

Reference: 17/01556/HHA	Site: The Olives Rectory Road Orsett Essex RM16 3EH
Ward: Orsett	Proposal: Proposed single storey rear extension with part glazed roof and proposed first floor extension and new attic floor

Plan Number(s):		
Reference	Name	Received
05	Existing Floor Plans	29th November 2017
01	Location Plan	20th November 2017
02	Site Layout	20th November 2017
04D	Proposed Floor Plans	25th April 2018

The application is also accompanied by:

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Applicant: Terri Lines	Validated: 29 November 2017 Date of expiry (agreed extension of time): 15 June 2018
Recommendation: To Refuse	

This application is scheduled for determination by the Council's Planning Committee because it has been called in by Cllr Brian Little, Cllr James Halden, Cllr Sue Little, Cllr Deborah Huelin, and Cllr Shane Hebb, in accordance with Part 3 (b) 2.1 (d)(i) of the Council's constitution, for consideration of the visual impact on the Conservation Area and the historic nature of the buildings within.

1.0 BACKGROUND AND DESCRIPTION OF PROPOSAL

1.1 This application seeks planning permission for the erection of a single storey rear extension with part glazed roof and first floor extension with a gable design to the front with accommodation within the roof area.

2.0 SITE DESCRIPTION

2.1 The property is a two storey residential dwelling with an extended attached garage. The site is adjacent to Orsett Conservation Area and adjoins a Grade II designated heritage asset; The Larches and the stable range north of The Larches.

3.0 RELEVANT PLANNING HISTORY

3.1 The following table provides the planning history:

Reference	Description	Decision
68/00808/FUL	Doctors Surgery, Waiting Room and Double Garage Extension. (Details) Detached House, Plot 1.	Approved
67/00714A/FUL	Revised Elevations and additional garage (Details) - Plot 6	Approved
67/00048B/REM	Residential Development. Amended	Approved

4.0 CONSULTATION AND REPRESENTATIONS

4.1 Detailed below is a summary of the consultation responses received. The full version of each consultation response can be viewed on the Council's website via public access at the following link: www.thurrock.gov.uk/planning

4.2 PUBLICITY:

This application has been advertised by way of individual neighbour notification letters, press advert and public site notice which has been displayed nearby.

Eleven letters of objection were received in consultation with the first set of plans. The main objections are as follows:

- The development will detract from the adjacent Conservation Area;
- The Listed Building will be overshadowed;

- Excessive footprint;
- Out of proportion;
- Overshadowing;
- Street scene at risk;
- Cables from the electricity distribution substation very close to the site;
- Block view of the Listed Building.

Three letters of support were received in consultation with the first set of plans.

- Site has enough off street parking;
- Enhance the residential area of Rectory Road;
- Individual character of building design.

Amended plans have been received during the course of the application, the revised application was advertised by way of individual neighbour letters and a public site notice which was displayed nearby.

Three additional letters of objection were received in response to the amended plans, citing the following areas of concern:

- Overshadows The Old Bakery;
- Obscure the view of the Grade II Listed Building;
- Power cables underground that could be compromised by plant and development constructions;
- Overlooked;
- Development too large;
- Not much change in reducing the development.

4.3 HISTORIC BUILDINGS ADVISOR:

Recommend refusal due to the adverse impact the proposed would have upon the character and appearance of the Conservation Area and Listed Building.

5.0 POLICY CONTEXT

5.1 National Planning policy Framework

The NPPF was published on 27th March 2012. Paragraph 13 of the Framework sets out a presumption in favour of sustainable development. Paragraph 196 of the Framework confirms the tests in s.38 (6) of the Planning and Compulsory Purchase Act 2004 and s.70 of the Town and Country

Planning Act 1990 and that the Framework is a material consideration in planning decisions. Paragraph 197 states that in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development. The following headings and content of the NPPF are relevant to the consideration of the current proposals:

- Core Planning Principles
- Requiring good design
- Conserving and enhancing the natural environment

5.2 Planning Policy Guidance

In March 2014 the Department for Communities and Local Government (DCLG) launched its planning practice guidance web-based resource. This was accompanied by a Written Ministerial Statement which includes a list of the previous planning policy guidance documents cancelled when the NPPF was launched. PPG contains a range of subject areas, with each area containing several subtopics. Those of particular relevance to the determination of this planning application comprise:

- Conserving and enhancing the historic environment
- Design Determining a Planning Application

5.3 Local Planning Policy Thurrock Local Development Framework (as amended) 2015

The Council adopted the “Core Strategy and Policies for the Management of Development Plan Document” in January 2015. The following Core Strategy policies also apply to the proposals:

THEMATIC POLICIES

- CSTP22 (Thurrock Design)
- CSTP23 (Thurrock Character and Distinctiveness)²
- CSTP24 (Heritage Assets and the Historic Environment)

POLICIES FOR MANAGEMENT OF DEVELOPMENT

- PMD1 (Minimising Pollution and Impacts on Amenity)²
- PMD2 (Design and Layout)²
- PMD4 (Historic Environment)²

[Footnote: 1New Policy inserted by the Focused Review of the LDF Core Strategy. 2Wording of LDF-CS Policy and forward amended either in part or in full by the Focused Review of the LDF Core Strategy. 3Wording of forward to LDF-CS Policy amended either in part or in full by the Focused Review of the LDF Core Strategy].

5.4 Thurrock Local Plan

In February 2014 the Council embarked on the preparation of a new Local Plan for the Borough. Between February and April 2016 the Council consulted formally on an Issues and Options (Stage 1) document and simultaneously undertook a 'Call for Sites' exercise. It is currently anticipated that consultation on an Issues and Options (Stage 2 Spatial Options and Sites) document will be undertaken in 2018.

5.5 Thurrock Design Strategy

In March 2017 the Council launched the Thurrock Design Strategy. The Design Strategy sets out the main design principles to be used by applicants for all new development in Thurrock. The Design Strategy is a supplementary planning document (SPD) which supports policies in the adopted Core Strategy.

5.6 Thurrock Residential Alterations and Extension Design Guide (RAE)

In September 2017 the Council launched the RAE Design Guide which provides advice and guidance for applicants who are proposing residential alterations and extensions. The Design Guide is a supplementary planning document (SPD) which supports policies in the adopted Core Strategy.

6.0 ASSESSMENT

6.1 The material considerations for this application are as follows:

- I. Principle of the development
- II. Design and appearance of the extended dwelling
- III. Impact on the Conservation Area and Listed Building
- IV. Neighbour amenity
- V. Parking and highways

I. PRINCIPLE OF THE DEVELOPMENT

6.2 The site forms part of the residential area of Orsett Village. An extension to the property would therefore be acceptable in principle. However, in considering any application the Local Planning Authority would need to ensure relevant Development Management standards are met and the proposal does not impact on nearby heritage assets.

II. DESIGN AND APPEARANCE OF EXTENDED DWELLING

6.3 National Planning Policy Framework (NPPF) paragraphs 56 and 57 state that the Government attaches great importance to design of the built environment which is indivisible from good planning and that it is important to plan for high quality design for all development including individual buildings.

6.4 Policy PMD2 (Design and Layout) of the Core Strategy states that the Council requires all design proposals to respond to the sensitivity of the site and its surroundings, to fully investigate the magnitude of change that would result from the proposals, and mitigate against negative impacts. Amongst other criteria, this policy states that development must contribute positively to the character of the area in which it is proposed, and to surrounding areas that may be affected by it. It should seek to contribute positively to local views, townscape, heritage assets and natural features, and contribute to the creation of a positive sense of place.

6.5 Policy CSTP22 (Thurrock Design) of the Core Strategy indicates that development proposals must demonstrate high quality design founded on a thorough understanding of, and positive response to, the local context.

6.6 Policy CSTP23 (Thurrock Character and Distinctiveness) of the Core Strategy seeks to protect, manage and enhance the character of Thurrock to ensure improved quality and strengthened sense of place.

6.7 The proposal seeks to considerably increase the internal accommodation and alters the buildings architectural style with the addition of a second projecting gable at first floor and combination of roof forms. The new side additions significantly increase the size of the existing dwelling.

6.8 The proposal would be considered to overdevelop the plot in a style inconsistent with the host property or local vernacular. The size of the proposed extensions is disproportionate to the original dwelling and the streetscene which is accentuated by the second projecting gable at first floor and assemblage of forms at ground floor.

6.9 As a result of its unsympathetic design, form and bulk the proposed side extension would have a detrimental impact upon the appearance of the existing building and the visual amenities of the surrounding street scene. For this reason the proposal is considered to be contrary to Core Strategy Policies CSTP22, CSTP23, PMD2 and the guidance in the NPPF.

III. IMPACT ON THE CONSERVATION AREA AND LISTED BUILDING

- 6.10 Policy PMD4 (Historic Environment) of the Core Strategy states that the Council will require new development to take account of heritage assets, including Conservation Areas and indicates that applications must demonstrate that they contribute positively to the special qualities and local distinctiveness of Thurrock.
- 6.11 Policy CSTP24 (Heritage Assets and Historic Environment) of the Core Strategy indicates that all development proposals will be required to consider and appraise development options and demonstrate that the final proposal is the most appropriate for the heritage asset and its setting in accordance with (i) the objectives in protecting and enhancing heritage assets; (ii) the requirements of PMD4 Historic Environment; (iii) Conservation Area Character Appraisals and Management Proposals as appropriate; and (iv) Relevant national and regional guidance.
- 6.12 The property dwelling is set on the boundary of Orsett Conservation Area (which lies to the south) and to the southern boundary property is a Grade II designated heritage asset, the Larches and its associated stable block.
- 6.13 The existing dwelling is a twentieth century property; there are three in total adjacent to one another. Whilst the three twentieth century properties do not respond to local character their simple massing forms a consistent group which is distinctly different in character to the Conservation Area and thereby help define the boundary of this historic core. The separation of these two storey dwellings from the Conservation Area and listed building further assist in providing a visual separation which contributes to providing a clear transition between later suburbia and the historic settlement.
- 6.14 The proposed extension would bring the ground and first floor of the host property significantly closer to the boundary with the listed building and Conservation Area boundary. The changes to the building from its appearance as originally constructed would be significant. The loss of the current gap between the application property and The Larches would blur the current distinction between the twentieth century properties, which presently read as a distinct grouping, and the earlier buildings. This change is considered to be harmful.
- 6.15 This proposal by reason of its increased mass and bulk on the southern side, which makes it more dominant would have a detrimental impact on the character and appearance of the Conservation Area and harm the setting of a listed building. For this reason the proposal is considered to be contrary to Core Strategy Policies CSTP24, and PMD4 and the NPPF.

IV. NEIGHBOUR AMENITY

- 6.16 The proposed extensions are set back from the boundary with The Larches, given the size and distance from the neighbours, the proposal would not lead to overshadowing or overlooking of the neighbouring dwellings.

V. PARKING AND HIGHWAYS

- 6.17 The property site would have sufficient parking spaces and will not lead to any off street parking.

7.0 CONCLUSIONS AND REASONS FOR REFUSAL

- 7.1 The proposed side extensions, by reason of their size, scale, mass and design, including the projecting front gable are poorly related to the existing property to the detriment of the character and visual amenity of that property and the wider area. Furthermore, due to the design, mass and bulk the extensions would bring the property closer to the boundary with the Conservation Area and listed building, resulting in a harmful impact to the heritage assets. The proposal is accordingly contrary to Policies PMD2, PMD4 and CSTP22, CSTP23 and CSTP24 of the Core Strategy and the relevant criteria of the NPPF.

8.0 RECOMMENDATION

To refuse for the following reasons:

- 1 National Planning Policy Framework (NPPF) Paragraphs 56 and 57 state that the Government attaches great importance to design of the built environment which is indivisible from good planning and that it is important to plan for high quality design for all development including individual buildings.

Policy PMD1 (Minimising Pollution and Impact on Amenity) states "Development will not be permitted where it would cause unacceptable effects on (i) the amenities of the area; (ii) the amenity of neighbouring occupants; or (iii) the amenity of future occupiers of the site"

Policy PMD2 (Design and Layout) states that the Council requires all design proposals to respond to the sensitivity of the site and its surroundings, to fully investigate the magnitude of change that would result from the proposals, and mitigate against negative impacts. Amongst other criteria, this policy states that development must contribute positively to the character of the area in which it is proposed, and to surrounding areas that may be affected by it. It should seek to contribute positively to local views, townscape, heritage assets and natural features, and contribute to the creation of a positive sense of place.

Policy PMD4 (Historic Environment) states that the Council will require new development to take account of heritage assets, including Conservation Areas

and indicates that applications must demonstrate that they contribute positively to the special qualities and local distinctiveness of Thurrock

Policy CSTP22 (Thurrock Design) indicates that development proposals must demonstrate high quality design founded on a thorough understanding of, and positive response to, the local context.

Policy CSTP23 (Thurrock Character and Distinctiveness) seeks to protect, manage and enhance the character of Thurrock to ensure improved quality and strengthened sense of place.

Policy CSTP24 (Heritage Assets and the Historic Environment) indicates that all development proposals will be required to consider and appraise development options and demonstrate that the final proposal is the most appropriate for the heritage asset and its setting in accordance with (i) the objectives in protecting and enhancing heritage assets; (ii) the requirements of PMD4 Historic Environment; (iii) Conservation Area Character Appraisals and Management Proposals as appropriate; and (iv) Relevant national and regional guidance.

(A) The proposed two storey side extensions would be considered to overdevelop the plot in a style inconsistent with the host property or local vernacular.

The size of the proposed extensions is disproportionate to the original dwelling and the streetscene which is accentuated by the second projecting gable at first floor and assemblage of forms at ground floor.

As a result of its unsympathetic design, form and bulk the proposed extension would have a detrimental impact upon the appearance of the existing building and the visual amenities of the surrounding street scene; for this reason the proposal is considered to be contrary to Core Strategy Policies CSTP22, CSTP23, PMD2 and the NPPF.

(B) The proposed extension would bring the ground and first floor of the host property significantly closer to the boundary with the listed building and Conservation Area boundary. The loss of the current gap between the application property and The Larches would blur the current distinction between the twentieth century properties, which presently read as a distinct grouping, and the earlier buildings. This change is considered to be harmful.

Therefore, the proposal by reason of its increased mass and bulk on the southern side, would have a detrimental impact on the character and appearance of the Conservation Area and harm the setting of a listed building.

For this reason the proposal is also considered to be contrary to Core Strategy Policies CSTP24, and PMD4 and the NPPF

Informative(s)

1 Positive and Proactive Statement

Town and Country Planning (Development Management Procedure)
(England) Order 2015 - Positive and Proactive Statement:

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, allowing the Applicant/Agent the opportunity to consider the harm caused and whether or not it can be remedied by a revision to the proposal. The Local Planning Authority is willing to liaise with the Applicant/Agent 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.

Documents:

All background documents including application forms, drawings and other supporting documentation relating to this application can be viewed online:
<http://regs.thurrock.gov.uk/online-applications>

Application No: 17/01556/HHA

The Olives

Rectory Road

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