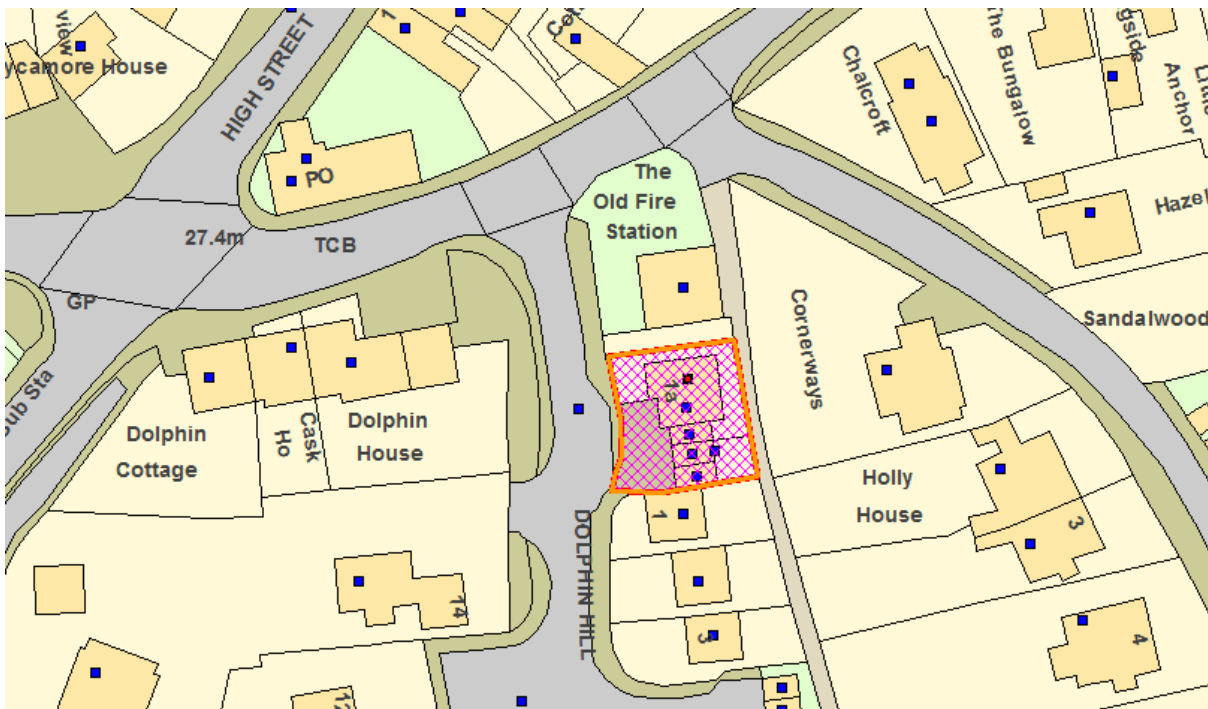


Case No: SDNP/18/05355/FUL
Proposal Description: Demolition of existing garages and construction of two semi detached 1.5 storey houses
Address: Flat 1A The Old Police Station, Dolphin Hill, Twyford, Hampshire, SO21 1PU
Parish, or Ward if within Winchester City: Twyford
Applicants Name: Mr Derek Steele
Case Officer: Mrs Sarah Tose
Date Valid: 16 October 2018
Recommendation: Application Approved



General Comments

This application is reported to the Planning Committee as Winchester City Council New Homes Team is the applicant and representations have been received contrary to the Officer's recommendation.

1 Site Description

The application site is located within the settlement boundary of Twyford in a small cul de sac of 14 dwellings accessed from the Hazeley Road. The building itself is a flat roofed single storey building with attached flat roofed

garages. It was formerly used as a police station. The building is utilitarian in appearance with hardstanding to the front. The building occupies the site with little outdoor space.

A footpath runs along the rear boundary which is defined by a low dwarf wall and mature evergreen planting along the adjacent boundary. The site is on rising land (north to south). Dolphin Hill consists of both two storey dwellings and bungalows. To the south side of the site there are detached two storey dwellings. To the north is the Old Fire Station, a two storey building now in use as a dentist. Other residential development is located to the west of the site on Dolphin Hill and to the east on Roman Road, on the opposite side of the footpath.

The boundary of Twyford's Conservation Area runs along the west side of Dolphin Lane, excluding Dolphin Hill. The site lies within South Downs National Park.

2 Proposal

The proposal seeks to demolish the single storey former police station building and the adjacent garages and erect two 2 bedroom semi-detached affordable properties.

The dwellings would be two storeys in height with the first floor accommodation provided within the roof space. The plans originally proposed dormer windows in both the front and rear roof slopes but amended plans have been received omitting the rear dormers and the application has been re-advertised.

3 Relevant Planning History

SDNP/13/00483/FUL - Change of Use from Police Station (Use Class Sui Generis) to Residential (Use Class C3) forming 1 no. three bedroom dwelling and 1 no. one bedroom dwelling. STATUS: WDN 23rd May 2013.

SDNP/13/01767/PRE - Convert the house into residential use. STATUS: PRE 10th July 2013.

SDNP/14/01732/FUL - Change of use from vacant police house to 1 no. three bedroom dwelling. STATUS: APP 15th May 2014.

SDNP/14/01733/FUL - Change of use from police station annexe building to 1 no. one bedroom dwelling. STATUS: APP 15th May 2014.

SDNP/18/00258/PRE - Demolish 1A Dolphin Hill and the adjacent garages to create two 2 bedroom semi-detached dwellings. STATUS: PRE 22nd February 2018.

4 Consultations

Parish Council Consultee

The Parish Council have no objection to the plans. However, the Parish Council request that the housing is allocated to residents with a link to the Parish, and the Council request the qualification used to assign housing in Hewlett Close is applied to allocate this housing.

WC - Drainage Engineer

Further details required regarding surface water drainage. Apply condition.

WC - Winchester Highways

No objection, subject to conditions

WC - Landscape

No objection

5 Representations

3 representations have been received raising objections to the application (original plans) for the following reasons:

- Additional housing will exacerbate the ongoing parking problem.
- Loss of privacy.
- Loss of visual amenity.
- Development will stand on higher ground and overlook 1 Roman Road (Cornerways) and its garden.
- No sections showing relationship of development and Cornerways.
- Overdevelopment of the site.
- Very small amenity space proposed.
- Cannot rely on boundary hedge being retained to protect neighbour's amenity.
- Development should be re-designed to provide roof lights to the rear instead of dormer windows.

Following the submission of amended plans, a further 2 representations have been received- 1 supporting the application for the following reasons and 1 providing comments on the revised plans:

Support:

- Thoughtful and sympathetic building design.
- Would enhance and improve the look of Dolphin Hil.
- Provide new and valuable supported housing for those in the village who need it most.
- For too long the empty garages and disused Police Station (Annexe) have given our immediate locale too much of an 'industrial look' and let the area down.
- Exciting and innovative design for the two houses can only transform Dolphin Hill for the betterment of all who live here.

Comments:

- The removal of the two dormer windows and replacement by three velux style lights is a considerable improvement and helps to reduce the concerns on loss of privacy.
- In our conversation on site and your subsequent telephone call, we noted that you intended to place a requirement for maintaining the tree screen on the rear boundary of the development site to not less than existing height and a further requirement for any future replacement to be of evergreen species of not less than 3m height on planting. We have measured the current height of the tree screen which is about 4m and ask if you would amend the minimum replacement height to 4m.

6 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 Winchester District Local Plan Review (2006) and the following additional plan(s):

- Winchester District Local Plan Part 1 Joint Core Strategy (2013)
- South Downs National Park Local Plan - Submission 2018

The relevant policies 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 well being of the local community in pursuit of these purposes.

7 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 Winchester District Local Plan Review (2006) are relevant to this application:

- H3 - Settlement Policy Boundaries
- DP3 - General Design Criteria
- DP4 - Landscape and the Built Environment
- T2 - Development Access
- T4 - Parking Standards

The following policies of the Winchester District Local Plan Part 1 Joint Core Strategy (2013) are relevant to this application:

- MTRA3 - Other Settlements in the market Towns and Rural Area
- CP2 - Housing Provision and Mix
- CP11 - Sustainable Low and Zero Carbon Built Development
- CP13 - High Quality Design
- CP16 - Biodiversity
- CP19 - South Downs National Park
- CP20 - Heritage and Landscape Character

The following policies of the South Downs National Park Local Plan - Submission 2018 are relevant to this application:

- Strategic Policy SD4 - Landscape Character
- Strategic Policy SD5 - Design
- Strategic Policy SD8 - Dark Night Skies
- Strategic Policy SD25 - Development Strategy

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:

- General Policy 1

The Draft South Downs National Park Local Plan

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, and given the relative age of the **saved policies within the Winchester District Local Plan 2006**, the policies within the **Submission South Downs Local Plan (2018)** are currently afforded **considerable** weight, depending on the level of objection received on individual policies.

8 Planning Assessment

Principle of development

The site lies within the settlement boundary of Twyford where the principle of new housing is considered acceptable, subject to compliance with planning policy. The loss of the former police station use has been accepted under previous planning permissions.

Scale, design and layout

The development would provide two small 2 bedroom affordable units each with a floor area of 82m². The proposal would accord with policy CP2 that requires the majority of new dwellings to have 2 or 3 bedrooms. The site lies on rising land and is highly visible from Hazeley Road to the south. The pair of dwellings is simple in form, with low eaves, pitched roofs and gable ends to reflect the prevailing character of the area. The first floor accommodation would be provided entirely within the roof space with two dormer windows provided to the front elevation, which are considered proportionate in scale and would not appear dominating in the roof slope.

The height of the proposed dwellings step down Dolphin Hill, with the proposed ridge heights and eave line reducing in height with the existing ground levels. Natural materials comprising clay roof tiles and a red stock brick are proposed which are considered acceptable and have been secured by recommended condition 3.

The outdoor amenity space for the two dwellings is limited; however there would be sufficient space for bin storage, a small garden shed and patio/lawn areas for future occupants to sit outside so this is not considered to be a significant issue that would warrant the refusal of planning permission. It is also acknowledged that not all people require large gardens and as the site lies in a rural location there is easy access to the surrounding countryside for future occupants to enjoy.

In summary, the scale, design and layout of the proposed development is considered acceptable.

Impact on the South Downs National Park

Policy CP19 requires development to be in keeping with the context and setting of the landscape of the National Park. It is considered that new residential development in this location would be in keeping with the existing character of the area and the proposal would enhance the appearance of the site as the existing buildings have limited architectural merit. It is therefore considered that the scheme would result in a positive impact on the landscape character and natural beauty of the National Park.

Each dwelling has a small front garden to the entrance of each property. A Landscaping Scheme has been submitted providing details of 3 planting beds to the front of the development which is considered acceptable by the Council's Landscape Officer. Condition 7 is recommended to secure such details.

The South Downs National Park is a designated International Dark Sky Reserve. Condition 10 is therefore recommended to ensure that details of measures to reduce light spillage from the proposed roof lights are submitted for prior approval, to protect the dark nights skies of the Park.

Highways/parking

A Transport Supporting Statement has been submitted which includes the results of a Parking Survey, which was requested by the Highway Engineer at pre-application stage. The Highway Engineer has confirmed that the proposal does not contain any significant highway issues and is unlikely to impact on highway safety. Sufficient space has been provided on site to park 2 vehicles for each dwelling which would accord with the Council's adopted parking standards. The scheme also retains the use of the layby fronting the site which is predominantly used by local residents.

The Owner and Manager of Twyford Stores are concerned that additional housing will exacerbate the ongoing parking problems in the area. However, sufficient on-site parking is proposed and the existing layby will be retained so the development should not materially affect the existing parking situation.

Neighbour amenity

The Old Fire Station building to the north is in a commercial use so the proposed dwellings are not considered to adversely affect the amenities of its occupants.

No.1 Dolphin Hill lies to the south of the site so is unlikely to be affected in terms of overshadowing impacts. A first floor bedroom window is proposed on the south elevation of dwelling 1B which would face towards the side of No.1. There are no windows in the side elevation of this neighbouring property. Views from the proposed window to the neighbour's garden would be on an oblique angle and is therefore not considered to cause such significant overlooking that would warrant the refusal of planning permission. As the

development would be set at a lower level than No.1, it would not have an overbearing impact on this neighbouring property.

The original plans included 2 rear dormer windows to the proposed bedrooms which were considered to result in an unacceptable level of overlooking to the neighbouring property 1 Roman Road (Cornerways) located to the east of the site, on the other side of the footpath. Amended plans have been received which have omitted the dormers and replaced them with high level roof lights to address Officer concerns. The existing evergreen planting along the rear boundary is to be retained (secured by condition 9) which would screen views from the proposed ground floor windows and rear gardens.

In summary, the development is therefore not considered to cause any significant harm to local residential amenity in terms of overlooking, overshadowing or overbearing impacts.

Trees

It is proposed to remove 2 trees from the rear (eastern) boundary of the site; one from within the existing evergreen hedge and another at the southeast corner to allow for the construction of a new retaining wall and patio area for dwelling 1B. An arboricultural report has been submitted which confirms that the trees to be removed are of a low category because of their poor condition or small size. Their loss will have no long term detrimental impact on the present character of the area. 3 replacement trees are proposed along the southern part of the eastern boundary which the Council's Landscape Officer considers appropriate.

The Tree report does not consider that there is a need for tree protection within the site as the existing retaining wall behind dwelling 1A will protect the roots of the evergreen hedge that is to be retained, and the existing boundary fencing and public footpath will act as suitable protection to trees on adjacent land.

The proposed development is therefore not considered to have an unacceptable or adverse impact on the long-term vitality of the retained trees.

Ecology

A Phase I Ecological Survey has been submitted which concludes that no habitats of ecological importance have been identified on site. There is also limited potential for usage of the site by notable and/or legally protected species. Therefore the site is considered to be of a limited ecological value. A number of ecological enhancements have been recommended to enhance the site's ecological value which have been secured by recommended condition 13.

Drainage

The site is within Flood Zone 1 and is at very low risk of surface water flooding. The geology is chalk overlain by head deposits. The proposal for foul water drainage is to drain to the main sewer, which is the most sustainable option. The Council's Drainage Engineer has requested that further details

regarding the surface water drainage proposals are secured via condition (recommended condition 6).

Sustainability standards

In March 2015 the Government announced updates to its policy on housing standards and zero carbon homes. These affect the Council's implementation of LPP1 Policy CP11. While policy CP11 remains part of the Development Plan and the Council still aspires to achieve its standards for residential development (Code for Sustainable Homes Level 5 for energy and Level 4 for water), Government advice now sets a maximum standard of 110litres/day for water efficiency and the equivalent of Code Level 4 for energy. Therefore, for applications determined after 26 March 2015, Local Plan policy CP11 will be applied in compliance with the maximum standards set out in Government advice. Conditions 11 and 12 are recommended to ensure that the new dwellings meet these standards.

9 Conclusion

The application is considered acceptable for the reasons outlined above and is recommended for approval.

10 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. 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 development shall be carried out in accordance with the Proposed External Material Schedule (ref 28057 Rev A).

Reason: To protect the character and appearance of the area which is a National Park in accordance with Policies CP13 and CP19 of the Joint Core Strategy 2013.

4. The proposed access and drive, including the footway crossing shall be laid out and constructed in accordance with specifications to be first submitted to and approved in writing by the Local Planning Authority.

NOTE A licence is required from Hampshire Highways Winchester, Bishops Waltham Depot Botley Road, Bishops Waltham, SO32 1DR prior to commencement of access works.

Reason: To ensure satisfactory means of access.

5. Before the development hereby approved is first brought into use, a minimum of two car parking spaces per dwelling shall be provided within the curtilage of the site and thereafter maintained and kept available.

Reason: To ensure adequate car parking provision within the site in accordance with the standards of the Local Planning Authority.

6. No development shall be carried out until detailed proposals for the disposal of foul and surface water are submitted to and approved in writing by the Local Planning Authority. The approved details shall be fully implemented before development commences.

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

7. The proposed landscaping and replacement planting shall be carried out in accordance with the approved Landscaping Scheme Schedule and drawing 28057- PD103A unless otherwise agreed in writing with the Local Planning Authority.

All landscape works shall be carried out in accordance with the approved details. The soft landscaping shall be carried out in the first planting season following the occupation of the dwellings or the completion of the development whichever is the sooner. If within a period of 5 years from the date of planting, any trees, shrubs or plants die, are removed or, in the opinion of the Local Planning Authority, become seriously damaged or defective, others of the same species and size as that originally planted shall be planted at the same place, in the next planting season, unless the Local Planning Authority gives its written consent to any variation. Hard landscaping works shall be completed prior to the occupation of the relevant dwellings.

Reason: To enhance the character and appearance of the area which is a National Park and to mitigate the loss of trees from within the site which contribute to the character of the area, provide a habitat for wildlife and provide some screening of the development from neighbouring properties.

8. No development above slab level shall be carried out until a schedule of landscape maintenance for a minimum period of 5 years has been submitted to and approved in writing by the Local Planning Authority. The schedule shall include details of the arrangements for its implementation.

Landscape maintenance shall be carried out in accordance with the approved schedule.

Reason: To preserve the setting of the adjacent listed building and to protect the landscape character of the South Downs National Park in accordance with Policies CP20 and CP19 of the Joint Core Strategy 2013.

9. The evergreen hedge along the eastern boundary of the site shall be retained and maintained. If any trees, shrubs or plants die, are removed or, in the opinion of the Local Planning Authority, become seriously damaged or defective, other evergreen species of the same size (approximately 4 metres in height) shall be planted at the same place, in the next planting season, unless the Local Planning Authority gives its written consent to any variation.

Reason: To protect the amenity and privacy of the adjoining residential properties.

10. The dwellings hereby permitted shall not be occupied until details of measures to reduce light spillage from the proposed roof lights (such as low transmittance glass or automatic black out blinds) have been submitted to and approved in writing by the Local Planning Authority. The measures shall be installed and operated in accordance with the approved details and retained thereafter at all times.

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

11. No development shall take place above slab level until detailed information (in the form of SAP design stage data and a BRE water calculator) demonstrating that the dwellings meet the Code 4 standard for energy and water (as defined by the ENE1 and WAT 1 in the Code for Sustainable Homes) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be built in accordance with these findings.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2012 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

12. Prior to the occupation of the dwellings hereby permitted detailed information (in the form of SAP "as built" stage data and a BRE water calculator) demonstrating that the dwellings meet the Code 4 standard for energy and water (as defined by the ENE1 and WAT 1 in the Code for Sustainable Homes) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be occupied in accordance with these findings.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2012 and to accord

with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

13. Works shall be carried out in accordance with the specific recommendations set out in Section 7 of the Eco Support Phase 1 Ecological Survey (dated April 2018), unless otherwise approved in writing by the Local Planning Authority.

Reason: In order to secure adequate ecological enhancement, including with regards to protected species in accordance with policy CP16 of the Joint Core Strategy 2013.

Informatives:

1. This permission is granted for the following reasons:
The development is in accordance with the Policies and Proposals of the Development Plan set out below, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.

2. The Local Planning Authority has taken account of the following development plan policies and proposals:-
Winchester District Local Plan Review (2006): H3, DP3, DP4, T2, T4
Winchester District Local Plan Part 1 - Joint Core Strategy (2013): MTRA3, CP2, CP11, CP13, CP16, CP19, CP20
South Downs Local Plan Submission (2018): Policies SD4, SD5, SD8, SD25

3. In accordance with paragraphs 186 and 187 of the NPPF Winchester City Council (WCC) take a positive and proactive approach to development proposals focused on solutions. WCC work with applicants/agents in a positive and proactive manner by;
-offering a pre-application advice service and,
-updating applications/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.
- In this instance a site meeting was held with the applicant's agent and amended plans were received to address Officer concerns regarding overlooking to the neighbouring property.

4. 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.

5. 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.

For further advice on this please refer the Construction Code of Practice <http://www.ccscheme.org.uk/index.php/ccs-ltd/what-is-the-ccs/code-of-considerate-practice>

6. 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.

11. Crime and Disorder Implications

- 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

Amended plans have been submitted to address Officer concerns regarding overlooking to the neighbouring property 1 Roman Road.

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 on Plan	Status
Plans - EXISTING LOCATION & SITE PLANS	28057-PD 100		16.10.2018	Approved
Plans - PROPOSED SITE PLAN	28057-PD 101 B		16.10.2018	Approved
Plans - PROPOSED FLOOR PLANS	28057-PD102C		16.12.2018	Approved
Plans - AMENDED PROPOSED DRAINAGE PLANS	28057-PD103A		07.11.2018	Approved
Plans - PROPOSED ELEVATIONS	28057-PD201B		06.12.2018	Approved
Plans - PROPOSED ELEVATIONS	28057-PD202B		06.12.2018	Approved
Plans - PROPOSED STREET VIEW LOOKING SOUTH	28057-PD 601		16.10.2018	Submitted
Plans - UTILITIES & TOPOGRAPHICAL DETAILS	UTILITIES & TOPOGRAPHICAL DETAILS		16.10.2018	Submitted
Plans - COMPARISON OF RIDGE HEIGHT	Comparison of ridge height		14.12.2018	Approved
Plans - PROPOSED SECTION	2805 - PD301	A	14.12.2018	Approved
Plans - PERMEABLE AREA COMPARISON	2805 - PD111		14.12.2018	Approved
Plans - TREE PROTECTION PLAN	18151-BT1		16.10.2018	Approved
Miscellaneous - LANDSCAPING SCHEME SCHEDULE			07.11.2018	Approved
Miscellaneous - PROPOSED EXTERNAL MATERIALS SCHEDULE	28057	Rev A	07.11.2018	Approved

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