

4A Fordington Road, Winchester

11/02499/FUL



Legend

Scale:



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Organisation	Winchester City Council
Department	Development Services
Comments	
Date	30 November 2011
SLA Number	00018301

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA

Item No: 8
Case No: 11/02499/FUL / W22403
Proposal Description: (HOUSEHOLDER) Single storey side and rear extension and rear with part first floor extension
Address: 4A Fordington Road Winchester Hampshire SO22 5AL
Parish, or Ward if within Winchester City: St. Paul
Applicants Name: Mr Matthew Sandys-Winsch
Case Officer: Heather Adams
Date Valid: 20 October 2011
Site Factors: Civil Aviation
Recommendation: Application Permitted

General Comments

This application is reported to Committee because of the number of objections received. The representations submitted by local residents consist of 12 letters of objection and 13 letters of support.

The following amended and additional plans have been received:

11/11/11 – Front Garden Plan: 11FR_GA_008 (Showing parking provision in the front garden – now superseded.)

24/11/11 - Location Plan: 11FR_GR_002C (Showing parking provision in the front garden and the existing extensions at numbers 4 and 6.)

24/11/11 - Front Garden Plan: 11FR_GA_008B (Showing the parking area in the front garden as permeable paving and the existing extensions at numbers 4 and 6.)

24/11/11 - Proposed Floorplans: 11FR_GA_005K (Showing the doors of the storage area opening inwards.)

Site Description

4A Fordington Road is a circa 1940s 3 bedroom link detached house, located in Fulflood, close to Winchester City Centre. The neighbouring dwelling, number 4, dating from the 1920/30s, has an attached garage, built at a similar time as 4A, which joins the 2 properties together. As they were constructed at different times, number 4 and 4A vary in design, unlike the matching 1920/30s style semi-detached pairs, set out at relatively regular intervals, which characterise the remainder of the street.

Numbers 4 and 4A, are the first pair of dwellings encountered, on the southern side of Fordington Road, when entering from the eastern end. Directly opposite them are the rear gardens of properties which front onto Stockbridge Road.

The building lines on the street are well defined, and the ground level slopes from east to west, with the properties on the northern side set at a higher level.

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There is a narrow driveway along the western boundary of the application site, providing vehicular access, via a dropped kerb, to a small garage set beyond the rear building line of the house. In front of this there is a rather unsightly cantilever car port, projecting from the side elevation of the dwelling.

The lawned front garden of the property is well screened from the street by a high hedge, and there are low wooden fences running along its side boundaries. A brick wall and closed board fencing, approx. 2 metres in height, enclose the remainder of the plot, to the rear of the house. There is also some vegetation cover, and adjacent to the western side boundary, a short distance behind the garage, is a rather dilapidated greenhouse, and beyond this is a relatively new outbuilding, which houses a home office.

Most of the dwellings on the street have retained their front gardens, although there are several examples which have been laid out with hard-standing for parking, including that of the neighbouring property, number 4.

There is an existing extension to the rear of number 4, which forms part of the living room. It has patio doors facing onto the garden, and a window to the side elevation, which is set back 1.3m from the boundary with the application site.

The neighbouring property to the west has an attached flat roofed garage, which is in-line with the front building line of the main part of the house. Joined to the back of this, is a single storey pitched roof extension (approved in 2007), which projects 5.7m beyond the rear building line of the house. Between the boundary of the application site, and the side elevations of the extension and the garage, is a 1.3m wide path, which provides rear access. The door and windows which face onto this are obscure glazed.

Proposal

The proposal involves the removal of the existing detached garage and cantilever car-port, and the erection of an extension, which wraps around the western side, and the rear of the dwelling. It is largely single storey, but part of it, which projects from the existing rear wall, also provides 1st floor accommodation, this section has no windows to the side.

The ground floor part of the extension abuts the boundaries with the neighbouring properties on both sides. The western side elevation has no windows, and the eastern side has a high level window, which is set off the boundary.

The extension will project rearward, at its furthest point, to the same extent as the existing conservatory, although to the side, it will extend all the way to the boundary. However, it is stepped down, so that the section closest to the boundary is reduced in height.

The bricks and render used in the construction, will match the existing house, and the angle of the roof pitch of the 2 storey section, will match that of the existing roof, as will the tiles. A modern fibreglass finish will be used on the flat roof of the remainder of the extension.

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A new parking area within the front garden will provide 2 on-site parking spaces.

Relevant Planning History

None relevant to this case

Consultations

Highways: The initial objection relating to the loss of on-site parking has been withdrawn, after consideration of the amended plan which has been received, showing the conversion of the front garden for parking, and the doors of the store opening inwards.

This arrangement is considered acceptable, on the basis that there are other examples in the street.

Conditions requiring that, the parking area is set out before commencement of the development, and that the doors of the store open inwards in perpetuity, are recommended. (Conditions 7 and 5)

Representations:

City of Winchester Trust: No objection

12 letters received objecting to the application for the following reasons:

- The architectural style of the extension is out of keeping
- The erosion of the gap between 4A and 6 will create a terracing effect
- The appearance of the flat and fibreglass roof will be incongruous
- Visibility of rooflights at side, are not flush
- Overdevelopment - cumulative impact of the extensions, together with outbuildings
- Potential appearance of a flue which will be necessary to serve boiler
- The approval of the proposal will set a precedent for the area
- Not in-line with West Fulfood and Oram's Arbour Neighbourhood Design Statement
- Loss of driveway parking - number of on-street spaces is insufficient
- More parking on the road, or in the front garden, will have road safety implications
- Loss of light to neighbouring properties - no longer transmitted through conservatory
- Loss of outlook - particularly from side window of number 4's extension
- Differences in ground level exacerbate problems
- Overshadowing of side access of number 6
- Overlooking onto neighbouring properties
- Height - greater than existing conservatory
- Width - closer to boundary than existing conservatory
- Additional noise and disturbance
- Light pollution from roof lights

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Reasons aside not material to planning and therefore not addressed in this report

- The loss of rear access (a private matter - not a planning issue)

The following issues are civil matters or will be dealt with through the building control process:

- Impact on neighbouring properties as a result of the digging of foundations
- Potential damage to boundary wall during construction
- Possible overhanging onto neighbour's property
- Adequacy of rainwater goods
- Inconvenience of construction works

The following procedural issues are beyond the remit of this planning assessment:

- Lack of street-scene plan
- Misleading plan - side extension not set back
- Property opposite not on notification list
- Site notice not in a prominent location
- Inaccuracy of location plan
- Omission of outbuildings from plans
- Problems opening documents through PublicAccess
- Omission of bay window from front garden plan and inclusion of new white structure

13 letters of support received for the following reasons:

- The acceptable appearance of the extension
- The limited impact on parking
- It is an appropriate modernisation of the property

Relevant Planning Policy:

Winchester District Local Plan Review

DP3, T2, T4

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

Supplementary Planning Guidance

West Fulford and Oram's Arbour Neighbourhood Design Statement

Other Planning Guidance

Parking Standards 2002

The Town and Country Planning (General Permitted Development) (No. 2) (England) Order 2008

Planning Considerations

Principle of development

The principle of an extension, to a residential property, located within an existing settlement is acceptable, provided that it is of an appropriate design, and that it does not

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result in a loss of on-site parking, to accord with policies DP3, T2 and T4 of the Winchester District Local Plan Review 2006.

The West Fulfood and Oram's Arbour Neighbourhood Design Statement is a Supplementary Planning Document providing guidance relating to the interpretation of the design criteria set out in the Winchester District Local Plan 2006, which is tailored to the local area. These proposals will therefore also be assessed against the relevant criteria set out in this document.

An important consideration to be taken into account when determining the acceptability of the current proposal, is the level of development which could be undertaken, by taking advantage of the property's permitted development rights. Establishing the extent to which the scheme could be realised, without the need to apply for planning permission, provides a useful fallback position. The impact of the elements of the development, which are above and beyond this, will form the most crucial part of the assessment. Although, because the proposal as a whole requires planning consent, the determination will be based upon the impact of the scheme in its entirety.

The section of the proposed extension projecting out directly from the existing side elevation, could, in isolation, be constructed without planning permission, as its eaves height does not exceed 3 metres, and its width is less than half that of the original house.

Similarly, a single storey rear extension, like the one proposed, but which does not project sideways, beyond the extent of the existing house, would also be classed as permitted development, provided that the small section, which would fall within 2 metres of the eastern boundary of the curtilage, was stepped down so that it had a height of less than 3 metres. A height of up to 4 metres would be permissible for the remainder of such an extension.

The 1st floor element of the scheme would fall within the permitted development allowances, as it extends beyond the rear wall of the original house by less than 3 metres, is more than 2 metres from the boundary, and does not exceed the height of the highest point of the existing roof.

Creating the hard standing parking area to the front of the property, does not in itself require planning permission, as it will be constructed from a permeable material. To facilitate its use, an extension to the crossover may be required, which would also be permitted development, as Fordington Road is not classified. However, it would be necessary to obtain a license from County Highways to carry out such works.

Impact on character of area

Within the street-scene, the proposed extension will have an acceptable appearance, as it is subservient to the original part of the house, being less than half its width, and is single storey. It has a modern flat roof design, which contrasts with the traditional pitched roof style of the existing dwelling. However, due to its modest scale, and unpretentious form and detail, it does not detract from the architectural character of the area. Especially

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since the use of matching bricks, will help it to harmonise with the host dwelling, and the fact that the adjacent garage, of number 6, also has a flat roof.

Utilising a flat roof design enables the bulk of the structure to be minimised, helping to retain valued long distance views across the valley. The proposed extension will not block any existing sight-lines, between numbers 4A and 6, as at a lower level these are already interrupted by the existing garage.

It is also considered that the removal of the existing cantilever car-port, will have a positive impact, as it represents an incongruous feature in the street-scene.

Although the side part of the extension will be sited in the gap between the host dwelling and the neighbouring property, it is not envisaged that this will interfere with the rhythm of the street, or create a terracing effect. Firstly, because the neighbouring dwelling, number 6, is set at a higher level than the application site, which means that, number 4A, is read as a separate entity within the street-scene, due to the deviation between the ridge and eaves heights of the properties. The unique style and form of number 4A, also increases the impact of this. Viewing number 4, and 4A together, demonstrates this effect, as they appear distinct from each other, despite being closer together, and attached by the garage.

It must also be noted that a small gap, will in fact remain, between the proposed extension and the garage of the neighbouring property number 6.

The pair of houses, number 4 and 4A, represent a rather anomalous feature within Fordington Road, as they are located at the end of the street, where there are no properties facing them on the opposite side of the road. They are also the only pair of dwellings which were built at different times, and that do not match in terms of form or style. In addition, all of the other properties on the street are semi-detached, and of a consistent width. It is therefore put forward, that the character and rhythm of the street, is only established to the east of number 4, beyond which point it becomes more uniform. On this basis it would be difficult to argue that the proposed extension is incongruous, or not in keeping with the character of the area.

The rear part of the extension will not be visible from the public realm, and will not appear overly prominent when viewed from surrounding residences. It will nevertheless relate appropriately to the existing dwelling. It will be constructed in matching materials, and the 2 storey section, will have a pitched roof which matches the angle of that of the main roof structure.

There is a boiler shown on the floorplans, in the side section of the extension, which would require a flue. It is likely that the only option would be that this project directly upwards through the roof. This could have a rather unsightly appearance, so the applicants have agreed that the boiler will be located in the main roofspace. A condition is attached to require that details of the boiler and flue are submitted and agreed, (Condition 6)

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The flat roof sections of the extensions will have a fibreglass finish, which will be painted. It will not be overly visible, but because it is an unconventional material, a condition is attached, which requires that a sample of it be approved before commencement of the development, in order to ensure a satisfactory appearance. Condition 03.

The creation of the parking area to the front garden area will not result in visual harm to the character of the street-scene. As the neighbouring property number 4, has a tarmac hard-standing, and there are several other examples on the road, of the conversion of front gardens for parking, it will not be out of keeping. The high hedge along the frontage provides good screening from the street, and the hard-standing will be constructed from a textured permeable material, which will have a soft appearance.

Residential Amenity

It is not considered that the proposed extensions will have a significant impact on the amenities of the occupiers of the neighbouring properties. Partially as the design incorporates measures to reduce its impact, such as setting the floor level down, so that the overall height is reduced.

In terms of number 6, immediately to the west, in some respects the relationship with this property will actually be improved. There is an existing rear extension, which is separated from the application site by a narrow access path. Immediately adjacent to this, abutting the boundary, is the existing garage of number 4A, with a rear building line which projects beyond that of the neighbouring extension, partially preventing the morning sun reaching the south east facing window on the rear elevation of the extension. The proposed development will involve the demolition of this garage, and the new development will not breach the rear building line of this extension, and will therefore not block any sun from this window.

The narrow access path between the eastern elevation of the existing garage and extension of number 6, and the application site, is already directly abutted by the garage which runs along part of the western boundary of number 4A. As a result of the proposed development, the side part of the extension will run along the full length of the boundary immediately adjacent to it. This will enclose it somewhat, but it is not considered that this will be detrimental, as it will still be able to serve its purpose of providing access. In addition, the fenestration on the side elevation of number 6, which faces onto it, is all obscure glazed, and would not have a particularly good outlook in any case. Due to their position and orientation, the existing situation is that they would receive minimal sunlight. There are no windows on the side elevation of the proposed extension which faces onto the pathway, so there will be no loss of privacy.

The 2 storey element of the extension is set away from the boundaries, has a modest projection, and no windows to the sides, so will have no significant impact on the amenities of the neighbouring properties. A condition is proposed to ensure that no windows are inserted at a later date which may cause overlooking. (Condition 4)

To the rear, the proposed extension will directly abut the eastern boundary of the

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application site (the existing conservatory is set-back from it by 1.3 metres). The extension will be slightly higher than the existing conservatory, being 3.6 metres in height, as opposed to 3.1 metres. Although, the section within 70cm of the boundary is stepped down to a height of 2.5 metres.

It is noted that the extension will have some impact on number 4. However, it is not considered that it will reach a level which is unacceptable in planning terms, and that could warrant a refusal. Whilst it is accepted that the conservatory represents a more lightweight structure, and that in its current state, light can shine through it, a solid extension of the same dimensions would only have slightly lesser impact, considering that blinds or curtains could easily be installed, which would block the majority of the light.

The outlook from the side window of the extension, to the rear of number 4, will be affected to some extent, as the proposed extension would be higher, and in closer proximity to it, than the existing conservatory, and it would also block out slightly more of the evening sun. However, the existing outlook from this window is relatively poor, as it faces the boundary wall, and it does not currently receive any sunlight for the majority of the day. It is also close to, and secondary to, the patio doors to the rear of the extension, which have a good outlook to the rear garden, and will receive the midday sunshine. The impact is therefore considered to be minimal, and insufficient to substantiate a reason for refusal.

The high level window on the eastern elevation of the proposed extension is set back from the boundary by 70cm, and views out of it will not be freely available, as it is set 2.5 metres above finished floor level. It will therefore not result in any loss of privacy.

The open nature of the existing conservatory allows for significant overlooking into number 4, particularly to the side window of the extension, and the garden. This situation will be improved as a result of the proposed development.

It is unlikely that the use of the proposed extension will generate a level of noise or disturbance, beyond that which is normally associated with the enjoyment of ones residential property. If a nuisance does result, there are procedures and legislation separate from the planning process, which can deal with this.

Level of Development

The over-development of the site as a result of the cumulative impact of the proposed extensions, when considered together with the existing outbuildings, is not considered to be a serious issue. This is because the total building coverage, will still only represent a small proportion of the generous plot. The construction of the proposed development will also necessitate the removal of the existing garage, reducing it further.

It is also noted that the applicants intend to remove the existing greenhouse, which is in a poor state of repair, during the construction process.

The other outbuilding, which is used as a home office, was constructed fairly recently,

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and did not require planning permission as it has a height of less than 2.5 metres when measured from the adjacent ground level.

Landscape/Trees

There are no significant or protected trees in the vicinity of the proposed development, although a small section of the front hedge will need to be removed, in order to widen the access.

Highways/Parking

The applicants currently have 1 car which park they on the section of the drive forward of the front building line. They do not use the car-port on a regular basis, as the driveway adjacent to the side of the house is narrow, being 2.1 metres wide, less than the 2.4 metres minimum width for a parking space, required by current parking standards. This makes manoeuvring awkward, and opening the doors of the vehicle to get in and out, can also be problematic. The existing garage is also difficult to access, so is currently used for storage. It could therefore be argued that there is only 1 convenient parking space available on-site, and that the loss of the garage and part of the drive would not increase demand for on street parking, which is apparently, at times, not sufficient to meet demand, although the applicants are entitled to 2 parking permits.

The proposal provides for 2 off-street parking spaces, which is considered to be adequate, as the number of bedrooms is only being increased by 1, and taking into account that the site is located in a highly accessible area, close to the city centre. There are also regular bus services running along Stockbridge Road, and the train station is nearby.

The highways engineer was concerned that if the doors to the proposed storage area, opened outwards, that they would affect the ability to park 2 vehicles on the site. A condition is proposed to ensure that the doors are hung to open inwards. (Condition 5)

The highways engineer also had no objection, in terms of highway safety.

Recommendation

Application Permitted subject to the following condition(s):

Conditions

1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

1 Reason: To comply with the provisions of Section 91 (1) of the Town and Country Planning Act 1990 (as amended).

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2 The bricks and roof tiles to be used in the construction of the external surfaces of the extension hereby permitted shall match those used in the existing building.

2 Reason: To ensure a satisfactory visual relationship between the new development and the existing.

3 No development shall take place until details and samples of, the fibreglass material to be used in the construction of the external surfaces of the flat roof section of the extension, and the permeable material used in the construction of the hardstanding, hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

3 Reason: To ensure that the development presents a satisfactory appearance in the interests of the amenities of the area.

4 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995, (or any order revoking and re-enacting that order, with or without modification), no windows other than those expressly authorised by this permission shall, at any time, be constructed in the north-east and south-west elevation(s) of the 1st floor section of the extension hereby permitted.

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

5 The doors to the north-western elevation of the storage area must be inward opening and shall remain so in perpetuity.

5 Reason: So that the storage area can be access when the adjacent parking space is in use.

6 Details of the location and design of the boiler flue must be submitted and approved in writing by the local planning authority prior to the commencement of the development hereby granted consent. Development shall be carried out in accordance with the approved details.

6 Reason: To ensure that the development presents a satisfactory appearance in the interests of the amenities of the area.

7 The parking area shown on drawing number 11FR_GA_008B, shall be laid out and made available for use and upon completion of the development hereby granted consent and retained and maintained thereafter for off road parking.

7 Reason: To ensure adequate off-road parking.

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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: DP3, T2, T4

3 All works, including demolition and construction, should only be carried out between the hours of 0800 and 1800hrs Monday to Friday and 0800 and 1300hrs Saturday and at no time on Sunday or Bank Holidays. Where allegations of noise from such works are substantiated by the Health and Housing Service, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.

4 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.