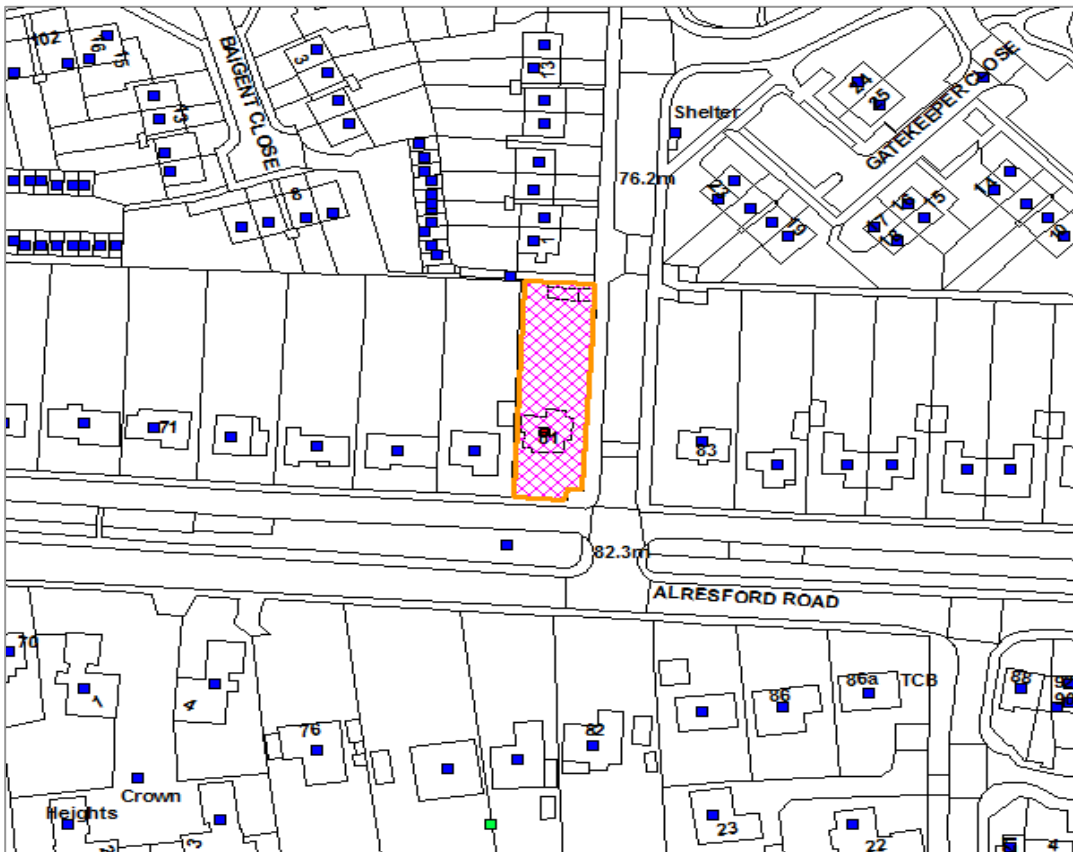


**Item No:** 01  
**Case No:** 17/02578/FUL  
**Proposal Description:** Two storey front extension, alterations to roof and external alterations to existing dwelling. Erection of 2no. two bedroom semi-detached houses on land to the rear of 81 Alresford Road, accessed via Winnall Manor Road following demolition of existing garage including re-use of existing access and proposed additional vehicle access with dropped kerb crossing.  
**Address:** 81 Alresford Road Winchester SO23 0LA  
**Parish, or Ward if within Winchester City:** St Bartholomew  
**Applicants Name:** Candover Green Developments Ltd  
**Case Officer:** Liz Marsden  
**Date Valid:** 6 October 2017  
**Site Factors:**

Article 4 Direction  
CIL Zones for Winchester City Council

Southern Water Operational Area

**Recommendation:** Permission



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## **General Comments**

### **Application is reported to Committee due to the number of comments received contrary to officer recommendation**

Amended plans have been received which:

- Relocate and reduce the depth of the front extension to the existing house
- Propose a single storey rear extension to replace the conservatory on the existing house
- Exterior finish changed from white render to white painted brick.
- Relocation of the bus stop

## **Site Description**

The site is a corner plot, with a total area of 0.063ha located at the junction of Alresford Road and Winnall Manor Road. There is an existing two storey dwelling set towards the south end of the site, which has a gravelled parking area to its front and a narrow drive to the side, parallel to the road, which appears to be unused. Towards the rear of the garden there is a pre-fabricated garage and a garden house set adjacent to the northern boundary. A narrow footpath runs between the northern boundary of the site and the adjacent property to the north, No.1 Winnall Manor Road.

There are two access points to the site. From the south this is via a gravelled access way off Winnall Manor Road, which runs parallel with Alresford Road and serves a number of the properties along this section of Alresford road. To the north there is a dropped curb and a short section of paving in front of the garage building. The boundary along Winnall Manor Road is characterised by a mature hedge and close boarded fence, with a low wire fence alongside the footpath to the north.

The surrounding area is residential in character, with a variety of house types and designs, predominantly larger detached dwellings along Alresford Road and smaller semi-detached houses and three-storey blocks of flats along Winnall Manor Road and roads off it to the north.

The site slopes down from its highest point to the south, adjacent to Alresford Road, to the lowest point along the northern boundary, a difference in land level of around 2.3m. The land continues to drop away beyond the site for a considerable distance into the Winnall Valley.

## **Proposal**

The application seeks to extend and redesign the existing house which, although two-storey has restricted accommodation at first floor level due to the steep pitch and low eaves of the roof. The proposal retains the overall roof height of the existing building but raises the eaves (by 1.5m) so that the first floor level would have the same usable floor area as the ground floor over which it is located. The overall height of the building has been retained by providing a shallower pitch to the roof.

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In addition it is proposed to extend the central gable on the southern elevation out by 2.5m and a single storey extension (2.4m deep) across the full width of the rear (northern) elevation, removing the existing conservatory. Neither of the extensions will be closer to the neighbouring house at No.79, Alresford Road. The house will be accessed, as at present, from the unmade road leading from Winnall Manor Road.

The existing structures in the rear garden are to be removed and a pair of semi-detached houses constructed on the northern part of the site, the nearest part of which will be approximately 3m from the side elevation of the property to the north and 8.5m from the rear of No.81. These are two-storey, two bedroom properties, though there are additional rooms in each, shown as studies but which could potentially create a further small bedroom. The total floor area of each house is 83sq.m. The larger proportion of this space is at first floor level, where it extends over the parking spaces to the front of the house, creating a partial car port. This does not go across the full frontage of the building and the remainder of the car port is made from an open timber structure.

The houses are provided with two car parking spaces each and there is sufficient room to the front of the existing house to park at least 3 cars. All three properties have an area of private amenity space. The overall density of the development is 47.6 dwellings per hectare.

### **Relevant Planning History**

There is no relevant planning history on this site.

### **Consultations**

#### WCC Engineers: Drainage:

Main drainage is available and no significant additional loading – no objection

#### WCC Engineers: Highways:

Initial concerns about the creation of another access onto Winnall Manor Road have been overcome by the relocation of the bus stop, with the agreement of HCC highways authority. Subject to a condition requiring this work to be carried out prior to the occupation of the dwellings, no objection.

### **Representations:**

#### City of Winchester Trust:

Highly significant corner on one of the main roads into the city. No objection to the creation of a more modern building on the corner or the two additional house, but concerned about the roof design and materials of the revised dwelling, which should have more regard to the local vernacular.

6 letters received objecting to the original application for the following reasons:

- White render and timber and slate materials of revised house not in keeping with the existing brick and tile of the area and will be out of keeping and detract from the appearance of the area.
- The house is in a prominent location and the increase in its size will make it more intrusive.
- Houses in rear garden are not in keeping with the character of the area and will remove the pleasant vista that can be currently obtained across the rear gardens

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- of houses towards Winnall Moors, which is an important local amenity.
- Trees have already been lost in rear garden to the detriment of the visual amenity.
  - Overlooking
  - Position of new houses, forward of the building line will result in significant visual narrowing of the Winnall Manor Road.
  - New access will increase the congestion in this area and introduce a further hazard close to a bus stop.
  - Obstruction of the bus stop which is important for local residents.
  - Loss of light to the rear garden and rooms of the house to the north of the site.
  - Extra burden on already overloaded sewerage system.
  - Front extension to existing house will result in loss of light and outlook to adjacent property.

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

- Construction of new buildings in the garden is in contravention of the Church Commissioners covenant which applies to land sold by them along Alresford Road.

### **Relevant Planning Policy:**

Winchester Local Plan Part 1 – Joint Core Strategy  
WT1, MTRA1, CP3, CP11, CP13, CP14

Winchester Local Plan Part 2 – Development Management and Site Allocations  
DM1, DM15, DM16, DM17, DM18

National Planning Policy Guidance/Statements:  
National Planning Policy Framework

Other Planning guidance  
High Quality Places SPD 2015

### **Planning Considerations**

#### Principle of development

The proposal site is located within the main settlement boundary of Winchester and therefore there is a presumption in favour of additional housing development, subject to an assessment with other policies of the Local Plan.

Policy CP2 of the Local Plan Part 1 considers housing mix and introduces a more flexible approach to it moving away from the previous Local Plan requirement for 50% of the dwellings to be 1 or 2 bed. The policy requires that there should be a majority of 2 and 3 bedroom dwellings, unless local circumstances indicate an alternative approach should be taken. In this case the proposal will result in 2 x 2 bedroom units and a 1x 4 bedroom unit and is therefore compliant with this policy.

Policy CP14 of LPP1 states that the development potential of all sites should be maximised and that higher densities will be supported on sites which have good access to facilities and public transport. The primary determinant will be how well the design responds to the general character of the area.

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### Design/layout

The layout of the development has been designed to maximise the potential of the site whilst retaining adequate amenity for the future occupants. The existing house is to be considerably remodelled, creating a greater usable level of accommodation at first floor level. The proposals will result in a dwelling of a fairly standard size and design for a four bedroomed house, but the treatment of the porch, windows and use of timber cladding on some areas will result in a more modern appearance. This is less evident in the current design than the originally submitted proposal which had a greater level of timber cladding and was to be finished in a white render rather than the softer painted brick that is now proposed. The possibility of retaining an unpainted brick finish has been discussed, but as much of the original brickwork is to be retained it is considered that a more uniform appearance would be achieved by painting the building rather than trying to match the bricks. The slate roof will complement the design of the building and be more attractive than the existing concrete tiles.

The new dwellings are to be constructed from red brick, as are the existing houses to the north, though it is proposed to use slate on the roof, similar to that on the main house, rather than the brown concrete tiles that characterise the houses along Winnall Manor Road. The use of slates, together with the modern treatment of the windows and the frontage of the new houses, with the timber 'pergola' style of the carports, will serve to unify the development as a whole, whilst the size and scale of the houses and more traditional brick finish will relate more closely to the adjacent houses to the north and it is not considered that the proposals will appear incongruous or out of keeping with the area as a whole.

The development of the northern part of the garden, together with the rear extension, will significantly reduce the garden area available to the house, particularly when compared to the extensive gardens of other houses along Alresford Road. However the width of the plot (13.5m) ensures that an adequate and useable space remains to serve the dwelling. The gardens of the new dwellings are very modest in size (32 sq.m), but provide enough space for an outdoor seating area and washing line and are considered to be in line with modern urban living.

### Impact on character of area

The site is prominent in views from the surrounding area due to its corner location and the topography of the area as a whole. In particular, the proposed new dwellings, which are set closer to the road than the houses to the north and will be visible in views looking south west up Winnall Manor Road and will therefore have a considerable impact on the existing street scene. It must therefore be considered as to whether this impact is harmful to the character and appearance of the area.

There is some suggestion, in information provided with the application, that the new dwellings will mediate or provide a transition in the building line between the properties set back along Winnall Manor Road and No. 81. This is not considered to be the case as the dwellings are further forward on the site than the existing dwelling and will effectively screen much of that building from view. However, whilst it is recognised that the majority of buildings along the road are located further back than the current proposal, this does not result in a uniform building line along its length. The curvature of the road further to the south results in a number of buildings appearing to be set forward, with gable ends or frontages clearly visible in the streetscene. In this context it is not considered that the fact

that the side elevation of plot 2 will be visible will, in itself cause sufficient harm to the character and appearance of the area to justify a refusal on this basis.

The position of the proposed new houses will reduce the impact of the existing property when viewed from the south, though it will still be prominent in views around the junction of Winnall Manor Road and Alresford Road. These views are, however, relatively restricted due to the distance that it is located from Alresford Road, from where to the east, longer views of the house are obscured by foliage between the road and the unmade access. In views from the west, the position of the adjacent dwellings, which are set further forward on their plots, will ensure that there is only a relatively short section of the main road from where it is visible.

Concern has been raised that the materials to be used in the revision of the house, in terms of the white finish (originally proposed to be render, but now painted brick) and slate roof are uncharacteristic of the area and will detract from its appearance. Whilst it is acknowledged that the majority of the buildings in the area are a plain brick finish and have tiled roofs, there are others in the vicinity with the same finish. In particular a terrace of cottages set further east along Alresford Road which are potentially more prominent due to their location immediately adjacent to the road. Houses in the area are not of a uniform design and the existing property is already dissimilar, in terms of its design and materials, to most of those surrounding it and it is considered that the proposal, whilst clearly individual, would not be so out of keeping or intrusive so as to materially harm the character and appearance of the area.

The density of building on the site will have an impact on the existing spacious nature of the site, which at present affords some views across it towards distance vistas to the north and this will be restricted by the new dwellings. However, these views are already limited in nature and would have been even more so prior to the trees that were on the site being removed. Views down the road will be retained. The primary impact of the new dwellings will be from Winnall Manor Road, where it would be viewed in the context of the existing frontage development, which has relatively narrow gaps between buildings and from where it would not be possible to perceive the limited amenity space to the rear of the houses. From Alresford Road, the only vantage point of the development as a whole would be from its junction with Winnall Manor Road and there is sufficient distance between No. 81 and the new houses so that the site will not appear unduly cramped or out of keeping with the pattern of development in the area.

#### Impact on neighbouring property

The nearest neighbour to the existing dwelling is No.79 to the west of the site, the side elevation of which is located 3.5m from the side of the house and has two windows, serving a kitchen at ground floor level and a bathroom at first floor. These windows are in line with the existing frontage of the house and therefore have views across the front garden/parking area. The originally submitted plans proposed a 5m two-storey extension to the front of the house on the side closest to the neighbours, which was considered to have an unacceptably overbearing impact on the outlook from and direct morning light to those windows.

Following discussions, the plans were revised to half the length of the previous proposal (2.5m) and moved centrally to the front elevation. The existing flat roofed, single storey, section of building immediately adjacent to the boundary is to be retained so that the nearest part of the full two storey brick wall is set 6m from the window. Although the front

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extension will reduce some of the current outlook available to the neighbour, it will still be possible to obtain views past this projection and it is considered that the distance is sufficient to ensure that the loss of direct light will be very limited. A reason for refusal on the basis of the impact of this part of the proposal on the amenity of the neighbouring property could not therefore be sustained.

The amended plans also included a flat roofed extension to the rear of the property, which will increase the depth of the building. However, this will be predominantly obscured from No. 79 by an existing garage to the rear of that property and will not therefore have an adverse impact on that property.

With regard to the potential for overlooking, there is a new window in the west side elevation of the house at first floor level which will look onto the side of No.79. This is to serve a bathroom and will be obscure glazed and will not therefore result in overlooking. There is potential for the overlooking of the gardens of the new dwellings to the north, which will be at a distance of 11m from first floor level, but there is no possibility of being able to see into the rear of those properties and it is not considered that the loss of amenity, particularly as it will be apparent to any future occupier of the property, would be so significant as to warrant a reason for refusal.

The new dwelling on plot 2 is located 3m from the side elevation of No.1 Winnall Manor Road, which has a single storey extension to the side, and set at a higher land level. There are no windows in the side elevation of the property to be directly affected by the proposal, though the corner of the open timber frame carport will intrude slightly into the 45 degree angle that is generally accepted should be left clear to provide an acceptable outlook. However, this window is already set lower than the level of the road and adjacent footpath and partially screened from them by evergreen hedges, which effectively obscure any views. Similarly, whilst the height of the proposed dwelling may result in some increased shading during the winter months, this would not be significantly greater than the existing situation and would not justify a refusal on this basis.

There are no windows in the side elevations that would result in the overlooking of the private amenity areas of properties to the north or south. The windows at first floor level serve bathrooms and stairwells and can be obscure glazed to ensure that they do not result in overlooking or loss of privacy to the rear gardens of houses to the west. Furthermore, it is the very rear of these gardens that would be affected, rather than the more sensitive amenity area immediately to the rear of the houses and the proposal should not result in even the perception of being overlooked. Any views from ground floor windows will be screened by a close boarded fence, as at present.

#### Highways/Parking

The originally submitted application showed the provision of the additional access to serve plot 1 close to a bus stop on Winnall Manor Road. Whilst this stop does not have a shelter that would obstruct lines of sight, there were concerns that cars waiting to turn into the site would impede the ability of buses to manoeuvre, particularly given the proximity of a pinch point in the road.

Following discussions with Hampshire County Council highways, the applicants agreed to move the bus stop, including the marked bus 'cage' and the bus stop post, further to the south and the plans were amended accordingly. These measures have effectively overcome the original objections to this aspect of the proposal.

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## Other Matters

- Energy efficiency. The Government has announced (March 2015) updates to its policy on housing standards and zero carbon homes. These affect the Council's implementation of Policy CP11 of the adopted Local Plan Part 1. While policy CP11 remains part of the Development Plan and the Council still aspires to achieve its standards for residential development (Code for Sustainable Homes Level 5 for energy and Level 4 for water), Government advice now sets a maximum standard of 110litres/day for water efficiency and the equivalent of Code Level 4 for energy. Therefore, for applications determined after 26 March 2015, Local Plan policy CP11 will be applied in compliance with the maximum standards set out in Government advice and conditions have been included to ensure this.
- Lack of affordable housing. Following a Court of Appeal decision in 2016, the government guidance introduced a threshold beneath which affordable housing contributions or tariff-style contributions should not be sought, the threshold being, in urban areas, developments of ten units or less and which have a maximum combined floor space of no more than 1,000 square metres. The current proposal is for 2 additional houses with a total floor area of around 166 square metres and a financial contribution towards Affordable Housing therefore is not required in this case.

## Conclusion

It has been assessed that the proposal represents an appropriate development for the area in relation to the proposed layout and design and will not detract from the visual amenities of the area or the residential amenity of adjacent properties. On this basis the proposed development is recommended for permission in accordance with the adopted policies of the Local Plan and subject to a number of enhancement and safeguarding conditions.

## **Recommendation**

Permission 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.

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

Reason: to ensure that the external appearance of the development is of a high order on this sensitive rural site.

2. Before development commences samples of all the external materials of the buildings and external hard landscaping surfaces shall be submitted to and approved in writing by the local planning authority.

Reason: to ensure that the external appearance of the development is of a high order.

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3. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and re-enacting that Order with or without modification) no development permitted by Classes A, B, C, D, E or F of Part 1 of the Order shall be carried out without the prior written consent of the Local Planning Authority.

Reason: To protect the amenities of the locality and to maintain a good quality environment.

4. The windows at first floor level in the rear (west) elevation of the existing and proposed dwellings shall be obscure glazed with glass which achieves an obscuration level at least equivalent to Pilkington Obscure Glass Privacy Level 4, unless otherwise agreed in writing by the local planning authority, and the glazing shall thereafter be retained in this condition at all times.

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

5. Prior to the commencement of the development hereby permitted detailed information (in the form of SAP design stage data and a BRE water calculator) demonstrating that the dwelling shall meet the Code 4 standard for energy and water (as defined by the ENE1 and WAT 1 in the Code for Sustainable Homes) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be built in accordance with these findings.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2012 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

5. Prior to the occupation of the dwelling hereby permitted detailed information (in the form of SAP "as built" stage data and a BRE water calculator) demonstrating that the dwelling meets the Code 4 standard for energy and water (as defined by the ENE1 and WAT 1 in the Code for Sustainable Homes) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be occupied in accordance with these findings.

Reason: To ensure a sustainable form of development consistent with the objectives of The National Planning Policy Framework 2012 and to accord with the requirements of Policy CP11 of the Winchester District Local Plan Part 1 - Joint Core Strategy.

6. The dwellings hereby approved shall not be occupied until such time as the works, shown on drawing ref. 020.0331.001 Rev C in the Technical Note (ref. 020.0331/TN/3) prepared by Paul Basham Associates and submitted with the application, have been undertaken and completed to the satisfaction of the Highway Authority.

NOTE - A licence is required from Hampshire Highways Winchester, Bishops Waltham Depot Botley Road, Bishops Waltham, SO32 1DR prior to commencement of access works.

Reason: To ensure the new access does not impede the existing bus service.

7. Details of measures to be taken to prevent mud from vehicles leaving the site during construction works being deposited on the public highway shall be submitted and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the duration of the construction period. No lorry shall leave the site unless its wheels have been cleared sufficiently to prevent mud being carried onto the highway.

Reason: In the interests of highway safety.

8. Details of provisions to be made for the parking and turning on site of operative and construction vehicles during the period of development shall be submitted to and approved in writing by the Local Planning Authority and fully implemented before development commences. Such measures shall be retained for the construction period.

Reason: In the interests of highway safety.

9. The parking areas shall be provided in accordance with the approved plans before the dwellings are first occupied and thereafter permanently retained and used only for the purpose of accommodating private motor vehicles or other storage purposes incidental to the use of the dwelling houses as residences.

Reason: To ensure the permanent availability of parking for the properties.

10. Detailed proposals for the disposal of foul and surface water, shall be submitted to and approved in writing by the Local Planning Authority before the commencement of the development hereby permitted. The approved details shall be fully implemented before the dwelling hereby approved is first occupied.

Reason: To ensure satisfactory provision of foul and surface water drainage.

11. The development shall be carried out in accordance with the following approved plans:

- 1723\_100\_A Proposed block plan
- 1723\_101\_A Site and roof plan
- 1723\_200\_A Extension to existing house – plans
- 1723\_303\_A Extension to existing house – elevations
- 1723\_300 Proposed dwellings – north and east elevations
- 1723\_301 Proposed dwellings – south and west elevations
- 1723\_202 Proposed dwellings – ground floor plans
- 1723\_203 Proposed dwellings – first floor plans

Reason: For the avoidance of doubt and in the interests of proper planning.

## **Informatives:**

1. In accordance with paragraphs 186 and 187 of the NPPF, Winchester City Council (WCC) take a positive and proactive approach to development proposals, working with applicants and agents to achieve the best solution. To this end WCC:
  - offer a pre-application advice service and,
  - update applicants/agents of any issues that may arise in the processing of their application, where possible suggesting alternative solutions.In this instance the proposals were discussed with the applicants and the plans were revised to try and overcome concerns.
2. The Local Planning Authority has taken account of the following development plan policies and proposals:-  
Local Plan Part 1 - Joint Core Strategy: WT1, MTRA1, CP3, CP11, CP13, CP14  
Local Plan Part 2 - Development Management and Site Allocations: DM1, DM15, DM16, DM17, DM18
3. This permission is granted for the following reasons:  
The development is in accordance with the Policies and Proposals of the Development Plan set out above, 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.
4. All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.
5. During Construction, 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.