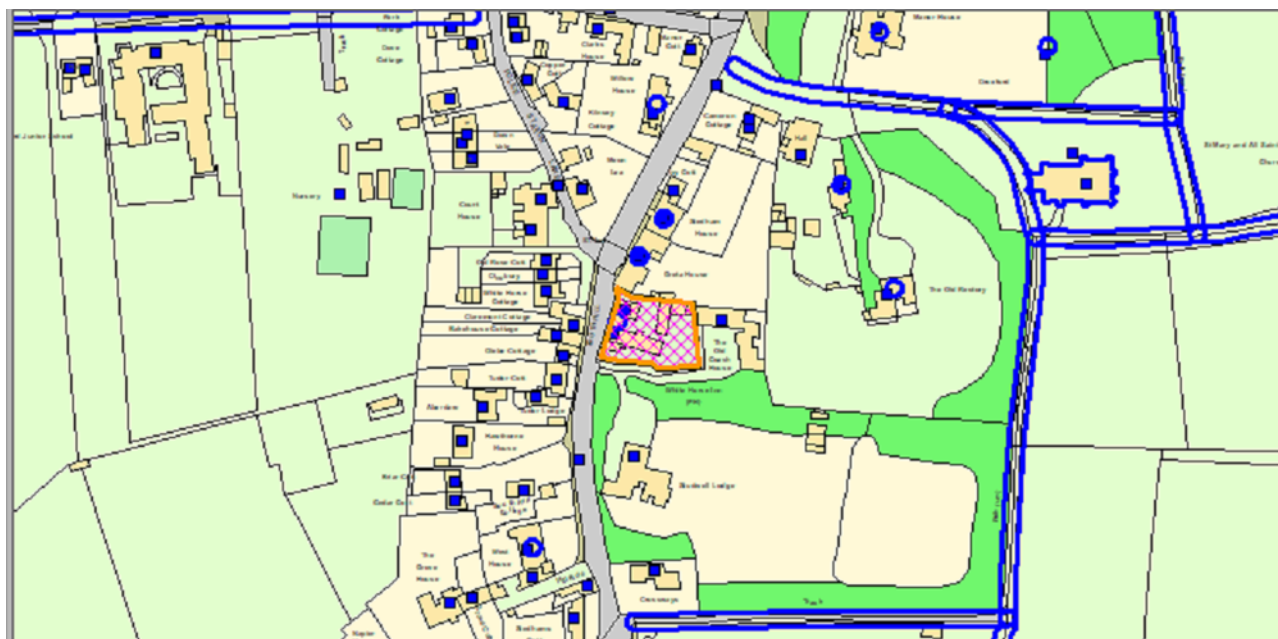


WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No:	SDNP/25/02602/LIS
Proposal Description:	Amended Plans 16/04/26 - Conversion of the existing White Horse Inn Public House (Sui Genesis) to provide two three-bedroom dwellings (Use Class C3) and one four-bed dwelling (use class C3), utilising existing access off South Hill, with associated parking and landscaping.
Address:	The White Horse Inn, South Hill, Droxford, Hampshire, SO32 3PB
Parish:	Droxford Parish
Applicants Name:	Droxford Property Developments Ltd.
Case Officer:	Lisa Booth
Date Valid:	08 July 2025
Recommendation:	Application Permitted
Pre Application Advice	Yes

Link to Planning Documents

[SDNP/25/02602/LIS | Amended Plans 16/04/26 - Conversion of the existing White Horse Inn Public House \(Sui Genesis\) to provide two three-bedroom dwellings \(Use Class C3\) and one four-bed dwelling \(use class C3\), utilising existing access off South Hill, with associated parking and landscaping. | The White Horse Inn South Hill Droxford Hampshire SO32 3PB](#)



**WINCHESTER CITY COUNCIL
PLANNING COMMITTEE****Reasons for Recommendation**

The development is recommended for approval, as the proposal is considered to be in accordance with Development Plan Policies of the South Downs Local Plan (2014-33).

General Comments

The application is reported to Committee at the request of the Parish Council, due to the loss and harm to heritage.

Amendments to Plans Negotiated

Amended plans were received to remove a single storey element to provide more space around the built form.

Site Description

The White Horse Inn is a Grade II Listed Building and Public House located within the village and conservation area of Droxford, set within the South Downs National Park.

The building is constructed of exposed and painted brick, with a tiled pitched roof. Sash style glazing is displayed throughout, with access into the public house either from the principle or rear elevations. A car park is located to the rear of the site with access off the main road (High Street).

An outbuilding is located to the rear of the building and noted to be used within this submission. At present the building is used for storage. The construction of the building is of exposed brick and tile roof, with small white glazing and timber doors. Based on the orientation and location of the building, it forms a small courtyard to the rear of the public house.

Proposal

Amended Plans 16/04/26 - Conversion of the existing White Horse Inn Public House (Sui Genesis) to provide two three-bedroom dwellings (Use Class C3) and one four-bed dwelling (use class C3), utilising existing access off South Hill, with associated parking and landscaping.

Relevant Planning History

SDNP/17/00551/FUL - Conversion, extension and alteration (including partial demolition) of existing building and outbuildings to form 5 houses with associated car parking and landscaping. STATUS: WDN 10th April 2017.

SDNP/17/00552/LIS - Conversion, extension and alteration (including partial demolition) of existing

Case No: SDNP/25/02602/LIS

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

building and outbuildings to form 5 houses with associated car parking and landscaping. STATUS: WDN 10th April 2017.

SDNP/18/01911/ADV - Installation of 1x illuminated projecting sign and 1x Illuminated Name board to exterior of the building STATUS: APP 7th June 2018.

SDNP/18/01912/LIS - Installation of 1x illuminated projecting sign and 1x illuminated name board STATUS: APP 7th June 2018.

SDNP/22/00638/FUL - the works consists the rebuilding of a boundary wall bought down during the high winds STATUS: APP 6th September 2022.

SDNP/22/05367/LIS - the works consists the rebuilding of a boundary wall bought down during the high winds STATUS: APP 26th January 2023.

SDNP/23/01192/CND - variation of condition 3 (materials) on planning application
SDNP/22/05367/LIS STATUS: FDISP 13th March 2025.

SDNP/23/02500/CND - removal of condition 3 of planning application SDNP/22/00638/FUL
STATUS: FDISP 13th March 2025.

SDNP/25/00349/PRECON - Stage 2 Pre-App - Proposed change of use of existing Public House and associated outbuilding (Sui Generis) to five dwellings (Use Class C3), with associated landscaping and parking STATUS: P2 30th April 2025.

Consultations

Service Lead – Built Environment (Historic Environment) –

- Removal of skittle alley results in less than substantial harm.
- Concerns of loss of public house from conservation area point of view.
- Although not completely satisfied, conditions requested (conditions 3, 4, 5, and 6)

Representations:

Droxford Parish Council

Objection on amended plans – 22/05/2026

Droxford Parish Council has reviewed the amended plans submitted in respect of the above application and notes the changes proposed following discussions with planning and conservation officers.

The Parish Council acknowledges that the revised scheme seeks to address a number of concerns previously raised regarding the cramped nature of the development, including the provision of improved amenity space, a more open site layout and additional parking provision.

The Council notes that these changes have been achieved through the proposed demolition of the rear “skittle alley” section of the listed building. Whilst it is understood that conservation officers consider this part of the building to be of more limited historic

Case No: SDNP/25/02602/LIS

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

significance, the Parish Council also notes the continuing concerns expressed regarding the loss of historic fabric and the acknowledged harm to both the listed building and the conservation area.

The Parish Council further notes that some matters relating to parking arrangements, landscaping and boundary treatments remain to be resolved through detailed design and planning conditions.

On balance, whilst the Parish Council continues to regret the loss of the public house use and the associated impact on the character of the conservation area, it acknowledges that the amended proposals represent an improvement on the previous scheme in terms of site layout and residential amenity.

However, given the loss and harm to heritage, the Parish Council requests that the application is referred to the Planning Committee for a decision.

On original proposal – 05/08/2026

1. Highway Safety and Access Concerns

South Hill forms part of the A32, a busy through-route and primary road through the village. The proposed vehicle access arrangements, including shared access off the A32 raise the following serious concerns over highway safety:

- Visibility at the access point is limited, particularly at peak times and when traffic speeds exceed the posted 30mph limit.
- The road narrows near the site and lacks sufficient footway provision, creating potential conflict between vehicles and pedestrians.
- The addition of six off-street parking spaces and the movement associated with three large residential units could significantly increase turning movements onto and off South Hill, compounding existing safety issues.

We echo the comments made by WCC Landscape regarding the parking layout and manoeuvrability, and the fact that the site is not suitable for residential development. We request that the Local Highway Authority conduct a full safety audit of the access point, including an assessment of visibility splays, turning radii and the impact on traffic flow and pedestrian safety. Should the application be approved, we request that there are considerations made for the additional traffic and logistics of the development work.

2. Pressure on Local Infrastructure

Droxford is a small rural village with limited infrastructure capacity:

- The conversion from a public house to three large dwellings (including a four-bedroom unit) represents a significant intensification of the site, which may not be sustainable given the limitations of local services. We urge the Planning Authority to consult Portsmouth Water and other statutory providers to confirm that capacity exists to accommodate this proposal without detriment to existing residents.

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

3. Loss of Community Facility

While we note the inclusion of a Viability and Marketing Assessment, the Parish Council expresses regret over the permanent loss of a public house, which has long served as a community asset. Its closure and subsequent redevelopment mark a continuing trend toward the erosion of village amenities.

4. Design and Conservation

We acknowledge the proposal's intention to preserve the exterior fabric of the Grade II listed building and to use sympathetic materials on the converted outbuilding. However, we would request the Case Officer and Conservation Officer carefully assess the impact of modern interventions, such as full-height glazing and new cladding, on the setting and character of the listed building and its contribution to the Droxford Conservation Area.

5. Relationship to the Droxford Village Design Statement (2009)

The Droxford Village Design Statement (VDS) provides locally distinctive design guidance for new development and is a material consideration when assessing planning applications. While the proposal shows sensitivity to the building's historic character, several elements do not align fully with the principles and expectations set out in the VDS:

5.1 Access and Traffic Impact

The VDS highlights in Section 4.1 that increased traffic levels and speed on the A32 pose a persistent threat to road safety, pedestrian movement and village tranquility. The proposed development introduces additional domestic traffic onto South Hill, a known pinch point in the village, without meaningful mitigation. "Future developments must take into account traffic implications and safety of access to and from properties." (VDS Section 4.1)

This proposal risks worsening the existing situation by increasing turning movements onto a narrow stretch of the A32, where footpaths are intermittent or absent, contrary to the VDS guidance on respecting the rural village setting and preserving pedestrian safety.

5.2 Respect for Historic Buildings and Setting

We acknowledge that the design team has sought to retain much of the external appearance of the listed White Horse Inn and has limited structural alterations. However, the proposal to insert modern full-height glazing into the outbuilding and introduce timber cladding raises questions about compatibility with the conservation area and local vernacular.

"New development should reflect the scale, materials and detail of traditional buildings and must be sensitive to the historic character of the village." (VDS Section 3.2)

While some contemporary interventions may be justified, they must be balanced "Future developments must take into account traffic implications and safety of access to and from properties." (VDS Section 4.1)

This proposal risks worsening the existing situation by increasing turning movements onto a narrow stretch of the A32, where footpaths are intermittent or absent, contrary to the VDS guidance on respecting the rural village setting and preserving pedestrian safety.

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

5.2 Respect for Historic Buildings and Setting

We acknowledge that the design team has sought to retain much of the external appearance of the listed White Horse Inn and has limited structural alterations. However, the proposal to insert modern full-height glazing into the outbuilding and introduce timber cladding raises questions about compatibility with the conservation area and local vernacular.

“New development should reflect the scale, materials and detail of traditional buildings and must be sensitive to the historic character of the village.” (VDS Section 3.2)

While some contemporary interventions may be justified, they must be balanced against the overall visual impact, particularly as the site is in a highly visible location on a principal road through the conservation area.

5.3 Community Value and Local Character

The VDS encourages development that contributes positively to community life and sustains the vitality of the village. The loss of a public house, the White Horse Inn being one of only a few such venues in the area, represents a diminution of local character and amenity. This concern is echoed in the VDS:

“Sustaining facilities such as the post office, pub and school are seen as essential to maintaining a viable village community.” (VDS Section 5.1)

The proposed conversion to large dwellings offers little in the way of affordable or smaller-scale housing, nor does it deliver any community benefit in return for the loss of a key social space.

Conclusion

While the Parish Council appreciates efforts to retain the building's character, we cannot support the application in its current form due to:

- Insufficient attention to road safety and access implications on a busy A-road;
- Inadequate infrastructure capacity to support three large new dwellings;
- The permanent loss of a valuable community facility.

Relevant Government Planning Policy and Guidance

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), updated December 2024. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 189 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.

**WINCHESTER CITY COUNCIL
PLANNING COMMITTEE**

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 Local Plan** are relevant to this application:

- Core Policy SD1 - Sustainable Development
- Strategic Policy SD12 - Historic Environment
- Development Management Policy SD13 - Listed Buildings
- Development Management Policy SD15 - Conservation Areas

The South Downs Local Plan Review is currently being consulted upon (a Regulation 18 consultation). At this point in time the policies of the emerging plan do not carry weight in the decision-making process. The weight will increase as the plan progresses.

Partnership Management Plan

The Environment Act 1995 requires National Parks to produce a Management Plan setting out strategic management objectives to deliver the National Park Purposes and Duty. National Planning Policy Guidance (NPPG) states that Management Plans "contribute to setting the strategic context for development" and "are material considerations in making decisions on individual planning applications." The South Downs Partnership Management Plan as amended for 2026-2031 in December 2025, sets out a Vision, Outcomes, Policies and a Delivery Framework for the National Park over the next five years. The relevant policies include:

- Partnership Management Plan Planning Principle 1
- Partnership Management Plan Planning Principle 11

Other Relevant Planning Policy and Guidance**National Planning Practice Guidance (NPPG)**

- Historic environment

Planning Considerations**Principle of development**

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and paragraph 48 of the National Planning Policy Framework (NPPF, 2024) require that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

In terms of this listed building application, the key issues are the impact on the significance of the listed building; Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990; Section 16 of the NPPF 2024; Strategic Policy SD12 (Historic Environment) and Policy SD13 (Listed Buildings) of the South Downs Local Plan (2014-33) and impact on the character and appearance of the Droxford Conservation Area; Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990; Section 16 of the NPPF 2024, Policy SD15 (Conservation Areas) of the South Downs Local Plan (2014-33).

The proposals are considered to accord with these policies and legislation and are therefore acceptable in principle. The detailed assessment of the impact of the development on the listed building and its setting is set out below.

Historic Environment

The existing building is Grade II listed former public house and a detached outbuilding to the rear and within the Droxford Conservation Area, the proposal is therefore subject to policies SD12, SD13, SD14 and SD15.

Although the Historic Environment Officer was not fully in support of the proposed change of use being the best use of the building in the context of the character of the conservation area, a planning balance had to be made in terms of the harm and the re-use of the building. That planning balance is considered in detail as part of the associated planning application (ref: 25/02601/FUL).

The following legislation and policies are considered in the assessment and determination of this application.

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that when considering whether to grant listed building consent for development which affects a listed building or its setting, the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Considerable weight and importance must be given to this duty.

The building also lies within the Droxford Conservation Area wherein the Local Planning Authority is statutorily obliged to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in accordance with Section 72(1) of the 1990 Act.)

The preservation of the special architectural/historic interest of the listed building and the preservation or enhancement of the character or appearance of the conservation area and its setting are covered by Policies SD12, SD13, SD15, SD43 of the SDLP and NPPF (2024) Section 16.

There are minimal external alterations proposed to the buildings, due their Grade II listing.

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

The rear “skittle alley” section of the listed building is to be removed. Whilst it is understood that the Historic Environment Officer considers that the loss of the pub’s use will impact on the character of the conservation area, this part of the building is of less historic significance, and that its removal will result in ‘less than substantial harm’. A balance must be made in accordance with the best use and preservation of the building. The principle of the change of use of the building has been established by the requisite marketing of the pub/other community uses in accordance with policy SD43. The removal of the ‘skittle alley’ allows for a more sympathetic residential scheme, whilst retaining and preserving the grade II listed buildings.

The front façade will remain as existing, with some internal changes (stud walls) with the existing access being used from South Hill. Private garden areas will be created to the rear of the main pub building and divided with picket fence and hedging, brick walls and fence. Close boarded fencing was not considered to be appropriate or supported within this historic context and full details need to be provided. The rear of plot 1 will be made good and conditions have been attached in terms of detailing and materials. Parking is proposed within the rear courtyard area, which will use a permeable surface.

The rear ‘L’ shaped building will mainly use existing openings with insertion of fenestration. 2 no: rooflights are proposed to the northern roof slope. The rear outbuilding is to feature large full height glazing looking out into a private garden, this lightweight infill maintains the original structural works of the building whilst also insulating the structure to allow it to become fit for residential use. New timber cladding will be used on the newly infilled walls to mimic the existing timber cladding, ensuring that the outbuilding retains its lightweight, rustic charm.

Policies SD12 and SD13 of SDLP ensure that development preserves and enhances heritage assets and their settings.

It is considered that there will be some impact on the subject listed building with the later addition of the rear skittle alley being removed. It is considered that this will result in less than substantial harm but will result in the preservation of the listed buildings which have been neglected.

The setting of the listed buildings will be improved by the addition of carefully chosen hard and soft landscaping and boundary treatment at the rear.

The building also lies within the Droxford Conservation Area wherein the Local Planning Authority is statutorily obliged to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in accordance with Section 72(1) of the 1990 Act and policy SD15 of the South Downs Local Plan.

The proposed development would convert the Grade II listed building to residential and remove a later addition to the rear. The visual impact of the proposal will remain as is from the road frontage, with most changes being to the rear in the form of gardens and boundaries and change in surfacing to the access and parking area.

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

The Historic Environment Officer considers that the loss of the public house use will remain harmful to the conservation area, which adds vitality and vibrancy to an otherwise quiet and almost exclusively domestic village, through noise, light, and atmosphere created by the buildings, uses and spaces. However, the Local Planning Authority is satisfied that the public benefits of the scheme, including the provision of additional housing, outweigh the harm. Conditions are recommended to ensure a high quality of development.

Given the proposal will seek to restore a redundant listed building and it has been shown that marketing of the public house has resulted in no viable offers, the proposal has been balanced with the benefits to the restoration of the fabric of the listed building and in the interest of the long-term vitality of the building. Condition 4 is recommended to ensure that any repairs required because of this are finished with traditional methods and craftsmanship.

The proposal would result in less than substantial harm to the historic fabric of the listed building. This would be outweighed by the public benefit of protecting the future use of the listed building, ensuring its long term optimal viable use, and the provision of additional housing.

It is considered that the proposal results in less than substantial harm to the listed building and its setting, and the character and appearance of the conservation area, however this is outweighed by the public benefits. The proposals comply with the requirements of Section 16 paragraph 212 of the NPPF (2024), Policies SD12, SD13 and SD15 of the South Downs Local Plan and the historic environment section of the Planning Practice Guidance.

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 key consideration is the impact of the proposed development on the setting and significance of the listed building and on the character and appearance of the conservation area. The proposal would result in less than substantial harm to the listed building and its setting, and the character and appearance of the conservation area. The listed building would be restored to an optimal viable use. The proposed development is not intrusive and materials, alterations, landscaping and fenestration details can be controlled by suitably worded conditions. On balance, it is considered that the public benefits of the development

WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

outweigh the less than substantial harm caused and the application is acceptable. The proposals comply with the requirements of Section 16 paragraph 212 of the NPPF (2024), Policies SD12, SD13 and SD15 of the South Downs Local Plan and the historic environment section of the Planning Practice Guidance.

Recommendation

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

1. The works hereby consented shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

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. Prior to the commencement of the related works hereby permitted, details of all new external window and door joinery shall be submitted to and approved in writing by the Local Planning Authority. The submitted details shall include drawings and sections at a scale of 1:1, 1:5 and/or 1:10 as appropriate (including sections through glazing bars and meeting bars), to clearly show the construction of the joinery and the finished relationship to the jambs, cills and heads of the wall, and details of final finish (including colour). The works shall thereafter be carried out in accordance with the approved details and shall be retained permanently as such.

Reason: In the interests of preserving the character and appearance of the listed building and its setting.

4. Prior to the commencement of the related works, full details, including brief method statement and materials specification of the works required for the repairs to the envelopes of all buildings shall be submitted to and approved in writing by the Local Planning Authority. These details shall be implemented in full and permanently retained thereafter.

Reason: Details are required prior to commencement of the related works because insufficient detail was submitted with the application, and to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the listed building under Sections 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990; Section 16 of the NPPF 2024; Strategic Policies SD12 and SD13 of the South Downs Local Plan (2014-33).

**WINCHESTER CITY COUNCIL
PLANNING COMMITTEE**

5. No related works shall commence on site until details of the position and type of installation of all new services to the building, drainage, extractor fans, external lighting and meter boxes, including details of the impact of such services on the existing fabric have been submitted to and approved in writing by the Local Planning Authority. The information to be submitted shall include information on water supply and drainage pipework, heating systems and extract vent terminals. All work relating to services shall be undertaken strictly in accordance with the approved submission.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the listed building in accordance with Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990; Section 16 of the NPPF 2024; Strategic Policies SD12 and SD13 of the South Downs Local Plan (2014-33).

6. Prior to the commencement of the related works hereby permitted, details of the proposed rooflights (including size, manufacturer and model number) shall be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details and shall be retained permanently as such.

Reason: In the interests of preserving the character and appearance of the listed building and its setting.

Informatives**Crime and Disorder Implications**

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

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.

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.

Proactive Working

The application required additional information and the Local Planning Authority worked with the agent to achieve a positive solution after amended plans were requested and received which were acceptable.

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
-----------	-----------	---------	---------------	--------

Case No: SDNP/25/02602/LIS

**WINCHESTER CITY COUNCIL
PLANNING COMMITTEE**

Plans - Proposed Elevation 5 Elevation 6 & 7	24.3542.112 P1		16.04.2026	Approved
Plans - Proposed Elevation 3, Elevation 4	24.3542.111 P1		16.04.2026	Approved
Plans - Proposed Elevation 1, Elevation 2	24.3542.110 P2		16.04.2026	Approved
Plans - Proposed Basement Floor Plan	24.3542.104 P3		16.04.2026	Approved
Plans - Proposed First and Second Floor Plans	24.3542.103 P3		16.04.2026	Approved
Plans - Proposed Ground Floor Plan	24.3542.102 P4		16.04.2026	Approved
Plans - Proposed Site Plan	24.3542.101 P7		16.04.2026	Approved
Plans - Block Plan Location Plan	24.3542.100 P2		16.04.2026	Approved

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