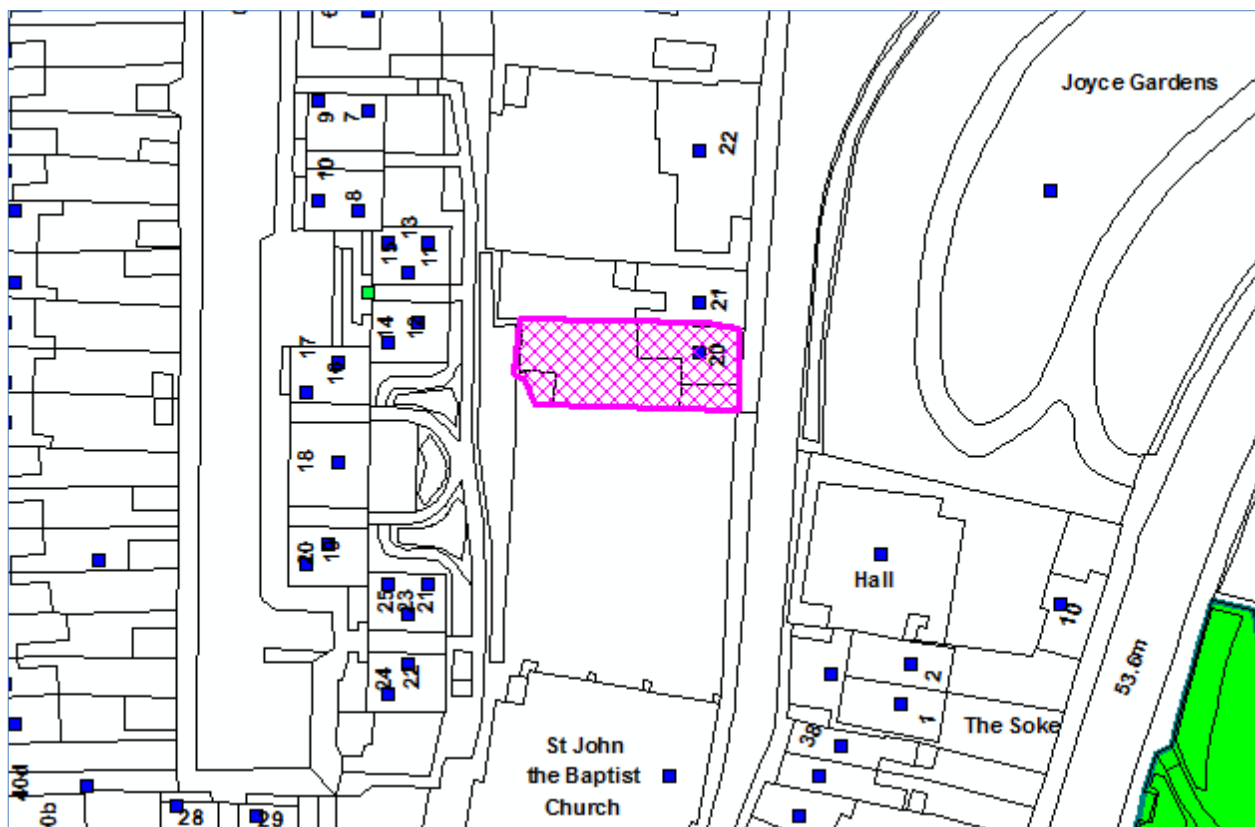


Case No: 17/03184/HOU
Proposal Description: Proposed 1 1/2 Storey Replacement Rear Extension and Front/Internal Alterations
Address: Church Cottage 20 St Johns Street Winchester SO23 0HF
Parish, or Ward if within Winchester City: St Bartholomew
Applicants Name: Mr & Mrs Gunn
Case Officer: Liz Marsden
Date Valid: 20 December 2017
Site Factors: Winchester Conservation Area

Article 4 Direction
CIL Zones for Winchester City Council
Conservation Area
Southern Water Operational Area

Recommendation: Permission



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Case No: 17/03184/HOU

General Comments

Application is reported to Committee due to the number of comments received which were contrary to officer recommendation.

Amended plans have been received which include:

- Relocation of first floor extension from northern side of the property to the southern side.
- Slight reduction in width and roof height of first floor extension.
- Addition of dormers in southern elevation
- Reduction in window size in rear elevation of first floor.

Site Description

The existing property is an old house, two storey in form along the road frontage, with a more recent single storey addition to the rear (west). The house is set immediately adjacent to the pavement at the front and extends across the full width of the plot, with the two storey section adjoined to the property to the north (No. 21), which is a listed building. The application house, despite its timber framework and brickwork on the frontage is not listed, but is constructed from traditional materials and contributes to the character and appearance of the surrounding conservation area.

The side elevation is less traditional, where the first floor of the house extends across a carport area, partially open on the southern side and visible from the churchyard and in views from St Johns Street. The roof of the single storey extension to the rear is also visible in these views, though the side wall is obscured by a section of a close boarded fence set above the boundary wall of the church yard. To the rear of the house there is a garden, approximately 14m long, which is on a number of levels, with a terrace immediately to the rear of the house and steps leading down to lower levels.

The area is predominantly residential in character, excepting the church and the church hall, with the properties along St Johns Street being older dwellings whilst there is more modern development, mostly flats, in Chester Road to the west. The topography of the area is such that the properties in Chester Road are set at a lower level so that their rear dormers are on a level with the gardens of this side of St Johns Street.

Proposal

The proposal is for an extension to the rear of the property, replacing the existing single storey section and adding a first floor level over the southern part. At ground floor level the existing, awkwardly shaped, single storey section will be replaced and extended across the full width of the house. The northern area of this extension will be flat roofed, without the raised tiled 'parapet' that surrounds the flat roof at present and will extend no further from the rear of the house. The narrow veranda that projects beyond the existing extension and the rear elevation of the neighbouring property will be relocated to the southern part of the extension, roughly 2.5m from the northern boundary. A new door is to be inserted into the front elevation of the house, facing St John's Street.

The first floor extension will be accessed by creating a door through one of the existing dormer windows in the rear elevation (currently serving a landing area). The dormer to an existing bedroom will be blocked up and this will be relocated to the southern elevation.

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The extension will provide a bedroom with en-suite bathroom served by windows in the side (south) and rear (west) elevations.

There are no alterations to the access and parking arrangements for the house, though the brick piers that currently support the first floor section of the house above the parking space are to be replaced with oak posts, which will be less bulky and improve the area available. The materials proposed to be used are traditional brick and plain clay tiles and of good quality to reflect those of the existing dwelling.

Relevant Planning History

There is no recent, relevant, planning history for the site.

Consultations

Head of Historic Environment:

The proposal will not result in loss of historic fabric and it is proposed to use traditional material in the extension. A reduction in the length and the use of a lower eaves line would be advisable, but it is considered that the impact upon the significance of the host property would be relatively low. Proposal would not affect the principal frontage and will not be domineering in this aspect. It will not cause adverse harm to the roofline of the neighbouring property or the setting of the listed church. It is considered that the impact of the proposal on the character and appearance of the conservation area would be neutral and it would be difficult to sustain a refusal on this basis.

Representations:

City of Winchester Trust: (to original plans)

- The new pitched roof replaces a muddled ground floor extension. Large and overbearing both for property to the north and the churchyard to the south. Will result in loss of light to the property to the north. Would need a study of the sun's movement before decision should be made.

10 letters, from 9 households, received objecting to the original plans for the following reasons:

- Loss of light to neighbour (No.21)
- Overbearing and intrusive in views from the churchyard
- New dormers too dominant and out of character with the property
- Will have an adverse impact on the rear of the property, which will be visible from Chester Road
- Extension disproportionate to existing cottage, nearly double the size of it
- Adverse impact on the feel and open peacefulness of the adjacent churchyard
- Will result in overlooking and loss of privacy to neighbouring property
- Adverse impact on the conservation area and listed buildings in the vicinity.
- Loss of view from No.21
- Lack of detail about the veranda.

Following the submission of amended plans a further 9 letters of objection were received, three of which were from people who had not commented previously. Substantially the same objections as previously, with a few additions:

- The impact on the churchyard will be worse as closer to the boundary

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- Overlooking of properties in Chester Court to rear
- Hasn't overcome the issues of loss of light and privacy to No.21.

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

- Devaluation of adjacent property.

Relevant Planning Policy:

Winchester Local Plan Part 1 – Joint Core Strategy
MTRA1, CP2, CP13, CP14, CP20,

Winchester Local Plan Part 2 - Development Management and Site Allocations
DM1, DM15, DM16, DM17, DM18, DM27,

National Planning Policy Guidance/Statements:
National Planning Policy Framework

Supplementary Planning Guidance
Winchester Conservation Area Project

Other Planning guidance
High Quality Places SPD 2015

Planning Considerations

Principle of development

The property is located within the Winchester conservation area where extensions to dwellings are generally acceptable, subject to there being no adverse impact on the character and appearance of the surrounding area or neighbour amenity.

Design/layout

The house already extends across the full width of the plot, adjoining No.21 to the north and with the southern side abutting the boundary wall of the churchyard. To the east, the frontage of the property is directly adjacent to the pavement and therefore the only possibility for extension is to the rear. Whilst the garden is of a good size, development to the west is constrained by the varying land levels and the only real option is therefore an extension immediately to the rear of the house, as currently proposed.

The proposal will make better use of the level area to the rear of the house, extending the ground floor across the full width of the house and providing a good sized bedroom above. The height of the first floor has been kept to the minimum possible whilst ensuring sufficient head height and maintaining the floor levels across the building. The ridge of the extension is lower than that of the main house and the pitch of the roof has been designed to reflect the existing as closely as possible. The depth of the extension will almost double the length of the southern side elevation of the property, but given the size of the garden and the open aspect to the rear of the property, this increase in size will not result in the site being, or appearing to be, cramped or over-developed. The insertion of dormers into the side elevation will also serve to add interest to this aspect of the building which, together with the use of good quality materials and finishes will ensure that it will not detract from the attractive appearance of the building.

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The new dormers differ in design between those in the rear extension and the new window in the original roof. The latter is of the same proportion and design as the existing in the front elevation of the house, whilst those in the new extension are modern in style and will serve to distinguish between new and old whilst not detracting from the overall appearance of the building.

The proposed veranda is a narrow (1.2m) covered area, open to the sides and with a lightweight glazed canopy over, the contemporary design of which will add little to the bulk of the building. The only alteration to the front of the building is the insertion of a new front door. This has been carefully positioned to ensure that there is no adverse impact on the exposed timbers that are a feature of the frontage and will not materially alter the overall character of the property.

The materials to be used are specified in the application form and are of good quality. However, given the increased visibility of the rear extension in the street scene, it is considered to be important to ensure that they will either match or complement those of the existing house and therefore a condition requiring samples to be submitted for approval is appropriate.

Impact on character of area

The primary impact of the proposal will be due to the proximity and height of the extension to the churchyard to the south of the site. The southern elevation will be visible in views along St John's Street across the open part of the church yard, above and through the railings that run along its road frontage. However, whilst there will be a greater bulk of building visible, it is not considered that this will result in material harm to the character and appearance of the area.

As set out in the previous section it is considered that the proposal will result in an attractive side elevation, which will extend less than half the length of the side boundary with the church yard and will not detract significantly from its openness. Views across the church yard and over the roofs of houses in Chester Road will still be available to the rear of the extension and it is not understood why the proposal would have an adverse impact on the peaceful 'feel' of the area. The addition of windows in the side will be visible from the church yard but this is already viewed by windows in properties on the other side of St John's Street and the upper floors of dwellings in Chester Street.

The extension will not further obscure the views of the listed building to the north (No.21), the chimneys of which will still be a feature of the street scene and the impact on the character and appearance of the conservation area or the setting of the listed building will be minor. It is not considered that a refusal could be sustained on this basis.

Concern has been raised that the proposal will increase the visibility of the property from Chester Road to the west, but any views from the public realm are obscured by the existing buildings. Views from the buildings will be of a traditionally designed extension, which cannot be said to be less attractive than the current rear elevation.

Impact on neighbouring property

The primary impact of the proposal would be on the adjoining property to the north, No.21. The originally submitted plans, where the two storey element of the building was to be located along the northern boundary, was considered to have an adverse impact

through the overshadowing of the glazed room in No.21, which provides light not only to the room itself, but also to other parts of the ground floor of that dwelling. Amended plans were therefore sought, which moved the first floor extension to the southern side of the application site and the nearest part of this element of the proposal is now set 3m from the northern boundary, with the highest part at the ridge, being set 5.3m away and fully hipped to minimise its length. From this distance it is not considered that the extension will have a significant or adverse impact through loss of light or shading and a reason for refusal could not be justified on this basis.

The relocation of the first floor extension to the southern boundary will also serve to ensure that it will have little impact on the outlook from the first floor window of No.21, which is set slightly back. The extension will not now intrude into the 45 degree angle which is generally accepted should be left clear to provide an acceptable outlook.

Concern has also been raised about the overlooking and loss of privacy to No.21, resulting from the window in the rear elevation being set further out. The relationship of the properties is typical of the majority of dwellings within an urban area, many of which have windows closer to the boundary than would be the case here. Any views from the rear window of the garden to the north would be at an oblique angle and primarily of the western end of the garden rather than the more sensitive amenity area immediately to the rear of the house.

There would be more direct views of the properties to the west of the site, along Chester Road, where the proposed window will be around 5m closer to the boundary than the existing dormers in the rear elevation. These dwellings are set very close to the rear boundary, at a distance of around 19m, at a lower land level and are already visible from the existing ground floor windows, albeit obscured slightly by foliage. It is not considered that the proposal will result in a significantly greater level of overlooking than currently exists and it would not therefore be possible to sustain a reason for refusal based on loss of privacy.

Highways/Parking

There is currently one, on site, parking space available to serve the two bedroom property, which is below the requirement of two spaces set out in the parking standards. However, whilst the proposal will result in an additional bedroom, this does not increase the number of parking spaces required. Furthermore, given the sustainable location of the house, close to the city centre and public transport links, there could be no justification for a refusal of permission on this basis.

Recommendation

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. No works shall commence on the extension hereby approved until a full material schedule (supplemented by labelled samples) and full joinery details (at a scale of 1:5 including section/profile details where necessary) including all types of finishes, have been submitted to and approved in writing by the Local Planning Authority. The submitted details must be referenced against the approved plans, and must show the relationship with the surrounding fabric. The works shall then proceed in strict accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: Details are required prior to works commencing because insufficient detail was submitted with the application to preserve the character and appearance 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 Section 12.

3. All works of repair to the surrounding fabric and surfaces affected by the works hereby approved shall employ materials, traditional workmanship, and detailing, to match the existing in all respects, unless otherwise agreed in writing by the Local Planning Authority before the commencement of works on-site. The works shall then proceed in strict accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: Details are required prior to works commencing because insufficient detail was submitted with the application to preserve the character and appearance 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 Section 12.

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

PA17-190:03 rev. B plans and elevations received 08.05.2018

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

Informatives:

1. In accordance with paragraphs 186 and 187 of the NPPF, Winchester City Council (WCC) take a positive and proactive approach to development proposals, working with applicants and agents to achieve the best solution. To this end WCC:
 - offer a pre-application advice service and,
 - update applicants/agents of any issues that may arise in the processing of their application, where possible suggesting alternative solutions.

In this instance amended plans were sought to overcome objections to the original proposal.

2. The Local Planning Authority has taken account of the following development plan policies and proposals:-
Local Plan Part 1 - Joint Core Strategy: MTRA1, CP2, CP13, CP14, CP20,
Local Plan Part 2 - Development Management and Site Allocations: DM1, DM15, DM16, DM17, DM18, DM27

]

3. This permission is granted for the following reasons:
The development is in accordance with the Policies and Proposals of the Development Plan set out above, and other material considerations do not have sufficient weight to justify a refusal of the application. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning permission should therefore be granted.
4. All building works including demolition, construction and machinery or plant operation should only be carried out between the hours of 0800 and 1800 hrs Monday to Friday and 0800 and 1300 hrs Saturday and at no time on Sundays or recognised public holidays. Where allegations of noise from such works are substantiated by the Environmental Protection Team, a Notice limiting the hours of operation under The Control of Pollution Act 1974 may be served.
5. During Construction, no materials should be burnt on site. Where allegations of statutory nuisance are substantiated by the Environmental Protection Team, an Abatement Notice may be served under The Environmental Protection Act 1990. The applicant is reminded that the emission of dark smoke through the burning of materials is a direct offence under The Clean Air Act 1993.