

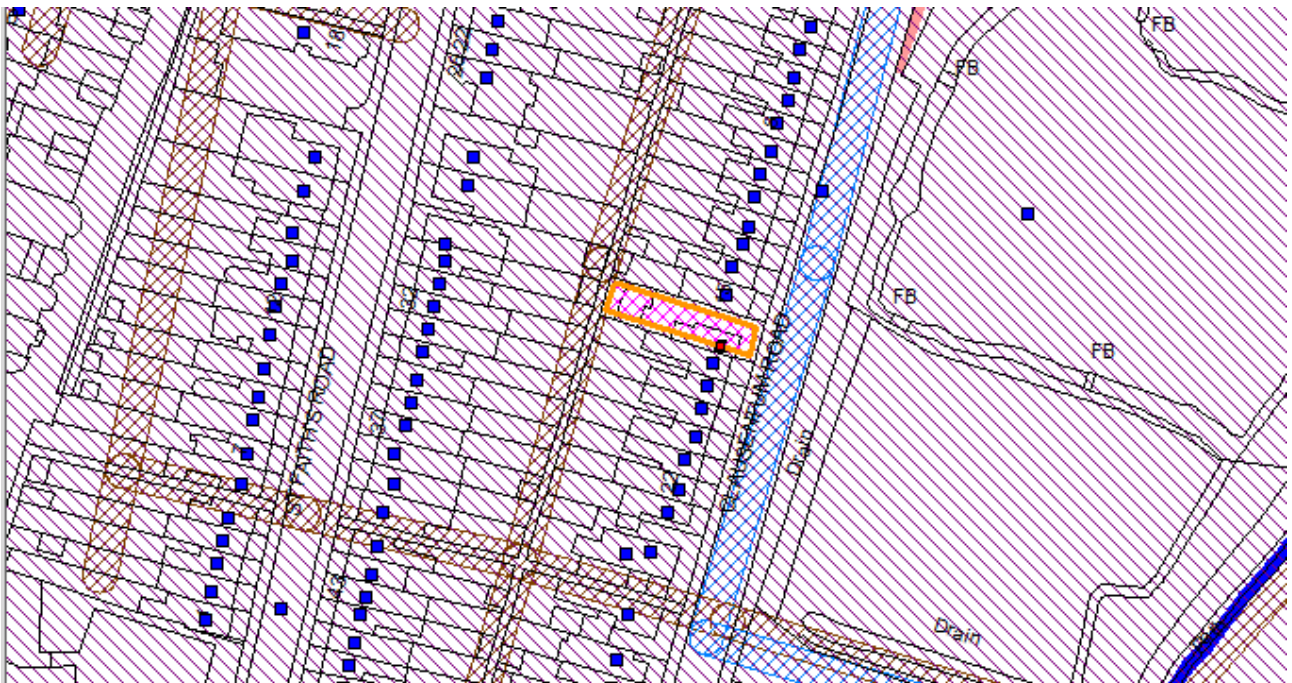
WINCHESTER CITY COUNCIL
PLANNING COMMITTEE

Case No: 23/00283/HOU
Proposal Description: Demolition of existing rear projection and part of boundary fence, two Storey extension to side/rear, single storey rear extension and two dormers and two Velux to side roof slope, new wall to west elevation, replace roof materials and alteration to existing fenestration (variation to planning permission 22/00180/HOU) (Amended Plans).
Address: 16 Clausentum Road, Winchester, Hampshire, SO23 9QE
Parish, or Ward if within Winchester City: St Michael
Applicants Name: Mr and Mrs Black
Case Officer: Cameron Finch
Date Valid: 6 February 2023
Recommendation: Application Permitted
Pre Application Advice No

Link to Planning Documents

[Link to page – enter in reference number 23/00283/HOU](https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple)

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Reasons for Recommendation

The development is recommended for permission as it is considered that it is acceptable in terms of its impact on the character of the area and would not harm neighbouring residential amenity and complies with the policies of the adopted Development Plan.

General Comments

The application is reported to Committee because of the number of objections received contrary to the Officer's recommendation.

Two previous planning applications for extensions to this dwelling have been permitted but never constructed (21/02239/HOU and 22/00180/HOU). The current application proposes a larger extension with two larger side dormer windows.

Amendments to Plans Negotiated

Revised plans were submitted on 5th June 2023 and a further consultation was undertaken with neighbouring dwellings. The amended plans show a reduced size of the proposed first floor element of the two storey extension and a small amendment to the proposed roof of the single storey element to the side.

Site Description

The application site comprises a two storey end of terrace property situated within the settlement boundary of Winchester and located in the St Cross Character Area of the Winchester Conservation Area. Terraced dwellings such as this one are characterful of this part of Winchester as outlined by the Conservation Area Appraisal. Street facing elevations of these dwellings are relatively uniform and form a strong character. There is great variation in the rear of these dwellings with residential extensions and dormer windows being permitted to similar dwellings within the surrounding area.

The site is modestly sized with a small front garden, access to the side and a rear garden. Boundary treatment is formed by a mixture of timber panel fencing and vegetation. Parking within the surrounding area is provided by a permit parking scheme on the road. Construction on the approved outbuilding (21/02078/LDP) has commenced.

Proposal

The proposal seeks revisions to two recently approved schemes (21/02239/HOU and 22/00180/HOU) for erection of a two storey and single storey rear extension along with the addition of two dormer windows to the northern side elevation. The current proposal utilises a similar design to that permitted under 22/00180/HOU, however the current application enlarges the built form.

The proposed extension to the side is approximately 0.5 metres wider at the ground floor level and the proposed first floor section sits at the extent previously approved under 22/00180/HOU. The proposed side dormer windows are enlarged with the length of the dormer being increased by approximately 0.34 metres. The proposed rear extension

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remains the same as previously approved.

Relevant Planning History

- (21/02078/LDP) (PERMITTED) Proposed outbuilding - see plans and supporting statement for more information.
- (21/02239/HOU) (PERMITTED) Two Storey Rear Extension and Dormers
- (22/00180/HOU) (PERMITTED) Two Storey Rear Extension, single storey extension and Dormers (revision to planning permission 21/02239/HOU)

Representations:

City of Winchester Trust: The proposed additional increase in width and height of the extension to the side of no.16 will have an adverse visual impact on the character of Clausentum Road that comprises three terraces, each separated by a driveway. The visual and access functions of the driveway between no. 16 and no. 15 will be unduly compromised.

8 Objecting Representations received from different addresses.

Summary of comments

Following a reconsultation on amended plans, a further 6 Objecting Representations were received citing the following material planning reasons:

- Dormer windows will overlook neighbouring dwellings.
- The proposed extension represent an overdevelopment of the host dwelling.
- Extensions reduce the light into no.15.
- Development compromises the view of the terrace.
- The dwelling reduces the gap between the no. 15 and no.16.

Relevant Government Planning Policy and Guidance

National Planning Policy Framework

Section 12 of the National Planning Policy Framework 2021

National Planning Practice Guidance

Design process and tools

Determining a planning application

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Winchester Local Plan Part 1 – Joint Core Strategy (LPP1). DS1 – Development Strategy and Principles

DS1 – Development Strategy and Principles
CP13 – High Quality Design
CP20 – Heritage and Landscape Character

Winchester District Local Plan Part 2 – Development Management and Site Allocations

DM15 – Local Distinctiveness
DM16 – Site Design Criteria
DM17 – Site Development Principles
DM18 – Access and Parking
DM27 – Development in Conservation Areas

Supplementary Planning Document

National Design Guide 2019
High Quality Places 2015
Air Quality SPD September 2021
RESIDENTIAL PARKING STANDARDS December 2009
St Cross Conservation Area Appraisal / Management Plans

Other relevant documents

CLIMATE EMERGENCY DECLARATION CARBON NEUTRALITY ACTION PLAN 2020 – 2030
Statement of Community Involvement 2018 and 2020
Historic Environment Good Practice Advice in Planning: 4 Published 30 June 2020

Planning Considerations

Principle of development

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 and paragraph 47 of the National Planning Policy Framework (NPPF, 2021) requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

The site is situated within the settlement boundary of Winchester, where the principle of development is acceptable, provided that the development is in accordance with the policies of the Development Plan and unless material planning reasons indicate otherwise.

Assessment under 2017 EIA Regulations.

The development does not fall under Schedule I or Schedule II of the 2017 Environmental Impact Assessment Regulations, therefore an Environmental Impact Assessment is not required.

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Impact on character and appearance of area

The site lies within the conservation area of Winchester. Under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act special attention should be paid to the desirability of preserving or enhancing the character or appearance of that area.

Both the two storey and single storey rear extensions utilise materials to match the existing dwelling which ensures a sense of cohesion between the host dwelling and the new additions. The scale and massing of the proposed two storey side extension and single storey rear extension is considered acceptable. The definition between the ground and first floor ensures that the overall bulk of the proposed extension remains proportionate and does not overdevelop the host dwelling. The dormer windows proposed to the northern elevation are considered to be satisfactorily designed, and would not overly dominate the existing roof scape and with materials that are similar in appearance to the existing slate roof ensures a subtle appearance.

The proposed development will be partially visible from the public realm especially when viewed from the street through the gap from Clausentum Road. The proposed two storey element and dormer windows are set back within the site and it is considered the built form of the host and neighbouring dwellings provides screening which reduces the visual impact. It is considered that views from this position will be marginal. The rear of the dwelling is not visible from the public realm due to the layout of built form of neighbouring dwellings and associated terraces of adjacent streets. It is not considered that development to the rear of the dwelling impacts upon the character and appearance of the surrounding area. It is considered that the proposed design form and use of materials are consistent with the locality and the extension is in keeping with the established character and context of the surrounding conservation area.

It is considered that the increase in size from the extension and dormer windows previously approved is minor (22/00180/HOU) and it is not considered that the additional size causes harm to the character and appearance of the surrounding area.

The proposal is not considered to cause harm to the character and appearance of the surrounding area and is compliant with policies DM15, DM16, DM17 and DM27 of the Local Plan Part 2.

Development affecting the South Downs National Park

The application site is located 0.01km from the South Downs National Park with the boundary sitting on the Eastern side of Clausentum Road. Screening provided by trees along this side of the road, along with the set back of the extension, ensures that the proposed development does not have a significant visual impact upon the National Park.

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF) updated 2021. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 172 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National

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Parks.

Due to the distance and intervening features the development will not affect any land within the National Park and is in accordance with Section 11a of the National Parks and Access to the Countryside Act 1949.

Historic Environment

The development is within the St Cross character area of the Winchester Conservation Area. The following legislation and policies are taken into account in the assessment and determination of this planning and listed building application.

Relevant Legislation

The preservation or enhancement of the character or appearance of the conservation area (S.72 P(LBCA) Act 1990; Policies DM27 & DM28 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF (2021) Section 16.

Guidance

The consideration and assessment of due regard is required in relation to the relevant legislation. As such due regard has been given to Section 72 of the Planning (Listed Buildings and Conservation Areas Act 1990) which confirms that “special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the Conservation Area.

The historic environment section of the Planning Practice Guidance further outlines the role of the Local Planning Authority in considering the effects of new development that are in the vicinity of or affect the setting of listing buildings and heritage assets. Paragraph 199 of the NPPF advises that great weight should be given to the conservation of a heritage asset in considering the impact of a proposal on its significance (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Policy CP20 of WDLPP1 and Policy DM29 of WDLPP2 ensure that development preserves and enhances heritage assets and their settings.

There are no listed buildings within the immediate vicinity of the proposal site and none are impacted by the development.

The conservation area appraisal for St Cross sets out that dwellings in this area are either clustered together or form longer terraces, as with the proposal site. This contributes to the picturesque quality of long views within this area. The host dwelling is character of the two storey dwellings which permeate this area. As previously stated, the street facing elevations within this street have remained relatively uniform which has created a string character and is similar to neighbouring streets including St Faiths Road to the West. Residential development in this part of the conservation is sited in close proximity ensuring

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that the rear elevations of dwellings are not highly publicly visible within the conservation area. The street sits in the rural-urban fringe with the water meadows sited to the East of the proposal site.

The setting of the proposed extension and dormers back into the site ensures that the uniform street facing elevations are not interrupted by the proposed development. The extension is subservient and is not considered to interrupt the established historic pattern of built form within this area. It is not considered that the proposal would appear prominent within important long range views. The use of matching materials and familiar design form ensures visual cohesion with the established context. It is not considered that the proposal is harmful to the character and appearance of the conservation and is compliant with policy DM27.

It is considered that the proposal will preserve the character or appearance of the conservation area in accordance (S.72 P (LBCA) Act 1990; and preserve or enhance the character and historic interest of the Conservation Area in accordance with Policies DM27 & DM28 of the Winchester District Local Plan Part 2 Adopted 2017; Policy CP20 Winchester District Joint Core Strategy; NPPF (2021) Section 16.

Ecology and Biodiversity

The River Itchen SAC is located to the east, to the opposite side of the road and an area of woodland. The proposal is for a minor development and does not introduce additional overnight accommodation. Due to the scale of the proposal, distance and intervening features there is no adverse harm on the integrity of the River Itchen SAC. The proposal is compliant with policy CP16 of LPP1.

Neighbouring amenity

15 Clausentum Road is the neighbouring dwelling sited to the North of the proposal site. The dwelling is formed by an end of terrace. The single storey element of the proposal sits close to the side elevation of this neighbouring dwelling and does not impact upon the side windows of this dwelling. The proposed first floor element sits at the extent previously approved and does not cause harm by overbearing or overshadowing.

An overshadowing impact already exists to the side of each dwelling due to the layout of dwellings within this area and it is not considered that the proposal aggravates this to an unacceptable level. Due to the layout of dwellings in this area, there is already a degree of mutual overlooking between dwellings. Side dormer windows which sit adjacent to the side elevation are already present and it is not considered that the enlarged dormers proposed would aggravate the existing overlooking impact. The rear garden of this dwelling is not within the immediate outlook of first floor rear facing windows and does not cause an overlooking impact.

17 Clausentum Road is the attached dwelling to the South of the proposal site. The proposed two storey extension is not considered to be highly visible from the rear of this dwelling and is not considered to cause harm. The proposed single storey extension is not of a size or scale that harm is caused by overbearing or overshadowing. It is not considered that the proposed development causes harm by overlooking.

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The proposal is sited a sufficient distance from dwellings to the West and no adverse harm is caused by overbearing, overlooking or overshadowing.

The proposed development is not considered to harm neighbouring amenity and is compliant with Policy DM17 of the Local Plan Part 2.

Sustainable Transport

The dwelling is considered to be sited within a sustainable location as defined by the Car Parking Standards SPD. It is located within a five minute walk of a direct bus service into Winchester city centre and also Southampton. A car permit scheme exists within the surrounding area and provides parking for residents and is considered acceptable.

Equality

Due regard should be given to the Equality Act 2010: Public Sector Equality Duty. Public bodies need to consciously think about the three aims of the Equality Duty as part of the process of decision-making. The weight given to the Equality Duty, compared to the other factors, will depend on how much that function affects discrimination, equality of opportunity and good relations and the extent of any disadvantage that needs to be addressed. The Local Planning Authority has given due regard to this duty and the considerations do not outweigh any matters in the exercise of our duty.

Planning Balance and Conclusion

It is considered that this design is acceptable in relation to the dwelling and would not result in a detrimental feature in the street scene or within the conservation area.

This proposal does not result in any material planning harm on surrounding residential amenities.

Therefore this is acceptable in relation to relevant planning policy.

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.

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

2 – The development hereby permitted shall be constructed in accordance with the following plans:

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Location Plan received 06 February 2023 drawing no. 01
Ground Floor Plans received 05 June 2023 drawing no. 278-CLA-P-010
First Floor Plans received 05 June 2023 drawing no. 278-CLA-P-011
Second Floor Plans received 05 June 2023 drawing no. 278-CLA-P-012
Roof Plans received 05 June 2023 drawing no. 278-CLA-P-013
North Elevations received 05 June 2023 drawing no. 278-CLA-P-020
East & West Elevations received 05 June 2023 drawing no. 278-CLA-P-021

3 - The materials to be used in the construction of the external surfaces of the extension hereby permitted shall match those used in the existing building.

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

Informative:

1.

In accordance with 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 a site meeting was carried out with the applicant.

2.

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

Local Plan Part 1 - Joint Core Strategy: DS1, CP13,

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

Car Parking Standards Supplementary Planning Document (2009)

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.

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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.

6.

Please be respectful to your neighbours and the environment when carrying out your development. Ensure that the site is well organised, clean and tidy and that facilities, stored materials, vehicles and plant are located to minimise disruption. Please consider the impact on your neighbours by informing them of the works and minimising air, light and noise pollution and minimising the impact of deliveries, parking and working on public or private roads. Any damage to these areas should be remediated as soon as is practically possible.

For further advice, please refer to the Construction Code of Practise

<http://www.ccscheme.org.uk/index.php/ccs-ltd/what-is-the-ccs/code-of-considerate-practice>

7.

Please be advised that Building Regulations approval may be required for this development. Please contact WCC Building Control Department for more information (T: 01962 848176, E: buildingcontrol@winchester.gov.uk)