

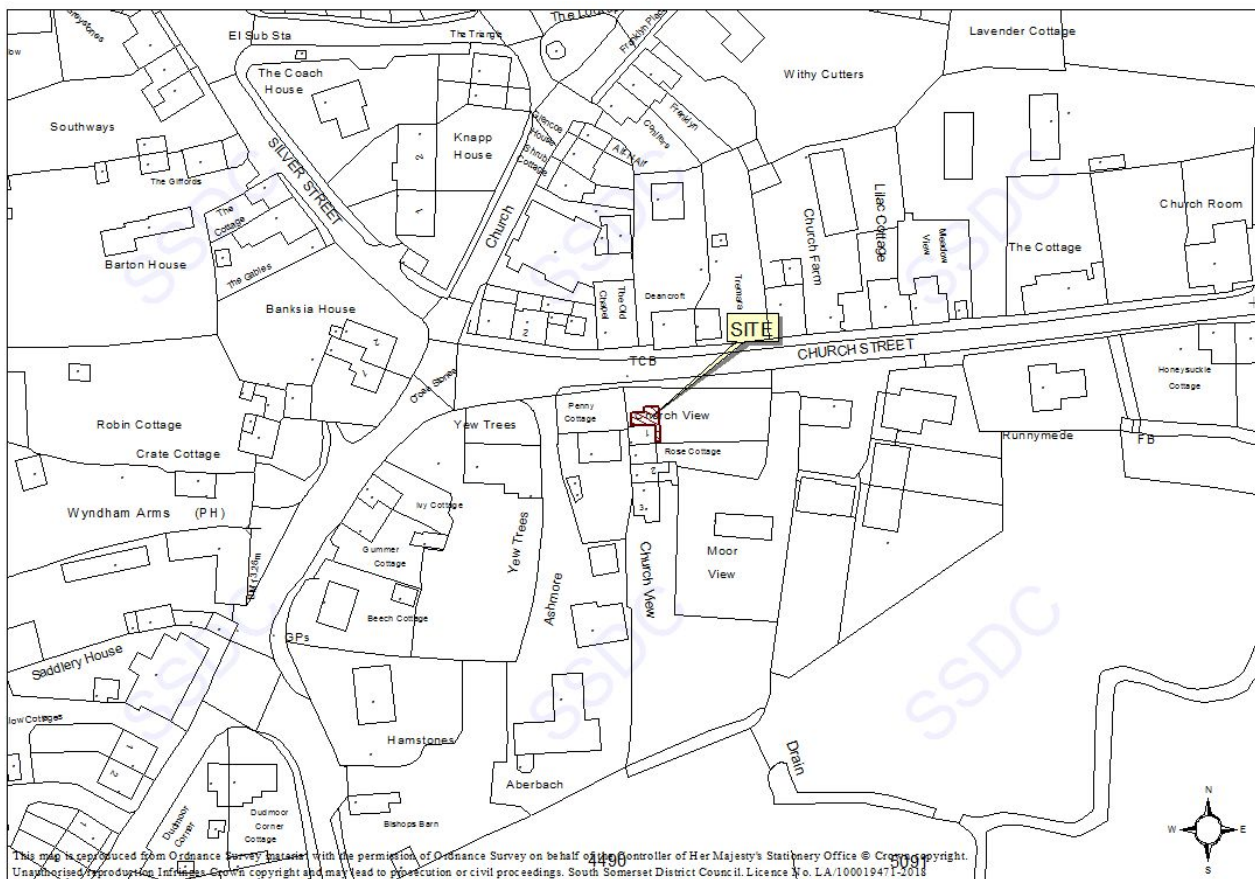
Officer Report On Planning Application: 18/03055/HOU

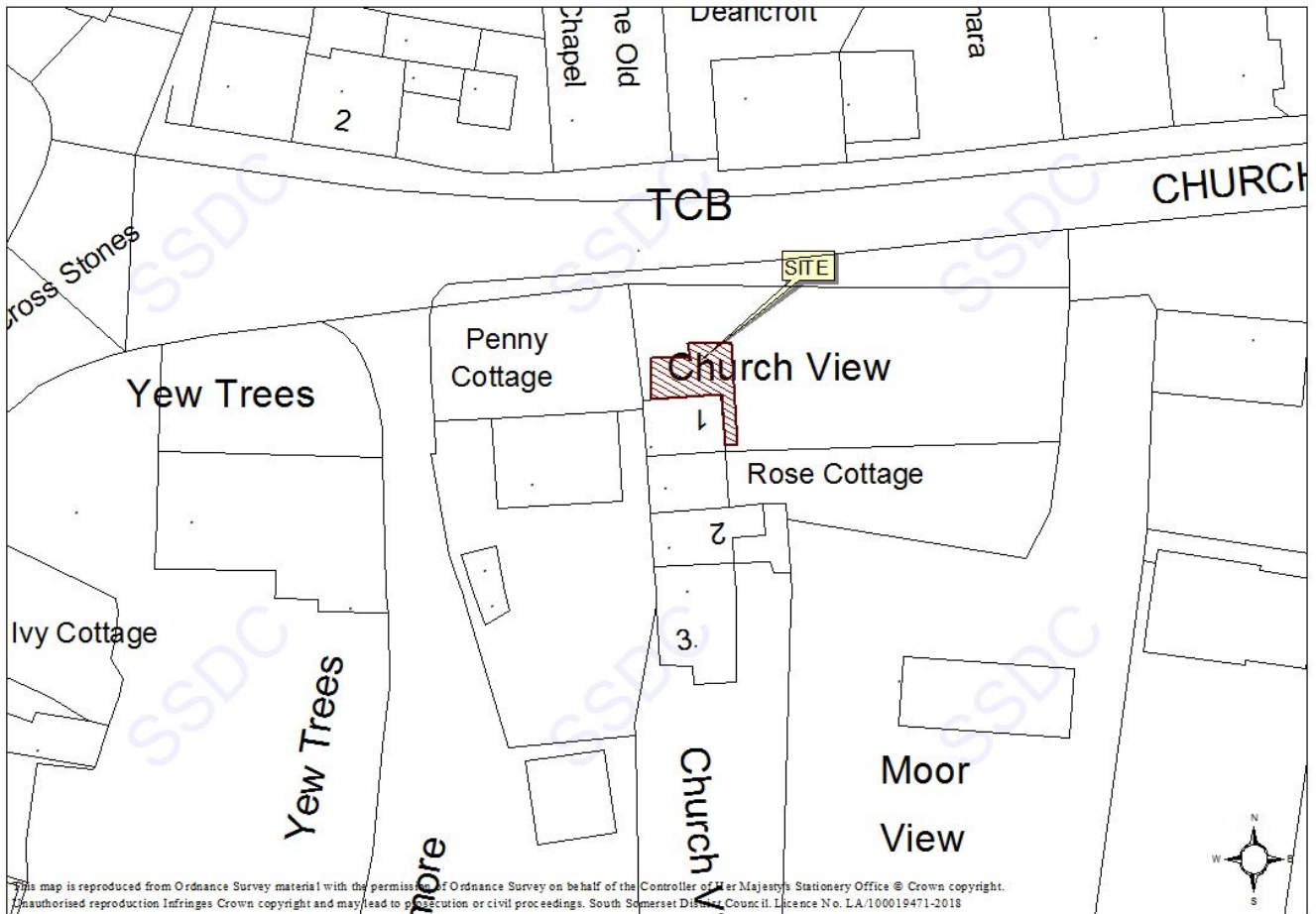
Proposal:	Erection of a single storey extension (part existing) to the side and front of dwelling
Site Address:	1 Church View, Church Street, Kingsbury Episcopi.
Parish:	Kingsbury Episcopi
BURROW HILL Ward (SSDC Member)	Cllr Derek Yeomans
Recommending Case Officer:	Planning Case Team Tel: (01935) 462462 Email: planningcaseteam@southsomerset.gov.uk
Target date :	20th November 2018
Applicant :	Mr & Mrs Westlake
Agent: (no agent if blank)	Mrs Helen Lazenby, Clive Miller Planning Limited, Sanderley Studio, Kennel Lane, Langport TA10 9SB
Application Type :	Other Householder - not a Change of Use

REASON FOR REFERRAL TO COMMITTEE

At the request of the Ward Member, with the agreement of the Area Chair, this application is to be heard at committee to allow for full discussion around the impact of the proposal on the surrounding Heritage Assets.

SITE DESCRIPTION AND PROPOSAL





1 Church View is a two storey, end terrace property set perpendicular to the highway. It is constructed of natural stone, red brick quoins and a cream render under a tiled roof. The property is located on the south side of Church Street and benefits from a modest garden to the front and side. It is set within the Conservation Area in close proximity to several listed buildings including neighbouring Penny Cottage which is a Grade II listed building.

This application seeks permission for alterations and the erection of a single storey extension to the side and front of the house. Materials are stated as matching.

The application is supported by a Planning Statement. During the course of the application the agent submitted additional information addressing the concerns raised by a neighbour and the Conservation Officer.

HISTORY

18/01072/FUL - Alterations and the erection of a two storey extension (part above existing ground floor extension) to the side and a single storey extension to the front of dwellinghouse - refused 13.07.18

Reason: The proposal is considered to be contrary to Policies EQ2 and EQ3 of the South Somerset Local Plan (2006-2028) and the guidance set out in the National Planning Policy Framework (NPPF), in that the development does not preserve or enhance the character of the Conservation Area and adversely harms the setting of nearby Listed Buildings by virtue of its size, scale, design and local impact. History:

02/03174/FUL - Erection of a first floor extension - permitted with conditions 06.01.03
00/00733/FUL - Erection of single storey extension - permitted with conditions 20.04.00

POLICY:

South Somerset Local Plan 2006-28:

Policy EQ1 - Addressing Climate Change in South Somerset
Policy EQ2 - Design and General Development
Policy EQ3 - Historic Environment
Policy TA5 - Transport Impact of New Development
Policy TA6 - Parking Standards

NPPF:

Chapter 12 - Achieving Well Designed Places
Chapter 14 - Meeting the Challenge of Climate Change, Flooding and Coastal Change
Chapter 16 - Conserving and Enhancing the Historic Environment

Planning Practice Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66 imposes a general duty on local planning authorities when determining planning applications as respects listed buildings and states:

"In considering whether to grant planning permission, or permission in principle, for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

Section 72 imposes a general duty when determining planning applications as respects conservation areas and states:

"In the exercise, with respect to any buildings or other land in a conservation area.....special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

Somerset County Council Parking Strategy (September 2013) and Standing Advice (June 2017)

South Somerset District Council Supplementary Guidance - Extensions and Alterations to Houses - A Design Guide

CONSULTATIONS

Town/Parish Council: Kingsbury Episcopi Parish Council - No objections

Highways Authority: Standing advice applies (in this case, Amber Zone location and consequent need for 2 off- street car parking spaces)

Highways Consultant: The plans show that the top floor would become a study and consequently there would be no increase in bedrooms within the property. On this basis, it would be unreasonable to provide additional off-road parking.

SCC Archaeology: No objections

Conservation Officer: Kingsbury Episcopi a small village with a population of just over 1000 people. It

is a nucleated settlement, with houses built along the roads edge and within large plots of land set back from the road. There have been very few new buildings built in Kingsbury Episcopi in the last 100 years and especially within Kingsbury Episcopi conservation area. As a result the village has retained much of its historic character. The small village has a dominance of hamstone built houses with stone mullioned windows and slate roofs. There are a number of thatched cottages some of which are limewashed and others with plain brick or natural stone finish. There are Victorian red brick terraced cottages built along the edges of the roadsides and a number of characterful farms buildings which over time have been converted into dwellings.

1 Church View is built on a corner plot with a gabled end overlooking Church Road, the east elevation opens into a garden bordered by a public footpath. In the early 1900's the terrace of cottages which contain the no's 1-4 Church View, were remodelled, and 1 Church View had a small extension added on the north elevation. The photograph below from before 2000 shows that the extension to 1 Church View was not visible from the garden of Penny Cottage and must therefore be lower in height than the existing extension (Somerset HER image 35421). (image available to view at www.southsomerset.gov.uk)

The north elevation of 1 Church View is aligned with the building line of Penny Cottage. Penny Cottage is an attractive thatched, brick and rubble stone late C18 Grade II listed building, typical in character to that of a vernacular thatched cottage. The planning history show that the existing extension was granted permission in 2000 (00/00733/FUL) and one of the reasons cited for granting permission was that the 'extension appears to be subordinate to the dwelling and reflects form and character of single storey lean-to in area'. A previous application 18/01072/FUL proposed a two storey extension to the gable ended north elevation of 1 Church View. This application was refused on the basis that 'the first floor extension will be dominant and harmful, principally to the listed building next door'. The new submission is one and a half a stories on the north elevation becoming single level as it wraps around to the east elevation.

The proposed extension:

- Width of north elevation extension - existing 4300mm to proposed 7100mm
- Proposed additional extension to the west of 1350mm for the porch
- Floor to ridge height - existing 2500mm to proposed 5500mm

The large proposed extension would cause less than substantial harm to the setting of the Grade II listed Penny Cottage. 1 Church View would eclipse views to the listed building and the increased scale and mass and could no longer be considered to be subservient to the listed building. The area of hardstanding to the north of 1 Church View gives the opportunity to see Penny Cottage from Church Street, if the extension were to be permitted, it would largely obscure this view. Looking from the west of 1 Church View the raised ridge line of the proposed extension would break an otherwise uninterrupted view of regular eaves lines and would nearly block all views to Penny Cottage. This would have a negative impact on the views to Penny Cottage and Church Street and would also be harmful to the setting of the Conservation Area. These views currently contribute to the particular character and quality of the Conservation Area. It was suggested in the previous decision that a single level extension might be an acceptable compromise for the design, as it was considered that two stories would cause harm to the setting of the listed building. The new proposals only show a minor reduction in height. I would consider the proposal to be an unsympathetic development that will not better reveal the significance of the listed building, and will instead cause less than substantial harm to the setting of the listed building and Conservation Area. Because of this reason I am unable to support the application.

REPRESENTATIONS

Neighbour Comments:

7 neighbours were notified and a site notice was displayed. 2 neighbour objections were received from the occupants of Penny Cottage and 1 objection from 3 Church View. They are available to view on-line

at www.southsomerset.gov.uk but the main points are summarised below:

- i. Size and scale is not single storey
- ii. Although overall height reduced, it does not reduce overall impact on conservation area
- iii. Twice the size of existing extension and is above the 1 Church View's second floor window
- iv. The proposal includes roof lights which would be more associated with a two storey extension
- v. The proposal stills adversely harms the setting of nearby listed buildings by virtue of its size, design and local impact
- vi. The revised proposal reduces not eliminates the impact on the nearby listed building Penny Cottage
- vii. Reasons for refusal of 18/01072/FUL are still valid
- viii. Serious visual impact on the historical setting of Grade II listed Penny Cottage
- ix. Detrimental visual impact on the Conservation Area of Church Street
- x. Loss of natural light for the upstairs and ground floor of Penny Cottage
- xi. Lack of access to construct and maintain proposed extension
- xii. Potential safety hazard in terms of fire management of thatch roof on Penny Cottage
- xiii. Future precedent
- xiv. Overdevelopment
- xv. Extension is disproportionately large in relation to the current dwelling and small garden and will result in lost amenity space
- xvi. Previous refusals on land adjacent to application site

CONSIDERATIONS

Principle of Development

The extension of existing properties is usually acceptable in principle subject to the proposed development being in accordance with Development Plan policies and proposals. In this case, the main considerations will be the impact on the visual amenity of the area and residential amenity of neighbouring residents as well as impact on the setting of the listed building and the conservation area.

It is noted that an objector has referenced a recent refusal on land adjacent to the application site. The proposal for the erection of a new dwelling reference 13/01607/FUL was dismissed at appeal for reasons of privacy and outlook due to the close proximity and orientation of Church View. It is not considered that that decision has a bearing on this application.

This is a revised application following refusal of a proposed two storey side and single storey front extension dated 13.07.2018 and reference 18/01072/FUL. The reason for refusal was:

Reason: The proposal is considered to be contrary to Policies EQ2 and EQ3 of the South Somerset Local Plan (2006-2028) and the guidance set out in the National Planning Policy Framework (NPPF), in that the development does not preserve or enhance the character of the Conservation Area and adversely harms the setting of nearby Listed Buildings by virtue of its size, scale, design and local impact.

Impact on Visual Amenity, Conservation Area and Setting of Listed Building

The application property is located within the conservation area of Kingsbury Episcopi, set amongst several listed buildings including neighbouring Penny Cottage to the west which is a Grade II listed dwellinghouse. 1 Church View is the end property in a small row of terraced dwellinghouses set perpendicular to the highway. The host property benefits from an existing single storey side extension which was approved in 2000. The single storey extension, although with a different angled roof pitch, appears subservient and reflects the form and character of a simple single storey extension in the area.

Grade II listed Penny Cottage is located in close proximity to the west of the application property. The original north elevation of 1 Church View before the construction of the previously approved side extension roughly aligns with the building line of Penny Cottage. The pattern of development on the south side of Church Street is loosely knit although the built form does benefit from a roughly consistent build line set back from the highway.

The proposal sees the erection of a single storey side extension with a canopy porch which fronts the highway and a wraparound single storey extension to the front elevation which faces east. It is noted that the plans have been prepared to try to address the reason for refusal from the previously refused application 18/01072/FUL by reducing the two storey side element to single storey. The existing side extension measures approximately 2.2m in height to the eaves and 3.5m in height to the ridge. The proposed single storey side element remains at approximately 2.2m in height to the eaves but increases the overall height to 5.4m. Although no first floor accommodation is provided, this roof height represents an increase in height of the side extension that sits just below the second storey window where it is considered that the eaves to ridge ratio is disproportionate.

A previously submitted application for a two storey side extension and a single storey front extension was refused in July 2018 as it was not considered to preserve or enhance the character of the Conservation Area and would adversely harm the setting of nearby Listed Buildings by virtue of its size, scale, design and local impact. It is noted that a two storey side extension was approved in 2002. That approval was not implemented.

Whilst this provides some context for the current application, there has since been the introduction of new policies including the South Somerset Local Plan and the National Planning Policy Framework (NPPF). Policy EQ2 of the South Somerset Local Plan states that development will be designed to achieve high quality design, which promotes South Somerset's local distinctiveness and preserves or enhances the character and appearance of the district. The NPPF also highlights the importance of high quality design. Furthermore, Policy EQ3 of the South Somerset Local Plan states that heritage assets will be conserved and where appropriate enhanced for their historic significance and important contribution to local distinctiveness, character and sense of place. The NPPF also states that sustainable development involves seeking positive improvements to the historic environment.

The proposed ridge of the side extension element and porch canopy replicates the pitch of the existing roof ridge. The eaves height of the proposed extension is maintained at the same height as the existing extension. The proposed extension would be constructed around the north-east corner with the roof plane extending to a ridge offset from the main dwellinghouse just under the bottom cill of the second floor window. As such, the proposal is focused away from Penny Cottage in an attempt to mitigate any impact. Materials which are stated as natural stone and cream coloured render, clay double roman tiles and timber windows and doors to match the existing dwellinghouse are considered acceptable.

It is important to ensure that the design, scale and appearance of any proposal is appropriate to avoid dominating the existing house. Particular care should be given to extensions which front the highway due to their often prominent position and impact on the character of the property. Whilst the proposal is of a design that is sometimes acceptable in other locations, the orientation of the host property results in a side extension which is highway-facing which makes its impact on visual amenity more significant.

When making a decision on a planning application for development that affects the setting of a listed building, a local planning authority must have special regard to the desirability of preserving the building's setting. Additionally, when considering any planning application that affects a conservation area a local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area. Setting involves not just visual interrelationship but also the surroundings in which a heritage asset is experienced. The heritage asset in this case, specifically Grade II Penny Cottage, contributes to the distinct character of the Conservation Area. This is a valued attribute attested to by the neighbours who have raised objections that the proposal has a detrimental impact on

the setting of Penny Cottage and the surrounding Conservation Area. It is considered that the position of the application property has a key relationship to the setting of the heritage assets, particularly Penny Cottage. On this basis the design and scale of any works to the application building are of paramount importance in protecting the setting of the heritage assets

It is noted that the Parish Council have raised no objections to the proposal. However, the Conservation Officer has objected stating the proposed extension would cause less than substantial harm to the setting of Penny Cottage and the conservation area. Specifically, the proposal would eclipse views of Penny Cottage and that the increased scale is no longer subservient.

Although the Conservation Officer has raised concern that the proposal is not subservient to the neighbouring listed building, the proposed single storey extension, albeit at 5.4m in height, is considered subservient to the host dwelling in planning terms. The agent has pointed out that the Conservation Officer has incorrectly stated in her response that the ridge height of the existing extension is 2.5m and suggested that the assessment is flawed as a result. It appears that the Conservation Officer has quoted an existing height of 2.5m which should read 3.5m. Whilst this is an error of dimensions, it is considered that the plans clearly show the overall height which the Conservation Officer quoted as 5.5m. The agent confirmed that the overall height is 5.455m. As such, it is considered that the views of the Conservation Officer can still be relied upon.

In response to the Conservation Officer's comment that the proposal would eclipse views of Grade II listed Penny Cottage, the agent has stated that there would only be a loss of views of the eaves. Whilst the existing single storey extension allows views of Penny Cottage which are only partially blocked when approaching from the east along Church Street, it is considered that the proposed extension at 5.4m in height would have an imposing presence and further block those views resulting in a detrimental impact on the setting of the listed building. The agent submitted photos which appear to show that views of Penny Cottage are also partially blocked by some mature hedging and planting as well as the existing single storey side extension. However, the LPA has no control over the planting which is a transient feature and could be pruned back at any time by the occupant. Furthermore, it is considered that the development will detract from the character of the highway facing elevation of the building and disrupt the visual amenity, resulting in a harmful impact on the Conservation Area. The SSDC's Design Guide states that front extensions are always likely to be too prominent in the street scene and detrimental to the character of an area. Any extension more than a simple porch will generally not be encouraged. As the side extension is highway facing it is reasonable to consider the application in a similar way. Therefore, it is considered that the proposal is not in accordance with this Design Guide. The massing of the development would be highly visible, prominent in the streetscene and incongruous on the highway facing elevation.

It is considered that, although the proposal would not 'eclipse' views of Penny Cottage, it would obscure some views when viewed from the east which would introduce a degree of harm to the heritage asset. When considering the less than substantial harm that the Conservation Officer has identified, it is important to weigh this against any public benefit. This could include the short-term economic benefit in construction and the longer-term benefit of the provision of a larger home more suitable for a family. However, whilst these public benefits are acknowledged, it is not considered that they would outweigh the harm introduced to the setting of the listed building and the Conservation Area.

It is therefore considered that the proposal would be harmful to the setting of the listed building and the character and appearance of the Conservation Area, and its significance as a heritage asset, would not be preserved.

Impact on Residential Amenity

The neighbours raised concerns that there will be a loss of light for Penny Cottage. However, due to the orientation of the property, the location of the proposed extension, to the north east of Penny Cottage

and the eaves height being maintained at approximately 2.2m, it is not considered that the proposal would result an unacceptable loss of light which could warrant a refusal.

It is noted that there are no proposed windows on the rear (west) elevation facing the front garden of Penny Cottage. It is not considered that the window layout and general bulk of the extension is such that it would give rise to undue overlooking / loss of privacy or an overbearing or dominant relationship with neighbouring properties. Therefore it is considered that the development does not have an unacceptable impact upon amenity of neighbouring properties.

Highways

The Highway Consultant has noted that the proposal does not result in an increase in the number of bedrooms due to internal alterations to the configuration of rooms and that it would be unreasonable to require additional parking provision. On this basis, it would be unreasonable to request additional off-road parking. Therefore it is considered that the proposal has no significant impact on highway safety.

CIL

This Authority does not collect CIL from householder development.

Flooding

1 Church View is in Flood Zone 3. The application includes a flood risk assessment based on the Environment Agency's standing advice, stating that the proposed floor level of the development will be no lower than the floor level of the existing house and that flood proofing will be incorporated where appropriate.

Consideration has to be given to the potential of flooding of the proposed development. Bearing in mind the property is already within these zones and the proposed development already benefits from a single storey extension in a similar position, it is considered the erection of an extension will not make the property any more vulnerable to flooding than currently exists.

Conclusion

It is not considered that the proposal would cause demonstrable harm to residential amenity or highway safety in accordance with Policies EQ2 and TA5. It is acknowledged that the proposal reduces the impact on the setting of the listed building and Conservation Area following the refusal of 18/01072/FUL. However, due to the scale and height, it is considered that the proposal would still introduce less than substantial harm to the Conservation Area and the setting of nearby Listed Building, particularly Penny Cottage, and there are no public benefits sufficient to outweigh such identified harm, thus contrary to Policy EQ3 of the South Somerset Local Plan and the guidance within the National Planning Policy Framework 2018.

RECOMMENDATION

Refusal.

FOR THE FOLLOWING REASON

01. The proposal is contrary to Policies EQ2 and EQ3 of the South Somerset Local Plan (2006-2028) and the guidance set out in the National Planning Policy Framework (NPPF), in that the development does not preserve or enhance the character of the Conservation Area and adversely harms the setting of nearby Listed Buildings by virtue of its size, scale, design and local impact.

Informatives:

01. In accordance with paragraphs 186 and 187 of the NPPF the council, as local planning authority, takes a positive and proactive approach to development proposals focused on solutions. The council works with applicants/agents in a positive and proactive manner by;
- offering a pre-application advice service, and
 - as appropriate updating applications/agents of any issues that may arise in the processing of their application and where possible suggesting solutions

In this case, the applicant/agent did not take the opportunity to enter into formal pre-application discussions