



REFERENCE NO	PARISH/WARD	DATE RECEIVED
18/02462/APP	WINSLOW	12/07/18
LOFT CONVERSION WITH REAR FACING DORMER WINDOW AND ROOFLIGHTS TO THE FRONT ELEVATION	The Local Member(s) for this area are: - Councillor Llew Monger Councillor Susan Renshell	
STOKE VILLA, 26 STATION ROAD, MK18 3ES		
Mr Jolyon Vernon		
STREET ATLAS PAGE NO.65		

1.0 The Key Issues in determining this application are:-

- a) Impact on appearance and character of the dwelling-house, street scene and wider area
- b) Impact on residential amenity
- c) Impact on highways & parking

The recommendation is that permission be **GRANTED**, subject to conditions

Conclusion and recommendation

- 1.1 The proposal, as amended, is considered to be of a scale and form that respects the appearance of the existing dwelling, and would not act to distort or overwhelm its appearance. For similar reasons, it is considered that the works would not harm views into the Winslow Conservation Area, nor the uniformity of the street-scene on Station Road. In addition, the proposal would not unreasonably impact on the residential amenity of neighbours. In respect of parking, since the development would not increase the off-street parking requirement but would simply maintain the existing deficit, There is no history or evidence from the existing parking arrangements to evidence harm to highway safety and as such there is justification in this instance to maintain the existing arrangements and taken together with the locational sustainability credentials of the site it would not be deemed reasonable to enforce the maximum parking requirement within the Council's Parking Guidelines.
- 1.2 It is therefore recommended that the application be **APPROVED** subject to the following conditions:

Conditions:

1. STC5 – Standard time condition
2. US04 – Matching materials
3. Prior to the occupation of the development, the scheme for parking, garaging and manoeuvring indicated on the drawing no. D14 (received by the Local Planning Authority on 22 November 2018) shall not thereafter be used for any other purpose.

Reasons:

1. RE03 – To comply with Town and Country Planning Act and Section 51 of Planning and Compulsory Purchase Act.
2. RE11 - Satisfactory appearance
3. RE52 – Safety

WORKING WITH THE APPLICANT/AGENT

In accordance with paragraphs 38 and 39 of the National Planning Policy Framework, Aylesbury Vale District Council (AVDC) takes a positive and proactive approach to development proposals and is focused on seeking solutions where possible and appropriate. AVDC works with applicants/agents in a positive and proactive manner by offering a pre-application advice service and updating applicants/agents of any issues that may arise in the processing of their application as appropriate and, where possible and appropriate, suggesting solutions. Following the submission of revised drawings to scale down the dormer and a parking plan, the application was considered to be acceptable and no further assistance was required.

2.0 INTRODUCTION

- 2.1 The application needs to be determined by committee as Winslow Town Council has raised material planning objections and confirms that it will speak at the committee meeting.
- 2.2 In response to the Town Council's objections relating to parking, in line with revised NPPF guidance, maximum parking standards should only be set where there is a clear and compelling justification that they are necessary for managing the local road network. Although the proposal would create an additional bedroom, this would not alter the off-street parking requirement of three vehicle spaces. The existing deficit of one parking space would therefore remain and so no material worsening in parking provision would be incurred through the proposal. Additionally, it is not considered that application 18/03139/APP would be directly comparable since, in this case, there was not the same opportunity for safe on-street parking as there is on Station Road.
- 2.3 In response to the Town Council's objections relating to design, through the submitted amendments, the case officer considers that the proposed dormer is of a reasonable scale and form that satisfactorily complies with policy GP9 of the AVDLP and the Council's Design Guide on Residential Extensions and does not harm the character of Winslow Conservation Area. In addition, for clarity, Neighbourhood Plan policy 5 (referenced in the Town Council's comment) is only relevant to new housing development.

3.0 SITE LOCATION AND DESCRIPTION

- 3.1 This application relates to a two-storey semi-detached dwelling located on a residential street, close to the centre of Winslow and within Winslow Conservation Area. As set out in the Conservation Area Plan Appraisal, the dwelling is of local note and is distinguished as one of the early 20th century houses at the west end of Station Road.
- 3.2 The dwelling is constructed of exposed red facing bricks with dark grey slate roof tiles. It has a gable roof, with a chimney towards the gable end.
- 3.3 Set below and behind the main gable roof, there is a large rear facing gable roof with a central chimney shared with adjoining dwelling, no.24. There is also a single storey rear extension, also with a rear facing gable roof.
- 3.4 To the rear, there is a long and narrow garden of approx. 38 metres in depth comprising soft and hard landscaping including established trees. It is bound by wooden close boarded fencing of approx. 1.8 metres in height.
- 3.5 There is a parking area accessed via a track off Lowndes Way with one space to the garage and one off-street space adjacent to the garage.

- 3.6 The dwelling is located at the west section of a residential street composed predominantly of terraced and semi-detached early 20th century dwellings, with some constructed in similar red facing bricks to no.26 but with different architectural features.
- 3.7 To the south-west is adjoining dwelling no.24 which mirrors the form and materials of no.26 to the front and rear. To the north-east, there is a large detached two storey dwelling, also constructed with red facing bricks and broad in width.
- 3.8 Beyond the rear boundary of the plot and across an access track, there is a row of garages associated with properties on Lowndes Way. Dwellings on Lowndes Way and Piccadilly Mews are also visible from the rear garden.
- 3.9 In terms of topography, the application site and neighbouring land are situated on a relatively level plane.

4.0 PROPOSAL

- 4.1 The application seeks full planning permission for a loft conversion with rear facing dormer window and roof-lights to the front elevation pitched roof.
- 4.2 Amended drawings submitted on 6th November 2018 revised the size of the proposed dormer to be significantly smaller than the original design submitted. As revised, the proposed dormer would now have a pitched roof with a total height of approx. 1.7 metres. It would have a width of approx. 1.5 metres and a projection of approx. 1.8 metres.
- 4.3 To the front elevation pitched roof, the proposal involves the insertion of three roof-lights distributed across the roof pitch above the front facing gable end roof. These roof-lights could be regarded as permitted development under Schedule 2, Part 1, Class C of the General Permitted Development (England) Order 2015 as they would not protrude more than 0.15 metres beyond the plane of the slope of the original roof.
- 4.4 In terms of materials, the proposal would be constructed of materials to match those on the host dwelling.
- 4.5 The loft conversion would permit the creation of an additional bedroom.

5.0 RELEVANT PLANNING HISTORY

- 5.1 08/02326/APP - Single storey rear extension – Approved
- 5.2 17/04508/APP - Loft conversion with rear facing dormer window and roof-lights to the front elevation – Refused

6.0 TOWN COUNCIL COMMENTS

- 6.1 On 13th August 2018, Winslow Town Council objected to the proposal on the following grounds:
- They feel that the development would intensify the pressure on on-street car parking with an additional bedroom being created;
 - They quoted the reason for refusal from the previous application (ref: 17/04508/APP) relating to the dormer being unsympathetic due to its scale and design;
 - They believe it does not comply with Neighbourhood Plan Policy 5 on Housing Design.
- 6.2 On 21st December 2018, the Town Council maintained their objection to the proposal on the following grounds:
- Parking pressures on Station Road: As supported with an image taken on 13th December and in reference to a recent decision, reference: 18/03139/APP.
- 6.3 On 7th January 2019, the Town Council confirmed (through correspondence with the Parish

Liaison Officer) that they still maintained their objection on design, as well as parking, matters.

7.0 CONSULTATION RESPONSES

7.1 Buckingham and River Ouzel Drainage Board: No comments to make.

7.2 AVDC Highways: No comments to make.

7.3 On amended scheme, AVDC Heritage provided an informal comment and raised no objections on the following grounds:

- Roof-lights: Although would not normally support roof-lights in the context of the clean and uniform neighbouring roof slopes, raise no objections as works would be permitted development;
- Dormer: Regard amended design as acceptable due to proportionate scale, traditional pitched appearance and not incongruous amongst various roof alterations and extensions on neighbouring dwellings. Suggested that materials and details can be controlled by condition.

8.0 REPRESENTATIONS

8.1 None.

9.0 EVALUATION

a) The planning policy position and the approach to be taken in the determination of the application

9.1 The starting point for decision making is the development plan and any applicable 'made' Neighbourhood Plans. S38(6) of the Planning and Compulsory Purchase Act 2004 requires that decisions should be made in accordance with the development plan unless material considerations indicate otherwise. The National Planning Policy Framework (NPPF) and the Planning Practice Guidance (PPG) are both important material considerations in planning decisions. Neither change the statutory status of the development plan as the starting point for decision making but policies of the development plan need to be considered and applied in terms of their degree of consistency with the NPPF.

9.2 The relevant development plan is the adopted Aylesbury Vale District Local Plan (AVDLP) from which a number of general policies are considered to be consistent and therefore up-to-date with the NPPF. These policies include: GP.8, GP.9, GP.35, GP.53 and GP.24.

9.3 There is also a 'made' Neighbourhood Plan applicable to the determination of this application: Winslow Neighbourhood Plan (WNP) which was made in June 2014. WNP Policy 1 stipulates that decision making should be made with a presumption in favour of sustainable development, in line with NPPF paragraph 11. For clarity, Policy 1 highlights that planning applications should be approved by the Local Planning Authority, unless material considerations indicate otherwise. Planning permission should also be granted where relevant policies in the Neighbourhood Plan are out of date or silent unless other relevant policies in the development plan for Aylesbury Vale or the NPPF indicate otherwise.

b) Impact on appearance and character of the dwelling, street scene and Conservation Area

9.4 NPPF paragraph 124 highlights that 'Achieving well designed places' is central to the purpose of the planning system and to achieving sustainable development.

9.5 AVDLP policy GP.9 and the Council's Design Guide on Residential Extensions state that dormers should be small in scale, have pitched roofs and be set into the roof slope so that they are not a strident feature in the roof as a whole. Over-dominant or box like roof

extensions would not be regarded acceptable. Additionally, rooflights should be small and preferably positioned on less prominent roof slopes.

- 9.6 Policy GP35 of the AVDLP requires development to respect and complement the physical characteristics of the site and the surroundings, the building tradition, ordering, form and materials of the locality, the historic scale and context of the setting, the natural qualities and features of the area and the effect on important public views and skylines.
- 9.7 The NPPF recognises the significance of a heritage asset as a material planning consideration. Paragraph 193 states that great weight should be given to the conservation of designated heritage assets; the more important the asset, the greater the weight should be. This is supported by paragraph 194 which stipulates that any harm to or loss of the significance of a designated heritage asset must be supported by a “clear and convincing justification”. Section 72 of the of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on local authorities to pay special regard to the desirability of preserving or enhancing the character or appearance of Conservation Areas.
- 9.8 This is echoed in part by AVDLP policy GP.53. However, policy GP.53 is not entirely consistent with the ‘language’ of the NPPF insofar as it does not comment on whether the proposal would result in substantial or less than substantial harm. In this respect, GP.53 cannot be given full weight but is still a material consideration.
- 9.9 Reference is made to the Winslow Neighbourhood Plan, Policy 5 which stipulates that housing development proposals must be designed to reflect the distinctive character of Winslow, particularly within the Conservation Area where proposals should adhere closely to the adopted Winslow Conservation Area Appraisal. This policy is within the housing section of the WNP and relates to new housing development and so is not directly relevant to extensions to existing residential properties, such as the current proposal
- 9.10 With regard to appearance of the proposal, the dormer would have a traditional pitched roof and would therefore be sympathetic to the host dwelling. It would also be built using materials to match those used for the existing dwelling, thereby satisfactorily integrating with its appearance.
- 9.11 In terms of the relationship of the revised proposal with the host dwelling, the dormer would be of a small scale and so would appear subordinate in the rear elevation pitched roof. This subservient appearance is also achieved by the dormer being substantially set in by approx. 2.8 metres from the south-west boundary and approx. 1 metre from the north-east gable end. With regard to the front elevation roof lights, these would be of an appropriately small scale so as not to detract from the distinctive roof form of the dwelling. Overall, the proposed alterations are considered as sympathetic and would not overly distort or engulf its character.
- 9.12 With regard to the locality, the application dwelling is located on the edge of Winslow Conservation Area in the Station Road / Buckingham Road Identity Area. In the most recent 2008 Conservation Area document, Station Road is characterised by relative uniformity of age, scale and position of building along the street edges. The strong building line creates a sense of enclosure, although the highway is relatively wider and more open than other streets in Winslow. There are also glimpsed views of mature trees and green space to the rear gardens of dwellings.
- 9.13 By virtue of the small scale of the dormer and roof-lights, as well as their sympathetic appearance to the dwelling, it is considered that they would not appear overly prominent in the locality. As such, although it is recognised that neighbouring dwellings have uniformly clean front elevation roof-slopes, the roof-lights would not materially compromise this distinctive part of Winslow Conservation Area. Furthermore, as above, it is highlighted that they could be considered as permitted development.
- 9.14 In respect of the dormer, it is acknowledged that it is situated at third storey level and would form views from outside the Conservation Area, from the south-east. However, despite this, it is considered that it would be of a reasonable scale and form so as to appear congruous from views into the Conservation Area, particularly as there are nearby examples of roof

alterations and many other extensions to adjacent dwellings.

- 9.15 Furthermore, within the Conservation Area, the dormer would not affect glimpsed views into the rear garden of no.26 since it would effectively be concealed by being set in from the gable end of the dwelling and so not visible from the public highway.
- 9.16 Overall, there is agreement with the Heritage Officer's comments who raised no objection to the proposal, on the basis that there would no harm to the character and appearance of the Conservation Area.
- 9.17 In summary, special attention has been paid to the statutory test of preserving or enhancing the character or appearance of the conservation area under section 72 of the Planning (Listed Building and Conservation Areas) Act 1990, which is accepted is a higher duty. It has been concluded that the development would preserve the character and appearance of the conservation area, and so the proposal accords with section 72 of the Act. In addition, no harm would be caused to the significance of the heritage asset, and as such the proposal accords with guidance contained within the NPPF and GP.53 of AVDLP.
- 9.18 The proposal is also considered to be of a scale and design that respects the character and appearance of the existing dwelling and does not overwhelm it. In addition, it is considered that the proposal would not appear overly prominent within the street-scene or the locality in general. The proposals are therefore considered to comply with GP9 & GP35 of the AVDLP, the Council's Design Guide Residential Extensions, Winslow Neighbourhood Plan and the NPPF.

b) Impact on residential amenity

- 9.19 Policy GP8 states that planning permission will not be granted where the proposed development would unreasonably harm any aspect of the amenity of nearby residents when considered against the benefits arising from the proposal. Where planning permission is granted, the Council will use conditions or planning obligations to ensure that any potential adverse impacts are eliminated or appropriately controlled.
- 9.20 Regarding access to light, it is considered that the proposed windows would be sufficient to serve the loft conversion.
- 9.21 With respect to the dormer, although this is at third floor level, it is set in substantially from the boundaries with the immediate neighbours. In view of this, the dormer window is unlikely to have direct views of the rear gardens at nos. 28 and 24 and so would not be materially harmful to residential amenity. Regarding the roof-lights, as these would be set into the slope of the roof, they would not cause any overlooking.
- 9.22 In terms of overshadowing, the elements of the proposal are of a restrained height and massing and so would not cause any material overshadowing.
- 9.23 In summary, given the positioning of the proposal and its relationship relative to the neighbouring properties in terms of scale, position of windows and orientation it is considered that the proposal would not have an unacceptable adverse impact upon the neighbouring amenity. Therefore the proposal accords with GP.8 of AVDLP and NPPF.

c) Impact on highways and parking

- 9.24 NPPF paragraph 106 states that maximum parking standards for residential and non-residential development should only be set where there is a clear and compelling justification that they are necessary for managing the local road network.
- 9.25 In this context, AVDLP policy GP.24 stipulates that the parking provision for different development types in the Council's SPG Parking Guidelines should be applied as maximum provision.

- 9.26 The proposal involves increasing the number of bedrooms from four to five and so, in line with the Council's SPG Parking Guidelines, the requirement for three off-street parking spaces would not change with the increase in bedrooms.
- 9.27 The dwelling currently has provision for two parking spaces meaning that it has an existing deficit of one parking space.
- 9.28 In view of this, with the proposed bedroom, as with the existing arrangement, it may be necessary for the applicant to park on-street. As highlighted in the agent's supporting statement on parking (received on 22 November 2018), although on-street parking is in high demand on this highway, there are some neighbouring dwellings on Station Road with capacity for off-street parking. As such, it is considered that it is highly likely that an additional parking space on-street would be available.
- 9.29 Furthermore, from visiting the site, the case officer observed that highway safety would not be compromised by any additional on-street parking since there is sufficient space for two cars to pass on either side of the road while cars are parked.
- 9.30 Moreover, due to the dwelling's location close to the town centre, it is near to key local bus routes to strategic centres including Aylesbury and Milton Keynes. This may mean that fewer car spaces are required, in comparison to less connected locations.
- 9.31 As such, in the context of NPPG paragraph 106, it is not considered that there is a clear and compelling justification to apply the Council's maximum parking requirement as a necessary measure to manage the local road network. Although the proposal would create an additional bedroom, this would not alter the off-street parking requirement of three vehicle spaces. The existing deficit of one parking space would therefore remain and so no material worsening in parking provision would be incurred through the proposal. Furthermore, there are no known problems in relation to highway safety that would warrant refusal of permission on highway grounds.
- 9.32 Notwithstanding this, given that there is some pressure on parking locally, it is deemed reasonable to stipulate the retention of the existing parking area, by way of condition.

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