

WINCHESTER CITY COUNCIL  
PLANNING COMMITTEE

**Case No:** SDNP/23/00245/HOUS  
**Proposal Description:** Demolition of an existing rear conservatory and construction of a new single storey rear extension. Conversion and extension of an existing garage to habitable accommodation.  
**Address:** 2 Woodland Drove  
Main Road  
Twyford Moors  
SO21 1EX  
**Parish, or Ward if within Winchester City:** Colden Common and Twyford Ward  
**Applicants Name:** Twyford Parish Council  
**Applicants Name:** Mrs Hibbs  
**Case Officer:** Nicola van Wunnik  
**Date Valid:** 19/01/2023

**Link to Planning Documents** SDNP/23/00245/HOUS

<https://planningpublicaccess.southdowns.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=ROOX9WTUJK000>



### **Reasons for Recommendation**

The proposed development is recommended for permission as it is not considered to be significantly harmful to the character and appearance of the host property, local area or the South Downs National Park. The proposal is also considered to have an acceptable impact on neighbouring amenity and therefore complies with the policy requirements of SD4, SD5 and SD31 of the SDNP Local Plan

### **General Comments**

Ward Councillor Susan Cook, has requested for the application to be determined by Planning Committee, based upon material planning considerations (appended to this report).

### **Amendments to Plans Negotiated**

In response to concerns raised, the scheme was discussed in depth with the planning agent and revisions were made. The scheme still proposes ground floor windows to the east elevation of the converted garage, however they will be obscurely glazed, which will be secured by condition.

As the amendments to the scheme replaced the clear glazing with obscure glazing, it was not considered necessary to carry out a further publicity period as the changes were not considered material or significant to warrant a further publicity period.

### **Site Description**

The application site is a two storey semi-detached dwelling located in the rural countryside of Twyford, within the South Downs National Park (SDNP). The site is not within a conservation area, or in close proximity to any listed buildings. The site lies outside any designated settlement boundary as defined by policy SD25 of the South Downs Local Plan (SDLP). There is a Public Right of Way located opposite the site (Colden Common.28).

The character of properties close to the application site is varied and has no uniform appearance. The road itself slopes up significantly to the east, resulting in each property being situated at a different level to its neighbour.

The dwelling features a garage to side, conservatory extension to the rear and 2no rooflights to the rear roofslope. The main dwelling has a render finish, with a concrete tiled pitched roof and UPVC fenestration. The existing garage is of brick construction and a tiled mono-pitched roof and timber fenestration.

### **Proposal**

As existing, the accommodation is over two floors, consisting of two bedrooms, bathroom and en-suite on the first floor with the lounge, kitchen and a conservatory at ground floor level. A garage joins the east elevation of the main dwelling.

Planning permission is sought for the replacement of the existing conservatory with a single storey rear extension and conversion and extension of the existing garage to form habitable accommodation.

## **Relevant Planning History**

- **03/00608/FUL** - (AMENDED DESCRIPTION) Demolish existing garage buildings and erect 2 No. four bedroom detached dwellings and 1 pair of two bedroom semi-detached dwellings with associated garages, parking and alterations to existing access – Allowed at Appeal 18/02/2004

## **Consultations**

### **Parish Council Consultee**

No objection, subject to confirmation that the proposals comply with the 30% limitation on household extensions and that the frosted glass window condition in the original application remains.

### **Ecologist and Biodiversity Officer**

Having reviewed the photographs provided in the Design and Access Statement and the submitted plans, I am satisfied that the roof and eaves of the main dwelling will not be affected by the proposals.

Furthermore, the conservatory has negligible potential for roosting bats and the side garage which supports interlocking concrete tiles appear to be tightly fitted. Therefore, I have no concerns that the proposals will adversely affect bats. However, I recommend that the below informative and condition are added to any decision notice:

### **Suggested Informative**

Informative: Bats and their roosts receive strict legal protection under the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2017 (as amended). All work must stop immediately if bats, or evidence of bat presence (e.g. droppings, bat carcasses or insect remains), are encountered at any point during this development. Should this occur further advice should be sought from Natural England and/or a professional ecologist.

### **Suggested Condition (7)**

Condition: A single integrated bat roosting feature such as a bat tube should be incorporated into the new extension. Reason: to ensure an overall net gain in the biodiversity of the site.

Reason: To ensure a net gain in biodiversity in accordance with Strategic Policy SD9.

## **WCC – Highway Authority**

Thank you for your consultation on the above planning application. The Highway Authority raise no objection to the proposals given that the construction of a new single storey rear extension will have a negligible impact on the number of trips associated with the site, if any impact at all, and there are no changes to the existing site access.

## **WCC – Landscape Architecture**

The proposed extension largely covers the current footprint (slightly larger) and is single storey, slightly higher than the existing conservatory.

The setting is a small residential area, the front of the houses overlooking open fields and Woodland Drove which is also a designated public footpath. The proposal is to the rear of the house and therefore has little effect on the PRoW. The proposal was assessed to have a low effect in landscape terms and therefore no concerns are raised on these grounds.

### **Representations**

The application has received three objection comments from three households.

The objecting comments state the following:

- Reduces the availability of two bedroom houses in the parish
- Further reducing the availability of affordable dwellings
- Form and materials of the extension would appear more imposing and change the visual character of the two cottages.
- Contrary to SD31 of the South Downs Local Plan and HN4 of the Twyford Neighbourhood Plan
- Footprint increase exceeds 30%
- Larger capacity has the potential for more noise.
- Overshadowing and overbearing
- Development contrary to appeal decision condition
- Incongruous design with unnecessary complexity and valleys
- Impact of oak tree opposite the site is correctly assessed
- Correct building to plot ratios are adhered to
- Policy SD27 is maintained with regards to protecting the limited supply of small properties within the National Park.
- Out of character for its rural location
- Loss of light and privacy and overlooking
- Increase in parking could block or obscure the privately owned lane

### **Planning Policy Context**

Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory development plan in this area is the **South Downs National Park Local Plan Adopted 2 July 2019 (2014-33)** and any relevant minerals and waste plans. Other plans considered:

- Twyford Neighbourhood Plan

The development plan policies and other material considerations considered relevant to this application are set out in section 7, below.

### National Park Purposes

The two statutory purposes of the SDNP designation are:

- To conserve and enhance the natural beauty, wildlife and cultural heritage,
- 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.

## **Planning Policy**

### Relevant Government Planning Policy and Guidance

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF) which was issued on 24 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 national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

### National Planning Policy Framework (NPPF)

The following National Planning Policy Framework documents have been considered in the assessment of this application:

- NPPF12 - Achieving well-designed places
- NPPF15 - Conserving and enhancing the natural environment

Paragraph 2 states that planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

The development plan policies listed below have been assessed for their compliance with the NPPF and are considered to be compliant with the NPPF.

The following policies of the **South Downs National Park Local Plan Adopted 2 July 2019 (2014-33)** are relevant to this application:

- Core Policy SD1 - Sustainable Development
- Core Policy SD2 - Ecosystems Services
- Strategic Policy SD4 - Landscape Character
- Strategic Policy SD5 – Design
- Strategic Policy SD8 - Dark Night Skies
- Strategic Policy SD9 – Biodiversity and Geodiversity
- Strategic Policy SD19 – Transport and Accessibility
- Development Management Policy SD22 – Parking Provision
- Strategic Policy SD25 – Development Strategy
- Development Management Policy SD31 – Extensions to existing dwellings and provision of annexes and outbuildings

### Partnership Management Plan

The South Downs Partnership Management Plan (SDPMP) was adopted on 3 December 2013. It sets out a Vision and long term Outcomes for the National Park, as well as 5 year Policies and a continually updated Delivery Framework. The SDPMP is a material consideration in planning applications and has some weight pending adoption of the SDNP Local Plan.

The following Policies and Outcomes are of particular relevance to this case:

- Partnership Management Plan Policy 1
- Partnership Management Plan Policy 3

## **Planning Assessment**

### **Principle of development**

The property is located outside of a settlement boundary and Policy SD25 of the South Downs Local Plan (SDLP) 2019 seeks to resist development outside of settlement boundaries. However, in this instance, the development relates to the extensions and alterations within the curtilage of an existing residential property, and as such is considered acceptable in principle, subject to accordance with relevant development plan policies.

SDLP policy SD31 states that extensions should not exceed approximately 30% of the floor space of the existing dwelling unless there are exceptional circumstances (for the purposes of this policy, the existing dwelling refers to the residential unit that existed on 18/12/2002, or as originally built if constructed after this date).

As planning permission was granted in 2004, the existing Gross Internal Area (GIA) would be based on the dwelling as originally built. From the drawings submitted, the following GIA can be determined:

Original dwelling: 86.78sqm (including the integral garage)  
Proposed dwelling: 99.37sqm  
Proposed extensions: 12.59sqm

The proposal would equate to a 14.50% increase in floor area

The extended dwelling would have a total GIA of 99.37sqm and would have three bedrooms, therefore the proposal put forward would not result in the loss of a small or medium sized home. The proposal would not conflict with the broad principles set out in SD31 of the South Downs Local Plan to protect small and medium dwellings within the National Park. This also accords with policy HN4 of the Twyford Neighbourhood Plan.

The conversion of the garage to habitable space is deemed to accord with the requirements of SD31. It would be physically attached to the main house via the hallway and would use the same site access and outside amenity space.

Therefore the principle of development is acceptable, subject to all other planning considerations as discussed below.

### **Impact on the character and appearance of the local area and the South Downs National Park**

Policy SD4 of the SDLP states that development proposals will only be permitted where they conserve and enhance landscape character. Policy SD5 of the SDLP, seeks to ensure that development makes a positive contribution to the overall character and appearance of the area. Proposals should integrate with the landscape, and should be sympathetic to the setting in terms of height, massing, roof form and materials. The overall aims of policy SD5 are further reiterated within policy SD31.

The external alterations to facilitate the conversion of the garage to habitable accommodation includes an extension to the rear and revised fenestration. The removal of the garage door and replacement with a white uPVC window is considered to be acceptable. To the side (east) elevation of the converted garage, two obscurely glazed windows are proposed with a single window and door to the rear. The installation of rooflights to the east and west roofslope of the extended garage would also be considered an acceptable addition.

The proposal also includes the replacement of the existing conservatory with a single storey extension. The existing conservatory extension has a depth of 3.5m, eaves height of 2.3m with a maximum height of 2.9m. In comparison, the proposed extension would have a depth of 4.3m, eaves height of 2.6m and maximum height of 3.5m. The pitched roof of the extension would feature a single rooflight.

The external finishes proposed include brick and concrete roof tiles with white uPVC fenestration to match the main dwelling. The submitted drawings show the use of glazed green oak framing to the single storey extension and lobby area that adjoins the extended garage to the new extension. Rainwater goods would be black plastic to match existing.

There is no objection to the proposal in terms of design and appearance. The demolition of the existing conservatory and replacement with a permanent structure more integrated and in keeping with the character of the main dwelling is considered an overall net positive. The above materials are acceptable and are not considered to be out of keeping with the host dwelling or wider area. The proposed materials will be secured by condition. (3)

Overall the design and visual impact of the proposed development is considered to accord with the aims of SDLP policies SD4, SD5 and SD31 and would have no adverse impact on the character of the area of conflict with the purposes of the South Downs National Park.

### **Impact on residential amenity**

SDLP policies SD5 and SD31 require proposals to have regard for the amenity of neighbouring properties. The properties that would be most impacted by the proposed development are the adjoining semi-detached dwelling, number 1 Woodland Drive and Springfield, to the east of the site.

With regards to number 1 Woodland Drive, this property sits at a lower land level than the application site. The proposed extension would replace the existing conservatory and would be built up to the neighbouring boundary, with a slight increase in protrusion

of approximately 0.8m. In addition the eaves height of the proposed extension, next to the boundary, would be 2.6m, an increase of 0.3m.

Whilst it is acknowledged that the additional height and depth on the boundary would result in some additional impacts in terms of appearance from the neighbouring side of the boundary and impact on the ground floor fenestration in terms of overshadowing and loss of light, this is not considered to be of a magnitude to warrant refusal of the application.

Turning to the impact on the property to the east, Springfield, this property sits at a higher land level than the application site. The existing garage would be extended further into the rear garden by approx. 0.6m. Two new windows would be installed into the side (east) elevation, obscure glazed secured by condition (8) and two roof lights are also proposed.

The proposed rooflights to the side facing roofslope would be located above head height, with intentions of providing natural light into the converted garage and aligned to look upwards not outwards, not leading to increased overlooking or loss of privacy.

It is acknowledged that increasing the overall floorspace of the property could give rise to increase occupancy and the potential for additional noise disturbance, it is not considered that this would be so significant as to warrant refusal.

For the reasons outlined above the proposal is considered to accord with Policy SD5 and SD31 of the South Downs Local Plan.

#### **Ecology and Biodiversity:**

SDLP policy SD2 outlines that development proposals will be permitted where they have an overall positive impact on the ability of the natural environment to contribute goods and services.

An Ecosystems Services Statement has been submitted which outlines that the proposal would include rainwater collection, the retention of hedges and improved insulation levels to the garage.

The proposal is not considered to result in the loss of any habitats. Due to the nature of the development, it is acknowledged that there is limited scope for additional Ecosystem Services measures to be incorporated into the proposal. These positive contributions to the natural environment is considered to be proportional to the scope of the proposed development and accords with policy SD2.

#### **Highway Implications**

Policy SD21 and Policy SD22 of the SDNP Local Plan seek to ensure that there is sufficient parking and requires that regard is had to any impact on the safety and convenience of the public highway.

The approved scheme (03/00608/FUL) was granted permission at appeal in February 2004 which secured various details and measures by planning conditions. Condition 4 stated the following:



*The garages and parking spaces within the development hereby permitted shall be completed before the occupation of the related dwellings. They shall thereafter be kept unobstructed and available for the parking of residents' and visitors' cars.*

Whilst the current proposal includes the conversion of the garage into habitable accommodation, this is considered acceptable. The Highways Officer has reviewed the proposal and raised no objection to the conversion of the garage into habitable space. Sufficient space would remain within the site to accommodate at least two vehicles. Therefore, it is considered that there would be no impact on the safety and convenience of the public highway and would be compliant with the relevant policies of the SDNP Local Plan (*Parking SPD*).

### **Dark Night Skies**

The South Downs National Park has been designated an International Dark Skies reserve. As such, it is sought to reduce any light pollution associated with new development. Particular care will be taken where sites are within sensitive areas, for example where located in one of the three core zones of the Dark Night Skies Reserve.

The application site is located within Dark Night Sky Zone E1b – Transition Zone. The removal of the existing conservatory would remove a large glazed feature that has the potential to cause light pollution.

Whilst it is noted that there are four rooflights included within the proposal, the existing conservatory provides more light pollution. Therefore, the light pollution would be reduced.

A condition (5) has been attached to ensure the dark night skies are protected by means of installing black out blinds or installing the roof lights with low transmittance glass. This would further reduce the impact to the Dark Night Skies Reserve.

Whilst no external lighting is proposed as part of the application it is recommended that a condition (4) be attached to ensure that consent is sought for any future external lighting proposals in order to maintain the quality of the dark sky reserve.

### **Other Matters**

Concerns raised by local residents that the roof space has been converted into habitable accommodation are speculative and there is nothing within the application submission which suggests this is the case. The agent for the application has confirmed by email that the roof space is used for storage and is not a habitable space.

### **Equality**

Due regard should be given to the Equality Act 2010: Public Sector Equality Duty. Public bodies need to consciously think about the three aims of the Equality Duty as part of the process of decision-making. The weight given to the Equality Duty, compared to the other factors, will depend on how much that function affects discrimination, equality of opportunity and good relations and the extent of any disadvantage that needs to be addressed. The Local Planning Authority has given

due regard to this duty and the considerations do not outweigh any matters in the exercise of our duty.

### **Planning Balance and Conclusion**

The proposed development is not considered to be significantly harmful to the character and appearance of the local area or the South Downs National Park and therefore complies with the policy requirements of SD4, SD5 and SD31 of the SDNP Local Plan.

The development would not result in a detrimental impact on the amenities of neighbouring properties in terms of loss of privacy, light or overbearing impacts. The development is not considered to result in an unacceptable impact on the dark night skies of the South Downs National Park. For the reasons outlined above, the application is therefore recommended for approval.

### **Reason for Recommendation and Conditions**

It is recommended that the application be Approved for the reasons and subject to the conditions set out below.

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)./ To comply with Section 51 of the Planning and Compulsory Purchase Act 2004

2. Approved Plans

The development hereby permitted shall be carried out in accordance with the plans listed below under the heading "Plans Referred to in Consideration of this Application".

Reason: For the avoidance of doubt and in the interests of proper planning.

3. The materials used in the construction of the development hereby approved shall be as detailed within the permitted application particulars and shall be retained permanently as such, unless prior written consent is obtained from the Local Planning Authority to any variation.

Reason: To safeguard the appearance of the building and the character of the area.

4. No external lighting shall be installed to the building or anywhere within the site unless otherwise agreed in writing by the Local Planning Authority. This exclusion shall not prohibit the installation internal lighting or of sensor-controlled security lighting of 1,000 lumens or less, which shall be designed and shielded to minimise upwards light spillage.

Reason: To enable the Local Planning Authority to control the development in the interests of amenity and protect the South Downs International Dark Night Skies Reserve.

5. The development hereby permitted shall not be occupied until integral blackout blinds or low transmittance glass have been installed to the proposed roof light. The blackout blinds shall be kept closed during night time hours and retained at all times.

Reason: To minimise light intrusion in the South Downs National Park which is a designated International Dark Sky Reserve.

6. The actions outlined within the eco systems services statement (received 18.01.2023) shall be implemented within one month following the completion of the development hereby approved or, in the case of soft landscaping, during the next available planting season following the completion of the development, and thereafter retained.

Reason: To ensure an overall positive impact on the ability of the natural environment to contribute goods and services, in accordance with policy SD2 of the South Downs Local Plan.

7. A single integrated bat roosting feature such as a bat tube should be incorporated into the new extension. Reason: to ensure an overall net gain in the biodiversity of the site.

Reason: To safeguard protected species and maintain biodiversity

8. Before the first occupation of the building/extension hereby permitted the new windows on the east elevation shall be fitted with obscure glazing and shall be permanently retained as such thereafter.

Reason: To safeguard the privacy of the occupiers of the adjoining property.

### **Informatives:**

#### **1. Crime and Disorder Implications**

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

#### **2. Human Rights Implications**

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.

#### **3. Equality Act 2010**

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

#### 4. Bat Protection

Bats and their roosts receive strict legal protection under the Wildlife and Countryside Act 1981 (as amended) and the Conservation of Habitats and Species Regulations 2017 (as amended). All work must stop immediately if bats, or evidence of bat presence (e.g., droppings, bat carcasses or insect remains), are encountered at any point during this development. Should this occur, further advice should be sought from Natural England and/or a professional ecologist.

#### 5. Proactive Working

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 the provision of an onsite meeting to add additional value as identified by SDNPA Officers and consultees.

#### Plans Referred to in Consideration of this Application

The application has been assessed and recommendation is made on the basis of the following plans and documents submitted:

Plan Type	Reference	Version	Date Received	Status
Plans – Existing Site Plan	N371 PL01	-	18/01/2023	Approved
Plans – Existing Elevations	N371 PL04		18/01/2023	Approved
Plans – Existing Floorplans	N371 PL02		18/01/2023	Approved
Plans – Existing Roofplan	N371 PL03		18/01/2023	Approved
Plans – Proposed Site Plan	N371 PL05		18/01/2023	Approved
Plans – Proposed Elevations	N371 PL07	A	08/03/2023	Approved
Plans – Proposed Floorplans	N371 PL06	A	08/03/2023	Approved
Application Document – Ecosystems Services Statement			18/01/2023	Approved

Reasons: For the avoidance of doubt and in the interests of proper planning.

**Appendix 1**

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

Request from Councillor:	CLLR SUSAN JAYNE COOK
Case Number:	SDNP/23/00245/HOUS
Site Address:	2, Woodland Drive TWYFORD, WINCHESTER, HAMPSHIRE SO21 1EX
Proposal Description:	Demolition of an existing rear conservation and construction of a new single storey rear extension conversion and extension of an existing garage to habitable accommodation
Requests that the item be considered by the Planning Committee for the following material planning reasons:	<p>I wish for the Planning Committee to explore why a small house in the countryside and a location that we records show has a significant need for one two bedroom properties should be entered therefore reducing the availability of such properties. It is not clear why existing SDNP Plan and Twyford Neighbourhood Plan fail to achieve this. SDP states also that proposals should not be overbearing and detrimental to the amenity of nearby residents by virtue of light + privacy.</p> <p>was 2 bedroom loft conversion than 3 row changing garage to 4th bedroom. / SDP1 Also refers to Design High Standard</p>

- 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

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

from  
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 CLLR SUSAN J.  
 COOK  
 10/5/2023