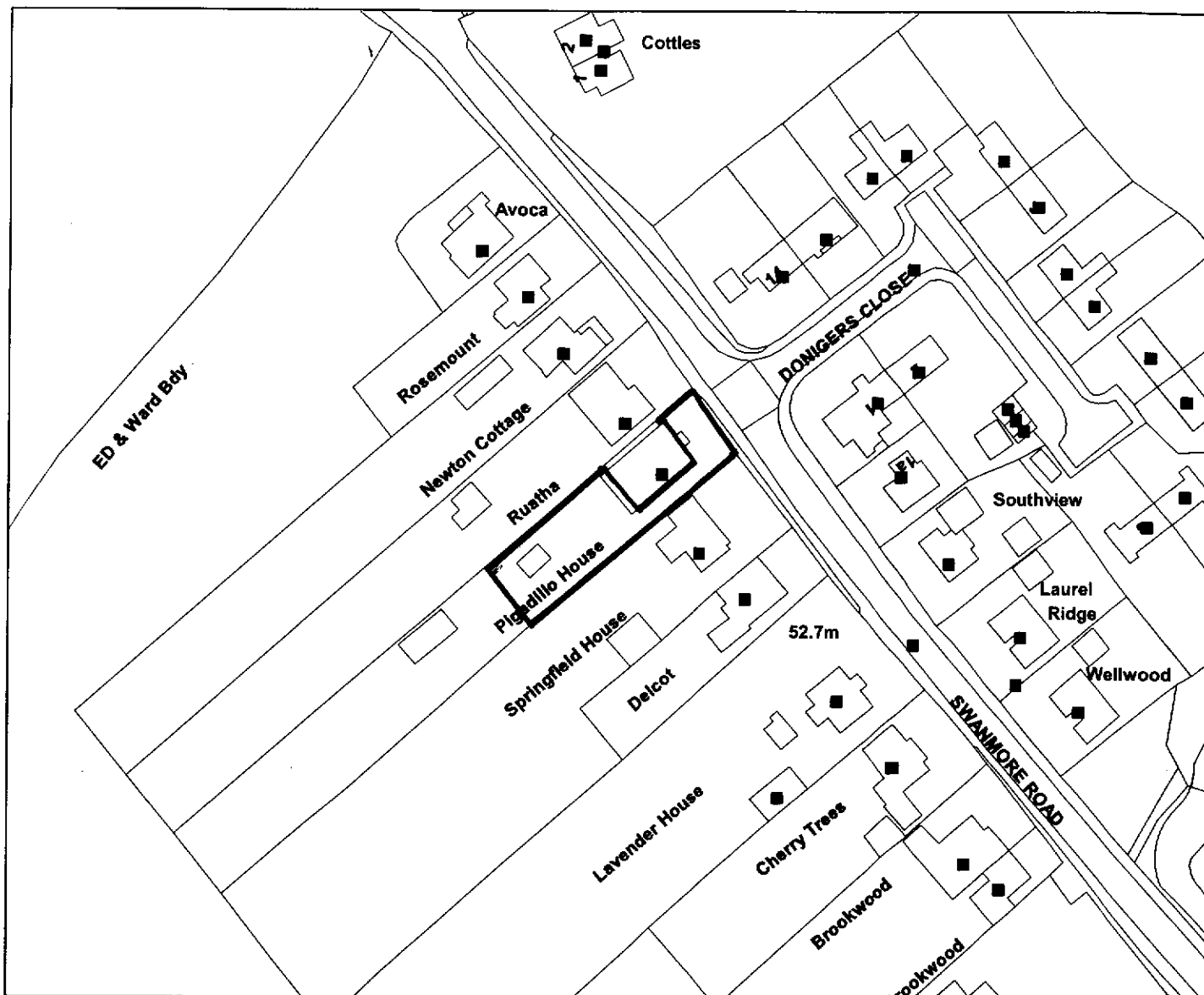


Pigadillo House, Swanmore Road, Swanmore

09/02627/FUL



Winchester
City Council



Legend

Km 0.02 0.04 0.06 0.08 0.1

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| Organisation | Winchester City Council |
| Department | Development Services |
| Comments | |
| Date | 12 May 2010 |
| SLA Number | 00018301 |

Scale:

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DEVELOPMENT CONTROL COMMITTEE AGENDA 27 May 2010

Item No: 9
Case No: 09/02627/FUL / W11649/03
Proposal Description: Erection of 1 no. two bedroom dwelling
Address: Pigadillo House Swanmore Road Swanmore Southampton
Hampshire
Parish, or Ward if within Swanmore
Winchester City:
Applicants Name: Mr & Mrs Shepherd
Case Officer: Mr Simon Avery
Date Valid: 11 January 2010
Site Factors:
Recommendation: Application Refused

General Comments

This application is reported to Committee at the request of Councillor Frank Pearson, whose request is appended in full to this report. Amended plans have been received which include the following changes:

- Obscure glazing fitted to all windows on the north west elevation
- 1.8 metre fence to be retained along the north west boundary
- Utility/study wall closest to north west boundary moved by 0.4 metres away from the boundary
- Three north west gable ends replaced with full hipped roofs
- Length of dwelling reduced by 1 metre increasing the length of the garden for the existing house by 11 to 11 metres
- Obscure glazing fitted to the three windows to the dining room and lounge on the south east elevation
- Height of the flat roof section in the valley between the two pitched roofs lowered by 0.5 metres

Site Description

This property is located on the south west side of Swanmore Road. The dwellings on this side of the road are almost all detached. While there is variety in terms of the design and materials of these dwellings, there is a uniformity in terms of building line and layout. The dwellings are generally set back about 10 metres from the road with long rear gardens. The development boundary for Swanmore intersects these rear gardens and is about 30 metres to the rear of Pigadillo House with another 78 metres of rear garden beyond this in designated countryside. This countryside also forms part of the local gap between Swanmore and Shirrell Heath.

The site contains a detached chalet bungalow style dwelling located slightly to the north west side of the plot with a driveway running past the dwelling on the south east side. This provides access to a garage and hard landscaped turning area to the rear. Beyond this (outside of the development boundary) is a long lawn and a small stable building. The curtilage is enclosed by a mixture of fencing and planting. There is a very tall hedge along the south eastern side boundary, and a mixture of lower planting along the north western side.

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Proposal

The proposal is for a two bedroom dwelling to be located to the rear of Pigadillo House. The scheme includes an additional vehicular access, parking and turning areas and revised garden layout for the existing house.

Relevant Planning History

W11649: Single storey extension and formation of rooms within roofspace - Refused - 28/11/1989

W11649/01: Single storey extension and formation of room in roofspace - Permitted - 30/01/1990

Consultations

Environmental Protection

No adverse comments.

Highway Engineer

This proposal does not contain any significant highway issues and is unlikely to impact on highway safety.

Drainage Engineer

Foul water to go to the public sewer via an existing private drain. Looking at the topography of the site it may be necessary to pump effluent to the outlet point. Storm water is to be harvested for reuse which is to be commended however any excess rain water will need to go to a soakage area and it would appear that one can not be provided within the red ownership boundary and comply with building regulation. The applicant does own the adjacent blue lined area and it may be necessary to site soakaways in this area. Provided that Building Regulation is satisfied, there is no objection on drainage grounds.

Environment Agency

The Environment Agency have no objection in principle to the proposal as submitted.

Landscape

The proposals are modest in character and scale and the barn-like qualities are in keeping with the edge of countryside location. The proposals are well-screened from all angles by existing hedge and tree planting and are only one storey in the first instance. The proposals do not affect any of the existing trees or hedges, which is important as these help contain the site visually. The garden area for the existing property is relatively small compared to other gardens in close proximity and could be contrary to Policy DP.5.

Arboricultural Officer

The Arboricultural Implications Assessment (AIA) reflects accurately the quality and category of tree stock. The method statement provides the retained trees with adequate protection during the development of this site and the recommended work on the retained trees is considered reasonable. If the method statement is followed correctly, the trees onsite will have sufficient protection and will not be affected by the development. It is recommended that no objection be raised from an arboricultural point of view subject to conditions.

Representations:

Parish Council

Support the application.

Neighbour Representation – 9 Letters of objection from 5 households:

- An additional brick dwelling in the back garden would not be in keeping with the built

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and natural environment.

- The development will spoil the rural character of the area and set a precedent for future development on Swanmore Road.
- Visual impact due to the creation of the new driveway.
- Inadequate parking arrangements.
- Impact on residential amenity due to the height of Pigadillo Barns and the four windows overlooking the neighbouring garden.
- Concern about the large flat roofed section to the new property.
- The location of the building in relation to the defined policy boundary.
- Potential damage to neighbouring trees and future pressure to fell.
- Alterations to the appearance of the existing house and garden levels and size.
- Insufficient detail is provided on the plans, particularly as to measurements.
- The development will be visually discordant when seen from neighbouring properties
- The proposed development will negatively impact the use of these gardens by local wildlife and hence lead to a reduction in wildlife seen within the village.
- Impact on the bat population due to light and noise pollution.
- Proximity of new dwelling to neighbouring chicken run and possible future conflict due to noise and smells from the poultry.
- Light Pollution due to position of building and windows.
- Loss of light to neighbouring garden.
- Impact of noise the new development on our enjoyment of neighbouring properties.
- Noise disturbance from heat pump.
- Inadequate details about drainage.
- Increased risk of flooding/concerns about drainage/water pollution.
- The proposal is contrary to the Swanmore Village Design Statement.
- The visual impact of the flat roof will be significant and incongruous with the 'traditional barn' style look that the design represents.
- The addition of pitched solar PV panels will look unsightly.
- Poor living conditions for new dwelling due to proximity to boundary fencing.
- Visual impact on the street scene of Swanmore Road.
- Lack of information about levels.
- The raised garden will be out of keeping with adjacent properties and lead to overlooking issues with neighbouring properties.
- Highway safety arising from second access.
- Impact of construction work and traffic on neighbouring properties.
- Noise and traffic of cars adjacent to properties.
- The drawings submitted are of poor quality and are unclear.
- There are no dwellings beyond the rear building line of these properties.
- The subdivision of the site will leave Pigadillo with a much smaller plot and the new development with a substantial amount of the existing plot. Pigadillo will become disproportionate in size to its plot.
- There is limited scope for landscaping and extensive areas of 'hard' landscaping which are not in character with the area.
- There is insufficient land available to accommodate a useable back garden.
- The design is of poor quality.

Letter of objection from Councillor Weston

- This development is in a part of the village that has properties of a distinctive type, that front the road and have long gardens. These properties are situated close to the boundary of Swanmore and back onto and border with open countryside. There is no

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back fill development and there is a "gap" between the settlements that should be preserved. It is a natural open space. If this planning application is approved and a precedent is set, then there is a high chance that this particular character of the village of Swanmore will be lost over the years due to like-minded development. Issues of increased access points on the Swanmore Road should also be taken into account.

1 Letter of support

- This is a single storey house and therefore does not overlook anybody.
- They have included a turning circle for cars and ample space for them to be parked.

Relevant Planning Policy:

South East Plan:

- CC6, BE6

Winchester District Local Plan 2006

- DP3, DP4, DP5, DP9, CE2, CE3, CE5, H3, RT4

Supplementary Planning Guidance:

- Swanmore VDS

National Planning Policy Guidance/Statements:

- PPS1, PPS3, PPS7

Principle of development

This property is partly within the settlement boundary of Swanmore where residential development is acceptable in principle. However, the majority of the rear garden of the property is outside of the settlement boundary within designated countryside which also forms part of the local gap. Therefore it has to be assessed whether the relatively small area of land within the settlement boundary, between the existing house and the countryside, is suitable for residential development, in terms of its compatibility with the prevailing character and spatial qualities of the existing development and in terms of its impact upon residential amenity.

Impact on character of the area

In assessing the character of the area, there are two aspects to consider: the impact of the proposal upon the immediate local environment which consists of the surrounding development on Swanmore Road; and also the impact upon the wider character of the area which includes the countryside to the west which is a local gap.

The immediate local environment is characterised by detached dwellings fronting Swanmore Road. Many of these have long but relatively narrow gardens, generally full of vegetation with only smaller outbuildings to the rear. The proposal is to introduce a single storey dwelling to the rear of the existing dwelling in close proximity to the north west boundary.

It is considered that the space available on this site is insufficient to accommodate an additional dwelling of any kind and particularly one with an extensive footprint and elongated form such as this. It would be cramped in relation to side boundaries and the existing dwelling, and would result in an excessive amount of built form and hardstanding within this relatively small area, also leaving little room for soft landscaping. While public views of the development may be limited, it is likely that the development would still be visible from Swanmore Road and would detract from the existing semi-rural character. In any case, the erection of a new dwelling into this relatively narrow backland location, even if it were completely screened from public views, would, by its very nature and activity, have an impact upon the character of the area and it is considered in this location that this would be harmful. Swanmore Village Design Statement also advises that the

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relationship between the extent of the buildings on new development and the plot should not be increased to a point where trees, hedges, views and space between buildings are compromised. It further states that new houses should merge with the existing residential pattern and respect existing building lines. It is not considered that this proposal adheres with this guidance.

In terms of the impact of the proposal upon the more general character of the area, the proposal would result in built form being extended back up to the edge of the countryside which forms a local gap. The position of the settlement boundary, in relatively close proximity to the rear of the dwellings along this side of Swanmore Road, seriously constrains the realistic possibility of additional housing to the rear of these properties. Inserting a building in this position would urbanise this limited space on the edge of the countryside and it is considered that this would be detrimental to the character of the surrounding landscape.

However, the development would also set a precedent that could make it hard to resist similar proposals which would cumulatively also further deteriorate the character of both the local environment and the area in general.

Another issue to be considered is the visual impact arising from the insertion of a second access. This will result in a section of the front hedge being removed, the reduction of most of the existing front lawn and the extension of the hardsurfacing to the front of the dwelling, and also the removal of the front porch. While these changes are not welcomed, as they will reduce the amount of greenery and increase the hard landscaping along this frontage, they are not considered to be so material as to be unacceptable. A certain amount of hedgerow will remain and the existing lawn area is not currently visible from the road. The loss of the porch is a relatively minor change which in any case could not be controlled. It is therefore not considered that these changes will have a significantly detrimental impact on the character of the area.

Impact on residential amenity

The proposed building would be located in close proximity to the north west boundary. At the closest point it would be 1 metre from this boundary, with the rear section 1.8 metre away. The building would have three gable elements orientated across the site. These would be between 4 to 4.5 metres in height, the highest gable being located furthest to the west where the levels drop down. The ridges in between the three gables would vary from 3.6 to 3.9 metres in height. The gables would be hipped on the north western side. The overall extent of the building along the length of the plot would be 21.4 metres.

Therefore, while this building is only single storey in height, it still represent a considerable amount of built form stretching back into the site, parallel with the north western boundary. Due to this height and mass, it would be very visible from the neighbour's garden and would appear overbearing and intrusive. Due to the close position of the building to this boundary there is little space available for planting to mitigate this impact, and the existing vegetation could also be significantly reduced by the construction of such a building. In any case, it is not considered that additional planting, if it were possible, would overcome concerns about the position, height and mass of the building.

The building would be 4.3 metres from the south eastern boundary. This boundary is enclosed by a tall hedge. Given this situation, it is not considered that the proposed dwelling would result in the same overbearing impact on the neighbour on this side.

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The dwelling would have four windows located on the north west side elevations. These windows would serve a utility room, a study, a bathroom and a bedroom and are all proposed to be obscured glazed. It is likely that parts of the windows would be visible from the neighbour's garden, however, the obscure glazing and the erection of boundary fencing could restrict overlooking onto the neighbour's land. However, while overlooking could be restricted by conditions, the presence of the windows in such close proximity, would add to the intrusive impact of the development upon the neighbour's garden area.

Windows facing south east would not affect the privacy of the other neighbour's garden due to the tall hedge and greater distance involved.

It is not considered that the proposal, due to its single storey height, would result in any materially harmful loss of light to neighbouring gardens.

The new dwelling would have no openings on the end north east elevation facing the existing dwelling. The north eastern half of the new dwelling has a horse-shoe shaped footprint, allowing a small courtyard area opening to the south east. This means that there is another north east elevation to the building within this courtyard facing towards the existing dwelling. This elevation contains a dining room window and a doorway. However, the elevation would mainly be blocked from the existing house by the rest of the new building on this end and would also be some 22 metres from the rear elevation of the existing dwelling. It is therefore not considered that there would be any material loss of privacy resulting from the relationship between the existing and new dwelling.

Concern has also been raised about noise and light pollution arising from the development, but, although this is not considered to be an appropriate location for a separate dwelling, it is not considered that these impacts would be sufficient to warrant a reason for refusal.

Amenity Space

The proposal will result in a private garden area for the existing house of approximately 95 square metres. The length of the garden will be just under 10 metres. Policy DP5 of the Local Plan states that adequate amenity space should be provided which is appropriate to the use and character of the development and its location. This area of garden is small and is disproportionate to the scale of the existing house, especially in a semi rural area like this where detached houses generally have large gardens. This arrangement is more incongruous in that the proposed dwelling, which is only a two bedroom bungalow, is being provided with the full length of the remaining garden area to the west. The garden area being provided for the existing house is therefore considered to be inadequate and contrary to Policy DP5. The Swanmore Village Design Statement also advises that the relationship between the extent of the buildings on new development and the plot should not be increased to a point where garden space is significantly reduced.

Highways

There are no highway objections to the proposal. The only highway improvement scheme in Swanmore relates to a bus stop on New Road. It is not considered that this is sufficiently well related to this site to be relevant and therefore no County Highway Contribution is required.

Open Space

An open space financial contribution is required of £1896.00. This has been paid.

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However, the contribution would be repaid on request of the applicant following a refusal. Therefore, a reason for refusal is attached relating to this, to ensure that, if the applicant appeals the decision, the open space policy requirement for a contribution can be requested.

Landscape/trees

As noted above, the proposal will result in an increase in built form on the site and therefore a subsequent reduction in planting in greenery which is considered to be harmful to the semi rural character of the area. In terms of the specific impact of trees however, the application is supported by an Arboricultural Assessment and the Council's Arboricultural Officer is satisfied that this demonstrates that the trees within the vicinity of the development can be retained.

Drainage

There have been no objections raised by the Drainage Engineer.

Levels

There is no specific levels information submitted with the application and concern has been raised about this in letters of representation in terms of the heights of the building and also the level of the retained garden area for the existing house. However, the submitted elevation plans do reflect the slight slope of the land and the building is designed to respond to this. Based on the information provided, there is no reason to conclude that the building would project up at a higher level than indicated, and if all other aspects of the proposal were acceptable, then detailed levels information could be required and controlled by condition. However, as already discussed, even with the height of the building as shown, the development is considered to be unacceptable in relation to neighbouring amenity.

Similarly, the level of the retained garden could be controlled through condition to ensure that it would not result in the potential for unacceptable overlooking onto neighbouring land.

Recommendation

Application Refused, for the following reasons:

Reasons;

1. The proposal is contrary to Policies DP3, DP5 and CE5 of the Winchester District Local Plan Review 2006 in that:-

(i) the proposal, by reason of its size, siting and design would resist in a cramped and inappropriate form of development which would not respond positively to the character, appearance and variety of the local environment;

(ii) there is inadequate space between the existing dwelling and the settlement boundary of Swanmore to satisfactorily accommodate a new dwelling. The addition of a dwelling in this location would therefore be harmful to the character and appearance of the area.

(iii) the building, due to its scale, the extent of its footprint, and its proximity to the neighbouring boundary to the north west, would have an overbearing and intrusive impact and would therefore be harmful to residential amenity.

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(iv) the layout would result in an unsatisfactorily small garden area retained for the existing property that would be inappropriate to the use and character of this dwelling and its location.

(v) the development would set a precedent for backland development which may make it hard for the Local Planning Authority to resist other similar proposals on this road which would cumulatively further detract from and erode the character, appearance and variety of this part of Swanmore.

2. The proposal is contrary to Policy RT4 of the Winchester District Local Plan Revised 2006 in that it fails to make adequate provision for public recreational open space to the required standard, and would therefore be detrimental to the amenities of the area.

Informatives;

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

Winchester District Local Plan Review 2006: DP3, DP4, DP5, DP9, CE2, CE3, CE5, H3, RT4

South East Plan 2009: CC6, BE6

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

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| Request from Councillor: Cllr Frank R. Pearson |
| Case Number: 09/02627/FUL |
| Site Address: Pigadillo House, Swanmore Road, Swanmore, Southampton, SO32 2QH |
| Proposal Description: Erection of 1 no. two bedroom dwelling |
| Requests that the item be considered by the Planning Development Control Committee for the following material planning reasons: Having spoken again to the applicant - Nigel Shepherd, he has asked me to request that this application be heard by the Planning DC Cttee if you are minded to refuse his application. The reasons are: <ul style="list-style-type: none">• Even though only three families have objected this is quite clearly - judging by the tone of the exchanges of letters - a very contentious application;• With arboriculture, landscape, drainage, highways, environmental protection and the environment agency having no grounds for objection;• With yourself arguing that you would prefer to see a 'soft |

boundary' at the edge of the development boundary when there is a substantial garden beyond the development boundary - a garden that predates the drawing of the development boundary;

- The quoting, as I understand it, of DP3 and DP5 as grounds for refusal - both of these require shades of opinion rather than black and white opinions;**
- The quoting that acceptance would be grounds for refusal when garden development always has a precedent which ever settlement you would care to quote;**
- With the applicant modifying his plans on a number of occasions to comply with planning requests;**
- With the applicant attempting to produce a countryside type of design to reduce impact on the countryside;**
- With the applicant designing a building of only 4.5 metres in height in order to reduce impact;**