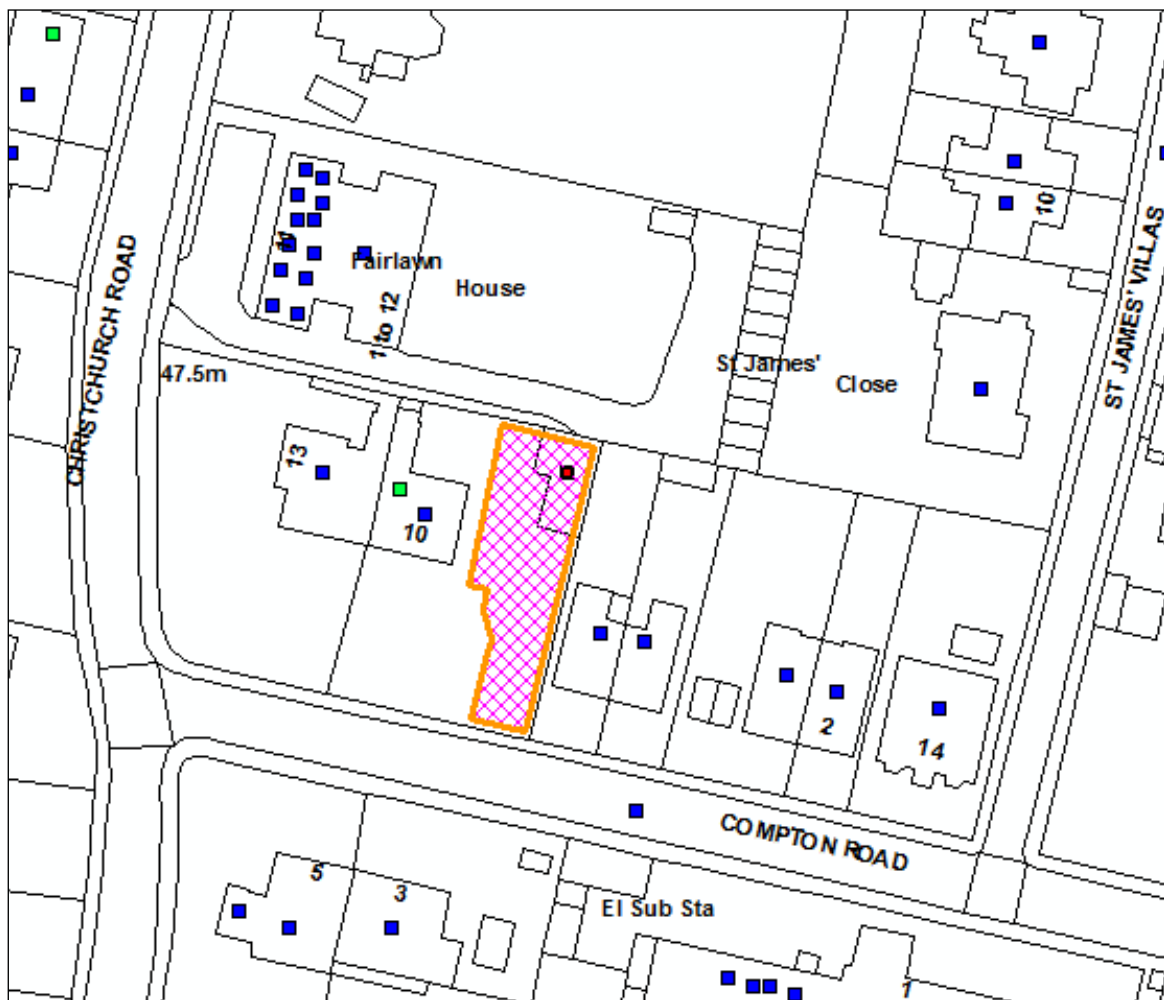


Case No: 17/03246/HOU
Proposal Description: Two storey domestic extension and single storey side extension to existing 19th century house. Rendered boundary wall (retrospectively built) to the west elevation. (Amended proposal.)
Address: Carlton Villa 10 Compton Road Winchester SO23 9SL
Parish, or Ward if within Winchester City: St Michael
Applicants Name: Mr & Mrs Robin and Allison Jowitt
Case Officer: Marge Ballinger
Date Valid: 2 January 2018
Site Factors: Winchester Conservation Area:
Recommendation: Refusal



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General Comments

This application was reported to Committee as eleven contributors provided letters in support of the application and its amendments and this is contrary to the officer's recommendation.

Site Description

Carlton Villa (no. 10 Compton Road) is a 2-storey detached dwelling that was once the coach house to the adjacent no.12. The dwelling (no.10) sits on a footprint of approximately 80 s.m. on a site approximately 248 s.m. The dwelling sits along the northeast corner of land that once encompassed a large estate comprising of no.12-13 as the original 'Carlton Villa' with no.10 as its stable block and coach house.

The site is situated within the Winchester conservation area but is not listed.

The dwelling has been extended to first floor above the former stable block to the rear, and alterations have occurred to the former hayloft and carriage house to the front of no.10 via a unique mono-pitched roof. The site also has small outbuildings to store logs and small garden equipment to the front of the dwelling. No.10 currently has 2 bedrooms, a small kitchen, lounge, passage/hallway area and a small bathroom.

The site is gated to Compton Road and has a cobbled drive for parking behind the gates. The land slope increases slightly from south to north, and steps have been created to access that front garden area of no. 10.

- The front elevation includes 5 small rooflights in the front slope, a Juliette balcony and a window on the first floor, 2 door entrances and a small window at ground floor.
- A high dividing side wall (west) sits adjacent to no. 12 and allows room for a landscaped side garden area to no.10 that include small shrubs and planting, including a planting screen above the wall for privacy. No.10 west side elevation includes 2 first floor windows toward the north-end building, and 9 small rooflights in the sloped roof of the front rooms. On ground floor of the west elevation is one window and 2 sets of doors.
- The rear (north) wall of no. 10 is built close to the site boundary, joining a rear boundary wall. Behind the dwelling, adjacent to a drive used by Fairlawn House flats, includes a drainage grate as the ground level at drive sits higher than ground level of no.10. There are no windows to the rear elevation or in the rear roof slope.
- The side (east) wall of no.10 is built along and incorporated in the dividing wall of adjacent no.8, also joining a side wall, and includes one first floor window toward no.8's rear garden.

Proposal

The proposal includes a first floor extension out of the front of the dwelling within the same footprint as the existing ground floor extension, but by increasing the mono-pitched roof to a shallow sloping roof with eaves and height in line with the existing eaves to the existing rear portion of the dwelling (4.8m). To the west is proposed a ground floor extension with a dual-itched roof of 3m at eaves with a 4.9m at ridge height. The existing

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high dividing wall (west) was built without the benefit of planning permission, so this proposal was amended to include this element.

Relevant Planning History

No.10-13 Compton Road (prior to land/site severance)

- WIC6979 – Permission granted, subject to a condition, for conversion of stable block into first floor residential unit, ancillary to the existing house, no.10 Compton Road (now no.12-13) – permitted 14.01.1972

No.10-12 (prior to land/site severance)

- 09/01085/FUL - 2m wall with 2.3m entrance piers to the front (RETROSPECTIVE) – permitted 25.08.2009
- 15/02495/FUL - (HOUSEHOLDER) Provision of new pedestrian and vehicular access thro existing boundary wall and off road parking area for 1 car (with drop kerb) – permitted 18.12.2015
- 15/01237/FUL - (HOUSEHOLDER) Provision of new access gate and piers in existing boundary wall plus path to front door – permitted 30.07.2015

No.10

- 18/01056/LDC - Use of the property as a single private dwelling house – permitted 30.08.2018

Consultations

WCC Head of Historic Environment: - No objection to the amended drawings.

The application's original design included larger 2-storey extensions that would have been disproportional to the existing footprint of what was a former coach house. The impact to the host building of no.12, and that the former coach house function of the building is not intact, that there does not appear to have a historic association with an important person or event, '...the LPA would not consider the building to display the quality or sufficient heritage interest to be considered a non-designated asset at this time.'

The amended drawings retain the existing front door and loft door above, and would allow the original footprint of the host property to be maintained and distinguished from its more contemporary additions via glazed links into the new extensions. Although the contemporary design would not follow the existing style of architecture of the streetscene, the existing building would remain in-situ and thus continue to reflect an ancillary relationship with no.12 Carlton House. Therefore the harm to the host building would be low. As the existing plot of no.10 is lawful as an independent dwelling, the current proposal must be assessed on how they would impact the conservation area – the extensions proposed does not severely affect the host building or the streetscene any more than the existing arrangement as the garden frontages and trees and views along the road from the east or west would be relatively unaffected. The proposed extensions' impact to the conservation area would be considered neutral; hence the character and appearance of the conservation area would be preserved.

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'Should you be minded to approve the application, the success of the proposals would be paramount to the use of good quality materials and finishes and it would be advised that these details be secured by way of conditions.'

WCC Head of Landscape (Trees): - No objection.

Representations:

City of Winchester Trust: - objection to the amended plans.

'Although the Trust welcomes the reductions in scale from the original documents...an entirely new and incongruous building on the site will have a detrimental impact on the relationship of the neighbouring properties. The metal window ranges and flat roofs are alien to the area and pay no heed to the distinctive local characteristics of the conservation area.'

Fifty-two contributors from 43 different addresses provided letters objecting to the application and its amended plans for the following reasons:

Design within a Conservation Area

- Modern design out of keeping with the Conservation Area.
- Design unsympathetic to the area and adjacent properties.
- Uncharacteristic of the Christchurch Road character area appraisal 2003 (described as 'large houses with generous gardens')
- Replacement of slate roof with zinc is incongruous to the area;
- Once extended, it will visually appear to be linked with adjacent no.12 as its 2m at its nearest point; loss of the existing subservient relationship to adjacent no.12
- Contravenes policy DM28 (demolition in conservation areas) as it does not satisfy certain tests; conflicts with design principles set out in CP13, CP20, DM15, DM16, DM17, DM27, NPPF (12).

Scale/Overdevelopment

- Increase in size would lose the original subservience as a coach house and create a cramped site; out of proportion to the site as well as to the neighbouring properties.
- Site was never intended to be an individual dwelling but ancillary to main dwelling (no.12)
- Precedent would be set for future development of outbuildings into large separate dwellings.
- Visual impact to no.3 (across Compton Road) by the mass of the development; loss of views to the trees north of the property with a 2-storey extension.
- Juliette balcony out of keeping with the area and too close to no.12 for overlooking issues.

Residential Amenity

- Impinge on neighbouring main house (no.12) in terms of space, scale, privacy, overlooking.
- Loss of natural light, overlooking and overbearing to no. 8.
- North-facing windows proposed would impinge on Fairlawn House amenity and

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- privacy; north-facing windows and all roof lights will increase light pollution.
- Side extension would be intrusive and overbearing to Fairlawn House; loss of sunlight and overshadowing to Fairlawn House building and garden.
- Rooflights and additional windows create light interference to adjacent properties (no. 8 and no.12).
- Glazed links from the original to the new first floor extension would create opportunity for overlooking to no.12.

Other

- Invalidity of this application (referring to the recently approved lawful development certificate and the west dividing wall not having the benefit of planning permission).
- No Heritage Statement was provided. (Note: Heritage details were supplied in the Design & Access Statement.)
- Damage to mature nearby trees; lack of tree assessment.
- Three car parking spaces are provided to no.10 and no.12 combined and does not following the Parking SPD.
- Increase traffic and services to area with an extended dwelling.

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

- Questions of the validity of the historical studies submitted 26 September 2018 (1871-2017).
- WCC Planning permitting the retrospective permission would undermine the credibility of the WCC Planning System. (Note: only the wall has been retrospectively-built in this application.)
- Impinge on neighbouring main house (no.12) in terms of market value. Impact resale of flats to Fairlawn House.
- Plans to extend no.10 should have been revealed during the selling off of no.12 in 2017.
- Considerable disruption to access during construction works to neighbours along the road and to the rear, as well as the noise and dirt.
- Potential disruption to the drive and garages to Fairlawn House during construction; no details of construction methods to avoid accessing the drive to Fairlawn House during construction.
- Dispute in the actual boundary and ownership between no.10 and no.12. Erecting a wall on a boundary not in ownership.
- Additional noise from the occupants and their visitors will decrease neighbour's enjoyment.
- Comments received from those living outside the immediate area should not be considered credible.
- The local community is unanimous in objecting to this development.

Eleven contributors provided letters in support to the application for the following reasons:

- In favour of contrasting old (character) with new 21st century development
- Practical solution to an impractical living space.
- The dwelling is now independent of the main house (no.12) and should have its own identity.
- It is reasonable to add a 2-room addition to a primarily 3-roomed house.
- There is adequate screening from established plants and its siting back from the road, so extensions would have minimal impact to street scene.
- The flat roof design is currently demonstrated in the local area via the Coach

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House to Mantua House (no14 St James Lane) that was built in a similar style as the proposed.

- A flat lead roof with rooflights is similar to what has been permitted at no.5 Compton Road (kitchen).
- There is a belief the scale of the proposal has been misread as the existing building will not increase its height and no.12 and no.8 are both a storey higher than the proposed extensions.
- We trust the applicant's development approach to be sympathetic, tasteful and carefully considered, as has been proven with the existing garden design to no.10 and the renovation work to no.12; Based upon the quality of work to no.12, we hired the same builders to do work on the Provost Place scheme.
- The proposal modern touch is similar to Princess Mead School (Abbots Worthy) as it has had some redevelopment of smaller properties to integrate with the new. Chesil Lodge (Care Home) is another example of how old/new can integrate well.

Relevant Planning Policy:

Winchester Local Plan Part 1 – Joint Core Strategy:
DS1, CP13, CP20

Winchester Local Plan Part 2:
DM15, DM16, DM17, DM27, DM28

National Planning Policy Guidance/Statements:
National Planning Policy Framework 2018, Section 16

Other Planning Guidance:
Winchester Conservation Area Appraisal – Christchurch Road
High Quality Places SPD
Parking Standards SPD

Planning Considerations

Principle of development

The proposal site is located within the Winchester Settlement Boundary where the principle of constructing domestic extensions is considered acceptable providing it complies with the relevant policies set out below.

Design/Layout

The original extension plans were amended extensively in April 2018 as the overall size and scale to the existing building were disproportionate and the original side and front extensions would have an overbearing impact toward the neighbouring properties (no.8 and no.12). The proposal and plans were further amended in September 2018 to include the west boundary wall, landscaping and to restrict opening to a south-facing first floor window. A further amendment was added in December 2018 for clarification of the east wall's gutters and to clarify that the extensions and walls are within the ownership of no.10.

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The amended drawings include a reduced ground floor/west side extension that sits 50cm from the west dividing wall with a zinc pitched roof of 3m at eaves up to 4.9m at ridge height to serve as its new kitchen. There are no windows facing toward no.12 and the roof pitch will obscure one of the two existing side first floor windows that look down onto no.12 rear garden from the original building. The roof pitch angle is similar to the existing higher roof pitch. Double-glazed doors will lead onto the side garden of no.10 but would sit below the existing wall to the boundary. Three rooflights will sit in the front roof pitch to allow south-facing sunlight into a kitchen.

The existing kitchen/living room will be retained as one living room but include 3 rear windows to be conditioned as obscure-glazed to avoid any potential overlooking issues to the shared rear garden and garages of the adjacent land behind Fairlawn House (a block of flats that fronts Christchurch Road).

The existing front extension is proposed to extend out from the original building's first floor but maintain its existing ground floor footprint. The original drawings of the front extension had been decreased in width to be 5.15m wide, as per the existing width. The depth out to the front will maintain the existing 7.8m. The amended drawings bring the first floor up from 4.8m to 5.17m, but extend out with a very low-sloped hipped roof. The first floor is proposed to be 6.2m out from the original rear building, then drop to the existing ground floor 2m high bathroom. There are 3no. 8-paned windows to the front elevation and 3 to the west elevation of the first floor extension. The first floor is proposed to be a new bedroom.

The existing building was built with a system known as 'clunch' which is a mixture of chalk, straw and horsehair internally, then lime-rendered/plastered. The proposed extensions are to be rendered in a beige render to match the existing and include a contrasting Crittall-style windows and doors.

Feedback from the Historic Environment officer from the original designs highlighted that it was important to retain the character of the rear and side elevations to the existing coach house. Additional site visits were held and the Historic Environment officer advised on maintaining the original entrance/door to the ground floor rear part of the building as this had more historic significance as it reflected the original stable use of the building. Therefore, glass linked passageways into the side and front extensions introduce a transition from the original character property into its modern extensions. The sash windows and Juliette balcony have been retained in the host building as well, while the use of Crittall-style windows and a rolled-zinc roof contribute to the modern, contrasting style. Referring to High Quality Places SPD, contrasting materials can be acceptable if the design is of high quality and has a sympathetic relationship to the character of the area.

Impact on character of area and neighbouring properties

Policy DM27 states that any new buildings or extensions must respond sympathetically to the historic settlement pattern, are of appropriate height and massing, proportionate and of good quality building materials, respects and will not erode the existing character of an area. Properties along Compton Road and the local area have been described as Christchurch Road character area as 'notable for its large houses set in generous gardens with well-defined boundaries and breaks.' Building uses in the area are predominantly residential, either single family houses or houses of multiple occupancy, with exceptions being purpose-built boarding houses for Winchester College and some

low-rise blocks of flats (as the adjacent Fairlawn House).

Properties along Compton Road and the surrounding area have been adapted and extended in the past, and some include modern, flat-roof extensions. In this case, the size, scale and materials proposed would conserve the character by using good quality design and materials of what would be expected as a converted ancillary property sited to the rear garden behind the more prominent dwellings near the road. The extensions are subservient to the host building, and maintain a low impact as compared to the existing larger villas along the road.

Policy DM28 states that planning permission would only be granted for the demolition of buildings in conservation areas if the building makes no positive contribution to the character, appearance or historic interest of the area. In this case, it was preferred to retain the original stable block area of the building, and extend to the side and front, rather than demolish and replace.

Based upon the above assessment, it is considered that the extensions to no.10 would have a neutral impact on the public views from Compton Road as it preserves the character and appearance of the conservation area by building within a similar footprint as the existing extended dwelling and maintaining the character and features of the host building.

Policies DS1, CP13, DM16 and DM17 refer to site design principles requiring all development to respond favourably to the character, appearance and variety of the local environment in terms of design, scale and layout; and not to have an adverse impact on adjacent sites by reason of overlooking, overshadowing or overbearing. In this case, the original designs were reduced resulting in a ground floor side extension and 2-storey front extension that fits within a similar footprint as the existing.

Impact on No.12 Compton Road (to the west)

The adjacent dwelling to the west (no.12) is a 19th-century Victorian villa and has a block-paved rear garden that is enclosed with high rendered walls (over head-height) of the dividing wall to no.10 and to the rear. No.12's courtyard is also enclosed via the side elevation and a log store to the west side. The dividing wall between no.10 and no.12 was built without the benefit of planning permission. The wall was erected in 2015 when the two properties were being formally partitioned to ensure outdoor private amenity spaces to both no.10 and no.12. (New walls higher than 2m require planning permission in this situation.) The existing wall to the north of both properties measures 3.5m approximately from ground level of no.10, and the dividing wall measures up to 2.3m (for approximately 7.2m), then drops down to 2.1m in height, then kicks east slightly to allow for a wider corridor from no.10 dwelling and dividing wall. The retrospective dividing wall is rendered with a concrete capping stone similar to the other existing surrounding walls as seen nearby on Compton Road, in-keeping with the character of the area. The west dividing wall is therefore considered to be acceptable.

No.10 (existing) has a 5m gap from its side elevation to the west dividing wall, and a planting screen sits above and along the wall to help promote privacy between the two properties as both have first floor windows facing each other's side elevations. The proposed side extension will bring built form approximately 50cm away from the boundary of no.12's rear garden courtyard via a dual pitched roof sloping from 3m (just above the wall height) up to 4.9m at ridge. The side extension is proposed to be similar to the depth

of the rear courtyard garden of no.12. No additional windows are proposed to the west elevation above the dividing wall height.

The rear garden of no.12 has an existing sense of private enclosure due to its existing high (over head-height) boundary walls, and the ground level is much lower to the adjacent no.10. The difference in ground levels and the roof pitch of the extension of up to 4.9m only 50cm away from the wall would further encompass the rear courtyard to no.12. This would prove to have an unacceptable overbearing impact on the residential amenities of no.12 due to its height and depth adjacent the dividing wall to full depth of the adjacent courtyard sufficient to warrant refusal.

The front extension will not be built higher than the existing, and maintain its 7m gap to the west dividing wall. No.12 and no.10 have rear elevations that face north so natural sunlight is limited to no.12 by the existing walls and surrounding buildings. The new side windows proposed at first floor on the front extension's west elevation will be approximately 8.5m from the side elevation of no.12. With the gap and the existing planting retained, the front extension will not have a significant overlooking impact or loss of light to the adjacent no.12.

Impact on No.8 Compton Road (to the east)

The adjacent dwelling to the east (no.8) is also a 19th century semi-detached Victorian villa that sits closer to Compton Road than no.12 and has a long narrow rear garden. There is a small outbuilding/store near the rear elevation to the boundary between no.8 and no.10 and a very narrow pathway between no.8 and the dividing wall.

The front extension of the proposal will increase the existing built form along the boundary from 4.8m up to 5.15m approximately, and replace the existing decreased sloping side elevation (from north to south) with a first floor (up to 3.25m) before stepping down and joining the 2m existing front bathroom structure. Three Crittall windows face toward the front of the property, but are positioned off-side of the first floor windows to no.8, and are recessed. Based upon the overall increase in height of the building in close proximity to the private amenity space of no.8 Compton Road it is considered that the additional increase to first floor would prove to have an overbearing impact to no.8 sufficient to warrant refusal.

Fairlawn House (flats to the north)

The adjacent site to the north of no.10 is the rear shared garden and drive to Fairlawn House which is a 1970s-built block of 12 flats that replaced an existing dwelling house. The flats were built of brick (painted to first and second floor) with the communal garden and drive that allow access to the garages to the rear of the site. The existing rear wall of no.10 is incorporated in the rear boundary walls that run along the shared drive (including rear walls to no. 8 and no.12). The rear elevation to Fairlawn House is approximately 19m to no.8's rear wall. The proposal to add 3 ground floor windows to the rear ground floor elevation has been amended to be obscure-glazed, to avoid any potential overlooking onto the rear garden of Fairlawn House.

It is considered that the addition of windows and roof lights to an existing dwelling and its extensions is not excessive. As this is an existing dwelling within a residential area with close proximity to a city centre, the potential for harmful impact due to light pollution to Fairlawn House flats is considered low.

Landscape/Trees

The adjacent property to the north (Fairlawn House) has trees and shrubs to the adjacent private drive (between a high wall and the paved drive). The private drive is currently used for the existing vehicle access to garages located to the east end of the Fairlawn House site. However, the proposed extensions sit outside of the root protection areas of the nearest tree, so no further conditions or tree surveys will be required.

Highways/Parking

The existing drive, entrance and gates will be retained, as well as the 2 parking spaces. Although the Parking SPD recommends 2 off-street parking spaces for a 3-bedroom house, this is within a central location to the City Centre and amenities can be accessed locally by means other than a car.

Recommendation: Refusal

The development is contrary to policy DM17 criteria (vii) in Winchester District Local Plan Part 2 (Adopted 2017) in that the proposals would have a detrimental impact to the amenities of the neighbouring properties (to the west and to the east) due to the overbearing impact by reason of the size, height, siting, and scale of the proposed extensions..

Informatives:

1. In accordance with paragraph 38 of the NPPF (July 2018), 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 site meetings were carried out with the applicant.

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

The Local Plan Part 1 (2013) - DS1, CP13, CP20

The Local Plan Part 2 - DM16, DM17

Conservation areas - DM27, DM28

NPPF (Section 12 of previous version; Section 16-2018 version)

High Quality Places SPD

Parking SPD

3. The below list states the plans considered as part of this application in the interest of clarity;

Location Plan, drawing AP500 dated 20.12.2017

Proposed Site Plan, drawing AP005 rev C dated 20.12.2017 (amended 25.09.2018)

Proposed Plans, drawing AP050 rev F dated 20.12.2017 (amended 20.09.2018)

Proposed Elevations, drawing AE050 rev K dated 20.12.2017 (amended 29.11.2018)

Proposed Roof Plan, drawing AP051 rev F dated 20.12.2017 (amended 20.09.2018)

Proposed Gutter Detail, drawing AD081 dated 30.11.2018

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