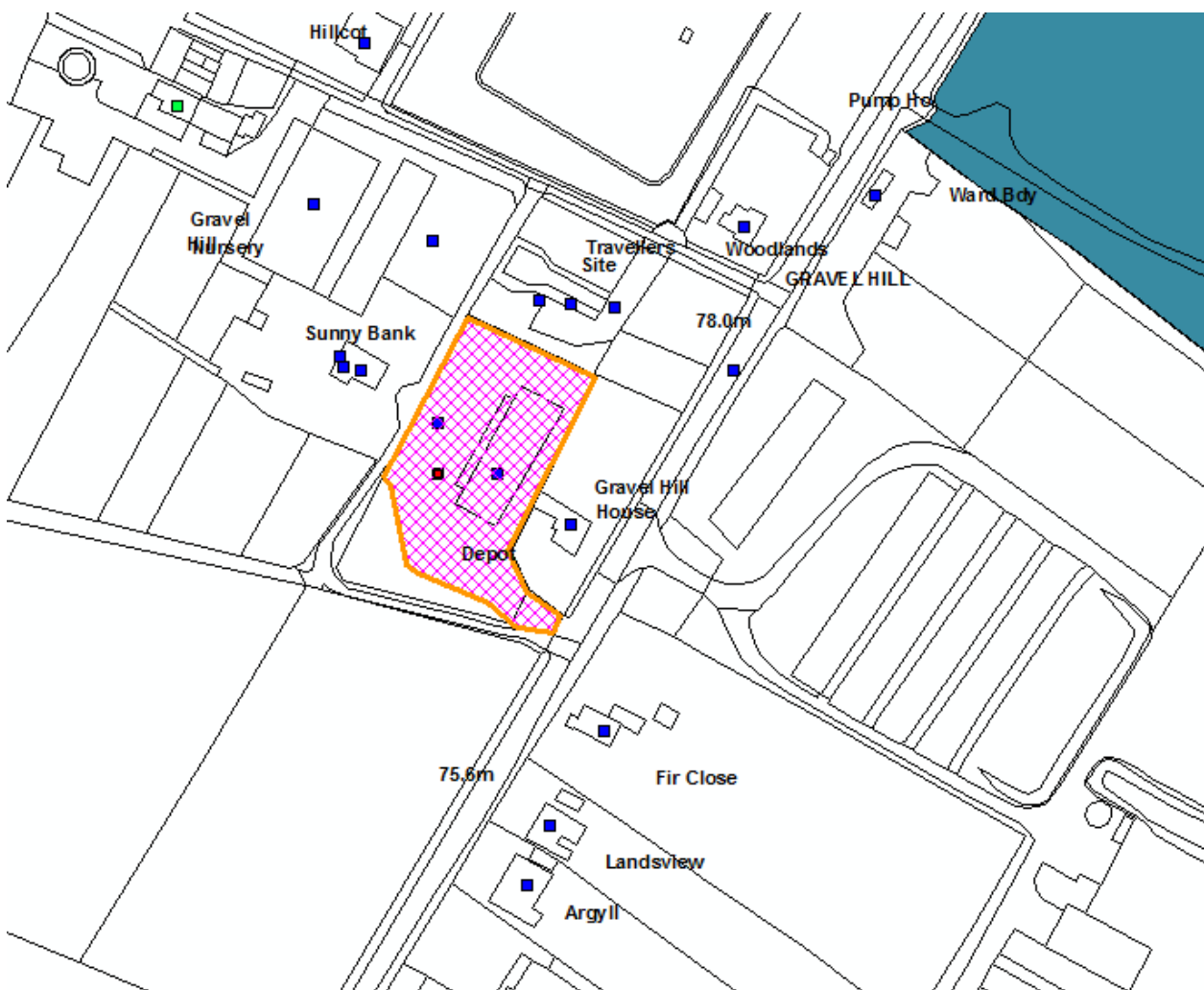


WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No: 19/02736/FUL
Proposal Description: (Amended Plans and Description) Works to building, to include formation of new window and door openings and cladding to exterior, to facilitate approved Change of Use from B8 to C3 Use.
Address: Land West Of Gravel Hill Shirrell Heath Hampshire
Parish, or Ward if within Winchester City: Shedfield
Applicants Name: Mr Paul Byng
Case Officer: Curtis Badley
Date Valid: 6 December 2019
Recommendation: Permission

Link to Planning Documents : <https://planningapps.winchester.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=Q23MB5BPI6100>

Pre Application Advice: Yes



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General Comments

This planning application has been requested to be determined by Planning Committee by Councillor Roger Bentote and a copy of his request has been provided within Appendix 2. The application has also been triggered to be determined by Planning Committee by virtue of the number of comments of objection which have been received, contrary to the Officers' recommendation of support.

Amended plans were submitted for the proposed development which were received in association with a change in proposal description from: 'Works, to include formation of new window and door openings, cladding to exterior and landscaping, to facilitate approved Change of Use from B8 to C3 Use' to: '(Amended Description) Works to building, to include formation of new window and door openings and cladding to exterior, to facilitate approved Change of Use from B8 to C3 Use.'

The associated landscaping works were removed from the planning application at this time. Further amendments have been made to alter the first floor rear windows within the rear elevation.

Site Description

The proposal site is located in a position set back from Gravel Hill, a road which connects settlements of Shirrell Heath to the South with Swanmore to the North. The site lies within a countryside location in relation to the Local Plan and is open in appearance with sporadic development along its length to both sides, interspersed with open fields. There is a mature hedgerow which runs along the boundary of the site from neighbouring residential uses to the East, North and West which provides some screening to the site. In contrast, the site is visible from open views from the agricultural and equestrian fields to the South West of the site.

The ~0.25ha site consists of a two storey storage building positioned to the East of the site which is surrounded by a large area of hardstanding to its Southern and Western side. Access to the site is provided directly onto Gravel Hill to the East from the Southern edge of the site. To the North of the site is a private gypsy and traveller caravan site, there are residential dwellings to the West and East and to the South is a mixture of agricultural and equestrian uses.

The site itself has previously been used as an engineering works and it is currently unoccupied following the departure of the previous tenant which occupied the building for storage purposes associated with a food distribution company, namely Kerryfresh. The existing two storey building is brick built and features a number of openings within the North and Southern elevation in addition to a loading bay which spans the Western elevation. The majority of the site is covered by hardstanding and the site benefits from an existing access which is partly shared with neighbouring property, Gravel Hill House and an access lane which follows along the Southern and Western site boundaries.

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Proposal

The current planning application seeks to undertake external changes to the building on the basis that conversion from storage (B8) to residential (C3) has already been granted through the prior notification application. The works included within this proposal include the formation of new window and door openings, alterations to the roof and applying cladding to the exterior.

The current proposal does not seek to amend the previous grant of prior approval to use the building for residential purposes. The principle of residential development is not subject to assessment. This application does not seek to undertake any further external changes and the internal layouts, density, landscaping, access and parking are only provided for indicative purposes.

Relevant Planning History

The site benefits from a Lawful Development Certificate dated March 2019, which defines its lawful use within Use Class B8 (storage or distribution) with reference: 18/02704/LDC.

The site also benefits from a grant of prior approval for the Change of Use of Storage Building (B8 Use) to Dwelling houses (C3 Use) under Schedule 2, Part 3 Class P, dated 7th June 2019 with reference: 19/00853/PNCOU.

There is no restriction within the prior notification decision notice or associated planning legislation which limits the number of units which can be provided, so long as the existing building is not extended. However, as no physical alterations can be undertaken without the benefit of planning permission, the current application which seeks external alterations is required on this basis.

Consultations

Service Lead for the Built Environment - Urban Design (received 18/05/2020 – Following receipt of amended plans): Support proposals

Representations:

Shedfield Parish Council responded in objection to the application for the following material planning reasons:

- Overdevelopment of site
- Lack of Amenity Space
- Out of character with the surrounding area
- Loss of privacy to neighbouring properties by overlooking
- Noise and Disturbance impact upon neighbouring properties

Councillor R Bentote responded in objection to the application for the following material planning reasons:

- Concerns of boundary treatment and fencing
- Adverse Impact upon Neighbouring Amenity

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- Presence of Japanese Knotweed

6 letters received objecting to the original application from 5 independent addresses. A further 13 letters received objecting to the application on the basis of the revised planning application from 8 independent address' for the following material planning reasons:

- Overdevelopment of Site
- Insufficient Amenity and Parking Space
- Not in Keeping with the Surrounding Area
- Poor Design
- Safety of Access and surrounding road network
- Increase in Traffic
- Impact upon Neighbouring Properties
- Increase in Noise and Light Pollution
- Drainage
- Lack of Local Amenities and Sustainable Transport Options

Relevant Planning Policy:

Winchester District Local Plan Part 1, Joint Core Strategy 2013

- CP13 – High Quality Design

Winchester District Local Plan Part 2, 2015

- DM6 – Open Space Provision for New Developments
- DM15 – Local Distinctiveness
- DM16 – Site Design Criteria
- DM17 – Site Development Principles
- DM18 – Access and Parking

National Planning Policy Framework

- Section 12 – Achieving well-design places

National Design Guide

Shedfield Village Design Statement

High Quality Places Supplementary Planning Document 2015

- Part 4 – Layout arrangement of buildings and creation of spaces
- Part 5 – High quality spaces
- Part 6 – High quality buildings
- Part 7 – Materials and detailing

Planning Considerations

Principle of Development

This planning application only considers the external changes to the building on the basis that conversion from storage (B8) to residential (C3) has already been granted through the prior notification application. The principle of the conversion of the existing building is therefore irrelevant to the consideration of this current planning application which has

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existing permission to be converted into residential use.

There is no restriction within the prior notification decision notice or associated planning legislation which limits the number of units which can be provided, so long as the existing building is not extended. However, as no physical alterations can be undertaken without the benefit of planning permission and on this basis the current application which seeks external alterations is required. The extent of works solely include the formation of new window and door openings, alterations to the roof and applying cladding to the exterior. The principle of the extent of works on this basis is considered to be acceptable.

Design/ Layout

The proposals seek consent for the alterations to the external elevations of the existing building only. Concerns have been raised by both the Parish Council, Urban Designer and neighbouring residents regarding the layout and provision of associated amenity space of the proposed development. However, planning permission was received through the prior notification procedure which does not allow extensions to the existing dwelling and the current application is not applying for external changes outside of the buildings extent. Therefore the concerns and suggested conditions as proposed within public representation cannot be taken into account as part of the current planning application.

It is therefore acknowledged that whilst the layout is fixed within the existing building, there are opportunities to successfully integrate the new development into both the natural and built environments. The scheme has been amended following preliminary concerns of the Case Officer and Urban Designer which included the lack of consistency in urban design terms, material and detailing of the proposed units. Further the elevations were previously poorly treated and services and fenestration were unsympathetic in relation to the existing building.

The proposal has since been amended significantly which included improvements to the elevational treatments which present a more consistent design approach using a refined materials palette. The proposals indicate that four, two bedroom apartments and five, three bedroom houses will be created through the conversion of the existing building. Within the ground floor and within a number of the first floor units the existing dark red facing brick will be retained. Some of the existing openings within the rear elevation have been blocked up and the fenestration and porches have been introduced in order to achieve a consistent rhythm across the newly created terrace. The openings within the building have been rationalised and further openings have been added within the South West elevation which improves legibility within the street scene and natural surveillance adjacent to the site access. The roof has also been amended to include roof lights and partly walls to delineate each property, further contributing to the sense of rhythm along the terrace.

The amended plans present a more rationalised and simplified design approach. The design is now of a more contemporary nature in order to better reflect the semi-industrial context of the existing building, using a mix of red brick within the ground floor and contrasting red cedar vertical cladding above. The detailing, entrances and windows have all been amended to provide a consistent and legible design approach. The proposal is therefore considered to adhere with both local planning policy and national design guidance which seeks to create an enhancement to the existing local

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area which enhances the sense of place within this isolated site of limited positive quality.

Impact upon Character of the Surrounding Area

Improvements have been made to the proposed elevational treatment as part of the current planning process. The proposal is now considered to be consistent in urban design terms, employing a greater quality of materials and detailing which enables the building to relate well to its existing semi-industrial context whilst also relating well to its proposed new residential use.

The massing and scale of the proposed building remains unchanged from the existing building – consistent with the prior notification procedure to which this application relies upon. The external changes to the building are considered to be of a high quality, improving the visual impact of the existing building which is industrial in nature and currently appears to be dominated by existing large storage entrances and has not been renovated in some time. The front (North West) elevation has been configured to provide the entrances to the majority of the proposed dwelling houses using matching fenestration and materials which contrast from ground floor and the first floor, transforming the industrious nature of the existing building. The characteristics of this newly formed terrace are further accentuated by the provision of parapet walling within the roof which creates a regular and consistent rhythm across this elevation.

The site receives some screening from the East, North and West by existing trees and mature hedgerow and it is acknowledged that the site is visible from open views from the agricultural and equestrian fields to the South West of the site. Further design development has been made to the South Western side elevation of the building in order to provide legibility of access and some natural surveillance to the adjoining site access and indicated entrance driveway. The changes to this elevation which includes an improved entrance at the ground floor level and material changes within the first floor is considered to improve the appearance of the dwellings whilst not adversely affecting the visual qualities of the surrounding semi-rural environment.

To conclude, the application is considered to provide a consistent and well designed response to transform the current semi-industrial appearance of the building into a well presented terrace of dwelling houses. The proposed amendments to the external elevations are considered to continue to respect the character of the existing building and surrounding area in compliance with policies CP13 of the WD Local Plan Part 1 (2013) and policies DM6, DM15, DM16, DM17 and DM18 of the WD Local Plan Part 2 (2017). The proposal is also considered to accord with both the National Design Guide, the National Planning Policy Framework and local design guidance included with both the Shedfield Village Design Statement and High Quality Places Supplementary Planning Document (2015)

To clarify, this application does not seek to undertake any further external changes and the internal layouts, density, landscaping, access and parking are only provided for indicative purposes and are outside of the control of this planning application. Further, the principle of development and impact upon neighbouring amenity are not material planning considerations and cannot be considered as part of the assessment of this application.

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Other matters for clarification but not material to the consideration of this application

Impact upon Neighbouring Amenity

Whilst an indicative floor plan has been provided to supplement the planning application submission, changes to convert the building itself has already been granted as part of the prior notification procedure with reference: 19/00853/PNCOU. The impact upon neighbouring amenity therefore cannot be considered as part of the current planning assessment.

Notwithstanding this, as part of the current planning application process, the proposed development has been amended in order to mitigate against any overlooking impact to the neighbouring property, Gravel Hill House. In addition to this, within the approval for prior notification, further details are required as part of a Construction Management Plan in order 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. It is noted that proposed changes to the floor plan could be completed without the benefit of planning permission as such works would not be considered to constitute as 'development'.

Landscape/Trees

It is noted that the boundaries of the site are characterised by mature trees. Whilst an indicative landscaping plan has been provided to supplement the planning application submission, changes to the land surrounding the building lies outside of the scope of this planning application. Notwithstanding this, it is indicated that no trees are being removed or planted as part of the scope of this application which purely seeks to amend the external elevations of the current building.

Highways/Parking

Whilst an indicative access and parking layout has been provided to supplement the planning application submission, changes to the land surrounding the building lies outside of the scope of this planning application. To clarify it is indicated that there appears to be sufficient room on the site for the provision of adequate parking and turning for existing and proposed units to ensure that vehicles can enter and leave in a forward gear and it is unlikely that the level of additional traffic generated would result in an adverse impact on highway safety – this has previously been considered within the grant of prior notification. Further, it is also indicated that suitable space is retained within the site to provide a suitable area for the storage of cycles and for the collection of refuse bins.

Contaminated Land

Within the previous prior notification application it was recognised that there was an engineering works on the site in 1965 prior to the site being developed into the existing depot building. The introduction of pathways or receptors that may allow any historic contamination from the former engineering works to form a complete pollutant linkage could be created through the provision of residential development on this site.

Whilst the level of associated ground work and excavations in order to enable

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development has not been presented, the safety and amenity of future occupants is of significant concern and a condition has been attached to the previous consent, which continues to apply to this site, which requests that an investigation into contamination is undertaken. Further, an additional condition also continues to apply to this site, again retained within the previous consent, which outlines that development shall cease on site if, during any stage of the works, potential contamination is encountered which has not been previously identified. Works would then be able to recommence following an assessment of the potential contamination which outlines any remedial action required.

Drainage

Within the previous prior notification application a condition was attached which sought the details of the disposal of foul and surface water prior to commencement which should be agreed and implemented prior to occupation. This condition continues to apply to this site and therefore it is considered unreasonable to add further conditions to the current application.

Recommendation - Application Permitted subject to the following condition(s):

Conditions:

1 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).

2 The materials to be used in the construction of the external surfaces of the development hereby permitted shall be those as detailed within the drawing 'Proposed Elevations' received: 11.05.2020

Reason: To ensure a satisfactory visual relationship between the new development and its surroundings.

3 The development hereby approved shall be constructed in accordance with the following plans:

Site Location Plan (Drawing Number: SLP - 01) Received: 06.12.2019
Proposed Elevations (Drawing Number: GH/PP/105/1) Received: 11.05.2020

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

Informatives:

1 In accordance with paragraph 38 of the NPPF (July 2018), Winchester City Council (WCC) take a positive and proactive approach to development proposals, working with applicants and agents to achieve the best solution. To this end WCC:

- offer a pre-application advice service and,
- update applicants/agents of any issues that may arise in the processing of their application, where possible suggesting alternative solutions.

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

The WD Local Plan Part 1 (2013): CP13

The WD Local Plan Part 2 (2017): DM6, DM15, DM16, DM17

Supplementary Planning Documents:

High Quality Places, 2015

Shedfield Village Design Statement

National Planning Policy Framework

- Section 12 – Achieving well-design places

National Design Guide

3 All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.

4 During Construction, no materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Protection Team, an Abatement Notice may be served under The Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under The Clean Air Act 1993.

5 Please be respectful to your neighbours and the environment when carrying out your development. Ensure that the site is well organised, clean and tidy and that facilities, stored materials, vehicles and plant are located to minimise disruption. Please consider the impact on your neighbours by informing them of the works and minimising air, light and noise pollution and minimising the impact of deliveries, parking and working on public or private roads. Any damage to these areas should be remediated as soon as is practically possible.

For further advice, please refer to the Construction Code of Practise

<http://www.ccscheme.org.uk/index.php/ccs-ltd/what-is-the-ccs/code-of-considerate-practice>

6 Please be advised that Building Regulations approval may be required for this development. Please contact WCC Building Control Department for more information (T: 01962 848176, E: buildingcontrol@winchester.gov.uk)

7 Please be advised that the works should be carried out in accordance with the criteria and conditions attached to the grant of prior approval (reference: 19/00853/PNCOU) for the Change of Use of Storage Building (B8 Use) to Dwellinghouses (C3 Use) under Schedule 2, Part 3 Class P of the GPDO.

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Appendix 1 - Shedfield Parish Council Notification Response

Please return this form to the Case Officer: Curtis Badley

From: Shedfield Parish Council

Case No: 19/02736/FUL

Closing Date for comments: 15 January 2020

Proposal: Works, to include formation of new window and door openings, cladding to exterior and landscaping, to facilitate approved Change of Use from B8 to C3 Use

Location: Land West of Gravel Hill Shirrell Heath Hampshire

LISTED BUILDING GRADE:

Comments:

Shedfield Parish Council object to this application as follows:-

The proposed density is considered as overdevelopment of the site

There is a lack of amenity space

The type of housing planned is out of character with the area

There would be very substantial loss of privacy to the neighbouring property's front and rear gardens, the patio and the back of the house

The quiet enjoyment of the neighbouring property would be compromised due to increased noise

If approved, there should be the following conditions:-

A means of slowing traffic turning off Gravel Hill must be provided, possibly including narrowing the access

A footway from the development to Gravel Hill House would be required to ensure the safety of residents

We would need to be assured that provision for adequate drainage and a suitable sewage system is in place

Glazing to upstairs windows should be obscured to maintain privacy for both existing and new residents

Request for application to be considered by Committee:

(NB: Case Officer to forward form to Head of Planning Control if this section completed)

Signed: T S Daniels
Planning and Projects Officer

Date: 13 January 2020

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Appendix 2 – Cllr R Bentote Committee Referral Request

City Councillor's request that a Planning Application be considered by
the Planning Committee

Request from Councillor:	ROGER BENTOTE
Case Number:	19/02736
Site Address:	land West of Grand Hill, Shirrell Heath
Proposal Description:	Wishes to include new windows, doors, cladding
Requests that the item be considered by the Planning Committee for the following material planning reasons:	Concerns re drainage, fencing DM17 (vii) adverse impact on adjoining property DM18 Also Invasive Knotweed on site - no mention of treatment

- Whilst requests will be accepted up to the determination of the application, Members should make their request as quickly as possible and preferably within the publicity period of the application. Otherwise the case may be determined under delegated powers soon after the expiry of the publicity period. The committee date for the application will depend upon when the request is received in relation to the committee cycle.
- It would be helpful if Members can indicate their preferred outcome to avoid it going to the committee unnecessarily
- Members should note that referral of an item to the Committee will require consideration as to whether a declaration of interests and / or pre-determination and bias may be necessary. If you require advice, please contact the appropriate Democratic Services Officer, prior to the meeting. *Councillors are reminded of their obligations to declare disclosable pecuniary interests, personal and/or prejudicial interests, and on Predetermination or Bias in accordance with legislation and the Council's Code of Conduct.*

Once completed, please email this form to the relevant Planning Case Officer and the Development Manager.