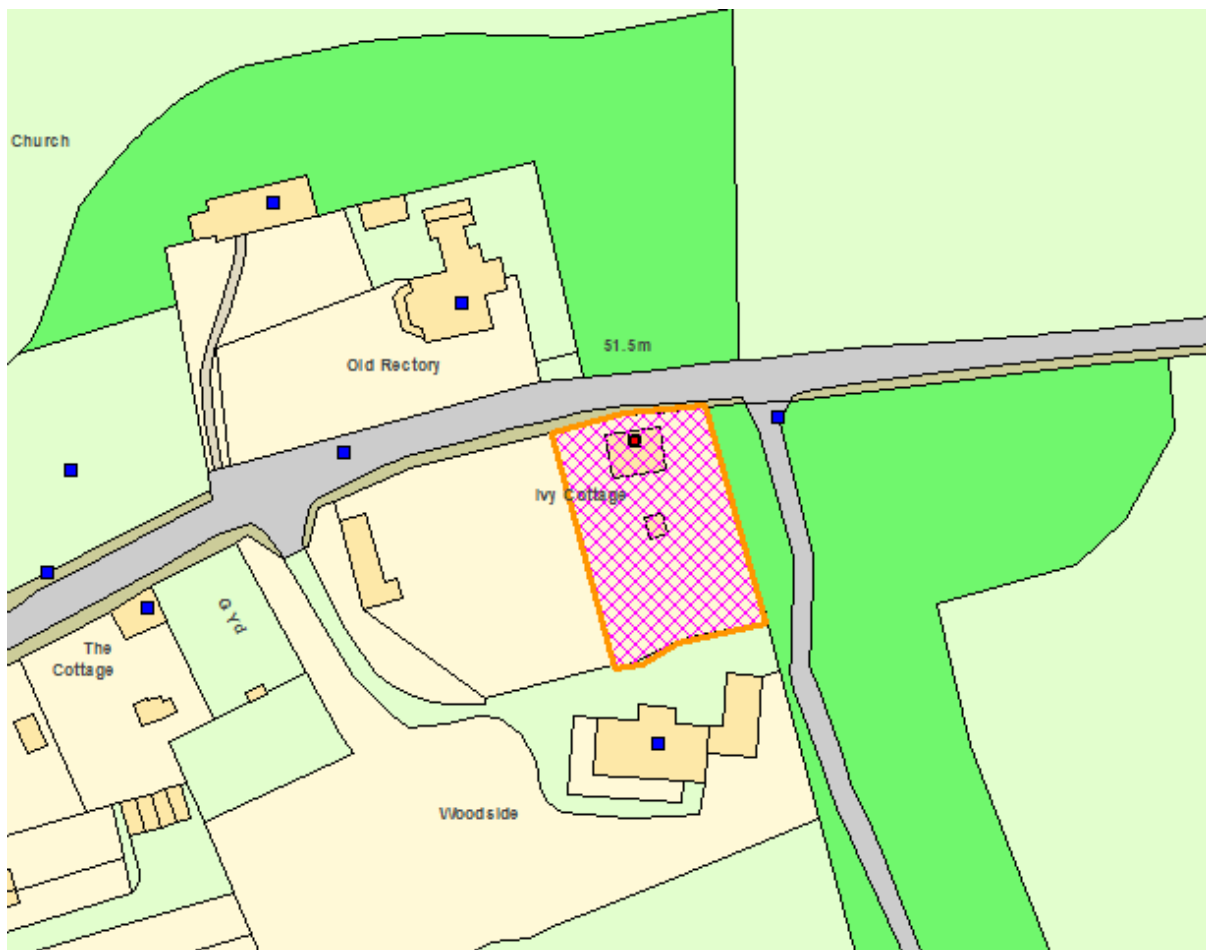


Case No: SDNP/18/06580/LIS
Proposal Description: (Amended Plans) Extension to the rear of the site
Address: Ivy Cottage, Avington Road, Avington, SO21 1DD
Parish, or Ward if within Winchester City: Itchen Valley
Applicants Name: Mr & Mrs Day-Robinson
Case Officer: Mrs Sarah Tose
Date Valid: 02 January 2019
Recommendation: Application Refused



General Comments

This application is reported to the Planning Committee due to the number of representations that have been received contrary to the Officer's recommendation.

1 Site Description

Ivy Cottage is an early 18th century detached property located at the eastern edge of the village of Avington. The cottage is a grade II listed building. The site lies within the designated countryside, the Conservation Area and the South Downs National Park. Ivy Cottage is the first house on the eastern approach to the village. The property fronts onto Avington Road, set back behind a low brick wall with a simple timber pedestrian gate. Vehicular access to the site is to the east of the cottage via a five bar timber gate. The property has a small timber clad single storey outbuilding with tiled roof to the rear. The site levels rise to the south and west and the property has a retaining wall to the garden which sits well above the ground floor level of the cottage to the west. The site contains trees on the rear boundary. Neighbouring properties are located to the northwest, west and south of the site with open countryside to the east.

2 Proposal

The proposal seeks to erect a single storey extension to the rear of the dwelling, incorporating an existing outbuilding, connected to the existing dwelling with a partially glazed link.

3 Relevant Planning History

SDNP/17/04527/PRE - Extend / refurbish the main house, enlarge / rebuild the existing barn, create a link between the two with a glass extension.
STATUS: WDN 18th October 2017.

SDNP/18/04174/PRE - Erection of timber frame extension at rear with glazed link building and associated minor internal alterations
STATUS: WDN 23rd January 2019.

4 Consultations

Parish Council Consultee

Itchen Valley Parish Council support the application as long as it is occupied by the same family as Ivy Cottage and that the glazing of the passage should comply with the Model Lighting Ordinance of the International Dark-Sky Association.

WCC- Historic Environment

The principle of extending this particular property was discussed on site at the pre-application stage with the previous architect. The building is Grade II listed and dates to the 18th century with 20th century alterations with a very distinctive catslide roof form to the rear. In addition the existing outbuilding is a rural weather boarded building that reads as a separate building ancillary to the main listed building forming part of its setting.

What was previously discussed on site was putting a short glazed link to the rear of the property tucked in under the catslide leading to a single storey

contemporary extension with either a green roof or a standing seam metal roof with a central glazed section. The submitted plans are for a much longer glazed corridor leading to a rear extension that also extends the existing outbuilding. The proposed glazed corridor is too long and the roof form of the extension looks awkward and does not sit comfortably with historic core of the building. In addition, linking the main building to the existing outbuilding erodes the architectural hierarchy of the site. The buildings currently read as separate entities with the outbuilding being subservient and ancillary to the main building. Linking the main building to the outbuilding erodes this relationship.

The proposals will need to be significantly altered along the lines of what was previously discussed on site as the proposals as submitted are not acceptable in historic environment policy terms.

Further Historic Environment comments:

Proposals would cause harm to the significance and setting of Ivy Cottage and fail to meet the statutory test of preserving the character or appearance of the Avington conservation area. The proposed extension would be a discordant addition to the listed building of inappropriate bulk, scale, form and detail which would fail to respond positively to this site.

Proposals would fail to 'enhance or better reveal' the significance of the conservation area in accordance with the NPPF and would fail to comply with Policies HE.4 and HE.5 of the Local Plan.

Whilst there may be scope for an appropriately proportioned and located extension this would need to be very carefully located and detailed and of high architectural quality in order to address the sensitivities of the site.

5 Representations

None received.

6 Planning Policy Context

Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory development plan in this area is the **Winchester District Local Plan Review (2006)** and the following additional plan(s):

- Winchester District Local Plan Part 1 Joint Core Strategy (2013)
- South Downs National Park Local Plan - Submission 2018

The relevant policies to this application are set out in section 7, below.

National Park Purposes

The two statutory purposes of the SDNP designation are:

- To conserve and enhance the natural beauty, wildlife and cultural heritage,
- To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

If there is a conflict between these two purposes, conservation takes precedence. There is also a duty to foster the economic and social well-being of the local community in pursuit of these purposes.

7 **Planning Policy**

Relevant Government Planning Policy and Guidance

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) which was issued on 24 July 2018. 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.

National Planning Policy Framework (NPPF)

The following National Planning Policy Framework documents have been considered in the assessment of this application:

- NPPF12 - Achieving well-designed places
- NPPF16 - Conserving and enhancing the historic environment

Paragraph 2 states that planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise.

The development plan policies listed below have been assessed for their compliance with the NPPF and are considered to be compliant with the NPPF.

The following policies of the **Winchester District Local Plan Review (2006)** are relevant to this application:

- HE5 - Conservation Areas - Development Criteria
- DP3 - General Design Criteria
- HE14 - Alterations to Historic Buildings

The following policies of the **Winchester District Local Plan Part 1 Joint Core Strategy (2013)** are relevant to this application:

- CP13 – High Quality Design
- CP19 - South Downs National Park
- CP20 - Heritage and Landscape Character

The following policies of the **South Downs National Park Local Plan - Submission 2018** are relevant to this application:

- Development Management Policy SD13 - Listed Buildings
- Development Management Policy SD15 - Conservation Areas
- Strategic Policy SD5 - Design
- Strategic Policy SD12 - Historic Environment

Partnership Management Plan

The South Downs Partnership Management Plan (SDPMP) was adopted on 3 December 2013. It sets out a Vision and long term Outcomes for the National Park, as well as 5 year Policies and a continually updated Delivery Framework. The SDPMP is a material consideration in planning applications and has some weight pending adoption of the SDNP Local Plan.

The following Policies and Outcomes are of particular relevance to this case:

- General Policy 1
- General Policy 9

The Draft South Downs National Park Local Plan

The Pre-Submission version of the **South Downs Local Plan (SDLP)** was submitted to the Secretary of State for independent examination in April 2018. The Submission version of the Local Plan consists of the Pre-Submission Plan and the Schedule of Proposed Changes. It is a material consideration in the assessment of this planning application in accordance with paragraph 48 of the NPPF, which confirms that weight may be given to policies in emerging plans following publication. The Local Plan process is in its final stage before adoption with consultation on relatively minor Main Modifications from 1st February 2019 to 28th March 2019. Based on the very advanced stage of the examination the draft policies of the South Downs Local Plan can be afforded significant weight.

8 Planning Assessment

Principle of development

The principle of providing an extension to a listed dwelling is considered acceptable, subject to compliance with the criteria of saved policy HE14, policy CP20 of the Joint Core Strategy, and section 16 of the NPPF.

Impact on the listed building and Conservation Area

The property contributes positively to the character and appearance of the conservation area by virtue of its attractive traditional appearance which derives from its modest vernacular form and simple detailing, and to the contribution to the edge of village character created by its modest form and the verdant non-developed spaces to its east and west.

It is considered that current proposals would harm the significance and setting of the listed building. The scale, form and relationship of the proposed

extension and its link, to the listed building, is considered to harm its significance and setting by virtue of;

- The cellular form of the link and the extension with their visually distinguishable component parts (the lean-to and southern pitched roof section and the glazed and solid sections of the link) would be at odds with the very simple rectilinear form and footprint of the listed building.
- The cumulative complexity of the built form of the link and extension would be at odds with, and alien to, the simple built form of the host building.
- The extensive length of the link currently proposed and the large footprint of the proposed extension would cumulatively exceed the length of the principle (east-west) elevation of the host building. When viewed from the side elevation the overall length of the link and extension would exceed the depth (north-south) of the cottage. The footprint of the extension without the link would be comparable to the footprint of the cottage. The proposals would therefore compete with the listed building in terms of footprint.
- The form of the footprint of the link and extension as proposed would be non-traditional, with an exceptionally long link leading from the centre of the rear elevation to the new structure to the rear. The form of the footprint proposed would be alien to the simple compact rectilinear footprint of the host building.
- The proposed link would significantly impair the ability to appreciate the rear elevation of the building in its entirety by virtue of being located centrally in the rear elevation. Whilst the link would sit below the eaves level of the catslide roof and therefore preserve the integrity of the dominant rear roof slope, which would be welcome, the position of the link and extension would only allow part of the rear elevation to be appreciated as the link would visually and physically interrupt this elevation. It is appreciated that the form of the host building would remain clearly discernible from the side and when stood in front of the rear extension. However, the proposal would result in harm to the listed building by obscuring the important rear elevation and inhibiting the ability to appreciate this as a single elevation. The height of the pitched part of the extension due to the change in ground levels to the south would be such that whilst the roof form of Ivy Cottage may be discernible from the rear of the garden the full elevation would remain obscured.
- The change in ground levels to the south and utilisation of existing ground levels would result in the pitched part of the extension sitting at a much higher ground level than the link and the proposed dining room. The ridge height of this part of the extension, whilst only single storey, would nevertheless be at first floor height due to the change in ground levels. This change in ground levels would significantly exacerbate the cellular form of the extension and the extent to which this would jar with and detract from the simplicity of the listed building.

- The link is considered to be of excessive length in relation to the proportions and compact footprint and form of the host building and would be over half the length of the depth of the property. Links as an architectural device are normally used as a discreet and unobtrusive means of joining two physically independent structures to allow covered passage between them for a single use/occupancy. They tend to be most successful in an historic context where either two existing structures are in close physical proximity to one another or where a short link to a new structure is proposed. As proposed the link is not visually lightweight, discreet or unobtrusive, in part due to its location in the centre of the rear elevation and in part due to its detailing and materials. Its solid form, with only glazed side lights to the entrances on the east and west elevations, would fail to provide clear visual and physical separation between the new build and the listed building. It would have the appearance of being part of the extension and its role as a link would not be self evident from the exterior. This degree of solidity would add to the perceived mass and volume of the extension and give the appearance of the extension being of a significantly larger footprint than it would be. This in turn adds to the extent to which the link and extensions would cumulatively compete with the footprint of the host building and create an excessively elongated built form in relation to the host building.

- Whilst the use of different materials to the link and extension would help to break up the perceived mass and length of the new structures and reduce the visual impact on the host building of this mass, this would not satisfactorily mitigate against the harm resulting from the overall length of the extension/link.

- The use of different materials on the various component parts of the building would serve to highlight its cellular nature. That part of the link closest to the house would have a distinct appearance with side lights to the two doors while the southern part of the link would be of solid brickwork. The use of weatherboarding to the extension would help denote this as a separate structure from the link but would add to the piecemeal and cellular nature of the extensions. This would be in sharp contrast to the use of a single material and the very simple built form of the host building.

- Weatherboarding can often be used as a device to denote the subservience of a structure to a dwelling by respecting the domestic hierarchy of brick or flint in comparison to weatherboarding, which in the local vernacular is used on agricultural and non-domestic buildings. As such there would be no objection in principle to the use of weatherboarding to achieve this aim and to ensure any new building respected domestic hierarchy. However, in this instance the cellular form and detailing of the extension, with the large triangular glazed clerestory in the lean-to, would be a domestic feature alien to the agricultural vocabulary and the use of weatherboarding alone would not be sufficient to offset the harm to the listed building resulting from the form and detail of the extension.

- The juncture between the brick of the link and the weatherboarding of the extension is considered to be an awkward detail. Whilst it is appreciated

that this may have been used to denote the extent of the link externally and to try to break up the cumulative visual length of the link and extension, the straight vertical change in materials would appear abrupt, despite the change in built forms. The component cellular parts of the link and extensions do not sit comfortably together and appear disparate, which is exacerbated by the change in ground levels. This would be further empathised by the use of materials as proposed.

- Proposals would be discernible from Avington Road and would impact on the conservation area. They would appear as an alien addition to the listed building and detract from the appreciation of it within the street scene. As such proposals would fail to preserve the character and appearance of the conservation area.

It is questioned whether there would be a requirement for underpinning to the rear elevation as a result of the ground level in the link being below that of the cottage. Underpinning part of a traditionally constructed building with typically very shallow foundations can result in the risk of differential settlement. No information as to whether underpinning would be required or its potential implications has been submitted as part of the application. It is also unclear how the change in ground level between the link and existing building would be accommodated internally as steps do not appear to be shown on the proposed floor plans.

The extent of any other physical interventions to historic fabric required to facilitate the link are unclear and could be particularly important given that the link would sit at eaves level and could impact on the wall plate. Had proposals been found acceptable in principle further information on these points would have been required to form part of the application and could not have been conditioned given that the principle of their acceptability would have been dependant of the impact of proposals.

In summary, the proposals are considered to cause harm to the significance and setting of Ivy Cottage and fail to meet the statutory test of preserving the character or appearance of the Avington conservation area for the reasons outlined above. The proposed extension would be a discordant addition to the listed building of inappropriate bulk, scale, form and detail which would fail to respond positively to this site. The proposals would also fail to 'enhance or better reveal' the significance of the conservation area in accordance with the NPPF and would fail to comply with policy HE.5 of the Local Plan.

There would be no objection in principle to extending Ivy Cottage. It is considered that there is the potential for an alternative approach to extension that could resolve the current concerns and the applicant has been advised that it is considered that alternative methods of extending could be worthy of investigation.

9 Conclusion

The development is considered contrary to local and national planning policies for the reasons outlined above and as such is recommended for refusal.

10 Reason for Recommendation and Conditions

It is recommended that the application be Refused for the reasons set out below.

1. The proposal would harm the significance and setting of the listed building by virtue of the scale, footprint, elongated length, cellular built form, materials and changes in ground level of the proposed extension which would be alien to and detract from the simple built form and rectilinear footprint of the host building resulting in a discordant addition to the listed building. The proposal is therefore considered contrary to policy HE14 of the Winchester District Local Plan Review (2006), policy CP20 of the Winchester District Local Plan Part 1 - Joint Core Strategy (2013) and policy SD13 of the South Downs Submission Local Plan (2008).

Informatives:

1. The Local Planning Authority has taken account of the following development plan policies and proposals:-
 - Winchester District Local Plan Review (2006): HE5, HE14, DP3
 - Winchester District Local Plan Part 1 - Joint Core Strategy (2013): CP13, CP19, CP20
 - South Downs Local Plan Submission (2018): Policies SD5, SD11, SD12, SD15
2. In accordance with paragraphs 186 and 187 of the NPPF the Local Planning Authority take a positive and proactive approach to development proposals focused on solutions. WCC on behalf of the SDNPA work with applicants/agents in a positive and proactive manner by;
 - offering a pre-application advice service and,
 - updating applications/agents of any issues that may arise in the processing of their application and where possible suggesting solutions.
 - The applicant's agent was made aware of the Council's concerns regarding the proposal but a solution was unable to be achieved in this case.

11. Crime and Disorder Implications

- 11.1 It is considered that the proposal does not raise any crime and disorder implications.

12. Human Rights Implications

- 12.1 This planning application has been considered in light of statute and case law and any interference with an individual's human rights is considered to be proportionate to the aims sought to be realised.

13. Equality Act 2010

- 13.1 Due regard has been taken of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010.

14. Proactive Working

The applicant's agent was made aware of the Council's concerns regarding the proposal but a solution was unable to be achieved in this case.

Plans Referred to in Consideration of this Application

The application has been assessed and recommendation is made on the basis of the following plans and documents submitted:

Plan Type	Reference	Version	Date on Plan	Status
Plans - Location Plan	2304/01		24.12.2018	Not approved
Plans - AMENDED SITE PLAN	2304/02 A		05.05.2019	Not approved
Plans - AMENDED PLAN & EAST SECTION ELEVATIONS	2304/03 A		05.05.2019	Not approved
Plans - AMENDED EAST ELEVATION	2304/04 A		05.05.2019	Not approved
Plans - AMENDED SOUTH WEST ELEVATION	2304/05 A		05.05.2019	Not approved
Plans - AMENDED NEW SCHEME & EXISTING HOUSE PLANS	2304/06		05.05.2019	Not approved

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