

Reference:	19/00703/FULH	
Ward:	West Shoebury	
Proposal:	Erect two storey front extensions and new front porch and glazed landing, alter roof form by extending width of main roof, install new flat roof and pitched roof to the front and part gabled, part hipped roof extension to side, remove existing dormers to side and install new dormer and window to side, convert roofspace into habitable accommodation and alter elevations (Amended Proposal).	
Address:	22 Hayes Barton, Shoeburyness, Southend-On-Sea, Essex	
Applicant:	Miss L Wheeler	
Agent:	APS Design Associates Ltd.	
Consultation Expiry:	29.11.2019	
Expiry Date:	13.01.2020	
Case Officer:	Scott Davison	
Plan Nos:	01, 02 & 03 Revision A	
Recommendation:	REFUSE PLANNING PERMISSION	



1 Site and Surroundings

- 1.1 The application site is comprised of a two storey detached dwellinghouse with an integral garage. To the front of the dwelling is a hard surfaced area which can accommodate several vehicles accessed by a vehicle crossover. To the rear of the dwelling is a modestly sized rectangular shaped rear garden largely laid to lawn commensurate in size with surrounding gardens. Land levels across the site are flat. The application site is prominent in the street scene as it is located opposite the junction with Cheldon Barton.
- 1.2 The surrounding area is residential in character, comprising detached dwellings of a similar architectural style with elements including hipped pitched roofs. The surrounding dwellings are generally of a similar scale, form and size with a characteristic degree of spacing and separation between properties. The property to the west of the site is materially higher than the application property and the neighbour to the east is materially lower.
- 1.3 The site is not located within a Conservation area or subject to any site specific planning policies.

2 The Proposal

- 2.1 Planning permission is sought to erect two storey gabled front extensions with a centrally located front porch and glazed entrance above inset between the proposed gabled front extensions. A new area of flat roof would be formed above the new central feature. A part gabled part hipped roof extension is proposed to the eastern side elevation and the eaves height would be increased. Two dormers would be removed in the eastern elevation and a new dormer and new window inserted. The width of the ridge of the main roof would be extended. Two rooflights would be installed in the side roof slopes and the roofspace would be converted into habitable accommodation including a bedroom and office.
- 2.2 The dwelling has a largely hipped roof with a central ridge and maximum ridge height of 8.6m. The central ridge would be extended in width. The maximum ridge height would remain unchanged. The roof form would be changed to a pitched roof with part gabled part hipped flank elevation to the eastern side.
- 2.3 Two storey front extensions are proposed to a maximum depth of 2.4m at ground floor. These comprise one projecting gable feature which would extend forward as continuation of an existing gabled feature, a part gabled part hipped feature extending forward some 1.4m. A central hipped extension between the two gables is proposed and areas of flat roof would be formed. The roofspace would be converted into habitable accommodation including an additional bedroom, office and storage areas. New fenestration is proposed in the front and rear elevations and a new porch is proposed in the front elevation. The gross internal floorspace would increase by some 160sqm.
- 2.4 Materials to be used on the external elevations would include a mix of render, cladding and brickwork, concrete plain tiles and UPVC fenestration.

2.5 This application follows the refusal of planning application Ref: 19/00703/FULH described as “Raise ridge height, erect hip to gable roof extension, two storey rear extensions, part single/part two storey side extension, two storey front extensions, convert roofspace into habitable accommodation, install dormer to rear at first floor, juliette balconies to rear at second floor and alter elevations.” The application was refused for the following reason:

01 The proposed development by reason of its size, height, bulk, mass, siting and design would be discordant, incongruous and overly dominant which would be detrimental to the character and appearance of the host property and the area more widely. The proposal is therefore unacceptable and contrary to the National Planning Policy Framework; Policies KP2 and CP4 of the Core Strategy (2007); Policies DM1 and DM3 of the Development Management Document (2015); and advice contained within the Design and Townscape Guide (2009).

2.6 The main differences between the proposed development and the refused scheme are

- No changes are proposed to the rear elevations
- Maximum height of the roof remains as existing
- Gable feature to west elevation deleted.
- Both of the two storey front projections are now set below main ridge and the fully gabled front projection above the garage and central entrance/porch is now a part gable/part hipped roof
- Single storey side extension to east elevation deleted.
- Reduction in number of rooflights in flank elevations

2.7 It is noted that there are inconsistencies between the submitted plans and elevations but this has not prejudiced consideration of the application.

3 Relevant Planning History

3.1 19/00703/FULH. Raise ridge height, erect hip to gable roof extension, two storey rear extensions, part single/part two storey side extension, two storey front extensions, convert roofspace into habitable accommodation, install dormer to rear at first floor, juliette balconies to rear at second floor and alter elevations. Refused.

4 Representations Summary

Public Consultation

4.1 Councillor Garne has called the application in for consideration by the Development Control Committee.

4.2 6 neighbours were notified and two letters of representation have been received and included an appraisal of the scheme by an architect on behalf of an objector. The objections are summarised as follows:

- Proposal is not dissimilar to the previous application and the objections remain pertinent, i.e. block of natural light and loss of privacy.
- Detrimental to character of area

- Visual impact on surrounding properties
- Loss of privacy
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- Overdevelopment, poor relationship with neighbouring properties and out of character in street scene.
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- The size, siting and design would result in an unneighbourly development. Approval would create an undesirable precedent.
- Introduction of dormers in side elevations is incongruous and alien
- Proposed development would project beyond building line to front and rear elevations

[Officer Comment: These comments are noted and have been taken into account in the assessment of the application].

5 Planning Policy Summary

- 5.1 The National Planning Policy Framework (NPPF) (2019)
- 5.2 Core Strategy (2007) Policies KP1 (Spatial Strategy), KP2 (Development Principles) and CP4 (Environment & Urban Renaissance).
- 5.3 Development Management Document (2015): DM1 (Design Quality), Policy DM3 (Efficient and Effective Use of Land) and DM15 (Sustainable Transport Management).
- 5.4 Design & Townscape Guide (2009).
- 5.5 CIL Charging Schedule (2015).

6 Planning Considerations

- 6.1 The main considerations in relation to this application are the principle of the development, design and impact on the character of the area, impact on residential amenity, traffic and transportation, CIL (Community Infrastructure Levy) contributions and whether the proposal overcomes the previous reason for refusal.

7 Appraisal

Principle of Development

- 7.1 The proposal is considered in the context of the NPPF and Core Strategy Policies KP2 and CP4. Also of relevance is Policy DM1 which addresses design quality. These policies and guidance support extensions to properties in most cases but require that such alterations and extensions respect the existing character and appearance of the building. The dwelling is situated within a residential area and extensions and alterations to the property are considered acceptable in principle, subject to detailed considerations discussed below.

Design and Impact on the Character of the Area:

- 7.2 Good design is a fundamental requirement of new development to achieve high quality living environments. Its importance is reflected in the NPPF, in Policies KP2 and CP4 of the Core Strategy and also in Policies DM1 and DM3 of the Development Management Document. The Design and Townscape Guide (DTG) also states that “the Borough Council is committed to good design and will seek to create attractive, high-quality living environments.”
- 7.3 Paragraph 124 of the NPPF states that “Good design is a key aspect of sustainable development creates better places in which to live and work and helps make development acceptable to communities”. Paragraph 127 of the NPPF advises that planning policies and decisions should ensure that developments are visually attractive as a result of good architecture, are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change, and create places with a high standard of amenity for existing and future users.
- 7.4 Policy KP2 of the Core Strategy states new development should “respect the character and scale of the existing neighbourhood where appropriate”. Policy CP4 of the Core Strategy requires that development proposals should “maintain and enhance the amenities, appeal and character of residential areas, securing good relationships with existing development, and respecting the scale and nature of that development”.
- 7.5 Policy DM1 of the Development Management Document states that all development should “*add to the overall quality of the area and respect the character of the site, its local context and surroundings in terms of its architectural approach, height, size, scale, form, massing, density, layout, proportions, materials, townscape and/or land*”
- 7.6 Policy DM3 (5) also advises that *‘Alterations and additions to a building will be expected to make a positive contribution to the character of the original building and the surrounding area through:*
- (i) The use of materials and detailing that draws reference from, and where appropriate enhances, the original building, and ensures successful integration with it; and*
 - (ii) Adopting a scale that is respectful and subservient to that of the original building and surrounding area; and*
 - (iii) Where alternative materials and detailing to those of the prevailing character of the area are proposed, the Council will look favourably upon proposals that demonstrate high levels of innovative and sustainable design that positively enhances the character of the original building or surrounding area.*
- 7.7 Design and Townscape Guide Para.360 states; “*Extensions to the front of existing properties are generally discouraged as they alter the relationship of property within the street and may be detrimental to the wider townscape. Where front extensions are considered not to harm the local townscape care must be taken to ensure that they are of an appropriate size and scale, that they show consideration for the established street frontage and do not unreasonably obstruct light to habitable rooms within the existing property or on the flank or front walls of adjoining properties*”.

- 7.8 Design and Townscape Guide Para.351 (Side Extensions) states: *“Many properties in the Borough have the capacity to extend to the side. However side extensions can easily become overbearing and dominate the original property. In order to avoid this, side extensions should be designed to appear subservient to the parent building. This can generally be achieved by ensuring the extension is set back behind the existing building frontage line and that its design, in particular the roof, is fully integrated with the existing property. Poorly designed side extensions will detrimentally affect the proportions and character of the existing property and so extreme care should be taken to ensure the original design qualities are preserved. Setbacks can also alleviate the difficulty of keying new materials (particularly brickwork) into old and disguises slight variations”.*
- 7.9 The Design and Townscape Guidance Para.366 states that *dormer windows should appear incidental in the roof slope (i.e. set in from both side walls, set well below the ridgeline and well above the eaves). The position of the new opening should correspond with the rhythm and align with existing fenestration on lower floors*
- 7.10 The proposed development is comprised of a number of different elements including front extensions, changes to the form of the roof and other alterations including new fenestration and external finishes.
- 7.11 The proposal would change the shape of the roof from a hipped pitched roof with a modest projecting gable, to a hipped roof with two projecting gables and a central area of flat roof. A part gabled part hipped side elevation would be formed to the eastern elevation and central section of roof would extended to the east. A new section of roof extending from the eastwards would not be any higher than the existing roof.
- 7.12 Two storey extensions are proposed to the front of the dwelling that would project to a maximum depth of 2.5m forward of the footprint of the existing dwelling. The projecting gable to the western side would be extension of an existing gable feature and would not be materially wider or higher than the existing gable feature. A two storey part gabled, part hipped projecting feature with a garage and first floor bedroom would be formed on the eastern side. A new porch and a centrally positioned glazed section at first floor level would be inset between the proposed extensions. It would have flat roof section and would be topped by a hipped roof. The front extensions would project beyond the building line of the dwelling to the west (No.23) and some 2m forward of No.21 to the east of the site.
- 7.13 The proposed development also includes the erection of a part gable part hipped side extension. A dormer and new window would be formed in the eastern roof slope. A single roof light would be formed each side roof slope.
- 7.14 The proposed forward projections would have a part gable part hipped roof form and gable elevation that would appear as continuation of an existing feature. The proposed development would increase the footprint of the building. Whilst the height of the gables and central flat roof section would be set below the ridgeline of the main roof and materially lower than the ridge height of the forward projections of the refused scheme, the forward projections would appear as bulky additions to the dwelling and would exacerbate and significantly increase the prominence of the development in the street scene.

The two projections on the front elevation are of different proportions and would add unacceptably to the massing of the building and would also detract from its appearance and, hence, from the appearance of the street scene. The centrally positioned glazed section above the entrance door in the front elevation would be an incongruous feature that would further adversely impact on the appearance of the dwelling in the street scene. It is considered that the development has not overcome this element of the previous reason for refusal and the front and roof extensions are considered to be unacceptable in terms of their size, scale, bulk and design.

- 7.15 Furthermore fully gabled side elevations are uncharacteristic of the area. The change of the hipped roof to a pitched roof would include a part gable part hipped roof slope on the eastern roof slope. A new dormer and new window are proposed on the eastern elevation. This element of the scheme would reduce the spacing at first floor level between the application property and its shared boundaries, however, the scale of the proposed roof extension is such that, on balance, this relationship is considered acceptable as an isolated element of the design.
- 7.16 The surrounding area is characterised by brick and timber cladding to the elevations with limited use of render. It is not considered that the proposed finishing materials of brick, cladding and render would be out of character in the surrounding area and were the proposal deemed otherwise acceptable, a suitably worded condition could be imposed to ensure the materials match the original dwelling.
- 7.17 In summary, the cumulative impact of the extensions would unacceptably add to the bulk and mass of the dwelling. The uncharacteristic forward projections and the large section of flat roof would exacerbate the unacceptable impact of the proposed development in the street scene. The design, size and scale of the proposed development would not be in keeping with the existing dwelling and would result in demonstrable harm to the character and appearance of the building and that of the wider surrounding area.
- 7.18 The proposal would be unacceptable and would not be compliant with policy in the above regards.

Impact on Residential Amenity:

- 7.19 The Design and Townscape Guide states that “*extensions must respect the amenity of neighbouring buildings and ensure not to adversely affect light, outlook or privacy of the habitable rooms in adjacent properties.*” (Paragraph 343 - Alterations and Additions to Existing Residential Buildings). Policy DM1 of the Development Management Document requires all development to be appropriate in its setting by respecting neighbouring development and existing residential amenities “*having regard to privacy, overlooking, outlook, noise and disturbance, sense of enclosure/overbearing relationship, pollution, daylight and sunlight.*”
- 7.20 The increased mass of the roof is not considered to impact on the residential amenity of the neighbours to the west or east (No. 21 & 23 Hayes Barton). The application site sits roughly on the same building line as the adjoining properties. The increased mass of the roof would be not set within the footprint of the application dwelling given the proposed front extensions.

However it is not considered that these extensions would result in an overbearing impact on the occupants of the neighbouring properties. Houses to the front (north) of the application site are over 40m away and some 25m to the south. Rooflights are proposed in the side roof slopes however it is considered that the proposed development would not increase the overall roof height, the rooflights would not give rise to any detrimental overbearing, perceived or actual dominant impacts upon these properties, nor loss of privacy or light given the separation distance between them and the application site.

- 7.21 No.23 Hayes Barton to the west of the site is a materially higher building than the application dwelling and sits forward of No.22. The proposed two storey front extension would project forward by some 2.5m would sit further forward than the front elevation of No.23 by some 0.4m. The flank elevation of the proposed extension would be set 1.1m off the shared boundary at the front (its nearest point) and would not contain any window openings facing towards No.23. Given the arrangement within the plot and relationship to No.23, it is not considered that this element of the proposal would give rise to any detrimental overbearing, perceived or actual dominant impacts on this neighbouring property.
- 7.22 No.21 Hayes Barton to the east of the site has the same front building line as the No.22. The proposed two storey front extension would project forward of No.21 by some 2m. The flank elevation of the proposed extension would be set 1.3m off the shared boundary at the front (its nearest point) and 2.4m off the flank elevation. It would not contain any window openings facing towards No.21. It is considered that the proposal would not infringe on a notional horizontal 45 degree angle of light taken from the middle of the first floor bedroom window of No.21 nor would the height of the extension infringe on a notional 45 degree vertical angle taken from the cill height of the bedroom window. It is not considered that this element of the proposal would give rise to any detrimental overbearing, perceived or actual dominant impacts on this neighbouring property.
- 7.23 The proposed development includes a part gable part hipped side roof slope that would not project beyond the side elevation of the application property but would increase built form vertically. A new dormer and a window are shown in the plans which would serve a walk in wardrobe and a bedroom. Given that an existing dormer which presently serves a bedroom would be removed and the new window would also serve a bedroom and a new dormer would serve a non-habitable room and its window could be obscured glazed, it is not considered that this element of the scheme would result in materially different relationships than those which currently exist. It is considered that this element of the proposed development would not adversely impact upon the amenities of the neighbour to the west in terms of sense of enclosure, overbearing impact or loss of daylight, sunlight etc.
- 7.24 To the rear (south) of the site are residential dwellings in Weare Gifford. There is a 12m separation distance to the rear boundary and back to back distance of 25m to the nearest property to the south. It is not considered that the proposed extensions to the front of the dwelling and changes to the roof form would give rise to any detrimental overbearing, perceived or actual dominant impacts upon the properties to the south nor result in materially different relationships from that which already exists.

- 7.25 The impact on residential amenity of surrounding properties is therefore considered to be acceptable and policy compliant in the above regards.

Traffic and Transport Issues

- 7.26 Policy DM15 states that each dwelling should be served by two parking spaces. An integral garage is proposed that would measure internally 6.7m x 4.4m which would not meet the adopted standards to be included as a garage. The application would continue to be capable of accommodating the required two off street parking spaces on the existing hard surfaced area to the front of the house. Therefore there are no highway objections to the proposed development. The proposal is considered to be acceptable and policy compliant in the above regards.

CIL Charging Schedule 2015

- 7.27 This application is CIL liable. If the application had been recommended for approval, a CIL charge would have been payable. If an appeal is lodged and allowed the development will be CIL liable. Any revised application would also be CIL liable.

8 Conclusion

- 8.1 Having taken all material planning considerations into account, it is found that the proposed development would be unacceptable and contrary to the objectives of the relevant development plan policies and guidance. The proposed extensions are poorly designed, cumulatively would appear as over-scaled, incongruous and dominant features. The proposal is considered to result in a detrimental impact on the character and appearance of the application dwelling and the locality more widely due to its size, height, bulk, mass, scale and its poor design. The application fails to overcome the previous reason for refusal and this application is therefore recommended for refusal.

9 Recommendation

REFUSE PLANNING PERMISSION for the following reasons

- 01 **The proposed development by reason of its size, scale, height, siting and design would be discordant, incongruous and overly dominant and to the detriment of the character and appearance of the host property and the streetscene more widely. The proposal is therefore unacceptable and contrary to the National Planning Policy Framework; Policies KP2 and CP4 of the Core Strategy (2007); Policies DM1 and DM3 of the Development Management Document (2015); and advice contained within the Design and Townscape Guide (2009).**

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern with the proposal and determining the application within a timely manner, clearly setting out the reason(s) for refusal. The detailed analysis is set out in a report prepared by officers. In the circumstances the proposal is not considered to be sustainable development. The Local Planning Authority is willing to discuss the best course of action and is also willing to provide pre-application advice in respect of any future application for a revised development, should the applicant wish to exercise this option in accordance with the Council's pre-application advice service.

10 Informatives

01 01. Please note that this application would be liable for a payment under the Community Infrastructure Levy Regulations 2010 (as amended) if planning permission had been granted. Therefore if an appeal is lodged and subsequently allowed, the CIL liability will be applied. Any revised application would also be CIL liable.

02. The applicant is advised that there are a number of inconsistencies in the submitted plans including the roof form and windows shown in the floor plans and elevations