

The Hollies, 31 Main Road, Littleton

10/01330/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	Planning department
Comments	
Date	01 September 2010
SLA Number	00180301

Scale:

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DEVELOPMENT CONTROL COMMITTEE AGENDA 16 September 2010

Item No: 2
Case No: 10/01330/FUL / W11578/07
Proposal Description: Erection of four bedroom two storey house with basement accommodation on land to the rear of The Hollies, 31 Main Road
Address: The Hollies 31 Main Road Littleton Winchester Hampshire
Parish, or Ward if within Winchester City: Littleton And Harestock
Applicants Name: Mr Richard Kilcommons
Case Officer: Andrea Swain
Date Valid: 25 May 2010
Site Factors:

Recommendation: Application Refused

General Comments

This application is reported to Committee because of the number of letters of support received.

This application is reported to Committee at the request of Littleton Parish Council, whose request is appended in full to this report.

This is a revised application further to the previously approved scheme, reference 08/02582/FUL, which was approved at Planning Committee on 23 April, 2009. The main differences between the approved scheme and this revised application are as follows:

1. Addition of first floor to create three storey house (basement, ground floor and first floor).
2. Additional two habitable rooms at first floor level and bathroom.
3. Additional two tandem parking spaces proposed by reduction in garden area of existing dwelling at 31 Main Road.

Site Description

The application site is 0.035 hectares (excluding the access drive and the area of garden that will remain in the ownership of No. 31 Main Road but will house the sewage treatment plant and drainage field). Until recently, the site formed part of the rear garden of No. 31, a detached Victorian dwelling which faces onto Main Road to the east. An access drive runs to the south east of the property and leads to a further detached dwelling (No. 31A) to the immediate west of the application site. This neighbouring property to the west has a large detached double garage which abuts the western boundary of the application site. A two storey front extension was permitted in July 2007 to fill the gap between No. 31A and its garage. This has now been completed.

A tall boundary hedge runs along the southern boundary, adjacent to the access with the rear garden of No. 29 Main Road. The land drops away from north to south. A large detached property, known as Barrington House, lies to the north west at a slightly higher level. Hedging runs between this property and the application site, however, there are

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limited views through this boundary. A 1.8m. close boarded fence has been constructed between the application site boundary and the rear garden of No. 31 Main Road. The north corner of the site abuts the rear garden of No. 33 Main Road, a bungalow with rear dormers and rooms in the roof. Planning permission was granted on appeal on 8 April, 2008 for 1 No. three bedroom house and 2 No. two bedroom bungalows on land to the rear of No. 29 Main Road to the south of the site.

The character of the area is predominantly one of detached dwellings in spacious plots, with space between the properties and their boundaries.

Proposal

The contemporary style dwelling will have a shallow mono-pitched roof with grey windows and a combination of off-white render walls to match the recent alterations to No. 31A Main Road, and horizontal boarding. The main windows will be on the south west elevation, although two windows with a cill height of 1.5 metres, will serve the additional bedroom and bath room at first floor level.

The building will be dug into the ground with an additional basement terrace to the south west. A glazed bridge will link the upper floor with the garden, whilst allowing light into the basement rooms below. The main living area will be on the ground floor with an open plan living / dining room, a separate kitchen and toilet. Stairs will lead down to the basement, where there are potentially two bedrooms (although one is labelled as a home gym), an en-suite bathroom and utility room. At first floor are potentially two bedrooms, (although one is labelled as a home office). The gross internal floor area of the building will be 148.7 square metres.

The garden area to the south west will be some 65 square metres, and the basement terrace some 11 square metres giving a total amenity area of some 76 square metres. A cycle store is proposed to the south of the house and tandem parking for four cars to the east. Shared access will be provided from Main Road along the existing shared access drive with No. 31A Main Road.

The development represents a density of 28 dwellings per hectare. This is lower than the density of the previous scheme, which was 31 dwellings per hectare. However, that scheme did not include the additional land taken from the garden of 31 Main Road to provide additional parking for the revised scheme.

There will be a distance of 14 metres between the east elevation of the new dwelling and the rear of No. 31 Main Road, a distance of 7.5 metres from the south side of the new dwelling and the boundary of No. 29 Main Road, a distance of 12.8 metres from the new extension at No. 31A Main Road and the front of the proposed new dwelling and a distance of 13 metres from the north side of the new dwelling and the corner of Barrington House to the north west.

Relevant Planning History

89/92311/OLD - W11578 Dwelling with parking, associated works and alteration to access - Hindland, 31A Main Road, Littleton - Refused - 10/10/1989

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92/01045/OLD - W11578/01 Detached dwelling with double garage - Hindland, 31A Main Road, Littleton Winchester Hampshire SO22 6QQ - Permitted - 12/05/1992

07/01743/FUL - W11578/04 1 no. two bed dwelling in rear garden of existing property - The Hollies, 31 Main Road, Littleton - Refused - 04/09/2007

07/03178/FUL - W11578/05 1 no. two bed dwelling in rear garden of existing property (Resubmission) - The Hollies, 31 Main Road, Littleton - Refused - 14/03/2008

07/02100/FUL - W01111/09 1 x 3 bed house, 2 x 2 bed bungalow - land to the rear of 29 Main Road, Littleton - Refused - 9/10/2007 - Appeal allowed - 8/04/2008

07/01299/FUL - W11578/03 Two storey front extension - 31A Main Road, Littleton – Permitted 10/7/2007

08/02582/FUL - W11578/06 Erection of two bedroom house with ground floor below ground level on land to the rear of The Hollies, 31 Main Road - The Hollies 31 Main Road Littleton Winchester Hampshire SO22 6QQ - Application Permitted - 23/04/2009

Consultations

Engineers: Drainage:

No objection

Engineers: Highways:

Adequate car parking, together with manoeuvring spaces to ensure that vehicles can enter and leave the highway in forward gear. Conditional permission.

Environmental Health:

Conditional Permission. Conditions required with regard to potential contaminated land.

Environment Agency:

No objection. Suggest informatives with regard to pollution prevention.

Southern Water:

The Environment Agency and the Council's Building Control section should be consulted with regard to the septic tank and soakaways.

Tree Officer:

Conditional Permission. Conditions required with regard to tree protection.

Representations:

Littleton and Harestock Parish Council: Objection.

Overdevelopment of site

Insufficient amenity space

Contrary to Littleton Village Design Statement

Contrary to revised PPS3

10 letters of objection

- Impact on character of area
- Impact on neighbours
- Parking

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- Overbearing impact
- Loss of privacy
- Misleading description regarding number of rooms
- Loss of space
- Potential damage to hedge
- Overdevelopment of plot
- Damage to adjoining properties as a result of excavations

17 letters of support

- Additional small dwellings required in Littleton
- Application makes efficient use of land
- Good quality innovative design
- Inclusion of office space

Relevant Planning Policy:

Winchester District Local Plan Review

DP1, DP3, DP4, DP5, DP9, H3, HE1, RT4 and T2.

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPS 3 Housing

PPG 13 Transport

Supplementary Planning Guidance

Littleton Village Design Statement

Planning Considerations

Principle of development

On 9th June 2010 the Government amended national planning policy in Planning Policy Statement 3: Housing (PPS3). Private residential gardens are now excluded from the definition of previously developed land, and the national indicative minimum density of 30 dwellings per hectare has been deleted. However, the Government's strategic housing and planning policy objectives in PPS3 have not changed. These include creating sustainable, inclusive, mixed communities, and delivering well designed housing developments in suitable locations that offer a good range of community facilities and with good access to jobs, key services and infrastructure.

Although private residential gardens are now excluded from the definition of previously developed land, if they are within defined settlement boundaries and, therefore, in sustainable and accessible locations they are potentially suitable for housing development in policy terms, because they reduce the pressure for development on existing public and private open spaces and the countryside.

Using land efficiently is still a key consideration in planning for housing. Paragraph 50 of PPS3 makes it clear that the density of existing development should not dictate that of new housing by stifling change or requiring the replication of existing style or form. If done well,

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imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment.

The principle of a dwelling in the rear garden of number 31 Main Road has already been established through the granting of planning permission reference 08/02582/FUL. The main issues for consideration are therefore, whether the additional first floor is acceptable in terms of its design and layout, its impact on the character of the area, the impact on neighbours, the impact on the local highway network and parking, the drainage and sustainability of the development, and contributions towards the provision of public open space in the area.

Previous planning application reference 07/03178/FUL was refused in March 2008. That application was for a two storey, two bedroom barn style dwelling sited to face the access road and at right angles to 31A and 31 Main Road. It was refused because it was considered to result in an overdevelopment of the site by virtue of the design, height, mass and bulk of the dwelling within a cramped layout in a limited size plot. It is not proposed to compare this revised scheme with the previous refused scheme as there are significant differences between the design and layout of the two schemes.

Design/layout

The design of this revised proposal reflects the design of the approved scheme and is, in principle, considered to be acceptable. The garden area for the previous scheme was considered to be acceptable for a two bedroom dwelling. However, the increase in the number of bedrooms to four, notwithstanding the fact that they are shown on the plans as a home gym and office, is considered to be an overdevelopment of the plot. The proposed amenity area of some 76 square metres (garden area and basement terrace) is considered to be inadequate for a house of this size, contrary to policy DP5 of the WDLPR and policy DG13 of the Littleton Village Design Statement which seeks to ensure that adequate private amenity space is provided for new development to protect the local character and amenities of adjoining buildings.

Impact on character of area and neighbouring property

The previously approved dwelling appeared as single storey and was to be located behind close board fencing and planting and as such would have been largely hidden from the public view from the Main Road. Furthermore, the hedging to the north and west of the site was to be retained, in accordance with Policy DP4, and supplemented by a close board fence, so that the building would not have been clearly visible from adjoining neighbouring gardens. Notwithstanding the retention of the boundary planting and fencing, the addition of a first floor will mean that the building will be visible from neighbouring properties and public view points. Given the single storey design of the approved scheme and its contemporary appearance, it was considered to respond positively to the character, appearance and variety of the local environment. However, the addition of a first floor reduces the level of openness between numbers 31A and 31, creating a cramped form of development, out of character with the spatial characteristics of the area, contrary to policy DP3 of the Winchester District Local Plan Review, and policy DG2 of the Littleton Village Design Statement which seeks to ensure that new development should be sympathetic to the existing scale, height and mass of existing buildings and be in scale with its immediate surroundings.

The potential for overlooking from the first floor French doors on the south west elevation

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towards the garden of Barrington House has been avoided by the introduction of a side screen. The distance between the south west elevation and the closest first floor window of number 31A is some 18.5 metres which is considered sufficient to ensure no mutual loss of privacy. The potential for overlooking from the bathroom and bedroom windows on the north east elevation towards the garden of 31 Main Road could be avoided by the introduction of non opening obscure glazed windows. There is a distance of some 10 metres between the first floor bedroom / home office window and the remaining rear garden of number 29 Main Road, which is considered sufficient for there to be no mutual harmful loss of privacy. A reason for refusal could not, therefore, be substantiated in terms of overlooking to neighbouring properties.

Highways

A payment of £3745 towards transport infrastructure or services was paid for the approved scheme for the two bedroom dwelling. This revised scheme for a four bedroom dwelling attracts a payment of £5457. No legal agreement or up front payment has been received to deal with this matter. Accordingly, the development is contrary to policy DP9.

Drainage / Sustainability

The drainage solution for the revised scheme is the same as for the previously approved scheme which required a Grampian style condition for the provision of the drainage field within the front garden of the existing property.

The basement bedrooms will require near-zero heating cost because of the insulation benefits of the below-ground construction. The glass façade will help with solar gain in winter, whilst the overhanging roof reduces overheating during the summer months. Notwithstanding the concerns with regard to lack of amenity space and the impact on the character of the area, the revised scheme is considered to create a sustainable building.

Public Open Space

A payment of £1786 was paid for the approved scheme for a two bedroom dwelling. This revised scheme requires a payment of £2883 towards the provision of public open space and sports provision in the area. No legal agreement or up front payment has been received to deal with this matter. As such the proposal is contrary to policy RT4.

Other Matters

Matters raised in the letters of objection but not considered above are the potential damage to the hedge and the potential damage to adjoining properties as a result of excavations. The Tree Officer has raised no concern with regard to potential damage of the hedge. The issue of potential damage to adjoining properties is not a planning matter.

Conclusion

The proposal to add a first floor to provide a detached four bedroom dwelling is contrary to development plan policy and government guidance and is recommended for refusal.

Recommendation

Application Refused for the following reason:

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1. The proposed amenity space for a four bedroom dwelling is inadequate and the proposal creates an overdevelopment of the plot, contrary to policy DP5 of the Winchester District Local Plan Review (WDLPR), policy DG13 of the Littleton Village Design Statement and the advice contained in PPS1 and PPS3.
2. The introduction of a 3 storey building that will appear as a 2 storey building above ground level will create a loss of openness between numbers 31A and 31 Main Road. This cramped form of development will be out of character with the spatial characteristics of the area, contrary to policy DP3 of the WDLPR, policy DG2 of the Littleton Village Design Statement and the advice contained in PPS1 and PPS3.
3. The proposal is contrary to Policy RT4 of the WDLPR 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.
4. The proposal is contrary to Policy DP.9 of the WDLPR in that it fails to make adequate provision for improvements to transport and the highway network in accordance with Hampshire County Council's Transport Contributions Policy 2007, such provision being required in order to mitigate for the additional transport needs and burden imposed on the existing network arising from this development.

Informatives:

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

Winchester District Local Plan Review 2006: DP1, DP3, DP4, DP5, DP9, H3, HE1, RT4 and T2.