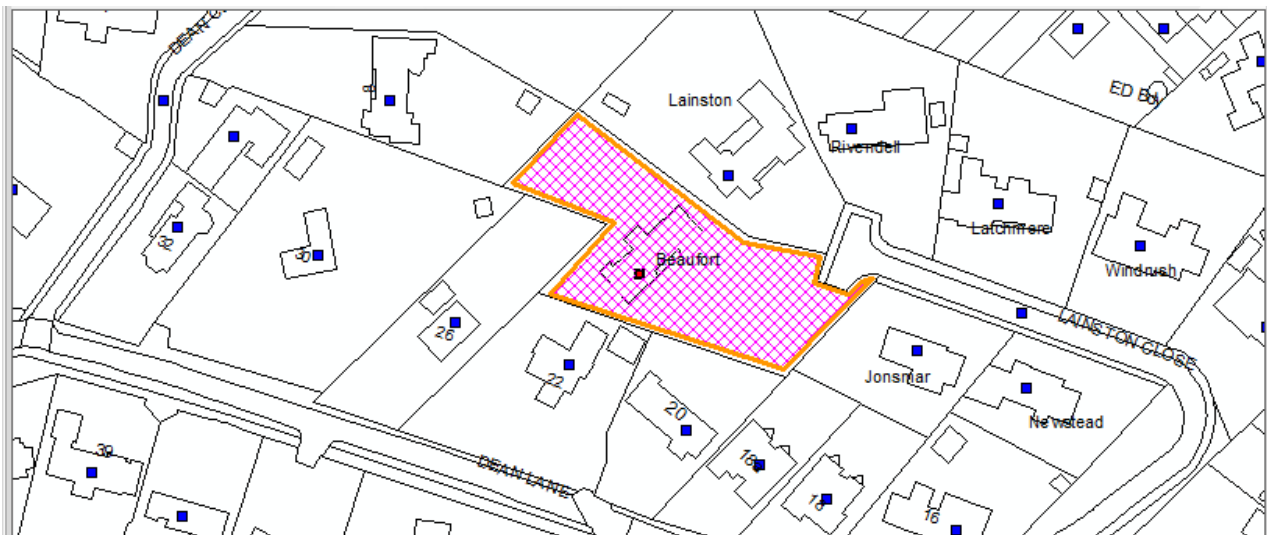


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Case No: 23/00360/HOU
Proposal Description: Remove the existing roof and install a new roof with pitched roof dormers to create a first floor / loft extension. Build a single storey extension to the front elevation of the Ground Floor. Build a new two bay garage building with workshop and Home Office at first floor level.
Address: Beaufort Lainston Close Winchester Hampshire SO22 5LJ
Parish, or Ward if within Winchester City: St Barnabas
Applicants Name: Mr & Mrs Arnold
Case Officer: Cameron Finch
Date Valid: 13 February 2023
Recommendation: Permit
Pre Application Advice No

Link to Planning Documents

[Link to page – enter in reference number 23/00360/HOU](https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple)
<https://planningapps.winchester.gov.uk/online-applications/search.do?action=simple>



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

General Comments

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

Amendments to Plans Negotiated

None

Site Description

Beaufort is a single storey dwelling within a residential cul-de-sac in Winchester. The dwelling has been extended over time and the character within Lainston Close is defined by single storey bungalows with open frontages and dwellings set back from the public realm. There are some examples of low front boundaries such as timber fences and hedges, and the area presents as generally open but contained by the entrance brick wall, trees, vegetation and properties fronting Dean Lane. There is limited consistency in the built form of neighbouring bungalows, and over time additions have been made. Beaufort is sited at the Western end of Lainston close. The neighbouring dwelling Lainston, forms the focal point of the view into the close, with an attached single storey flat roof element prominent when viewed at that point from the East. Beaufort is not readily visible until approaching the end of the cul-de-sac where the wider area can be seen in context of the Close.

Development along Dean Lane to the South is visible within Lainston Close. Development here comprises of a mixture of two storey and 1.5 storey houses alongside some detached garages. Contemporary design, including dark roof tiles, grey window frames, dormer windows and render finishes permeate the vernacular along Dean Lane and this is considered part of the wider context of the surrounding area.

The site is generously sized with a large open front garden and a reasonably sized rear garden. The dwelling sits at a slightly higher ground level to the street scene and the ground level gently rises to the West. The site is served by a driveway which provides on site parking. The front garden is largely defined by the large lawn with some low level trees. The eastern boundary is defined by a timber panel fence whilst boundaries to the South and West have a timber fence but also mature shrubbery and trees. The Northern boundary with Lainston is open within the front garden and defined by a timber panel fence to the rear.

Proposal

The proposal seeks to extend the dwelling at the ground and first floor level, creating a dwelling which presents a chalet bungalow style. The roof is raised and altered to a hipped form to accommodate a loft conversion. The finished dwelling measures approximately 7.7 metres to the new ridge height from ground level at its tallest point. Three gabled dormer

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windows are proposed for the principal elevation whilst two are proposed on the rear elevation. A rooflight is inserted within the rear elevation. The roofs are finished with slate roof coverings. A single storey flat roof extension measures approximately 4.37 metres and extends from the front elevation. External walls are finished with a mixture of render and slate panels. Window frames are finished with an anthracite aluminium across the whole dwelling. The dwelling presents a more contemporary character as a result of the development. Extensions to the bungalow are kept away from the boundaries with neighbouring dwellings.

The proposal also seeks to construct a garage within the front garden close to the Eastern boundary although not directly on it. The garage utilises a hipped roof with a Western facing gabled dormer window accommodating living space at the first floor level. Two roof lights are inserted in the rear (Eastern) elevation. The ground floor accommodates two vehicle parking spaces and a workshop and the upper floor would provide a home office for use by occupants of Beaufort. External walls of the proposed garage building are finished with render to match the host dwelling. The garage measures approximately 6.5 metres to the ridge, its tallest point, although it sits at a lower ground level to the host dwelling.

Relevant Planning History

(76/00782/OLD) (PERMITTED) Erection of extension to provide study

(79/00373/OLD) (PERMITTED) Erection of single storey extension to provide addition to existing bedroom

(04/00304/FUL) (PERMITTED) Replace part of flat roof with pitched roof, single storey extension to side and new attached integral single garage to side

Consultations

None.

Representations:

City of Winchester Trust:

The strong letter of objection from the neighbour makes significant points that need careful consideration. The Trust finds this proposal for such a radical increase in scale and change of building character in this cul-de-sac detrimental and out of keeping with the character and context of this locality. This could set an unfortunate precedent for the immediate area and the wider neighbourhood. The Trust therefore objects to the application.

12 Objecting Representations received from different addresses citing the following material planning reasons:

- A two storey extension and garage within the front garden are completely out of keeping the character of Lainston Close. The height is inappropriate.
- The proposed garage is disproportionate and interrupts the open character of the

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street scene.

- The proposed development impacts light into neighbouring dwellings.
- The proposed development overlooks neighbouring dwellings and reduces privacy.
- The development reduces the opportunity for wildlife in the locality.

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

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

Policy CP11 - Sustainable Low and Zero Carbon Built Development

- CP13 – High Quality Design
- CP16 - Biodiversity

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

- DM1 – Location of New Development
- DM15 – Local Distinctiveness
- DM16 – Site Design Criteria
- DM17 – Site Development Principles
- DM18 – Access and Parking

Supplementary Planning Document

National Design Guide 2019

High Quality Places 2015

Air Quality SPD September 2021

RESIDENTIAL PARKING STANDARDS December 2009

Other relevant documents

CLIMATE EMERGENCY DECLARATION CARBON NEUTRALITY ACTION PLAN 2020 – 2030

Statement of Community Involvement 2018 and 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, 2023) requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

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The application site is within the defined settlement boundary of Winchester where the principle of expanding existing residential properties is acceptable subject to compliance with the Development Plan and material planning considerations.

The principle of development is therefore acceptable subject to compliance with the Development Plan as a whole and Material Planning Considerations.

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.

Impact on character and appearance of area

The proposed extensions to the host dwelling represent an increase in the built form of the host dwelling, however it is not considered that this could be considered overdevelopment given the spacious plot and minimal height increase. The setting back of the dwelling within the site ensures that the increase in built form will not appear prominent in the street scene. The proposed dormers are proportionate in scale to the roof scape in accordance with the High Quality SPD and broken by appropriately spaced gaps to ensure they do not dominate it. The dwelling is the end property along Lainston and so will not appear visible within the street scene until viewed upon the approach towards the end of Lainston Close.

Neighbouring dwellings have prominent flat roofs within the immediate street scene and this is an established part of the context providing the focal point as you turn the corner. There is limited screening on the street boundary but the conifer trees provides a break in the view of the property which mitigates the impact to some extent softening the appearance of the dwelling within the street scene. The dwelling is also viewed with a backdrop of tall trees which contains the dwelling and reduces its perceived scale ensuring that the proposed height increase is some distance below the skyline.

It is considered that the design form and material palette correspond with the wider context of the surrounding area. The High Quality Places SPD (2015) outlines that contrasting contemporary extensions are acceptable where they can demonstrate a relationship to the established context. There are examples within Lainston Close of dwellings with render finishes and flat roofs which provide an immediate visual link to the context of the close. Considering this wider context, the proposed development utilises design elements which feature within the surrounding area. Use of a contemporary approach to design and form (especially where re modelling or upgrading older housing stock) is not unusual and as a design approach can respond well to the prevailing characteristics of traditional areas. The increase in height, the change of appearance and additional mass are not considered to disrupt the cohesion of the close. It does not have a regimented layout and this site also benefits by being at the very end. Corner or end sites can more easily lend themselves to containing any impacts from an altered character of the host dwelling. From within the close the property is seen within its wider context but it is not considered in itself to have an impact that is demonstrable on the prevailing character of the area. The host dwelling is at the end of its life and the proposed developments bring it up to a modern standard. This ensures the retention of

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existing housing stock within the city whilst ensuring that it is brought up to modern energy and efficiency standards. The proposed development ensures the longevity of this dwelling by meeting the requirements of the applicant.

The proposed garage is subservient to the host dwelling in its size and this is emphasised with the change in ground levels; the garage sits lower at the front of the site. The garage utilises a matching design form and material palette to the proposed development of the host dwelling which ensures development across the site appears consistent. The garage is positioned out of the main view West along Lainston Close and is not considered to be an incongruous structure. Its appearance will be more prominent than the main dwelling as it is further forward in the plot and seen across the neighbours boundary fence from earlier in the approach. It will be possible to view some the proposed garage from Dean Lane to the South West, however due to the intervening distance and boundary treatment any impact is mitigated. There are a number of examples of detached garages within the surrounding area and this forms part of the local context. It is noted that neighbouring examples are visible from within Lainston Close and the proposed garage forms part of this local character.

The proposed use of the garage is incidental and is considered acceptable for a residential area. A condition (condition 04) is recommended to secure the use of the garage building and ensures that the home office remains associated with Beaufort. The slab has been laid for the garage and there is no detrimental impact on any trees of significant amenity value.

The proposed development whilst departing from the traditional appearance of Lainston Close is not considered to detract from the merits of that street scene, or the wider character or the area which provide some visual links to the proposal development on this end plot. For these reasons it is therefore not considered that a recommendation of refusal could be sustained at appeal as the harm to the character and appearance of the area cannot be demonstrated to be of significant detriment. The development is therefore considered to be compliant with Policy DM15 – Local Distinctiveness, DM16 – Site Design Criteria, DM17 – Site Development Principles and DM18 – Access and Parking of the Winchester District Local Plan Part 2 and the High Quality Places SPD.

Development affecting the South Downs National Park

The application site is located 2.5km (1.56 miles) from the South Downs 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 Parks.

Due to the intervening distance and location of the site within a large existing settlement, 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.

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Historic Environment

The proposed works do not affect a statutory listed building or structure including their setting; it is not sited within a Conservation Area, and does not impact upon Archaeology or non-designated Heritage Assets including their setting.

Neighbouring amenity

Lainston is the detached neighbouring bungalow to the North of the proposal site. A visual gap between these two dwellings is maintained by the development. The built form of the proposed development is visible from this dwelling, however a vast majority is situated to the side or forward of it. As the gap between the two dwellings is maintained, it is not considered that the development causes harm by overbearing or overshadowing. New first floor windows on the front facing dormers and on the garage address space which is publicly visible and does not increase views into private amenity space. The rear garden of this dwelling is not within the immediate outlook of the proposed rear dormers and key amenity space is not impacted. It is not considered that the proposed development causes adverse overlooking harm to this neighbour. The proposed garage is sited a sufficient distance from this dwelling to offset harm by overbearing, overlooking or overshadowing. Jonsmar is the neighbouring dwelling to the South East of the proposal site. This dwelling sits at a slightly lower ground level to Beaufort. The proposed extensions to the dwellings are sited at a sufficient distance that harm by overbearing, overlooking and overshadowing is offset. The proposed garage is set in close proximity to this neighbouring dwelling and is visible from the side and rear of this dwelling. There is however sufficient spacing between the garage and this dwelling to offset harm by overbearing or overshadowing. Two rooflights are inserted in the Eastern facing elevation. In order to prevent an overlooking impact a condition (condition 5) is recommended to ensure these windows are obscure glazed and high level.

20 and 22 Dean Lane are the neighbouring dwellings to the South of the proposal site. The boundary with these dwellings is defined by tall mature trees. It is possible to glimpse the side elevations of the dwelling and garage but the distance and intermittent screening prevents harm by overbearing, overshadowing or overlooking from these dwellings.

26 Dean Lane is the neighbouring dwelling to the South West of the proposal site. The boundary with this site is defined by mature trees and hedges which intercept views into the site. The proposed rear dormer windows are offset away from this dwelling to ensure that its rear garden does not come within their immediate outlook. The distance and intervening features ensures no harm is caused by overbearing or overshadowing.

8 Dean Close is the neighbouring dwelling to the East of the proposal site. This dwelling sits at a higher ground level and in excess of 50 meters from the dwelling. This distance is sufficient to prevent harm by overbearing or overshadowing. The proposed rear dormer windows are visible from this dwelling, however the distance ensures that it wouldn't be possible to look directly into the key amenity space of this dwelling to the extent that it becomes materially harmful.

Therefore the garage and increased size of the dwelling is considered well designed and sited so that they will cause none to a limited impact although being visible in the outlook

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of neighbours. The proposal complies with policy DM17 – Site Development Principles of Winchester District Local Plan Part 2.

Ecology and Biodiversity

The proposal will have no impact as it is not development within, bordering or in close proximity to a European Protected Site (i.e. River Itchen SAC, The Solent SAC, SPAs, Ramsar Sites) and is not an additional unit of overnight accommodation affecting Nitrates.

Due to the nature of the development and the distance between the application site and the European Protected Site of the Solent SAC and SPA and the River Itchen SAC, an Appropriate Assessment under the Conservation of Habitats & Species (Amendment) Regulations 2011 is not required.

M . Landscaping indicate that the front and rear garden will provide further opportunities to enhance biodiversity on site as a result of this development. This is through the use of increased planting which should encourage and enhance local wildlife. There is no policy basis to insist that these measures are installed but an informative is recommended.

Therefore the proposal complies with policy CP16 – Biodiversity of LPP1.

Sustainable Transport

The proposed development does not have a significant impact upon highway safety. The site is accessed by an existing driveway which is maintained and expanded to provide more turning room so vehicles can enter and egress in a forward gear. The garage provides two vehicle parking spaces undercover on site. There is sufficient space to accommodate further vehicles on the existing driveway which is not significantly reduced in size as a result of the development.

The proposal site falls within the Winchester air quality control area covered by the Air Quality Supplementary Planning Document (SPD) (2021), however in accordance with the Impact Screening Thresholds of the SPD the development does not fall within the parameters that require an air quality assessment.

The proposed development is in accordance with adopted car parking standards and is compliant with Policy DM18 – Access and Parking.

Sustainability

The proposed development seeks to utilise a 'Passivhaus' (ultra-low emission) design and construction strategies where possible. This includes the use of high levels of insulation, double glazing with high U value, air source heat pump, solar panels and associated battery storage to meet low electricity needs, increasing thermal mass where possible and the use of sustainable materials including reuse where possible. All the above measures contribute to the energy efficiency of the dwelling by reducing heating demand and reducing waste. The proposal represents an improvement in the sustainability of the building and extends the life of the existing dwelling. The proposed development is in accordance with Policy CP11 but no condition is recommended as it does not capture householder development.

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Sustainable Drainage

The proposal introduces enhanced drainage to the site through the use of SUDS to deal with surface water runoff. Foul drainage and the reliance of nearby rivers is reduced through the use of grey water storage, low flush toilets and low water showers. The proposed development represents an improvement over the existing set up and is 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

The proposed dwelling extension and garage are considered to have an impact on the visual amenities of the area from the altered appearance and scale of the property. However, it is considered that this impact will be very localised to the immediate area and on that basis the recommendation is to approve as it cannot be demonstrated that there will be a harmful impact of significant detriment to the prevailing and wider character of the area. The upgrade to the older housing stock with sustainable enhancements is considered to be well contained within its own plot at the end of the Close and without detrimental to the surrounding residential amenities and for this reason is recommended for approval.

Recommendation

Permission subject to the following condition(s):

Conditions

01 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).

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

Location Plan received 13 February 2023

Proposed Garage and Workshop/Home Office Elevations received 14 February 2023 drawing no. 01

Floor Plans – Proposed received 13 February 2023 drawing no. 03

House Elevations Proposed received 13 February 2023 drawing no. 05

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Site Plan – Proposed with Roof Plan received 13 February 2023 drawing no. 06
Site Elevations – Proposed received 13 February 2023 drawing no. 07

Reason: In the interests of proper planning and for the avoidance of doubt.

03 The materials to be used in the construction of the external surfaces of the development hereby permitted shall be those as detailed in the materials section of the associated application forms.

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

04 The garage building hereby permitted shall only be used for the purpose of accommodating private motor vehicles or other incidental domestic purposes, and shall not, at any time, be used for living accommodation, business, commercial or industrial purposes.

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

05 The rooflight(s) in the east elevation of the first floor of the garage hereby permitted shall be glazed with obscure glass which achieves an obscuration level at least equivalent to Pilkington Obscure Glass Privacy Level 4 and be positioned no lower than 1.7 metres above the first floor height, 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.

Informative:

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.

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

High Quality Places Supplementary Planning Document (2015)

Residential Parking Standards Supplementary Planning Document (2009)

Air Quality SPD September 2021

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

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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.

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.

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.

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>

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)

In order to promote biodiversity, please consider the installation of avian wildlife roosting/nesting provisions (for either swifts, hedge sparrows, and/or bats) after completion of the proposal.