

Planning Committee

Application Address	1 Austen Avenue, Bournemouth, BH10 7EE
Proposal	Alterations and single storey extension to dwelling - Existing unauthorised works (Amended Plans)
Application Number	7-2020-26242-B
Applicant	Mr & Mrs K Cullimore
Agent	Seal Designs
Date Application Valid	1 st September 2020
Decision Due Date	26 th October 2020
Extension of Time date (if applicable)	20 th February 2021
Ward	Kinson
Report Status	Public
Meeting Date	18 February 2021
Recommendation	GRANT, in accordance with the recommendation in the report
Reason for Referral to Planning Committee	At the request of Councillor Fear, for the following reasons: <ul style="list-style-type: none"> 1. Design, appearance and materials 2. Loss of Privacy.
Case Officer	Colin Tebb

Description of Development

1. This application is for part retrospective Planning Consent for 'Alterations and a single storey extension to dwelling - Existing unauthorised works'. During the course of this application, the as-built plans have been amended to replace the existing tall flat roof with a reduced 'Crown' type roof. Two sets of amended plans were received during the process, showing the as built roof changed from the existing taller flat roof, with a Crown Roof. The application was subsequently re-advertised, by blue and green site notices respectively.
2. The applicant has provided the following information; Location Plan, Site Plan, Existing and proposed plans and elevations. On 22nd December 2020 a further Drawing No: 1 **Revision U** was submitted showing the as built extensions, which more correctly annotated the plans showing "*Existing uncompleted elevations*". Previous plans showed the "*Existing Elevations*" as prior to the work undertaken to date, so incorrectly showing the previous detached garage, which clearly has been demolished.

Key Issues

3. The main considerations involved with this application are:
 - Impact on character and appearance of the area;
 - Impact upon neighbour's amenities;
 - Future Living Conditions for occupants;
 - Parking.
4. These points will be discussed as well as other material considerations at paragraphs 15 to 40 below.

Planning Policies

5. **Core Strategy (2012)**

CS41: Design Quality

6. **Supplementary Planning Documents:**

Residential Extensions: A Design Guide for Householders – PGN (2008)

7. **The National Planning Policy Framework (2019)**

Paragraph 11 sets out the presumption in favour of sustainable development. Development plan proposals that accord with the development plan should be approved without delay. Where the development plan is absent, silent or relevant policies are out-of-date then permission should be granted unless any adverse impacts of approval would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

Relevant Planning Applications and Appeals:

8. The application site has the following history:
 - 7-2017-26242-A: Alterations and addition of dormer windows to form 1st floor to bungalow. Approved.
 - 7-2016-26242: Erection of boundary fencing and gates. Approved

Representations

9. Green site notices were posted in the vicinity of the site on 24th November 2020 with an expiry date for consultation of 8th December 2020, although an Extension of Time has been agreed until 20th February 2021. Representations have been received to original and both sets of amended plans, with a letter direct from the neighbours but also a duplicate objection on their behalf by a Planning Agent, and a more recent letter too dated 21st January 2021. These objections include concerns regarding various aspects, which are quite specific to the relationship between the existing extension and proposed amendments and neighbours either side, No9 Avebury Avenue and No3 Austen Avenue:
10. 9 Avebury Avenue: This detached house is situated south west of No1 Austen Avenue, and so its flank wall is at right angles to the rear boundary of 1 Austen Avenue, with a driveway between this flank wall and their boundary. Their objections include the following concerns:

- *False pitch roof out of keeping*
 - *Overdevelopment of the plot*
 - *Overlooking from windows and doors*
 - *Loss of light to driveway*
 - *Noise and disturbance from 'workshop'*
 - *Drainage/flooding concerns*
11. More recently, on 21st January a further letter was received from the Planning Consultant, suggesting the description “*Existing uncompleted elevations*” on the latest amended plans was misleading. These objections are considered under the relevant neighbour considerations section.
12. 3 Austen Avenue: Their site specific objections include the following concerns:
- *Overbearing extension*
 - *Increased height*
 - *Loss of light/sunlight*
 - *Materials and design not in keeping*
 - *Noise and disturbance from a potential workshop*
 - *Loss of privacy from rear door*
13. These comments and those of other neighbours, including from No5 and 12 Austen Avenue, and the Planning Agent on behalf of the neighbour at No9 Avebury Avenue are considered below, however these support the general thrust of objections from the two immediate neighbours, set out above. Their issues raised to the original plans (as – built flat roof) are:
- The scale appears to be out of keeping with the surrounding properties;
 - The proximity would have a adverse impact in terms of light and loss of privacy;
 - The building may be utilised as a workshop, which could impact upon neighbours in terms of noise.
14. One neighbour’s comments appear to support the proposals noting the extension replaces an old garage and caravan thereby improving the outlook from No9 Avebury Avenue, and the extension should remain as is rather than being of a pitched roof.

Consultations

15. The Environmental Health Officer has not been consulted, as this application relates to a Householder, rather than Commercial or other typical noise generating development, and this aspect is also discussed below under the relevant Impact upon Neighbouring properties section.
16. Air Traffic Operations have no Safeguarding objections.

Constraints

17. CAA - Civil Aviation Area.

Planning Assessment

Site and Surroundings

18. No1 Austen Avenue is a detached chalet bungalow, with a typical pyramid shaped (hipped) roof, but with relatively new front and rear flat roof facing dormers which were approved and constructed around 2017. It is located on this relatively spacious corner plot, at the junction with Austen Avenue and Avebury Avenue, with its front door, hallway and parking – driveway on this side. No3 Austen Avenue is a further detached bungalow, located on the north western side, and No9 Avebury Avenue is a detached house located beyond the rear boundary of the application property, to the south west. The area contains a mix of bungalows and two storey dwellings.
19. This is a part retrospective application with the current partially completed single storey flat roof extension in place. The extension is to the rear of the property although visible from Avebury Avenue, and is approximately 6 metres in depth, and 3.7m in height with the added flat roof. It has replaced a previous detached garage on the site in this location and extends towards the boundary wall with No9 Avebury Avenue, leaving a modest gap which narrows to the rear according to the plans.
20. No9 Avebury Avenue is a detached two storey dwelling, so at right angles to the rear boundary with No1 and a driveway between its flank wall and the boundary wall with No1 Austen Avenue. There are no main habitable room windows in this flank wall facing towards the boundary with No1 Austen Avenue. So, earlier in 2020 the existing detached garage alongside the boundary with No9 Avebury Avenue was demolished and work commenced on the now existing flat roof extension, on the basis it was Permitted Development.
21. However, the overall height was above the Permitted Development limits, as it is higher than the eaves and guttering of the original bungalow, and therefore the Applicant/Owner was advised Planning Consent was required. Original plans purely sought consent to retain the extension as built, however Officers were concerned about its height, flat roof design and that its appearance did indeed clash with the exiting bungalow roof and broader street scene. Therefore, negotiations were entered into which would result in the reduction of the flat roof and eaves – guttering, so that they would connect into and line through correctly with the existing bungalow, as shown on the most recent amendments, and as discussed below.

Key Issues

Impact on character and appearance of the area

22. The current (as built) taller flat roof, white bargeboard and associated white UPVC guttering connects directly into the original tiled roof of No1 Austen Avenue, approximately 210mm higher than the existing eaves and guttering, which creates a jarring and incongruous relationship between original and new roofs, which itself is currently having a detrimental impact upon the dwelling itself and the wider area. This poor visual amenity value is exacerbated by the unfinished nature of the extension which, comprises exposed Kingspan insulated panels and timber slats holding the panels in place, and the much taller flat roof.
23. The Agent advised more recently that if Planning Consent is given, the walls will be white rendered to match. Section 3.4 of the Residential Extensions SPD refers to front extensions and porches, which is relevant to this proposal as it is visible from the front street-scene, albeit at the side of the property. The SPD states:

“The roof pitch of the extension should relate the existing house, to help integrate the addition with the existing building.”

24. The negotiated amendments would now secure a reduction in the flat roof eaves height by 210mm, such that the guttering and bargeboard would match with the existing bungalow eaves and guttering, making a much more cohesive finish to the development. Secondly, the existing tall flat roof would also be replaced by a pitched Crown roof, on all 3 elevations, of a matching angle of pitch and roof tile, with the proposed roof angling away from the eaves in a more typical pitched roof, with tiled roof. It is now considered the combination of these amendments would ensure the extension relates considerably better to the existing dwelling, in accordance with the SPD, and reduce its current detrimental impact upon the broader street scene, particularly from Avebury Avenue.
25. With regards to ensuring such works are undertaken in a timely manner and bearing in mind the amount of time since these works were undertaken, then a specific condition (No4) is recommended to ensure these works are undertaken, within 6 months of the date of this consent, assuming current Covid 19 circumstances allow for this.
26. A further condition (No2) is also recommended to ensure the materials, including roof tiles closely match the existing bungalow. Provided these works are undertaken then it is considered that the proposed extension would integrate considerably better with the existing property and character of the area, and would not conflict with the Residential Extensions SPD or Policy CS41 in this respect.

Impact on neighbouring residents:

No9 Austen Avenue:

27. The extension does fill most of the area between the original bungalow and the rear boundary wall, but set in between 1m and 600mm, due to the slight angle with the boundary with No9. Originally there was a detached garage within this area, which has been demolished and replaced with this extension. However, there is a driveway between this wall and the flank wall of No9, providing a reasonable degree of separation, and also there are no main habitable windows in this side wall either.
28. With this in mind, and having inspected the existing extension from the garden and driveway of No9 Avebury Avenue, the existing taller flat roof, bargeboard and guttering is clearly visible above the brick wall of this neighbour, and this is an understandable concern, as it is currently too in relation to No3 Austen Avenue, as discussed below. However, as discussed, the amended plans now show proposed alterations to the as-built development, and an agreed reduction in height of the eaves, by at least 210mm, which more logically will line up with the existing bungalow eaves, and will collectively reduce the amount of wall and roof that is clearly visible from these neighbours.
29. Most importantly, the guttering and eaves would not be as visible or prominent above the wall to No9 Avebury Avenue, and as discussed, there are no main habitable room windows facing towards the extension.
30. Provided the works to the roof are implemented as shown on the amended plans, it is considered that the new roof would not dominate or overshadow this neighbour.
31. Regarding the concerns about the ‘workshop’ use, this is a domestic situation and so any such use would be ancillary to the enjoyment of the dwellinghouse, and clearly if at some point it becomes a noise issue, then a potential complaint could be raised to

Environmental Health in the usual way. The more recent objection refers to the extension being used for habitable accommodation rather than a garage, and although it might be used as a workshop for hobby purposes, this is clearly ancillary to the enjoyment of the dwellinghouse. Condition (No3) is recommended to ensure this workshop is used for purposes purely ancillary to the use of the main dwellinghouse.

32. With regards the issue of a door in the south west corner and potential noise, particularly if the workshop were an issue, then any potential noise issues would be covered by separate Environmental Health legislation in the usual way, should such an issue arise.
33. With regards potential overlooking, as discussed earlier, the door is situated behind an existing higher boundary brick wall between it and No9 Avebury Avenue and therefore realistically residents using this door would be purely using it as an emergency exit onto a narrow passageway, and this passageway then leads down the side of the property to the front of the bungalow, alongside either No9 Avebury Avenue or No3 Austen Avenue. It is a single storey development and would not create any overlooking concerns.

No3 Austen Avenue:

34. The same issues highlighted in respect of No9 Austen Avenue are equally applicable to No3 Austen Avenue, and it is acknowledged the extension extends along the majority of their south eastern side boundary, but existing hedging and a 1.8m high fence partially screens the existing higher extension along most of this boundary, and the proposed reduction in the height of this flank wall, then with a pitched Crown roof above would then pitch away from their boundary too. Although the overall Crown roof would be higher, at 2.9m, this new roof would slope away from the boundary, with the higher Crown roof being set in from the boundary approximately 1.5m away.
35. It is acknowledged that the extension will be visible and have some impact to this neighbouring property, but it is considered that the single storey scale of the development, and the existing hedge and fence, which also partially screens the extension, would reduce any potential adverse impact to an acceptable degree.
36. For these reasons, it is considered the extension would not adversely the amenities of neighbours to a materially harmful degree, or conflict with Policy CS41 in this regard.

Living conditions for future occupants:

37. The quality of the internal living space of the extended property would be acceptable with open plan kitchen and dining room, plus separate utility room, all served by reasonable sized windows and in the case of the new kitchen, new double patio doors.
38. Therefore, this scheme would be acceptable in terms of the welfare and living conditions of the future occupiers of the extended dwelling, in accordance with CS41.

Parking/Traffic/Highway safety:

39. The proposed development would not adversely affect highway safety and/or parking provision with continued on site space for 3 – 4 cars, to the front of the property, with an access from Austen Avenue.

Waste & recycling management:

40. There are no waste matters associated with this scheme as the property would remain a single but larger family 'unit'.

Summary

41. It is acknowledged that the existing as-built flat roof extension, whose detrimental appearance is exacerbated by the higher and more prominent white bargeboard and guttering, clashes awkwardly with the existing pitched roof. Original plans merely sought to retain this as-is. However, amendments secured through this application now show a reduction in height of the wall and flat roof, along with a new pitched Crown roof of the same angle and matching eaves, guttering and roof tiles (Subject to further approval).
42. Provided such amendments are implemented it is considered the reduced extension would no longer adversely affect the broader street scene and character of the area.
43. With regards to neighbours, the objections to the as-built extension are recognised, however with the new lower eaves and pitched roof, which provides a more conventional design and slopes away from the respective boundaries to both neighbours. The workshop and noise issue, should they arise in the future will clearly be covered by separate Environmental Health legislation, however it is considered that the impact of the single storey extension, once work had been completed in accordance with the approved plans, would not be materially harmful to No9 Avebury Avenue and No3 Austen Avenue.
44. for the reasons set out above the proposal would not adversely affect these neighbours and their amenities and accordance with Policy CS41 is achieved.

Planning Balance

45. Therefore, having considered the appropriate development plan policy and other material considerations, including the NPPF, (as amended) it is considered that subject to compliance with the conditions attached to this permission, the proposed development would be in accordance with the Development Plan, would not materially harm the character or appearance of the area or the amenities of neighbouring and proposed occupiers and would be acceptable in terms of traffic safety and convenience. The Development Plan Policies considered in reaching this decision are set out above.

Recommendation

GRANT permission with the following conditions, which are subject to alteration/addition by the Head of Planning Services provided any alteration/addition does not go to the core of the decision:

- 1. Development to be carried out in accordance with plans as listed:**

The development hereby permitted shall be carried out in accordance with the following approved plans: Drawing Nos: '1 Austen Avenue' Revision U (Received 22nd December 2020.)

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

2. Materials to match

Notwithstanding the details included on the application form the materials and colours to be used in the construction of the external surfaces of the extension hereby permitted shall match the elevation(s) to which the extension is to be added and such work shall be completed prior to occupation of the development granted by this permission.

Reason: To ensure a satisfactory visual relationship between the existing and the new development in accordance with Policy CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

3. Use ancillary to Dwellinghouse

The workshop accommodation hereby permitted shall not be occupied and/or used other than for purposes ancillary to the residential use of the main dwellinghouse at 1 Austen Avenue.

Reason: To preserve the character of the area in the interests of the amenities of the locality and in accordance with Policy CS41 of the Bournemouth Local Plan: Core Strategy (October 2012).

4. Time limit for implementation

The roof shall be constructed as shown on the approved plans and made good within six months of the date of this consent to the satisfaction of the Local Planning Authority, unless otherwise agreed in writing with the Local Planning Authority.

Reason: To preserve the character and appearance of the area, in accordance with Policy CS41 of the Bournemouth Local Plan: Core Strategy (2012).

Background Documents:

Case File – ref 7-2020-26242-B

NB For full details of all papers submitted with this application please refer to the relevant Public Access pages on the council's website.

Background Documents