

DELEGATED DECISION OFFICER REPORT

AUTHORISATION		INITIALS	DATE
Planning Officer recommendation:		JJ	03/09/24
EIA Development - Notify Planning Casework Unit of Decision:	NO		
Team Leader authorisation / sign off:		AN	05/09/24
Assistant Planner final checks and despatch:		ER	06/09/2024

Application: 24/01024/FULHH **Town / Parish:** Alresford Parish Council
Applicant: Mr David Gowans
Address: Grange Lodge Wivenhoe Road Alresford
Development: Householder Planning Application - Proposed extension and repositioning of garage approved under 23/00934/FUL.

1. Town / Parish Council

Alresford Parish Council No comments received

2. Consultation Responses

Essex County Council Built Heritage Advice pertaining to a householder planning application for a proposed extension and to reposition a garage approved under 23/00934/FUL.
Heritage
21.08.2024

Grange Lodge has been identified by the adopted Alresford Neighbourhood Plan as a Non-Designated Heritage Asset. Therefore, the main consideration for this application is whether the proposal will cause any impact to the architectural and historic interest of the building and its setting.

It is noted that Alresford Grange has also been identified by the Neighbourhood Plan as a Non-Designated Heritage Asset. Given the former functional relationship of the lodge to the mansion can still be appreciated, the non-designated assets should be considered to have group value. As such, there is potential for this proposal to impact upon the setting and significance of Alresford Grange.

The lodge dates from the early nineteenth century and was built to serve Alresford Grange that is located approximately 170m to the southwest of the site. As a former Gate Lodge, the building occupies a prominent location at the entrance to the Edwardian Mansion House and forms an important element of the designed landscape of the country estate. Both the mansion and lodge appear to have been designed as an interpretation of the vernacular architecture influenced by the Arts and Crafts movement. Notable features of the lodge are its cross-roof with part-timbered gables, and a decorative pargeted panel between the ground and first floor windows on the front elevation.

It is understood that there is an extant planning permission 23/00934/FUL for a large garage to be built attached to the northeast facing elevation of the lodge by a small linking single storey extension.

Although a significant extension has been built to the rear of the lodge under application 20/01769/FUL as a variation to a scheme within the limits of permitted development rights, this extension due to its asymmetric mass and positioning does not offend the character of the lodge.

This proposal is for an extension that would replace the existing extension and in effect duplicate the original form of the lodge to create two symmetric wings with a two-storey linking extension. This will result in a high level of harm to the significance of Grange Lodge as a non-designated heritage asset because the scale of extension would overwhelm the modest scale of the lodge which would become absorbed into the sprawling extension and so no longer be discernible as a former gate lodge.

Furthermore, the extension will have a notable impact upon the appearance of the Grange Lodge as the extension will in effect turn the northeast facing side elevation into the principal elevation, and in doing so will elevate the status of the building. This will in turn confuse its relationship with Alresford Grange because the character of the building will no longer reflect that of its historic ancillary purpose and will result in a low level of harm to the significance of Alresford Grange through changes to the elements in its setting that contribute positively and help to better reveal its historic significance.

On this basis I am unable to support this application. In respect of the relocation of the garage to be detached from the lodge, this aspect of the proposal is not opposed subject to a condition to ensure that extant permission for a garage attached as an extension could not be implemented as well.

With regards to the National Planning Policy Framework (last amended December 2023), as Grange Lodge and Alresford Grange are non-designated heritage assets, Paragraph 209 of the NPPF is relevant and the Local Planning Authority should take a balanced judgement, having regard for the scale of harm identified and the significance of the heritage asset. The Local Planning Authority should also take into account that the proposal fails to make a positive contribution to local character and distinctiveness, as per the expectation of Paragraph 203 (c) of the NPPF.

However, given that the proposal does not preserve those elements of the setting that make a positive contribution to the identified heritage asset(s) (or which better reveal its significance), the application should not be treated favourably in accordance with the direction of the NPPF paragraph 212.

Tree & Landscape Officer
31.07.2024

The main body of the application site is set to grass with some established shrubs and small trees. There are trees on the perimeter of the site that make a strong positive contribution to the character and appearance of the area and provide a good level of screening. There are some particularly large Oaks on the northern boundary, adjacent to the access road.

Taking into account the information provided by Tree Planning Solutions during the consideration of planning application 23/00934/FUL that described the impact and effect of the recent installation of underground services close to the large oaks on the site boundary it is considered that the proposed new position of the

proposed new garage will not cause harm to any of the important boundary trees.

Nevertheless, it would be desirable to secure details of the measures that will be put in place to ensure that there is no incursion into the Root Protection Areas of the boundary Oaks

Therefore, a Tree Protection Plan (TPP) should be secured by a condition attached to any planning permission that may be granted.

This information should be in accordance with BS5837 2012 Trees in relation to design, demolition and construction. Recommendations.

3. **Planning History**

20/00740/HHPNO T	Proposed single storey rear elevation 8m in depth and 4m in height.	Determination	10.08.2020
20/01769/FUL	Proposed single storey extension - variation to roof as approved under 20/00740/HHPNOT.	Approved	05.02.2021
21/00802/FUL	Erection of detached two-storey dwelling with associated landscaping and parking (following demolition of existing dwelling)	Refused	19.07.2021
23/00934/FULHH	Proposed extension to form garage and first floor hobby room.	Approved	06.12.2023
23/01130/WTPO	3 No. Pine and 1 No. Sycamore - remove.	Split decision	14.09.2023
23/01634/WTPO	T1 - Sycamore - Fell or 50% crown reduction. T2 - Sycamore - 30% crown reduction. T3 - Chestnut - 30% crown reduction.	Approved	22.12.2023

4. **Status of the Local Plan**

Planning law requires that decisions on applications must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (Section 70(2) of the 1990 Town and Country Planning Act and Section 38(6) of the Planning and Compulsory Purchase Act 2004). This is set out in Paragraph 2 of the National Planning Policy Framework (the Framework). The 'development plan' for Tendring comprises, in part, Sections 1 and 2 of the Tendring District Local Plan 2013-33 and Beyond (adopted January 2021 and January 2022, respectively), supported by our suite of evidence base core documents (<https://www.tendringdc.uk/content/evidence-base>) together with any Neighbourhood Plans that have been made and the Minerals and Waste Local Plans adopted by Essex County Council.

5. **Neighbourhood Plans**

A neighbourhood plan introduced by the Localism Act that can be prepared by the local community and gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan to promote development and uphold the strategic policies as part of the Development Plan alongside the Local Plan. Relevant policies are considered in the assessment. Further information on our Neighbourhood Plans and their progress can be found via our website <https://www.tendringdc.uk/content/neighbourhood-plans>

The site is located in the parish of Alresford which has an adopted Neighbourhood Plan (full weight afforded). The relevant Alresford NP Policies are:

ALRES1: ALRESFORD SPATIAL STRATEGY
ALRES8: NON-DESIGNATED HERITAGE ASSETS

6. Relevant Policies / Government Guidance

NATIONAL:

National Planning Policy Framework 2023 (NPPF)
National Planning Practice Guidance (NPPG)

LOCAL:

Tendring District Local Plan 2013-2033 and Beyond North Essex Authorities' Shared Strategic Section 1 Plan (adopted January 2021):
SP1 Presumption in Favour of Sustainable Development
SP7 Place Shaping Principles

Tendring District Local Plan 2013-2033 and Beyond Section 2 (adopted January 2022):

SPL1 Managing Growth
SPL3 Sustainable Design
LP3 Housing Density and Standards
LP4 Housing Layout
PPL2 Coastal Protection Belt
PPL4 Biodiversity and Geodiversity

Supplementary Planning Guidance:
Essex Design Guide

Local Planning Guidance:
Essex County Council Car Parking Standards - Design and Good Practice

Neighbourhood Plan:
Alresford Neighbourhood Plan 2018-2033

7. Officer Appraisal (including Site Description and Proposal)

Application Site

The application site comprises of a two storey detached house with an existing extension located to the rear. The property is located to the South West of Wivenhoe Road, the site is outside the Settlement Development Boundary and within the Coastal Protection Belt.

Grange Lodge and Alresford Grange are identified as non-designated heritage assets within the Alresford Neighbourhood Plan. Alresford Grange Lodge was the gatehouse to Alresford Grange. This is a later inter-war addition to the estate in a style of architecture complementing the main house with decorative pargeting and part timber gables.

Proposal

The application seeks planning permission for the proposed extension and repositioning of garage approved under application 23/00934/FUL.

Assessment

Visual Impact and Heritage Impact

The main consideration is the impact of the proposal on features of special architectural or historic interest and that the special character and appearance or setting of the building would be preserved or enhanced.

Paragraph 209 of the National Planning Policy Framework states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

It is noted that, as per Paragraph 203 of the NPPF, in determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 212 of the NPPF states: Local planning authorities should look for opportunities for new development ... within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Both Grange Lodge and Alresford Grange are identified as non-designated heritage assets within the Alresford Neighbourhood Plan, and are considered to have group value.

The proposed extension is located to the rear of the property, however the property is positioned side on to the road so the extension would be clearly visible from the street scene of Wivenhoe Road. Grange Lodge was built to serve Alresford Grange that is located approximately 170m southwest of the site. As a former Gate Lodge, the building occupies a prominent location at the entrance to the Edwardian Mansion House and forms an important element of the designed landscape of the country estate.

The proposed extension would appear prominent, and its scale would overwhelm the modest scale of the gate lodge resulting in a high level of harm to the significance of Grange Lodge as a non-designated heritage asset. The extension would also turn the north east side elevation into the principal elevation and this would elevate the status of the building, in turn this would confuse its relationship with Alresford Grange because the character of the building would no longer reflect that of its historic ancillary purpose. This would result in a low level of harm to the significance of Alresford Grange through changes to the elements in its setting that contribute positively and help to better reveal its historic significance.

The proposed extension therefore fails to make a positive contribution to local character and distinctiveness.

The ECC Heritage Team have been consulted and have provided objections to the proposed extension as detailed above.

There is no objection to the proposed relocation of the previously approved garage.

Landscape Impact

The site is located within the Coastal Protection Belt. Policy PPL2 states that the Council will: a. protect the open character of the undeveloped coastline and refuse planning permission for

development which does not have a compelling functional or operational requirement to be located there; and b. where development does have a compelling functional or operational requirement to be there, its design should respond appropriately to the landscape and historic character of its context and applicants will be required to demonstrate that any development proposals will be safe over their planned lifetime.

The proposal is for an extension to an existing dwelling, this extension is considered excessive and out of scale with the existing property as detailed above. However, the extension would be viewed in the context of the existing property and in that respect would not materially harm the open character of the undeveloped coastline.

The Tree and Landscape officer has been consulted and has raised no objections to the application, however a Tree Protection Plan would be required by way of condition if the application were to be approved, this is to ensure that there is no incursion into the root protection areas to the boundary Oaks as detailed above.

Impact to Neighbours

The proposed extension is located to the rear of the property and is not visible from any of the neighbouring properties. The extension would not result in a loss of privacy, outlook, amenity or light to any of the neighbouring dwellings.

Ecology and Biodiversity

General duty on all authorities

The Natural Environment and Rural Communities Act 2006 amended by the Environment Act 2021 provides under Section 40 the general duty to conserve and enhance biodiversity: "For the purposes of this section "the general biodiversity objective" is the conservation and enhancement of biodiversity in England through the exercise of functions in relation to England." Section 40 states authorities must consider what actions they can take to further the general biodiversity objective and determine policies and specific objectives to achieve this goal. The actions mentioned include conserving, restoring, or enhancing populations of particular species and habitats. In conclusion for decision making, it is considered that the Local Planning Authority must be satisfied that the development would conserve and enhance.

The site lies adjacent to a Local Wildlife Site (Alresford Grange), however the proposed works are wholly within the existing residential curtilage and as detailed below, the proposal is considered unlikely to adversely impact upon protected species or habitats.

This development is subject to the general duty outlined above. An informative has been imposed strongly encouraging the applicant to improve the biodiversity of the application site through appropriate additional planting and wildlife friendly features. Therefore the development on balance, with consideration of the impact of the development and baseline situation on site, is considered likely to conserve and enhance biodiversity interests.

Biodiversity net gain

Biodiversity net gain (BNG) is an approach that aims to leave the natural environment in a measurably better state than it was beforehand. This excludes applications for householders this proposal is not therefore applicable for Biodiversity Net Gain.

Protected Species

In accordance with Natural England's standing advice the proposed development site and surrounding habitat have been assessed for potential impacts on protected species. It is considered that the proposal is unlikely to adversely impact upon protected species or habitats.

Conclusion

In accordance with the overarching duty outlined above, this development is considered to accord to best practice, policy, and legislation requirements in consideration of the impacts on ecology interests.

Other Considerations

Alresford Parish Council have not submitted comments for this application. No letters or representation have been received.

Conclusion

The proposal therefore conflicts with the above policies and would result in significant harm to the character, appearance and significance of the two Non designated Heritage Assets. The application is recommended for refusal.

8. Recommendation

Refusal - Full

9. Reasons for Refusal

1. Grange Lodge is a Non Designated Heritage Asset. The proposed extension would be clearly seen from the street scene of Wivenhoe Road. The extension would appear prominent and out of scale with the existing dwelling. The extension would turn the principal elevation to the north east side and would elevate the status of the building, in turn this would confuse its relationship with Alresford Grange because the character of the building would no longer reflect that of its historic ancillary purpose. This would result in a low level of harm to the significance of Alresford Grange.

The proposal is therefore contrary to paragraphs 203 and 209 of the National Planning Policy Framework 2023.

10. Informatives

Plans and Supporting Documents

The Local Planning Authority has resolved to refuse the application for the reason(s) set out above. For clarity, the refusal is based upon the consideration of the plans and supporting documents accompanying the application as follows, (accounting for any updated or amended documents):

Drawing No. GGL-202
Site Location Plan
Heritage Statement

11. Equality Impact Assessment

In making this recommendation/decision regard must be had to the public sector equality duty (PSED) under section 149 of the Equality Act 2010 (as amended). This means that the Council must have due regard to the need in discharging its functions that in summary include A) Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act; B. Advance equality of opportunity between people who share a protected characteristic* (See Table) and those who do not; C. Foster good relations between people who share a protected characteristic* and those who do not, including tackling prejudice and promoting understanding.

It is vital to note that the PSED and associated legislation are a significant consideration and material planning consideration in the decision-making process. This is applicable to all planning decisions including prior approvals, outline, full, adverts, listed buildings etc. It does not impose an

obligation to achieve the outcomes outlined in Section 149. Section 149 represents just one of several factors to be weighed against other pertinent considerations.

In the present context, it has been carefully evaluated that the recommendation articulated in this report and the consequent decision are not expected to disproportionately affect any protected characteristic* adversely. The PSED has been duly considered and given the necessary regard, as expounded below.

Protected Characteristics *	Analysis	Impact
Age	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral
Disability	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral
Gender Reassignment	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral
Marriage or Civil Partnership	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral
Pregnancy and Maternity	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral
Race (Including colour, nationality and ethnic or national origin)	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral
Sexual Orientation	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral
Sex (gender)	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral
Religion or Belief	The proposal put forward will not likely have direct equality impacts on this target group.	Neutral

12. Notification of Decision

Are there any letters to be sent to applicant / agent with the decision? If so please specify:		NO
Are there any third parties to be informed of the decision? If so, please specify:		NO