
APPLICATION NO.	21/03006/FULLN
APPLICATION TYPE	FULL APPLICATION - NORTH
REGISTERED	13.10.2021
APPLICANT	Mr and Mrs Marzano
SITE	Edelweiss, Church Road, Abbots Ann, SP11 7BH, ABBOTTS ANN
PROPOSAL	Single storey rear extension, together with the provision of a partial second storey to the existing property
AMENDMENTS	Amended plans were submitted on 17.11.21 to add an obscure glazing annotation to the elevation drawing, and a site plan was submitted to provide details of landscaping and parking. Tracking diagrams were submitted on 12.01.22 and 13.01.22 to accompany the site plan.
CASE OFFICER	Gillian Wheeler

Background paper (Local Government Act 1972 Section 100D)

1.0 INTRODUCTION

1.1 This application has been called to committee by a member on the grounds that 'it raises matters more than general public interest'.

2.0 SITE LOCATION AND DESCRIPTION

2.1 Edelweiss is a single storey detached bungalow sited within the former grounds of the Grade II listed property, 'The Manor'. It is located within Church Close with 3 other single storey detached bungalows of a similar design. A school playing field and a public right of way lie directly adjacent to Edelweiss to the south. The application site is also within the Abbots Ann Conservation Area.

3.0 PROPOSAL

3.1 The application seeks permission to increase the roof height of the host property by 2.3 metres across the full width of the dwelling to create a first floor which would include the provision of windows at first floor level on all four elevations. The number of bedrooms at the property would be increased from 3 bedrooms to 4 bedrooms, three of which would be located on the first floor together with a bathroom, an en-suite, a dressing room and a storage cupboard.

3.2 The application also seeks permission for a single storey rear extension with rooflights, which would project 4 metres from the rear wall of the existing dwelling, together with the conversion of the integral garage to provide additional living accommodation. The proposed materials for the development would match the existing dwelling.

3.3 Additional details have been submitted to support the application, including a parking and landscaping site plan, amended elevations to annotate the first floor bathroom windows as obscure glazed, and tracking diagrams for the proposed parking layout.

4.0 **HISTORY**

4.1 21/01900/FULLN - Single-storey rear extension, conversion of garage to living accommodation, and single storey first floor extension to create additional living space. Withdrawn 17.09.21.

5.0 **CONSULTATIONS**

5.1 **Design and Conservation: Objection**

Notwithstanding the minor changes made to the proposals since the previous application, the objection remains as described in respect of applications 20/00427/PREAPN and 21/01900/FULLN.

For ease of reference, the comments are summarised here as follows:

- The harm that resulted from the erection of four bungalows within the garden of the manor house was reduced by the fact that these new houses were single storey. Architecturally they are visually subsidiary to the larger two storey historic building.
- The addition of a further storey, particularly as Edelweiss is at a higher ground level than the listed building, would make Edelweiss more prominent in views from the road and considerably more dominant in the closer setting of the listed building, resulting in a building that would begin to compete with the dominance of the listed building within the wider site.
- The addition of a second storey to Edelweiss would affect the views from the playing fields to the south of the site across the roof tops to the tower of the Grade I listed parish church and the trees in and around the churchyard. The existing bungalow does not currently rise above the roof of the houses beyond, lower down towards the road, including the listed building.
- Most of the modern development along the northern boundary of the public open space is single storey which forms the overall character of the conservation area as viewed from this location. The proposed development would change this, and alter the balance between the modern foreground development and the historic buildings beyond, in a manner that is considered would be harmful.
- The existing housing development has a consistent and unassertive architectural character which is respectful to the setting of the listed house and the conservation area as a whole; a relationship that would be changed not for the better by the proposed development.
- The proposed development would therefore result in harm (less than substantial) to the significance of the heritage assets affected.

5.2 **Trees: No Objection** subject to conditions. Comment raised.

- Conditions are recommended to ensure that the development proceeds in accordance with the provisions of the arboricultural impact appraisal and method statement, and to ensure that all service routes, drain runs, soakaways or excavations remain wholly outside of the tree protective barrier.
- There appears to be no change to the site that would affect the trees. The proposed parking is located on the existing drive which is already hardstanding.
- However, concerns are raised regarding the future impact on the trees protected by a Tree Preservation Order if cars drive over the grassed area. Continuous use of the grassed area for passing or parking will cause compacting to the ground which is likely to cause detrimental damage to the trees.
- The applicant should be made aware that damage to protected trees is an offence under The Town and Country Planning Act 1990. Failure to comply with the submitted vehicle tracking diagrams is likely to result in damage to the trees. Tree damage may lead to the prosecution of those causing or permitting the damage.

In relation to the second bullet point above, during subsequent correspondence the Tree Officer has confirmed that they do not object to the proposal as have shown how the vehicles can be parked and moved without need to expand the existing hardstanding.

5.3 **Landscape: No Objection** subject to conditions.

- An objection was initially raised regarding the lack of a site plan confirming retention of the existing hedgerow. The objection was withdrawn upon receipt of a site plan.
- Conditions are recommended to secure the existing boundaries and to assess the proposed building materials.

5.4 **Highways: No Objection.**

- Subject to Test Valley Borough Council in their capacity as local parking authority being satisfied that the level of parking provision falls in line with adopted standards.
- Highways were re-consulted on the additional tracking diagrams, and stated that whilst they have not been drawn using software of an accepted standard of accuracy, the highways officer has tested an alternative manoeuvring scenario and demonstrated that there is sufficient space for three vehicles to manoeuvre.

5.5 **Ecology: No Objection** subject to conditions and case officer approval.

- The development will result in the loss of an occasional day roost for common pipistrelle bats. A European Protected Species licence will therefore need to be obtained from Natural England. It is for the case officer to assess whether the development would be likely to be granted an EPS licence regarding the public benefits of the proposal and whether or not the extension could be sited elsewhere.

- Conditions are recommended to ensure that the mitigation requirements and enhancement recommendations detailed in the Bat Emergence Survey are implemented, and to ensure that any external lighting will follow best practice guidelines.

5.6 **Andover Ramblers Association: No Objection**

The proposed changes should have no impact on the users of this path.

5.7 **Hampshire County Council Countryside Service: No Objection**

The footpath is unaffected by the proposals.

5.8 **Hampshire Archaeology: No Comment**

In view of the small scale of the proposal no archaeological issues are raised.

6.0 **REPRESENTATIONS** Expired 15.12.2021

6.1 **Abbotts Ann Parish Council: Objection**

The development will have a detrimental effect on the character of the local area, and will have an adverse visual impact, particularly on the landscape and locality.

6.2 Three letters have been received from neighbouring properties, one objecting to the proposals, and two supporting the proposals. Their comments have been summarised as follows:

6.3 East Manor House: Objection.

- The proposed increase in height of the property would result in an increased sense of enclosure, it will dominate in scale, affect the level of direct sunlight and be dominant and overbearing to the character and setting of our property.
- East Manor House is already approximately 2m lower than Edelweiss at ground floor level and an increase in height of 50% would be significant and vastly increase our sense of enclosure.
- The proposed increase in height would affect the visual amenity of the 4 south facing windows which have an outlook towards Edelweiss, whose roofline already has a significant presence in the outlook from these rooms.
- Half of the garden of East Manor House is more than 2m lower than the ground floor of Edelweiss and would therefore be significantly impacted by the increased height proposed.
- The roof height of East Manor House and Edelweiss are currently roughly the same due to the fact that that Edelweiss is at the top of the slope of Church Close, therefore increasing the roof height will mean Edelweiss will become overbearing to East Manor House and the other properties in Church Close.
- The original planning permission for two storey properties prior to the erection of the bungalows in 1985 was rejected on the basis they would be too dominant to the setting and character of The Manor and East Manor House.

- The proposed second storey extension to Edelweiss will be unsympathetic in scale and dominate Church Close and would further diminish the character of East Manor House.
- The extension should be subordinate to the host dwelling, this is fundamental policy relating to residential extensions. Any extension to form a first floor above a bungalow will be contrary to local plan policies.

6.4 Halcyon: Support.

- Character of the area, crime and community safety and design.
- The revised application makes further concessions to the opinions of the conservation department.
- The design is extremely well thought through and considers the architecture and environment, not only of the other bungalows and the manor house, but also the wider architecture of the village in general.
- No issues would be caused to Halcyon.
- The proposals will positively contribute to all the properties in Church Close and the neighbourhood.
- All attempts at dialogue between the applicants, planning consultants and the planning office have been met with silence.

6.5 9 Manor Close: Support.

- There are many properties overlooking the green from Manor Close and Catherine's Walk so this would be in-keeping.
- There is a large, high property at the end of Katherine's Walk which is of significant height, therefore the proposed minimal increase of Edelweiss should not be deemed excessive.
- The design, materials, height and dormer style are drastically different from the nearby period dwellings and therefore would not detract from their significance or stature.
- The proposed property is in-keeping with the materials already used in Church Close.
- Going up the small amount proposed would not change the light availability for nearby properties.
- The windows upstairs are not intrusive to other properties.
- The owners have drastically improved the look of the property with the approved removal of rotting trees and the construction of smart fencing.
- Should the proposed development not be granted then the residents would leave the village resulting in increased trips by car for school and work.
- The applicants are active members of the community and genuinely care about the village.

7.0 **POLICY**

7.1 Government Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

- 7.2 Test Valley Borough Revised Local Plan (2016)(TVBRLP)
Policy SD1 – Presumption in Favour of Sustainable Development
Policy COM2 – Settlement Hierarchy
Policy E1- High Quality Development in the Borough
Policy E2 – Protect, Conserve and Enhance the Landscape Character of the Borough
Policy E5 – Biodiversity
Policy E9 - Heritage
Policy LHW4 – Amenity
Policy T1 – Managing Movement
Policy T2 – Parking Standards

- 7.3 Supplementary Planning Documents (SPD)
Abbotts Ann Conservation Area Character Appraisal
Abbotts Ann Village Design Statement

8.0 **PLANNING CONSIDERATIONS**

- 8.1 The main planning considerations are:

- Principle of development
- Impact on the character and appearance of the area
- Impact on amenity of neighbouring property
- Impact on ecology
- Impact on heritage
- Impact on parking provision

8.2 **Principle of development**

The site lies within the Abbotts Ann settlement boundary as defined on the Inset Maps of the TVBRLP. In accordance with Policy COM2 of the TVBRLP development is permitted provided that the proposal is appropriate to the other policies of the Revised Local Plan. The proposal is assessed against the relevant policies below.

8.3 **Impact on the character and appearance of the area**

Policy E1 of the TVBRLP states that development will be permitted if it integrates, respects and complements the character of the area in which the development is permitted, in terms of layout, appearance, scale, materials and building styles.

- 8.4 The immediate vicinity is characterised by a group of four relatively modern bungalows of a similar design and appearance, located around the Grade II listed building East Manor House. The ground level rises from north to south, resulting in the bungalows to the south of Church Close having more prominence than the other bungalows within Church Close when viewed from the public right of way to the south of the site, from Church Road to the north of the site, and from Church Close itself.

- 8.5 Edelweiss would, as a result of the proposed development, have a large, visually prominent roof form in comparison to the adjacent bungalows, particularly as it is located at a higher ground level in relation to them. Views from pedestrians along the public right of way to the south would be drawn towards Edelweiss' overly dominant increased height and mass, detracting from views of the landscape in this location on the edge of the countryside.
- 8.6 The addition of a first floor to Edelweiss, resulting in an increase in roof height of 2.3 metres, located at the highest point of Church Close, would therefore be incongruous within the street scene, as it would not respect the prevailing built form of the properties within the immediate area, which are single storey. Furthermore, this increased height would be very apparent, particularly from the entrance to Church Close from Church Road. This public view provides clear views of Edelweiss sited at the top of the hill. The enlarged dwelling would therefore appear overly dominant from this perspective.
- 8.7 Impact on Heritage
The site lies within the Abbots Ann Conservation Area which is a designated heritage asset, and therefore consideration must be given to the desirability of preserving or enhancing the character and appearance of the Conservation Area as set out in section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 8.8 East Manor House is Grade II listed and lies to the north of Edelweiss. It is attached to the Grade II listed dwelling The Manor. The conservation area and the listed buildings are both heritage assets. Policy E9 of the TVBRLP states that heritage assets are irreplaceable and should be retained wherever possible.
- 8.9 The Abbots Ann Conservation Area Character Appraisal describes Church Close as:
"A small development of modern red-brick bungalows on an elevated site overlooking The Old Manor and the church".
The Abbots Ann Village Design Statement states that:
"Most of the more modern houses have blended into the old village and allowed Abbots Ann to retain its picturesque character".
It goes on to say that:
"It is important that in any new development, the houses harmonise with the style, scale and materials of the older houses in the immediate area. Smaller houses are preferred, with a form to match the existing properties... Low roof lines to match existing cottages are of particular importance ...and low rooflines should be maintained where possible".
- 8.10 The addition of a first floor to Edelweiss would significantly raise the existing low roofline of the dwelling by 2.3 metres across the full width of the dwelling, and would result in a two-storey 4 bedroomed dwelling in an area where smaller houses are preferred, contrary to the Abbots Ann Village Design Statement.

- 8.11 Furthermore, the increased height of the dwelling would obstruct views of the conservation area from the public right of way and the playing field to the south, both of which are adjacent to Edelweiss, and would change the character of this part of the conservation area from one of predominantly single storey dwellings.
- 8.12 The addition of an additional storey to Edelweiss within the setting of the listed buildings, The Manor and East Manor House, would reduce their significance and the ability to understand the historical context of these listed buildings. The Design and Conservation Officer concludes that the proposals would result in less than substantial harm to the heritage assets.
- 8.13 Trees
There are a number of trees within Church Close which contribute to the verdant character of the area, and which can be seen from the public right of way, and therefore also contribute to the wider landscape character of the area. Three trees located to the east of the dwelling, within the curtilage of the application property, are protected by Tree Preservation Orders.
- 8.14 No trees are proposed to be removed as part of these proposals. Conditions have been recommended should approval be granted to ensure that the trees are protected during construction. Following re-consultation on the additional parking information submitted in mid-January, concerns were raised by the Tree Officer regarding the future impact on the trees if cars drive over the grassed area immediately adjacent to them.
- 8.15 A condition requiring the retention of the parking and turning area could be imposed on any decision to grant permission to help deter damage to the roots of these nearby trees, and the Tree Officer is supportive of this. Consequently there is no objection to the application on tree grounds.
- 8.16 Public Benefits
As identified in the above paragraphs, the proposed development would result in less than substantial harm to both the Abbots Ann Conservation Area and the setting of a Listed Building. In these circumstances, paragraph 202 of the NPPF requires that:
“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.”
No public benefits of the proposal have been identified by the applicants to outweigh the harm described above.
- 8.17 The proposals are therefore contrary to the NPPF, policies E1, E2 and E9 of the TVBRLP, the Abbots Ann Conservation Area Character Appraisal and the Abbots Ann Village Design Statement.

8.18 Impact on amenity of neighbouring property

Policy LHW4 of the TVBRLP states that development will be permitted provided that it provides for the privacy and amenity of its occupants and those of neighbouring properties, and provided that it does not reduce the levels of daylight and sunlight reaching new and existing properties or private open space to below acceptable levels.

8.19 Concerns were initially raised regarding the provision of first floor bathroom windows on the north and south elevations and the potential impact on the privacy and amenity of Halcyon and East Manor House and on the users of the public right of way and the public open space, in addition to the occupants of the dwelling. The plans have now been amended to ensure that these windows would be obscurely glazed.

8.20 The proposed increase in height of the roof by 2.3 metres would create some additional shadow to the front of Halcyon to the north west of the application site. However, this small increase in the length of the shadow throughout the day would not be considered sufficient to warrant a refusal of the application on amenity grounds.

8.21 The first floor windows on the east and west elevations are a sufficient distance from neighbouring dwellings to avoid any overlooking. Edelweiss is approximately 23 metres from Church View to the east, and approximately 32 metres from The Herons to the East. The proposed single storey extension would be sited to the southern end of the existing dwelling away from Halcyon, and no amenity concerns are raised in this respect.

8.22 By virtue of the size (bulk and mass) and design of the proposal, its juxtaposition relative to neighbouring properties, and the nature of the intervening boundary treatment, the proposal would not give rise to an adverse impact on the living conditions of neighbouring properties by virtue of loss of daylight, sun light or privacy. The proposal is therefore in accordance with Policy LHW4 of the TVBRLP.

8.23 Impact on ecology

The submitted bat survey requires that an ecologist supervise the construction of the development and provide a tool box talk. It also requires that a bat box be provided, and two bat tubes. The applicant or agent must ensure that a licenced ecologist visits the site on completion of the development and advises the Local Planning Authority that works have been completed in accordance with the mitigation statement and conditions. Any external lighting must follow best practice guidelines, and the survey also sets out measures to avoid impacts to wildlife during construction. The enhancement recommendations of the survey require provision of a bird brick and nesting boxes.

8.24 The Ecology Officer has raised no objection to the proposed development, subject to conditions and also to case officer approval. The development would result in the loss of an occasional day roost for common pipistrelle bats. A European Protected Species licence for the development would therefore need to be obtained from Natural England.

8.25 It is considered that provided that the recommendations of the submitted bat emergence survey are adhered to, then the proposals would be in compliance with the Habitat Regulations and Policy E5 of the TVBRLP.

8.26 **Impact on parking provision**

The proposals include the conversion of the garage to living accommodation, resulting in the loss of one parking space. The proposed provision of an additional bedroom for the property requires the dwelling to provide 3 parking spaces within its curtilage according to Annex G of the TVBRLP.

8.27 The application demonstrates that 3 cars could fit onto the driveway, provided that they were arranged in a triple tandem arrangement. Hampshire County Highways have not raised an objection to the proposed parking arrangement as shown on the site plan on highway safety grounds. The proposals would therefore be in accordance with the parking standards as set out in Annex G and Policy T2 of the TVBRLP.

9.0 **CONCLUSION**

9.1 Due to the proposed increase in height and mass of the dwelling, the proposals would not integrate, respect or complement the character of the area, and would also obstruct long range landscape views, contrary to Policies E1 and E2 of the TVBRLP.

9.2 In heritage terms, less than substantial harm has been identified to the significance and setting of the designated heritage assets. The less than substantial harm identified has not been demonstrated to be outweighed by any public benefit of the proposal, contrary to Policy E9 of the TVBRLP.

10.0 **RECOMMENDATION**

REFUSE for the reason:

1. **Due to the proposed increase in height and mass, the dwelling would appear overly dominant and incongruous within the street scene of Church Close in comparison to neighbouring dwellings, and the proposals would not therefore integrate, respect or complement the predominantly single storey character of the area. Furthermore, the proposals would also have a detrimental impact on the appearance of the Grade II listed buildings East Manor House and The Manor and the wider Abbots Ann Conservation Area. The proposals are therefore contrary to Policies E1, E2 and E9 of the TVBRLP, the Abbots Ann Conservation Area Character Appraisal and the Abbots Ann Village Design Statement.**
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