

DELEGATED DECISION OFFICER REPORT

AUTHORISATION	INITIALS	DATE
File completed and officer recommendation:	ML	09/05/2019
Planning Development Manager authorisation:	SCE	14.05.19
Admin checks / despatch completed	AP	15/5/19

File

Application: 18/01895/LBC **Town / Parish:** Clacton Non Parished

Applicant: Mr and Mrs P R Lee

Address: 383 Old Road Clacton On Sea Essex

Development: Rear extension to existing Listed 2 storey dwelling, conversion and extension of existing single storey outbuildings to form separate dwelling and internal alterations at first floor level including the creation of a new bathroom.

1. Town / Parish Council

Clacton – No Town Council

2. Consultation Responses

Essex County Council (Place Services) No objections – details of samples of materials required.

3. Planning History

91/00395/LBC	Replacement of fire damaged roof, window frames and doors.	Approved	29.05.1991
18/01894/FUL	Rear extension to existing Listed 2 storey dwelling, conversion and extension of existing single storey outbuildings to form separate dwelling and creation of one new 2-storey detached dwelling to rear of site with associated removal of trees and new driveway access.	Current	
18/01895/LBC	Rear extension to existing Listed 2 storey dwelling, conversion and extension of existing single storey outbuildings to form separate dwelling and internal alterations at first floor level including the creation of a new bathroom.	Current	

4. Relevant Policies / Government Guidance

NPPF National Planning Policy Framework February 2019

National Planning Practice Guidance

Tendring District Local Plan 2007

QL9 Design of New Development

QL11 Environmental Impacts and Compatibility of Uses

EN22 Extensions or Alterations to a Listed Building

Tendring District Local Plan 2013-2033 and Beyond Publication Draft (June 2017)

SPL3 Sustainable Design

PPL9 Listed Buildings

Status of the Local Plan

The 'development plan' for Tendring is the 2007 'adopted' Local Plan. Paragraph 213 of the NPPF (2018) allows local planning authorities to give due weight to adopted albeit outdated policies according to their degree of consistency with the policies in the NPPF. Paragraph 48 of the NPPF also allows weight to be given to policies in emerging plans according to their stage of preparation, the extent to which there are unresolved objections to relevant policies and the degree of consistency with national policy. As of 16th June 2017, the emerging Local Plan for Tendring is the Tendring District Local Plan 2013-2033 and Beyond Publication Draft.

Section 1 of the Local Plan (which sets out the strategy for growth across North Essex including Tendring, Colchester and Braintree) was examined in January and May 2018 and the Inspector's initial findings were published in June 2018. They raise concerns, very specifically, about the three 'Garden Communities' proposed in north Essex along the A120 designed to deliver longer-term sustainable growth in the latter half of the plan period and beyond 2033. Further work is required to address the Inspector's concerns and the North Essex Authorities are considering how best to proceed.

With more work required to demonstrate the soundness of the Local Plan, its policies cannot yet carry the full weight of adopted policy, however they can carry some weight in the determination of planning applications. The examination of Section 2 of the Local Plan will progress once matters in relation to Section 1 have been resolved. Where emerging policies are particularly relevant to a planning application and can be given some weight in line with the principles set out in paragraph 48 of the NPPF, they will be considered and, where appropriate, referred to in decision notices. In general terms however, more weight will be given to policies in the NPPF and the adopted Local Plan.

In relation to housing supply:

The NPPF requires Councils to boost significantly the supply of housing to meet objectively assessed future housing needs in full. In any one year, Councils must be able to identify five years' worth of deliverable housing land against their projected housing requirements (plus an appropriate buffer to ensure choice and competition in the market for land, account for any fluctuations in the market or to improve the prospect of achieving the planned supply). If this is not possible, or housing delivery over the previous three years has been substantially below (less than 75%) the housing requirement, paragraph 11 d) of the NPPF requires applications for housing development needing to be assessed on their merits, whether sites are allocated for development in the Local Plan or not. At the time of this decision, the supply of deliverable housing sites that

the Council can demonstrate falls below 5 years and so the NPPF says that planning permission should be granted for development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework as a whole. Determining planning applications therefore entails weighing up the various material considerations. The housing land supply shortfall is relatively modest when calculated using the standard method prescribed by the NPPF. In addition, the actual need for housing was found to be much less than the figure produced by the standard method when tested at the recent Examination In Public of the Local plan. Therefore, the justification for reducing the weight attributed to Local Plan policies is reduced as is the weight to be given to the delivery of new housing to help with the deficit.

5. Officer Appraisal (including Site Description and Proposal)

Site Description

The application site is located on the western side of Old Road within the Great Clacton Conservation Area. The site comprises of a Grade II listed dwelling house and associated outbuildings. The outbuildings have been converted for residential use as an annexe to the house itself.

The house faces east with an extensive frontage onto Old Road, it is set back with a good-sized front garden separating it from the road. Internally the house consists of two rooms either side of a central hallway and this is the case at first floor level too. There is a modern flat roof single storey extension to the rear.

The outbuildings are in the form of a single storey wing projecting forward up to the back of the pavement on the southern side of the property. There is a brick boundary wall to the road frontage with a pedestrian gateway giving access to the front door of the house. Vehicular access is via a gate way situated to the south of the outbuildings and taking up most of the space between them and the south boundary.

There is a large garden forming an irregular triangle to the rear of the house. On the south this is bounded by a development of single storey homes that are set back significantly from the highway and are set on higher ground. On the north side there is a commercial gym.

Proposal

This listed building consent relates to the construction of a rear extension to the existing Grade II listed 2 storey dwelling, conversion and extension of existing single storey outbuildings to form separate dwelling and internal alterations to the first floor of the existing dwelling to form a new bathroom and doorways between the bedrooms.

The proposed works are to include the following:

The original house:

- Removal of single storey flat roof rear extension.
- Insertion of doorways and partitions at first floor levels to give circulation between bedrooms and new bathroom.
- Construct new single storey rear extension.

The former outbuildings:

- Erect new link between existing outbuilding and main structure.
- Extension to rear.
- Remodelling of internal layout to create a self-contained residential unit.

Appraisal

Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act imposes a statutory duty on the Local Planning Authority to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest.

Paragraph 196 of the Framework adds that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 189 of the National Planning Policy Framework ("the Framework") requires applicants to describe the significance of any heritage assets affected. This requirement is reflected by saved policy EN22 of the Tendring District Local Plan (2007) and emerging Policy PPL9 of the Tendring District Council Local Plan 2013-2033 and Beyond Publication Draft (June 2017). Both these policies also confirm that development should be of a scale, design and use that respect the listed building and its setting.

A heritage statement has been provided in accordance with the above requirements. Furthermore, the proposals have evolved during the course of the application following an on-site meeting and discussions with ECC-Place Services (Heritage Advisor).

In respect of the existing property, the proposed rear extension was originally 1 and half storey in height and as deep as the existing property in plan form. Concerns over the size and non-subservient appearance of the extension were raised along with the unacceptable intrusion into the existing roof slope of the property. As a result amended plans have been received which show a modern flat roof addition that has been significantly reduced in footprint. The roof of the extension would sit under the eaves of the existing property and utilise the opening that serves the current 1930's addition, thereby avoiding any impact upon the historic fabric of the listed building. The removal of the existing unsympathetic extension and its replacement with a more modest addition using a palette of contemporary natural materials, including a zinc roof and vertically arranged larch weatherboarding, assists in providing a contrast to the more traditional appearance of the host property whilst being sympathetic in terms of its proportions.

The conversion of the existing outbuildings involves the construction of a glazed link with a shallow pitched roof consisting of zinc and the reconfiguration of the internal areas to create a two-bedroom property. The submitted heritage statement confirms that the outbuildings are 19th century forming an L to the south side of and in front of the house, defining the front garden. It is also evident that there has been a fire in the outbuildings resulting in a fair amount of loss to the historic fabric, which has since been repaired using modern sawn timber and plasterboard along with the insertion of modern windows. Consequently, the proposed alterations to form the separate property would not result in any adverse harm to historic fabric. The inclusion of a glazed addition to the rear with vertical larch boarding, as proposed on the existing house, again represents a suitable contrast to the traditional appearance of the outbuilding. The original plans showed the link consisting of a large pitched roof. Following the on-site meeting the height of the zinc roof has been reduced significantly which gives the link a more subtle appearance and allows the outbuildings to be viewed as two separate elements. Details of the windows and doors to be used in the conversion will be secured by condition.

Internally, the only alterations to the existing property are at first floor level and consist of two new doorways within existing dividing walls and the insertion of modern partitions to create a small bathroom area. A conservation style roof light is proposed to the rear roof slope to serve the bathroom. These alterations were reviewed by ECC-Place Services at the site meeting and were considered to be acceptable due to the minor incursion into the historic fabric of the building required to bring the living accommodation up to modern day standards. Additional information will be sought in respect of the roof light details and service routes for the new bathroom via conditions.

Consequently, the changes would not adversely impact upon the historic importance of the listed building. This view is supported by ECC-Place Services Heritage Advisor who has reviewed the revised plans submitted and is of the view that the proposals and their impact on the significance of the building have been appropriately justified.

Other Considerations

No further letters of representation have been received.

6. Recommendation

Approval

7. Conditions

- 1 The works hereby permitted shall begin before the expiration of three years from the date of this consent.

Reason - To comply with the requirements of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, as amended by the Planning and Compulsory Purchase Act 2004.

- 2 Before any new services are installed or any existing services are relocated, in regard to the installation of the bathroom at first floor level, details thereof (including any related fixtures, associated visible ducts or other means of concealment) shall be submitted to and approved in writing by the Local Planning Authority and the works shall be carried out in complete accordance with the approved specification.

Reason - To ensure that the special character and architectural interest and integrity of the building is protected as required by Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and insufficient information has been submitted within the application for full consideration of these details.

- 3 Before any work is commenced drawings to a scale of not less than 1: 20 fully detailing the new windows, rooflights and doors and their surrounds to be used and indicating; materials, cross sections for glazing bars, sills, heads etc at a scale of 1:20, method of opening and method of glazing shall be submitted to and approved in writing by the Local Planning Authority. The approved works shall be installed/carried out in complete accordance with the approved details.

Reason - The application relates to a listed building and therefore such details are necessary in order to preserve and enhance the historic character and integrity of that building.

- 4 No development shall be commenced until precise details of the manufacturer and types and colours of the external facing and roofing materials to be used in construction have been submitted to and agreed, in writing, by the Local Planning Authority. Such materials as may be agreed shall be those used in the development.

Reason - To ensure the materials used are sympathetic to the heritage asset.

- 5 The development hereby permitted shall be carried out in accordance with the following approved plans titled; A-1819-PL 01 C, A-1819-PL-03 B, A-1819-PL-04 B, A-1819-PL-5 B, A-1819-PL-06 B and A-1819-PL-07 B.

Reason - For the avoidance of doubt and in the interests of proper planning.

8. Informatives

<p>Are there any letters to be sent to applicant / agent with the decision? If so please specify:</p>	<p>YES</p>	<p><input checked="" type="radio"/> NO</p>
<p>Are there any third parties to be informed of the decision? If so, please specify:</p>	<p>YES</p>	<p><input checked="" type="radio"/> NO</p>