

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA 10 January 2008

**Winchester City
Council**
Planning Department
Development Control

Committee Decision

**TEAM MANAGER
SIGN OFF SHEET**

Case No:	07/02404/FUL	Valid Date	26 September 2007
W No:	14622/03	Recommendation Date	18 December 2007
Case Officer:	Mr Dave Dimon	8 Week Date	26 December 2007
		Committee date	10 January 2008
Recommendation:	Application Refused	Decision:	Delegated Decision

Proposal :	Demolition of existing dwelling and erection of replacement 6 six bed detached dwelling with access, landscaping and associated works
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Site:	The Paddocks Long Park Lane Crawley Winchester Hampshire
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Open Space Y/N	Legal Agreement	S.O.S	Objections	EIA Development	Monitoring Code	Previous Developed Land
FTRACK	Y/N	Y/N	Y/N	Y/N	Y/N	Y/N

COMMITTEE ITEM SIGN OFF		
	REFUSE for the reason(s) listed	
	Signature	Date
CASE OFFICER		
TEAM MANAGER		

AMENDED PLANS DATE:- Site Plan Drg 780/P02 Rev D 5/12/07

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Item No: 2
Case No: 07/02404/FUL / W14622/03
Proposal Description: Demolition of existing dwelling and erection of replacement 6 six bed detached dwelling with access, landscaping and associated works
Address: The Paddocks Long Park Lane Crawley Winchester Hampshire
Parish/Ward: Crawley
Applicants Name: Dr And Mrs A Fernando
Case Officer: Dave Dimon
Date Valid: 26 September 2007
Site Factors: None Identified

Recommendation: Application Refused

General Comments

This application is reported to Committee at the request of Councillor Wood, whose request is appended in full to this report.

Site Description

Long Park is a hamlet of development that lies south of the C95 road between Littleton and Crawley.

The cluster of development is situated about 450m from the main road at the end of Long Park Lane which is an unmade track that runs south and then turns west, with about 7 or 8 properties on its southern side including small rural business uses. The application site and another property, Mead House, lie on the northern side of the track. The existing properties are of mixed form and style and have no real unifying character.

The Paddocks comprises a large 'L' shaped plot of 1.4 hectares that adjoins the northern side of the western arm of Long Park Lane and also fronts onto its northern section. It also runs behind the adjoining dwelling, Mead House. The present dwelling is a large bungalow with rooms in the roof that is set at an angle facing south-east and positioned centrally to the width of the plot towards its western end. A range of stables lies along the western boundary and the access is presently in the south-west corner of the site.

The site is generally flat but with a fall across its width (north to south) of about 2m and is laid to grass paddock, with a mature tree belt to the northern boundary within the grounds of Mead House. To the southern boundary with Long Park Lane there is an established hedge and trees, and yew trees have been recently planted adjacent to this boundary within the application site.

Proposal

The application seeks to replace the existing dwelling with a large Georgian style six bedroom detached house with attached triple garage (part used as store) with recreation area over. The house would be re-sited to the east of the existing property and a new access drive formed from the main part of Long Park Lane, with the existing access to the south west corner of the site closed and planted.

Relevant Planning History

W14622 Single storey side and two storey front extension, reconstruct existing roof to include new dormer windows - Permitted 6 Nov 1996.

W14622/01 (AMENDED DESCRIPTION) Alterations and extensions to double garage, 2.2m high entrance walls (partially constructed) and 2.6m high gate pillars - Refused 26 Jan 2001

W14622/02 Extension and pitched roof to existing double garage - Permitted 27 Mar 2001

Consultations

Landscape:

The site is located within the small hamlet of Long Park within open countryside between Crawley and Littleton. There are no public footpaths or bridleways within the vicinity. Existing vegetation of some amenity value is evident along boundaries and serves to contain and partially screen the site from the adjoining lane and private gardens.

Whilst there are no landscape objections to a replacement dwelling, there are concerns regarding the new access and the nature of its use to be addressed, in order to enable assessment of landscape implications. More information is also required as to the type of utilities required for the new dwelling e.g. oil tank, LPG, septic tank, their locations and their access requirements.

The above concerns need to be addressed first in order to properly ascertain the impact of the proposals on both the site and surrounds, as two vehicular drives for one dwelling would not be acceptable in this semi-rural location with the adverse impact on landscape character.

The proximity of the new drive to the northern boundary and existing planting is also of concern; there may also be some potential conflict between the proposed vegetable patch and surrounding boundary vegetation to be retained.

Representations:

Crawley Parish Council supports the proposal to build the new house as specified in the planning application. We wish to emphasise the need to ensure that the existing house is completely demolished (including removal of the foundations) as part of the project – we consider it acceptable that this demolition is carried out after the new house has been completed. The existing house has no architectural or practical merit and this part of Crawley would be enhanced by the proposed new house.

Crawley Parish Council does not support the proposal to construct a complete new driveway from the eastern boundary of the property. Although we understand the owners' reasons for proposing this, we think it would cause unnecessary destruction of green space. We think it would be more environmentally sound to use the existing shared roadway as far as possible.

Four letters received raising concerns to the application for the following reasons:

- Size and scale will visually dominate the locality and be out of scale with other properties in the immediate area.
- The width, height of the new roofline and forward siting will result in the building being intrusive and out of keeping with the largely Victorian/Edwardian houses in the rest of Long Park.
- Plans seem unclear regarding boundaries in relation to Long Park, especially as regards the new access, which could adversely impact on the lane and prejudice existing access passing space and thus the amenities of residents.
- New access within 5 metres of Mead House, will cause loss of privacy, pollution, light and noise pollution, reduce security and damage tree roots.
- Installing lights at the entrance will cause light pollution, and should not be allowed in the interests of the rural environment.
- Proposed planting adjacent to the northern boundary would be detrimental to Mead House in terms of possible root damage to the dwelling and loss of light and south aspect.
- Adverse impact of newly planted yew tree hedges, need to consider drainage along Long Park Lane and impact of planting on visibility and lighting. The Yew trees have the potential to block light and drainage ditches with the risk of flooding to neighbouring property. Yew

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trees also harmful to cattle on neighbouring land.

- Existing passing place will be prejudiced by new access, which is shown encroaching upon the present widened section of the lane where vehicles can wait for others using the lane to pass.
- Detrimental impact to the lane by construction traffic and to the amenities and safety of residents whilst work is undertaken.
- Taking the access across the 'green field' will change the character and use of the land.
- The existing stables / store have been recently altered and seem to be used for other purposes.

Relevant Planning Policy:

Hampshire County Structure Plan Review (Saved Policies)

No saved policies are of relevance to this proposal.

Winchester District Local Plan Review

DP.3, DP.4, DP.6, CE.23

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPS 7 Sustainable Development in Rural Areas

Supplementary Planning Guidance

None

Other Planning Guidance

Winchester District Landscape Assessment

Planning Considerations

Principle of development

The replacement of existing dwellings in the countryside is permitted under the provisions of Policy CE.23 of the WDLP subject to two criteria, the first and most relevant in this case being that a replacement dwelling should not significantly change the character of the existing dwelling, or result in increased visual intrusion by increased size and / or unsympathetic design.

The second criterion is concerned with the retention of smaller, more affordable, dwellings in the countryside and this is qualified in the supporting text at paragraph 4.78 by reference to a size threshold of 120 sq m. The existing dwelling as measured from the plan has a gross ground floor area of 127.6 sq m. including the single storey lean-to extension on the west elevation. The first floor area is considerably smaller as it is formed within the roofspace, and from previous plans held on file has been measured at 47.4 sq m., giving an overall existing gross floor area of 175 sq m. Consequently it is only against Criterion 1 of Policy CE23 that this proposal is required to be judged.

The new dwelling, however, comprises a ground floor of 241.90 sq m, first floor 199.89 sq m and second floor of 114.90 sq m, giving a gross floor area of 556.69 sq m excluding the garage and store building and recreation area above, i.e. a 318% increase. The building is thus very substantially larger and higher than the existing dwelling and will result in more visual intrusion contrary to the objectives of Policy CE.23 as clarified by paragraph 4.81 of the Local Plan.

The height of the proposed dwelling is 10.8 m to ridge and 5.8m to eaves compared to the existing 7.4m to ridge and 3.7m to eaves, but the existing drawing is inaccurate as the eaves height is inconsistent and shown only as 3m on the north and south elevations whilst shown at 3.7 on the east and west elevations.

Floor heights are not given on the plans but the long section suggests that the new dwelling will be set at a lower level and the survey supports this, albeit that the difference is relatively small.

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Nevertheless the building will have a significantly increased visual impact over that of the existing.

Furthermore, the access alterations and associated extensive hard surfaced area around the house and garage will also serve to increase the visual impact of the dwelling and change the character of the site.

The curtilage is also enlarged from that shown on all the previous applications, which did not include the field to the east of the dwelling within the red line.

The applicant has cited the previous permissions (for raising the roof, together with single storey and two storey extensions to the dwelling and the enlargement of the garage) in support of the current proposals. Those permissions of 1996 and 2001 (see history section) have not been implemented and are now lapsed so are not material to the consideration of this application, which must be judged in the context of the presently existing situation. However, the increased sizes that those permissions allowed were much less substantial than that which is now proposed. The previously permitted extensions to the dwelling represented about a 63% increase and maintained the basic form and character of the dwelling.

The applicant claims that the proposal has been scaled down by some 13% from that which was initially presented to officers at preliminary enquiry stage when the applicant's agents were advised that such a proposal could not be supported in terms of conforming with the objectives of Policy CE23.

PPS7 emphasises the need for LPA's to strictly control new house building (including single dwellings) in the countryside away from established settlements or from areas allocated for housing in development plans.

Isolated houses in the countryside require special justification for planning permission to be granted, but very occasionally the exceptional quality and innovative nature of the design of a proposed, isolated new house may provide this special justification for granting planning permission. Such a design should be truly outstanding and ground breaking, for example in its use of materials, methods of construction or its contribution to protecting and enhancing the environment, so helping to raise standards of design more generally in rural areas.

The value of such a building will be found in its reflection of the highest standards in contemporary architecture, the significant enhancement of its immediate setting and its sensitivity to defining characteristics of the local area.

In this case the Georgian farmhouse design is said in the Design & Access Statement to reflect the rural character and setting and the local vernacular and adds that existing / proposed planting will mitigate any visual intrusion.

It is considered that the proposal would create a dominant property that is not related in any way to the existing character of the hamlet of Long Park, which is in a remote unsustainable location unrelated to any existing settlement. Furthermore, its design is not such as would attract the support of PPS7 in terms of warranting an exception to the general presumption against inappropriate development in the countryside.

The argument that the site makes efficient use of brownfield land is not accepted; it represents an extension of development into the countryside by virtue of enlarging the residential curtilage from that previously existing and amounts to a substantial enlargement over the existing in all respects, including the likely carbon footprint and reliance on the private car.

Although the final point of the Design and Access Statement suggests that the proposal represents a sustainable option, the proposal does not clarify how it addresses the objectives of PPS1 and Policy DP6 of the WDLP. (Paragraphs 4.7 & 8.1 are vague references with no

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substance as to how the development would achieve sustainability objectives).

Design/layout

The design is stated to be that of a Georgian farmhouse which reflects the rural character and setting, being of traditional form and appearance. The application states that dormer windows will reduce the overall massing, whilst reflecting similar development elsewhere in the area. The overall impression of massing is also stated to be reduced by accommodating ancillary floorspace in the roofspace over the attached garage. As can be seen from other sections of this report, this is not considered to be the case. The new dwelling is orientated to address the new driveway and access on the eastern boundary with the existing access closed (other than for pedestrian access purposes to allow access to a bin store) and enhanced planting will screen much of the dwelling from existing dwellings along Park Lane. Materials are stated to be orange/ red brickwork with a plain clay tiled roof. Fenestration will feature reconstituted stone cills.

Impact on character of area and neighbouring property

The applicant argues in the Design and Access Statement that the proposal will not adversely impact on the character of the area because of its siting in relation to the topography and preservation and reinforcement of the existing boundary landscaping. Existing and proposed landscaping is shown on the proposed site plan (as amended) but no landscaping scheme as such is provided in support of the application.

The applicant has responded to representations received and has provided aerial photographs to affirm that the proposed access has been used previously. The evidence of the access is not very clear on the photos, but the division between the eastern part of the site and the residential curtilage, as shown on the previous application plans, is evident. This suggests that the access from the main part of Long Park Lane may have served the eastern part of the site as a separate use from the residential curtilage, possibly in connection with some form of cultivation.

The proposal to re-site the dwelling centrally and serve it by a long driveway through a created parkland setting to a grand house would be an incongruous feature of the area and not responsive in any way to the existing character of small scale dwellings of detached and semi-detached form.

The addition of the linked triple garage block with recreation space over, projecting to the south, serves only to reinforce the presence of the building's mass and scale and creates a perception more akin to a manor house than to a farm house as suggested by the application.

Landscape/Trees

The new access and driveway proposals, together with the new planting, serve to disassociate the dwelling from the other developments at Long Park and create a setting befitting of a grand house, thereby significantly changing the present informal landscape character of the site. This has been identified as inappropriate to the preservation of the present character of the area in the representations received, the comments of the landscape architect and the views of Crawley Parish Council.

Other Matters

The revised site plan has addressed the question of the new access projecting into the passing place of Long Park Lane, which it no longer does. It has also added notes to clarify how the existing stables are to be accessed, which is across the grass to the northern side of the dwelling from the hardstanding area in front of the dwelling. The oil tank is shown as being to the south of the dwelling adjacent to the boundary with the lane.

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This further plan does not, however, overcome the fundamental objections to the inappropriate scale of the development and its unsympathetic impact upon the character of the area.

Recommendation

Application Refused for the following reasons:

Reasons

1. The proposed replacement house and garage is of a size, height, scale, mass and design quite unrelated to that of the existing dwelling or any other dwelling within the immediate vicinity. This would consequently result in an unduly dominant and uncharacteristic dwelling that would be incongruous to the context of its setting and contrary to the provisions of Policy C.23 of the Winchester District Local Plan.
2. The proposed development involves an enlargement of the residential curtilage and associated extension of domestication into the countryside by virtue of the new access drive, hardstanding areas and planting. It would create a suburban form of development, out of keeping with and injurious to the simple rural character of the area and its existing unpretentious development, and would consequently conflict with the new development and landscape objectives of Policies DP.3 and DP4 of the Local Plan.
3. Insufficient information has been provided to demonstrate that the proposal would amount to a sustainable form of development in accord with the objectives of Policy DP6 of the Local Plan or PPS's 1 and 7.

Informatives

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

Hampshire County Structure Plan Review	No applicable saved policies
Winchester District Local Plan Review:	DP.3, DP.4, DP.6, CE.23