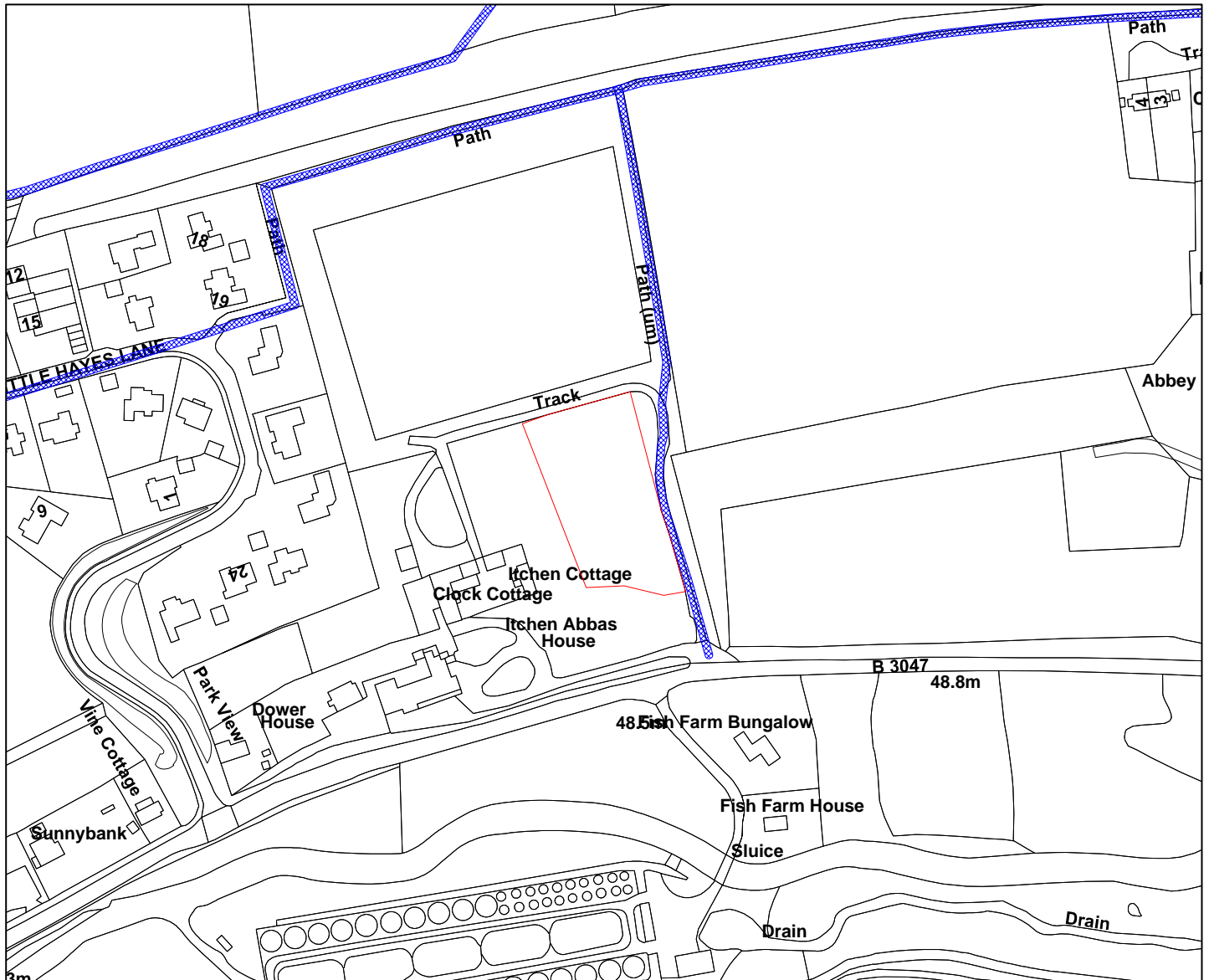


Itchen Abbas House, Main Road, Itchen Abbas

11/00312/FUL SDNP



Legend

Scale:



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Organisation	Winchester City Council
Department	Development Services
Comments	
Date	25 May 2011
SLA Number	00018301

WINCHESTER CITY COUNCIL
DEVELOPMENT CONTROL COMMITTEE AGENDA 16 June 2011

Item No: 5
Case No: 11/00312/FUL / W03724/06
Proposal Description: 1 no. three bedroom dwelling, access, landscaping and associated works
Address: Itchen Abbas House Main Road Itchen Abbas Winchester Hampshire
Parish, or Ward if within Winchester City: Itchen Valley
Applicants Name: Mr And Mrs Parker
Case Officer: Mrs Jane Rarok
Date Valid: 14 February 2011
Site Factors:
County Heritage Site
South Downs National Park
Recommendation: Application Refused

General Comments

This application is reported to Committee because of the number of letters of support received contrary to planning officer's recommendation.

Site Description

The application site comprises part of the residential curtilage of Itchen Abbas House, which is a large detached dwelling to the south eastern edge of the settlement boundary of Itchen Abbas. The development site however is outside the settlement boundary. It is located on the north side of the B3047. The site comprises a rectangular shaped area of garden to the north east of Itchen Abbas House. It is laid to lawn and is bordered by various trees and hedging.

A vehicular access from the B3047 exists along the east boundary and serves Itchen Abbas House, Itchen Cottage and Clock Cottage, which lie to the rear of Itchen Abbas House and immediately west of the site of the proposed new dwelling. This access runs along the north and east site boundary and the southern leg forms part of a wider public footpath which then continues north of the site.

To the north and east of the site is open agricultural land. The proposed development site is approximately 0.35 ha. Levels slope significantly down the site from north to south. The site is located within the South Downs National Park and within 100m or so of the River Itchen Site of Special Scientific Interest (SSSI) and Special Area for Conservation (SAC).

Character of the area is that of a rural village and is organic in its development. It is broadly linear in form, but at this section of the village development is concentrated to the north of the B3047. South of this road is countryside.

Proposal

This proposal seeks to construct a three/four bedroom dwelling outside the settlement boundary of Itchen Abbas on a 0.35hectare of garden associated with Itchen Abbas House and to the north east of that property.

The proposed dwelling is designed in the style of a timber barn, which contains ground and first floor living accommodation with a single storey brick and flint addition. Photovoltaic cells are proposed covering the southern roof slope of the single storey brick and flint element. The dwelling has a floor area of approximately 310sq.m, consisting of a master bedroom, two further double bedrooms and a fourth bedroom/study. An area of hard standing to the north of the proposed dwelling provides for parking and turning. A cycle and bin store is shown south of the proposed access. The density of development equates to 2.8 dwelling per hectare.

Relevant Planning History

None.

Consultations

Engineers: Drainage:

Foul water is to go to a mini treatment plant, details of which have not been submitted but sufficient ground appears available to adequately site one. Storm water to be disposed of in a sustainable way with water butts and permeable paving proposed in the Design Statement. No objection provided Buildings Regulation is satisfied.

Engineers: Highways:

I have previously raised concerns about the lack of any pedestrian facilities linking the site to the village centre and other amenities. The applicant has argued that there is a public footpath to the north of the site, which would be available to residents, however having visited the site, it is my opinion that this footpath is not an attractive option. The footpath is unlit and the route would be much longer to some facilities than using the B3047. A trip to the local pub for example along the B3047 would be approximately 460.0m, whilst using the footpath would increase this length to 900.0m. Clearly the B3047 is the more direct route, but there is a section of road that does not benefit from a pedestrian footway. The proposal is therefore unacceptable from a highway safety point of view.

Environmental Protection: Contaminated Land

Information held by this Service has not highlighted any potentially contaminative land uses located on or within the immediate vicinity of the development site. Given this, should you decide that a contamination assessment is not necessary in this instance, you should ensure that the following condition(s) be attached to any consent granted in order to ensure that the proposed development is suitable for use and is not capable of causing unacceptable risks to human health and the environment.

Ecology

No major concerns with the proposal, though suggest that Natural England are consulted due to the proximity of the nearby SSSI. Various recommendations are made within the supporting ecological report and these include several enhancement measures. I would

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advise that a condition of any consent requires adherence to and implementation of the measures set out within section 7 of the report.

Environment Agency:

No comment to make due to workload pressures.

English Nature

The proposed development lies in close proximity to the River Itchen Site of Special Scientific Interest (SSSI) / Special Area of Conservation (SAC). Natural England is concerned about the potential impacts upon this site as a result of the proposals. However, Natural England does not object to the above development subject to the inclusion of the conditions and the proposals being carried out in strict accordance with the terms of the application and the submitted plans. It is our view that, either alone or in combination with other plans or projects, this proposal would not be likely to have a significant effect on the above sites and the permission may be granted under the terms of the Conservation of Habitats and Species Regulations.

Protected Species - Natural England welcomes the submission of the ecological survey and supports the recommendations for enhancements such as bird boxes and additional tree planting. We support the comments of Hampshire County Council ecologist Sarah Warriss in respect of the survey and the mitigation measures proposed.

Southern Water:

The planning application form makes reference to drainage using Sustainable Urban Drainage Systems (SUDS). Under current legislation and guidance SUDS rely upon facilities which are not adoptable by sewerage undertakers. Therefore, the applicant will need to ensure that arrangements exist for the long term maintenance of the SUDS facilities. It is critical that the effectiveness of these systems is maintained in perpetuity. Good management will avoid flooding from the proposed surface water system, which may result in the inundation of the foul sewerage system. Thus, where a SUDS scheme is to be implemented, the drainage details submitted to the Local Planning Authority should:

- Specify the responsibilities of each party for implementation of the SUDS scheme.
- Specify a timetable for implementation.
- Provide a management and maintenance plan for the lifetime of the development.

This should include the arrangements for adoption by any public authority or statutory undertaker and any other arrangements to secure the operation of the scheme throughout its lifetime.

HCC Rights of Way

No plan showing public rights of way running through, or adjacent to, the site has been submitted, as required by 1APP guidelines, even though access to the site would appear to be along Itchen Valley Footpath No 34. The access road is actually Itchen Valley Footpath No 34, which is very much a public highway, albeit for use on foot only. There are no recorded public vehicular rights over this path and it is an offence under s34 Road Traffic Act 1988 to drive over a public footpath, bridleway or restricted byway without lawful authority.

We would ask that the applicants be made aware that they should satisfy themselves that they have this authority, either by owning the land over which the right of way runs, or alternatively having been granted permission by the landowner and that this permission

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extends to any additional development. We note that this public right of way does not fall within either the red line or blue line boundaries, nor has Certificate B been completed. This would seem to suggest that such authority does not exist.

Representations:

Itchen Valley Parish Council – support:

- Full consultation with neighbours and Parish Council;
- Within village envelope as defined by 2001 Village Design Statement and sympathetic to the principles contained therein;
- Building will be landscaped into existing contours to minimise the impact on surrounding area;
- Not visible from main road;
- Satisfactory environmental impact statement;
- Conforms to code for sustainable buildings level 5;
- Follows 2011 WCC policy guide on climate change and SDNP commitment to renewables.

10 letters of support received.

- Suitable addition to the local housing stock in terms of size and design;
- Conforms with the Village Design Statement;
- Makes good use of the land;
- Proposed dwelling responds positively to the surrounding dwellings;
- Not visible from the main road no wider impact beyond the development site and immediate surrounding dwellings;
- Code level 5 sustainable form of development.

Relevant Planning Policy:

South East Plan 2009:

C2, C4, CC1,

Winchester District Local Plan Review

DP3, DP9, CE5, H3, RT4

National Planning Policy Guidance/Statements:

PPS 1 Delivering Sustainable Development

PPS 3 Housing

PPS 7 Sustainable Development in Rural Areas

PPG 17 Planning for Open Space, Sport and Recreation

PPS 22 Renewable Energy

Supplementary Planning Guidance

Itchen Abbas Village Design Statement

Winchester District Landscape Character Assessment

Planning Considerations

Principle of development

This proposal is for a new dwelling in the countryside for which there is no overriding justification. The principle of this development is therefore contrary to Local Plan policies that state that “housing development will not be permitted in the countryside” except

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under policy H6 which relates to affordable housing schemes for local people and countryside policies relating to housing for essential rural workers.

Planning Policy Statement (PPS) 1 Delivering Sustainable Development states and PPS 7 Sustainable Development In Rural Areas both state that all new house building (including single dwellings) in the countryside, outside areas allocated for development in development plans, should be strictly controlled. It is the Government's overall aim to protect the countryside for the sake of its intrinsic character and beauty and the diversity of its landscapes.

Furthermore, the application site falls within the South Downs National Park boundary. The two statutory purposes of the National Parks' designation are (i) to conserve and enhance the natural beauty, wildlife and cultural heritage of their areas; and (ii) to promote opportunities for the public understanding and enjoyment of the special qualities of their areas. If there is a conflict between the two, conservation takes precedence.

The Itchen Abbas Village Design Statement (VDS) is a supplementary planning document and therefore a material planning considerations. It states that new buildings "should take place within the village envelope", as defined on 'map 2' of that document, however, this site is outside of that envelope. It also states that plot sizes should continue to reflect current curtilage sizes. This is a large plot for one dwelling, consistent with a density of 2 dwellings per hectare. The result is a relatively large building in a generous plot which does not comply with the aims of the VDS of achieving "smaller developments of terraced one or two storey houses.....affordable housing or for small retirement houses or bungalows".

The justification for this proposal as set out in the accompanying Design and Access statement states that the proposal falls to be assessed under the Council's Infill Policy H4. However, Itchen Abbas does have a defined settlement boundary under policy H3 which allows for additional residential development within the defined settlement boundary. This site is directly outside that boundary and therefore does not comply with the considerations under policy H4. Indeed the text supporting this policy states that proposals submitted under the provisions of H4 which would have the effect of extending the boundaries of H3 settlements "will not be acceptable because the development of sites adjoining but outside of those boundaries would be harmful to the character of the settlements, intrusive in the countryside, or be contrary to other policies of the Local Plan".

Design/layout

The proposal is for the erection of a 3/4 bedroom dwelling. The stated design rationale is to create a dwelling that would read as a 'converted' timber barn with cropped gables ends and a brick and flint perpendicular single storey addition. The timber framed 'barn' building runs on a north-south axis, the brick and flint building runs east-west from the west elevation of the taller building. The timber framed building contains accommodation over two floors, the first floor being lit by a series of rooflights and double storey height vertical window on the southern gable end elevation.

The site slopes significantly from north to south and the supporting plans illustrate a significant amount of cutting, filling and levelling of the site to accommodate the dwelling. Details of the height of the proposed dwelling have not been supplied but the elevations suggest that the height of the 'barn' building would be approximately 8m. On

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the north elevation only the first floor glazed gable and slate roof of the brick and flint building appear visible, the remainder of the building at this point are indicated to be subterranean.

Traditional materials are proposed including brick and flint and a natural slate to the smaller building, although the southern roof slope is covered with a photovoltaic panel. The main 'barn' building would be timber framed with timber weatherboarding and a plain clay tile roof. The proposal also includes timber windows and doors and conservation style roof lights.

Impact on character of area and neighbouring property

The surrounding built form includes Itchen Cottage and Clock Cottage to the west, both of which are flint and brick buildings with slate tiled shallow pitched roofs and both of which are within the settlement boundary. Planning history indicates that these buildings were formally associated with Itchen Abbas House in an ancillary capacity and planning permission was granted in 1989 and 2003 for the conversion of these outbuildings to residential dwellings. Itchen Abbas House itself is a substantial two storey building of painted brickwork and slate roof. The modern development of Little Hayes Lane is further afield to the northwest.

The construction of a mock barn is considered incongruous and out of character with this location. Its design is not in keeping with Itchen Cottage and Clock Cottage in terms of its height, massing and materials. These buildings are traditional brick and flint buildings with shallow pitched roofs which settle down in the landscape. Whilst these former outbuildings relate in terms of the scale, design and hierarchy to Itchen Abbas House, the proposed dwelling is a generic barn style building which does not relate to the architectural characteristics of the immediate area.

The closest property is Itchen Cottage, which is approximately 9m from the shared boundary and a total of 19m between facing elevations. The closest property to the east is Abbey House, which is approximately 230m+ to the east. In the absence of further levels details that include proposed ground and finished floor levels, it is not possible to accurately determine the relative heights of the proposed building and those of Itchen and Clock Cottages. However, the supporting statement accompanying the application suggests that the ridge height of the proposed dwelling would be approximately 700mm higher than the highest part of Itchen Cottage.

Given the limited number of windows on the proposed west elevation it is unlikely that the new dwelling would result in overlooking of the private amenity area of either Clock or Itchen Cottages. Itchen Abbas House is approximately 70-80m from the proposed dwelling and at depressed level and obscure angle. The wider garden and driveway would be directly overlooked by the proposed dwelling but sufficient garden space is available at the front and rear of that dwelling which would remain private.

There is significantly screening in the form of a well established boundary hedge between the B3047, Itchen Abbas House and the proposed development site. It is unlikely that the building would be unduly visible from the main road. However, there is a public footpath along the eastern boundary and the full length of this barn would be visible from that public right of way. Furthermore, although this boundary currently comprises a number of mature trees and post and wire fencing with significant gaps between which allow views into the site, any hard or solid boundary treatment along this rural footpath, either to screening views of the site or to contain it, would be visually harmful and out of character

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with the rural setting, to the detriment of the users of the public right of way.

Highways/Parking

The proposal includes a vehicle access from the existing track which runs along the east of the site and serves Itchen Abbas House, Clock Cottage and Itchen Cottage. The proposal includes an area of hard standing to the north of the proposed dwelling which is sufficient for parking, but it does not include any form of garaging.

There is no pedestrian pavement or safe walkway along the B3047 from the site, although there is a public footpath to the north of the site. However, this footpath is unlit and a much longer route to some of the services and facilities (which include a school, community centre and local pub) than using the B3047. Because of the lack of safe walking passage or pavement adjacent to the site and the B3047 being a more direct route the proposal is considered unacceptable from a highway safety point of view.

Sustainability

The proposal states that the building would be constructed to Code for Sustainable Homes Level 5 standard in accordance with the Council's aspiration policies. The proposed dwelling would reportedly achieve 100% reduction in CO2 emissions over benchmark levels (Building Regulations 2006), through passive solar gain, super insulated building fabric, and 100% low energy lighting. In terms of renewable energy technologies the design includes 45sq.m of Photo Voltaic panels on the brick and flint building and an air source heat pump. Water saving features would include low flow taps, water butts and permeable drive surfacing.

Whilst these sustainability features are acknowledged, this is not considered sufficient justification for allowing a new residential dwelling in the countryside.

Public Open Space/Highways Contributions

In accordance with policies RT4 and DP9 of the WDLPR the development would necessitate financial contributions towards off-site public open space provision and improvements to sustainable transport infrastructure in the area. In the absence of a completed S106 or equivalent legal mechanism to secure these funds the development would not provide the necessary infrastructure to meet recreational and sustainability requirements and is therefore contrary to these policies.

Conclusion

The site lies outside the main settlement boundary of Itchen Abbas, in an area designated countryside, and for which there is a presumption against new residential dwellings, without special justification, in both local and national planning policy. The development does not respect the character of the area in design terms, a new dwelling and all the inevitable domestic paraphernalia that that would entail would represent an insidious form of development in the countryside and South Downs National Park. The development cannot to be considered under the Council's infill policy (H4) because the site lies adjacent to the settlement boundary and extending that policy boundary would further erode the defined countryside and is considered unacceptable in principle. Notwithstanding this, the proposal would fail to meet those criteria on a number of fronts including lack of pavement linkages to local facilities and the site does not form a limited gap between permanent buildings.

Recommendation

Application Refused

Reasons

1 The proposal is contrary to Winchester District Local Plan policies H3 and H4, national policy guidance PPS1 Delivering Sustainable Development, PPS3 Housing and PPS7 Sustainable Development in Rural Areas in that it would result in a new dwelling in the countryside for which there is no overriding justification.

2 The proposal is considered contrary to policy DP3 of the Winchester District Local Plan (Review) in that in terms of height, massing and materials the generic barn design does not respect the local distinctiveness of the area and is therefore considered incongruous and out of character with the existing built form. It is considered that the development does not respect the special quality and designation of the South Downs National Park in that it fails to conserve and enhance the natural beauty, wildlife and cultural heritage of the area.

3 The proposal is contrary to Policy DP.9 of the Winchester District Local Plan Review 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.

4 The proposal is contrary to Policy RT4 of the Winchester District Local Plan Review 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.

5 The B3047 Road is unsuitable in its present condition to take the type and amount of traffic likely to be generated by the proposal.
(Road unsuitable increased traffic).

Informatives

1. The Local Planning Authority has taken account of the following development plan policies and proposals:-
Winchester District Local Plan Review 2006:DP3, DP9, CE5, H3, RT4
South East Plan 2009:C2, C4, CC1,

PARISH CONSULTATION

Please return this form to the Case Officer, Mrs Jane Rarok.

From: Itchen Valley Parish Council

Date Valid: 14th February 2011

8 Week Date 11th April 2011

Case No: 11/00312/FUL

Closing Date for Comments 12th April 2011

W Ref: W03724/06

Team: EAST Mrs Jane Rarok
Case Officer

Location: Itchen Abbas House, Main road, Itchen Abbas, Hants. SO21 1BQ

Proposal; (Householder) 1 No three bedroom dwelling, access, landscaping and associated works.

Comments:

Itchen Valley Parish Council supports this application. Some of the reasons taken into account are:-

- Full consultation with neighbours and Parish Council.
- Within village envelope as defined by 2001 Village Design Statement, and sympathetic to the principles contained therein.
- Building will be landscaped into existing contours to minimise the impact on surrounding area (HE4 &5). Not visible from main road.
- Satisfactory environmental impact statement.
- Conforms to code for sustainable buildings level 5.
- Follows 2011 WCC policy guide on climate change and SDNP commitment to renewables.

Signed: R Banham
for Itchen Valley PC.

Date: April 2011.