

REPORT OUTLINE FOR AREA PLANNING COMMITTEES

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| Date of Meeting | 7 th February 2019 |
| Application Number | 18/11534/FUL |
| Site Address | 138 Winterslow Road, Porton, Wiltshire, SP4 0JX |
| Proposal | Extension and renovation of 1950's chalet bungalow to form a family home (Resubmission of 18/08676/FUL) |
| Applicant | Mr Ben Taylor |
| Town/Parish Council | IDMISTON |
| Electoral Division | BOURNE & WOODFORD VALLEY – Mike Hewitt |
| Grid Ref | 419563 136160 |
| Type of application | Full Planning |
| Case Officer | Georgina Wright |

Reason for the application being considered by Committee

This application is brought to committee at the request of Councillor Hewitt, for the following reasons:

- Relationship to adjoining properties
- In view of the officer recommending this go to appeal, I feel it should come to committee first

1. Purpose of Report

The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations and to consider the recommendation that the application be refused

2. Report Summary

The main issues which are considered to be material in the determination of this application are listed below:

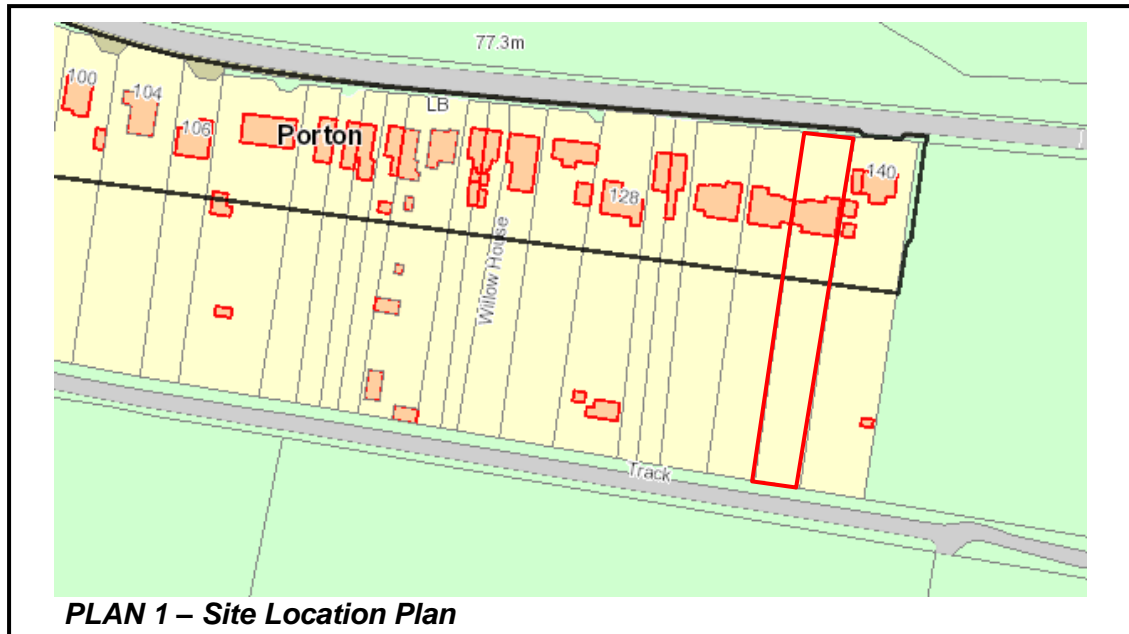
- Principle
- Character & Design
- Neighbouring Amenities
- Highways

The application has generated No Objection from Idmiston Parish Council; and no letters of objection or support from third parties.

3. Site Description

As is shown in PLAN 1 below, The front part of the site is situated within the defined limits of the Large Village of Porton, as determined by Wiltshire Core Strategy (WCS) policies CP1 (Settlement Strategy), CP2 (Delivery Strategy) and CP4 (Amesbury Community Area). It is situated within a linear part of the village consisting of a row of other residential properties on the edge of the village, which front on to the southern side of the main road running through the village (Winterslow Road). To the east and

west other residential properties and their associated amenity exist. To the north, on the opposite side of the road, open countryside/fields/paddocks exist. The rear part of the site is bounded by a track also leading to the village and further fields/open countryside exist beyond the garden boundary. The natural land levels mean that the land rises away from the road to the south and the row of dwellings are therefore situated on rising ground from the road. The Site is within a Landscape Character Area as defined by saved Salisbury District Local Plan (SDLP) policy C6



PLAN 1 – Site Location Plan

This plot currently consists of a modest, detached, chalet bungalow that is set back from the road. To its front the plot is laid to gravel and provides off road parking provision for numerous vehicles. To the rear of the dwelling, a long linear garden stretches out to the south. Hedging and low level brick walls define the boundary with the road. A low level picket fence defines the side boundary of the front of the plot with its western neighbour.

4. Planning History

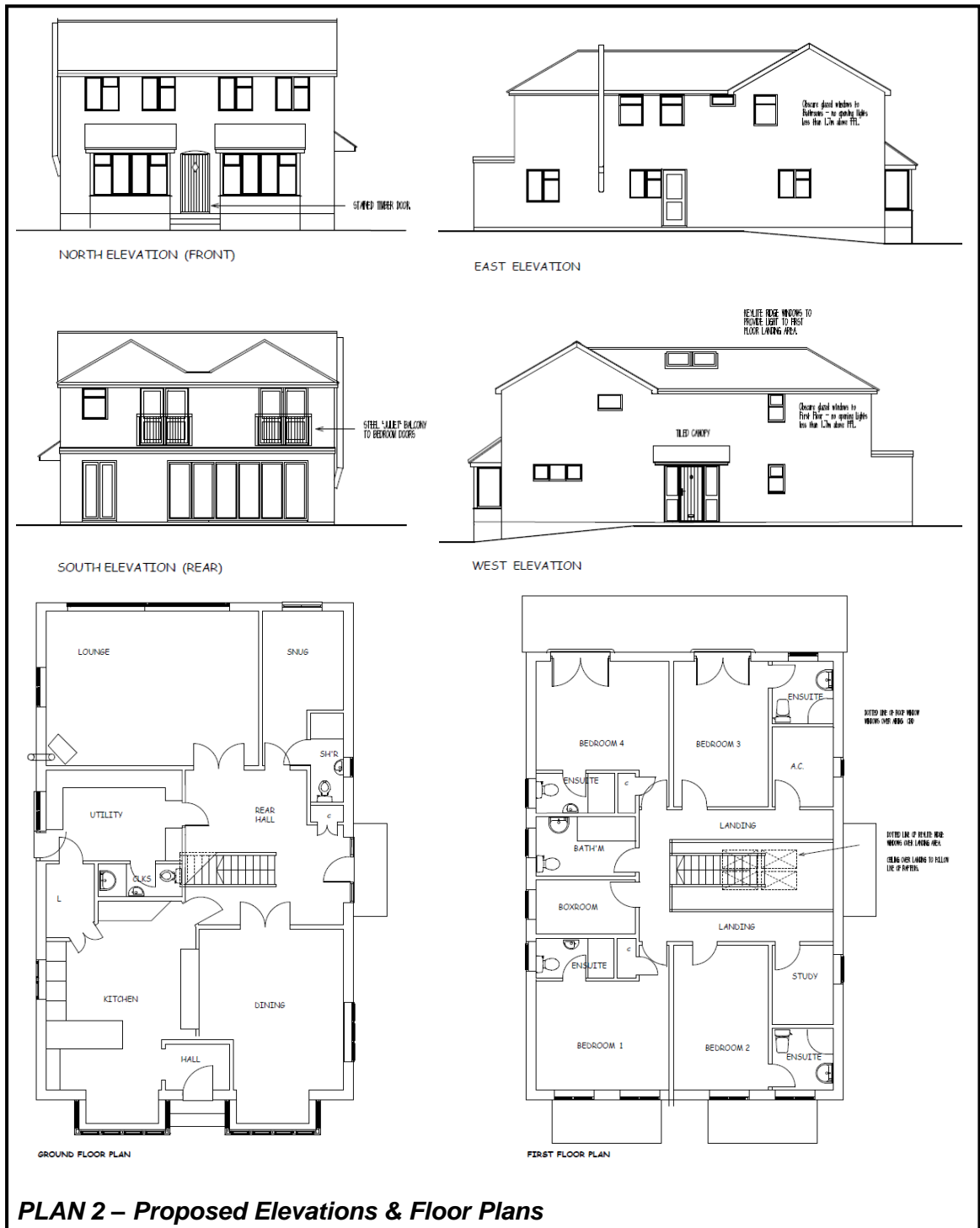
| Application Ref | Proposal | Decision |
|-----------------|--|-----------|
| 18/08676/FUL | Extension and renovation of 1950's chalet bungalow to form a family home | Withdrawn |

5. The Proposal

The application form and description of development suggest that the proposals involve extensions and alterations to the existing 1950s chalet bungalow. However the proposals involve significant works to the existing dwelling to the extent that very little of the existing house would be evident or retained as part of the development. The Local Planning Authority therefore considers that the proposals constitute a replacement dwelling, rather than extensions, and the application has been assessed as such accordingly.

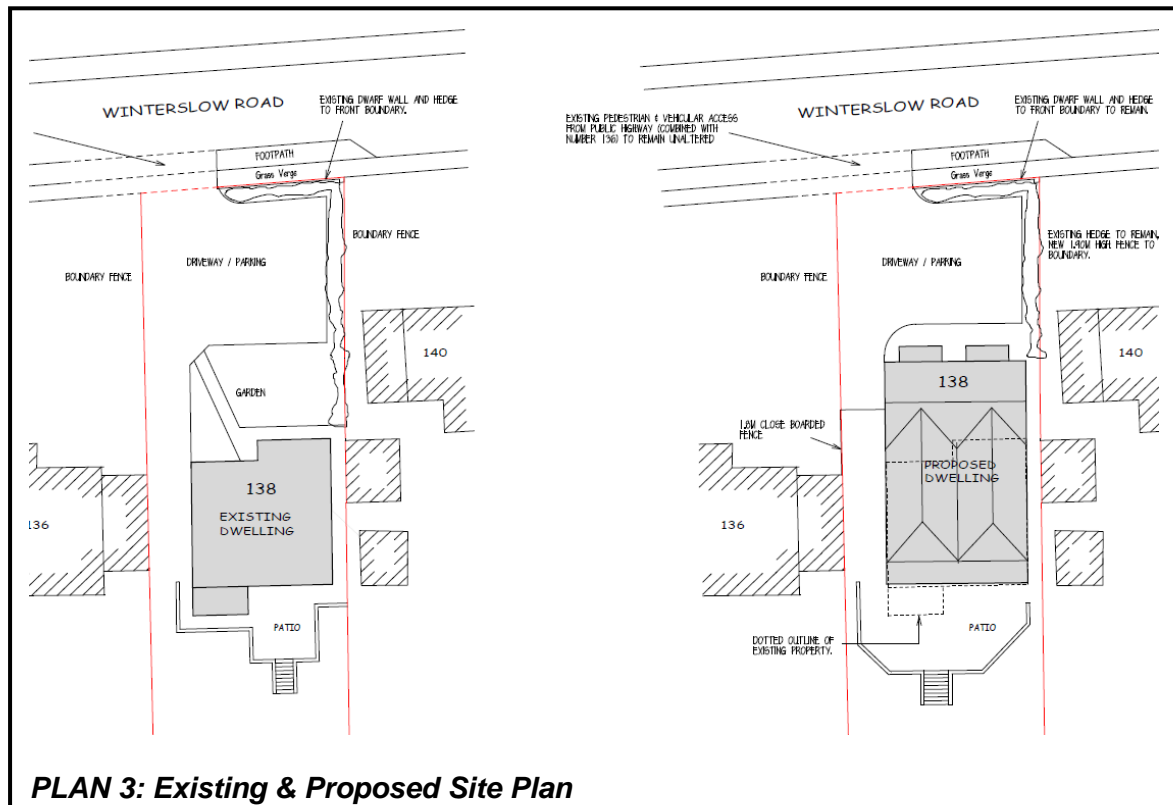
This is therefore a full application proposing a replacement of the existing bungalow with a two storey dwelling. The new dwelling is to provide 5 bedrooms of accommodation over the two floors and is designed in a double fronted dwelling similar to the neighbouring property to the east, although the front door to the property is identified on the side (western elevation) of the property. A secondary door is however

identified on the front elevation to give the illusion that the principal façade will face the road, as per the other dwellings in this row



As is shown in PLAN 3 below, the replacement dwelling is to be situated further forward than the front elevation of the existing bungalow creating a staggered effect between the properties to the east and those to the west. Parking/on site turning provision will however continue to be provided to the front of the dwelling. To the rear the replacement dwelling will extend out to the same extent as the rear elevation of the existing bungalow, the final 1.5 metres of the new dwelling is however to be provided in single storey rather than 2 storey form. The rear of the plot will continue to provide private gardens to serve the replacement dwelling. A larger areas of sunken patio is

however to be dug into the site wrapping around the rear elevation of the replacement dwelling.



6. **Local Planning Policy**
National Planning Policy Framework (NPPF)
National Planning Practice Guidance (NPPG)

Salisbury District Local Plan policies (Saved by Wiltshire Core Strategy):
 None

- Wiltshire Core Strategy:*
 CP1 (Settlement Strategy)
 CP2 (Delivery Strategy)
 CP3 (Infrastructure Requirements)
 CP4 (Amesbury Community Area)
 CP50 (Biodiversity and Geodiversity)
 CP57 (Ensuring High Quality Design & Space Shaping)
 CP61 (Transport & Development)
 CP62 (Development Impacts on the Transport Network)
 CP64 (Demand Management)

- Supplementary Planning Documents:*
 Creating Places Design Guide SPG (April 2006)
 Achieving Sustainable Development SPG (April 2005)
 Idmiston, Porton, Gomeldon Village Design Statement (VDS)
 Idmiston Parish Council Neighbourhood Plan 2015-2017
 Wiltshire Local Transport Plan – Car Parking Strategy

7. **Summary of consultation responses**
Idmiston Parish Council – No Objection

8. Publicity

This application was advertised through the use of site notices and letters of consultation.

Letters – None

9. Planning Considerations

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise.

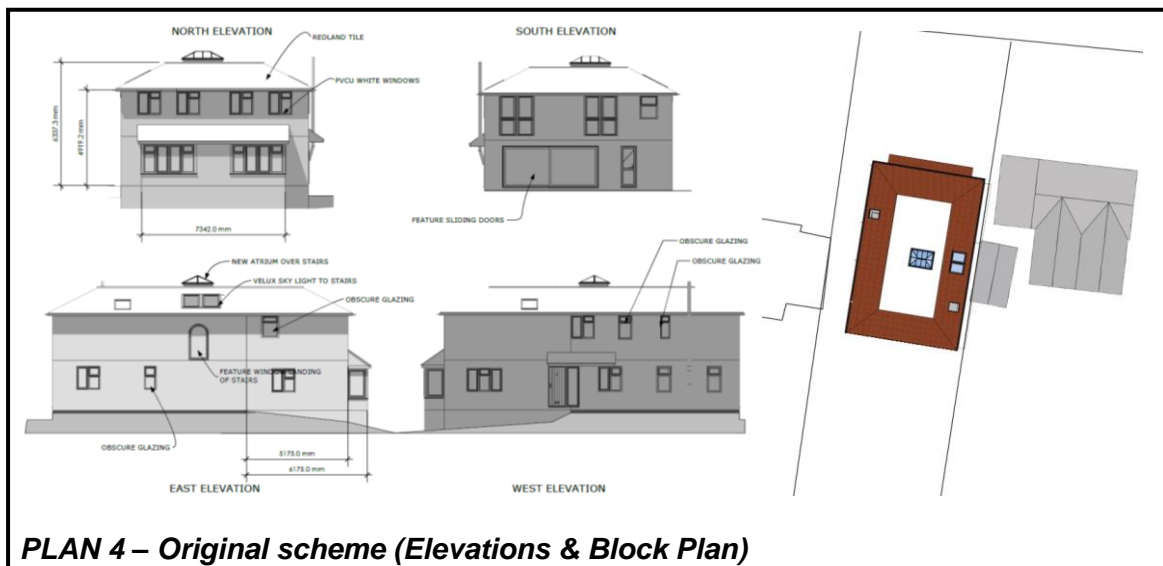
9.1 Principle of development

Part of the site is situated within the existing built parameters of the Large Village of Porton, as defined by WCS policies CP1 (Settlement Strategy), CP2 (Delivery Strategy) and CP4 (Amesbury Community Area). The plot already consists of an existing dwelling and is in residential use. The principle of extensions, alterations and/or replacement of an existing dwelling in such a location is considered to be acceptable in policy terms.

This principle acceptability is however subject to the detail in terms of how the proposals will fit into the character of the area/street scene, design, neighbouring amenities, and highway safety. These matters will therefore be addressed in more detail below.

9.2 Background:

It should also be noted that this application comes to committee after a year of discussion with the applicant. Discussions about a scheme for the site's redevelopment were originally started by the submission of a preapplication enquiry in March 2017. The original scheme is shown in PLAN 4 below.



PLAN 4 – Original scheme (Elevations & Block Plan)

It is acknowledged that significant alterations have been made to the scheme since this original scheme was submitted, however it is not considered that the general theme and or concerns raised at that point have been addressed by the current application. It is for this reason that the applicant has been advised that an appeal might be an appropriate way forward as it is clear that a certain size of dwelling is desired which it is not considered can be comfortably accommodated on this plot, for the reasons set out below.

9.3 Character & Design:

The property is situated in a row of houses which are all of varying ages, styles, heights and set back from the road. There is no defined character or uniformity but the cluster of dwellings provide a transition on this edge of the village between the built up development and the countryside beyond. Whilst the existing property is a chalet bungalow, which is seen very much in the context of the other two bungalows adjacent to its west, the principle of a two storey replacement on this site would not be out of keeping with the character of the area, given that the immediately adjacent neighbour to the east is also of two storey massing. In addition, the proposal to come further forward on the site could be designed to sit comfortably into the building lines created by the eastern neighbour, which also sits forward on its plot, and the western neighbour that sits back on its plot. The plot is also very large and can therefore reasonably accommodate a significantly larger dwelling than the existing modest chalet bungalow. Overall the siting and height of the proposals could therefore be considered to be appropriate for the character of the area and street scene.

Elements of the design of the proposed dwelling are also considered to be appropriate in that they will replicate the double fronted, traditional character of the adjacent property to the east; and the secondary door way will effectively maintain this traditional/principal frontage despite the main entrance being on the side of the property.

However, the proposals involve a rather elongated form of design that is not considered to be successful. The overall footprint of the proposed dwelling will be over double that of the existing modest bungalow, and will be of two storey rather than chalet bungalow form, thereby representing a significantly different form of development on this plot to the existing bungalow.

The two storey massing is to be provided in two elements: a two storey frontage block; and a rear projection that is trying to reflect the rear projection that has been allowed on the existing property to the east. The latter element is therefore trying to look like an extension to the frontage part of the dwelling and has been proposed in order to reduce the large expanse of flat roof that was originally proposed at the original preapplication stage. However the proportions of this rear projection are entirely wrong. This element will not be subservient to the frontage block and will instead elongate the dwelling to over double the footprint of the frontage part of the property. This will create a jarring design that is not particularly attractive and that will be out of proportion. The western elevation, and the full extent of elongated form, will be particularly apparent in the public domain, especially from the west further along Winterslow Road, because the proposed dwelling is to sit so far forward on the plot. The applicant has been advised that either something that is set on the existing footprint of the proposed house or that has a more sympathetic and proportional subservience needs to be considered but the overall footprint and massing of the proposed dwelling has only been tweaked to date and this main issue with the proposals has not therefore been adequately addressed.

In addition the proposals suggest that the finish of the new dwelling will be of blockwork with a rendered finish, which is not considered to be appropriate when the proposal is otherwise trying to replicate the adjacent, traditional red brick dwelling. The rendered finish will only serve to make the dwelling more prominent in this street scene and will therefore exacerbate the failings of the proportions and design that are identified above. The lack of a chimney also detracts from the otherwise traditional character of the proposed dwelling and the number, type and proportions of the fenestration on the front elevation do not at all reflect the traditional design that the

proposals are trying to replicate. The overall design of the proposed dwelling is therefore rather bland and overly large.

Paragraph 30 of the NPPF states that '*Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area...*'. The WCS therefore confirms that '*A high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings*' and states that any development should respond '*...positively to the existing townscape and landscape features in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational design, materials, streetscape and rooflines to effectively integrate the building into its setting*'. This is further reiterated in the Porton, Idmiston & Gomeldon Neighbourhood Plan which states that '*All new housing developments and extensions to existing houses should be designed to be locally distinctive so that they reflect and enhance the character of the village*'. Finally the adopted VDS for the area also confirms that a scheme should positively enhance the appearance and character of the village; new built development should seek enhanced design; and building design should involve visually balanced proportions and extensions that are subordinate in scale.

Overall it is therefore considered that the design and scale of the proposals are out of keeping with the character of the area; neither reflecting the traditional development to the east, nor respecting the bungalow development to the west. The proposals will therefore create an unduly prominent, innocuous and a particularly strident form of development in this street scene that is inappropriate and contrary to the provisions of the various policy provisions outlined above. The proposals are therefore recommended for refusal on this basis.

9.4 Neighbouring Amenities:

WCS policy CP57 (Ensuring High Quality Design & Space Shaping) requires that development should ensure the impact on the amenities of existing occupants/neighbours is acceptable and ensuring that appropriate levels of amenity are achievable within the development itself. The NPPF includes that planning should '*always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings*'. Residential amenity is affected by significant changes to the environment including privacy, outlook, daylight and sunlight, and living areas within private gardens and this therefore needs to be carefully considered accordingly.

There was originally concern that the extent of the development and its depth would over dominate and adversely impact the residents in the neighbouring property to the east (140 Winterslow Road). However it is considered that the neighbour's own outbuildings along this common boundary will serve to subdue the majority of this new form and massing from this direction. First floor windows on this flank elevation have also been limited to bathroom windows or are to be high level serving a box room. The latter is very contrived and would not normally be acceptable for a primary window serving a bedroom, but as it serves a box room/fifth bedroom is unlikely to result in pressure to allow a larger window or a better form of outlook from this room on this elevation in the future. This situation could also be controlled by condition, if the proposals were heading for permission. The implications for the eastern neighbour are therefore considered, on balance, to be acceptable.

However the neighbouring property to the west is likely to suffer significant impact from the development in terms of the full two storey massing extending further forward and in close proximity to this common boundary. The two storey massing and elongated elevation is likely to dominate the single storey form of this western bungalow; and with

the main entrance to the replacement dwelling being situated on the western elevation, all of the comings and goings associated with the dwelling will be directed immediately adjacent to this neighbour's front elevation.

In addition, in tweaking the 2 storey massing and making the last 1.5 metres of the footprint single storey rather than two storey, a potential issue for overlooking onto these western neighbours has been created. The proposals now involve two, full height, glazed doors at first floor (serving bedrooms 3 and 4) on the rear elevation. The windows/doors are to be fitted with Juliette style balconies looking out onto a large area of flat roof. This two storey elevation and balconies are to be situated at such a position in relation to this western property that the future occupants will be able to look out on to the private amenity areas that are to the immediate rear of the adjacent property. This arrangement is also therefore considered to be inappropriate.

Overall it is considered that the size, elongation, massing and arrangement of the proposed replacement dwelling are therefore likely to result in a significant and unneighbourly impact for neighbouring amenities. The development is likely to create unacceptable implications for privacy and disturbance for this neighbour to the west and therefore warrant a further reason for refusal of the scheme.

9.5 Highway Safety:

Given the nature of the proposals as described, the Highway Authority has not been consulted about the application. However whilst it is noted that the proposed development does involve some reduction in the amount of existing onsite parking provision, it is considered that the plot is large enough to accommodate an extended/replaced property as well as the level of parking that would be required to serve a 5 bedroom property. It is not therefore considered that the proposals will result in any implications for highway safety.

10. CONCLUSION:

It is considered that the proposed additions/alterations/proposals, by virtue of their design, scale, depth and massing, are likely to represent an unduly strident and prominent form of development in this street scene that is out of keeping with and detrimental for the character of the area. It is also likely to result in unacceptable implications for neighbouring amenities in terms of overlooking, dominance, loss of light and disturbance. Significant amendments are required to the proposals to make such a scheme acceptable on this site but unfortunately these have not been forthcoming to date. The proposals are therefore recommended for refusal accordingly.

11. RECOMMENDATION REFUSE

1. The proposed additions/alterations/proposals, by virtue of their design, scale, depth and massing, are likely to represent an unduly strident and prominent form of development in this street scene that is out of keeping with and detrimental for the character of the area. The proposals are therefore considered to be contrary to the provisions of the National Planning Policy Framework; Wiltshire Core Strategy policy CP57 (Ensuring High Quality Design & Space Shaping); Creating Places Design Guide SPG (April 2006); Idmiston, Porton, Gomeldon Village Design Statement; and Idmiston Parish Council Neighbourhood Plan 2015-2017

2. The proposals, by virtue of the design, scale, massing and position of fenestration are likely to result in significant impact for the private amenities of the adjacent neighbour to the west, in terms of noise, disturbance, and loss of privacy. The proposals are therefore considered to be contrary to the provisions of the National Planning Policy Framework and Wiltshire Core Strategy policy CP57 (Ensuring High Quality Design & Space Shaping).