

ITEM

Application Reference	DC/071032
Location:	435 Chester Road Woodford Stockport SK7 1QP
PROPOSAL:	Two storey rear extension, loft conversion including formation of gable roof, with front and rear dormers.
Type Of Application:	Householder
Registration Date:	26.09.2018
Expiry Date:	15.03.2019 (EOT)
Case Officer:	Callum Coyne
Applicant:	Mr A Muddiman
Agent:	LHG Projects

DELEGATION/COMMITTEE STATUS

The application should be referred to the Planning & Highways Regulations Committee as the application relates to a departure from the Statutory Development Plan.

DESCRIPTION OF DEVELOPMENT

This application proposes to demolish the existing single storey outbuildings to the rear of the property and seeks permission to erect a two-storey rear extension with a pitched roof design. The proposal would extend 8.4 metres beyond the rear elevation of the original dwelling which would match the depth of the existing single storey rear extension.

The applicant also proposes a loft conversion to create a second floor, which includes a hip to gable roof alteration, front, and rear dormer windows. The front dormer extension would be set below the existing ridgeline have a pitched roof design, positioned centrally within the roof slope, whilst the proposed rear dormer would have a flat roof design.

SITE AND SURROUNDINGS

The existing dwelling is an end of terrace property located to the southern side of Chester Road beyond the junction with Moor Lane and located in close proximity to the roundabout, which leads into Woodford Garden Village, the housing development being currently constructed on the former Woodford Aerodrome site.

The rear boundary of the site backs onto the Woodford Garden Village site. The adjoining semi to the east has constructed a dormer window to the front and rear of the existing dwelling and a part two-storey, part single storey rear extension. Both the dormers and the rear extensions have a flat roof design.

The application site is mixed use. The host dwelling is a terrace of four properties. The neighbouring dwelling to the east, no. 431 Chester Road has constructed a front

and rear facing flat roofed dormer. The ground floor is a commercial unit whilst the first floor is a residential apartment.

POLICY BACKGROUND

Section 38(6) of the Planning and Compulsory Purchase Act 2004 ("PCPA 2004") requires that planning applications be determined in accordance with the development plan unless material considerations indicate otherwise.

The Development Plan includes-

- Policies set out in the Stockport Unitary Development Plan Review adopted 31st May 2006 which have been saved by direction under paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004; &
- Policies set out in the Stockport Local Development Framework Core Strategy Development Plan Document adopted 17th March 2011.

Saved policies of the SUDP Review

LCR1.1: LANDSCAPE CHARACTER AREAS

LCR1.1a THE URBAN FRINGE INCLUDING THE RIVER VALLEYS

GBA1.1: EXTENT OF GREEN BELT

GBA1.2: CONTROL OF DEVELOPMENT IN GREEN BELT

GBA1.5: RESIDENTIAL DEVELOPMENT IN GREEN BELT

CDH1.8: RESIDENTIAL EXTENSIONS

LDF Core Strategy/Development Management policies

SD-2: MAKING IMPROVEMENTS TO EXISTING DWELLINGS

H-1: DESIGN OF RESIDENTIAL DEVELOPMENT

CS8: SAFEGUARDING AND IMPROVING THE ENVIRONMENT

SIE-1: Quality Places

SIE-3: Protecting, Safeguarding and enhancing the Environment

Supplementary Planning Guidance

Supplementary Planning Guidance does not form part of the Statutory Development Plan; nevertheless, it does provide non-statutory Council approved guidance that is a material consideration when determining planning applications.

'Extensions and Alterations to Dwellings' Supplementary Planning Document (adopted in February 2011) states that the issue of design is a highly important factor when the Council assessed proposals for extensions and alterations to a dwelling. The Council require all development to be designed to a high standard in order that it makes a positive contribution to the provision of an attractive built environment.

This does not mean that a new development has to exactly replicate the style and character of the existing building or its locality, but it should be harmonious with what is already there. The character of an area is reflected in the layout, massing, scale, height, style and materials of buildings and the spaces around them.

Any extension or alteration to a property should:-

- Respect the form, shape, symmetry and proportions of the existing dwelling and compliment the character of the surrounding area (DESIGN)

- Generally appear subordinate in relation to the existing dwelling in terms of massing, scale and overall appearance (SCALE)
- Respect the architectural integrity of the existing dwelling. External materials and finishes should be durable and of good quality. They should be visually appropriate for their surroundings and sympathetic in terms of colour, texture and detail in relation to the existing dwelling (MATERIALS).

Special attention should be given to matters such as siting, scale, height, massing, detailed design and appropriate use of materials. The Council wishes to protect the boroughs buildings and residential areas from unsympathetic changes by ensuring that new extensions are designed in context with their surroundings.

The SPD also states that special attention should be given to matters such as siting, scale, height, massing, detailed design and the appropriate use of materials. It will generally be necessary to use specialist building techniques, traditional materials and comparable architectural detailing which reflect the special quality of the building and surrounding area.

Front dormer extensions should:

- Be designed to be in proportion to the roof and set into the roof slope so that they are not a dominant feature, small dormers set below the existing ridge line are likely to be more acceptable.
- Have a pitched roof, flat roof dormers added to pitched roofs look out of place and are generally unacceptable.
- Echo the window design and attempt to align vertically with the fenestration below.
- Be constructed from materials to match the existing roof. i.e. clad in tiles / slates matching the colour and texture of the existing roof. Dormers clad in UPVC or board are unlikely to be acceptable.
- Not result in undue overlooking of a neighbouring property.

With regards hip to gable roof extensions, planning permission is not likely to be granted in areas where hipped roofs predominate due to the adverse impact on the street scene this may cause.

Where a two-storey rear extension or first floor rear extension is proposed, these should be avoided where they would be sited adjacent to a party boundary, particularly on the south facing side. Individual circumstances will influence the acceptability of such extensions but ideally, they should be sited away from the boundary to ensure the outlook of neighbouring properties is not overly harmed and an unacceptable loss of daylight is not experienced.

Extensions that cause an unacceptable loss of privacy or outlook to neighbouring properties, or look out of keeping with the character of the street, will be refused.

National Planning Policy Framework

The National Planning Policy Framework (NPPF) initially published on 27th March 2012, subsequently revised and published on 24th July 2018 by the Ministry of Housing, Communities and Local Government sets out the government's planning policies for England and how these are expected to be applied. The revised National Planning Policy Framework will be a vital tool in ensuring that we get planning for the

right homes built in the right places of the right quality at the same time as protecting our environment.

N.B. In respect of decision-taking the revised NPPF constitutes a “material consideration”.

Para.1 *“The National Planning Policy Framework sets out the Government’s planning policies for England and how these should be applied”.*

Para.2 *“Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise”.*

Para.7 *“The purpose of the planning system is to contribute to the achievement of sustainable development”.*

Para.8 *“Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):*

- a) an economic objective*
- b) a social objective*
- c) an environmental objective”*

Para.11 *“Plans and decisions should apply a presumption in favour of sustainable development.*

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole”.

Para.12 *“.....Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed”.*

Para.38 *“Local planning authorities should approach decisions on proposed development in a positive and creative way..... Decision-makers at every level should seek to approve applications for sustainable development where possible”.*

Para.47 *“Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing”.*

Para.124 *“The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”.*

Para.130 *“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development”.*

Para.133 *“The Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence”.*

Para.143 *“Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances”.*

Para.144 *“When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. “Very special circumstances” will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations”.*

Para.145 *“A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:*

c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;

Para.153 states *“In determining planning applications, local planning authorities should expect new development to:*

a) comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and

b) take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption”.

Para.213 *“existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)”.*

Planning Practice Guidance

The Planning Practice Guidance (NPPG) is a web-based resource which brings together planning guidance on various topics into one place (launched in March 2014) and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

RELEVANT PLANNING HISTORY

No relevant planning history.

NEIGHBOUR'S VIEWS

The owners/occupiers of two surrounding properties were notified in writing of the proposal. The neighbour notification expired on 26th October 2018 and no comments or letters of representation were received.

Furthermore, a site notice was erected on the 19th of December to notify local residents that the proposed development would result in an inappropriate addition to the original dwelling and therefore would be a departure from the Council's Development Plan. No letters of representation were received.

CONSULTEE RESPONSES

Not applicable.

ANALYSIS

Green Belt

Saved UDP Policy GBA1.2 states that there is a presumption against the construction of new buildings within the Green Belt unless it is for certain purposes including limited extension and alterations to existing dwellings where the scale, character and appearance of the property are not significantly changed.

Saved UDP policy GBA1.5 states that proposals relating to existing residential uses may be permitted in certain cases, including alterations and extensions where the scale, character and appearance of the property would not be significantly changed.

The supporting text to these policies advises that the interpretation of significant change will vary according to the character of the property but as a general guideline, extensions that increase the volume of the original dwelling by more than approximately one third are unlikely to be acceptable.

The NPPF was published in 2012 and revised earlier this year (July 2018), post-dates the UDP Review and sets out the Government's most up to date policy position in relation to development in the Green Belt. The NPPF confirms that inappropriate development is harmful to the Green Belt and should not be approved other than in 'very special circumstances' (para 143). A local planning authority should regard the construction of new buildings as 'inappropriate' in the Green Belt; exceptions to this are (amongst other matters) the extension and alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building (para 145c).

A supporting statement has been submitted by the applicant which includes calculations relating to the volume increase proposed by this application. These figures advise that the proposal would result in 48% increase in volume of the existing dwelling.

Whilst there is no definition in the NPPF as to what a disproportionate increase might be, the proposed development would clearly exceed the one third increase referenced as appropriate in the supporting text to GBA1.2 and GBA1.5. As such the development is inappropriate in the Green Belt, contrary to GBA1.2, GBA1.5 and para 145c of the NPPF and can only be approved where 'very special circumstances' are demonstrated.

The material test to the acceptability of proposals within the Green Belt is the impact of the siting, size and scale of the proposal on the character and appearance of the existing dwelling and on the overall openness of the Green Belt. The supporting planning statement outlines a number of very special circumstances in support of this application will be taken into consideration as part of this Green Belt assessment. They can be summarised as follows;

- The proposed extension is located to the rear of the existing building and there are examples within the existing streetscene of similar large extensions constructed also Chester Road. The proposed development replicates similar extensions that have been constructed to the rear of the neighbouring property to the west no. 433 Chester Road.
- In terms of volume increase over the original dwelling, the proposed extensions constructed to the adjoining neighbour, no. 433 Chester Road is estimated at a 41%.
- Whilst the proposed extension is slightly larger than the existing extensions constructed at no. 433 Chester Road, it is considered that the pitched roof design of the two-storey rear extension helps soften the appearance (in terms of design) and makes a positive contribution to the overall character of the building.
- The property has permitted development rights which provide a fallback position for further development in the form of a hip-to-gable conversion and the provision of a front and rear dormer, the volume increase is 49.2 cubic metres, just under the permitted development threshold of 50 cubic metres (for attached properties).

The above circumstances are noted, however with specific reference to the final point, i.e. permitted development, the supporting statement is incorrect. Given the existing dwelling has commercial use at ground floor level, the existing first floor residential apartment cannot avail of permitted development rights, as PD rights do not apply to flats or maisonettes. On this basis, any further extensions to the property would require the submission of a planning application, therefore the proposed justification within the supporting statement with regards very special circumstances is not valid in this specific instance based upon the current use of the property.

Notwithstanding this, it is accepted that the site is located within a suburban area albeit formally located within a Green Belt designation as defined by the UDP Proposals Map. There are many other residential properties, some of which have been significantly extended in the past, including the neighbouring property to the east no. 433 Chester Road.

Furthermore, it is acknowledged that to the immediate south of the application site planning permission was granted for a residential-led, mixed-use development on the former Woodford Aerodrome comprising up to 950 dwellings, a primary school, employment provision, community facilities, landscaping, access and associated infrastructure. Therefore when viewed in the context of this significant development, it is not considered that the proposal will harm the openness of the Green Belt.

For these reasons, on balance it is considered that 'very special circumstances' can be demonstrated in this specific instance that justify the development and outweigh the harm to the Green Belt.

On the basis of the above assessment, the proposal is considered acceptable in relation to residential development within the Green Belt and therefore accords with the National Planning Policy Framework.

Design

The Council's Extensions and Alterations to Dwellings SPD states that hip to gable roof extensions would not be appropriate in areas where hipped roofs predominate, whilst rear dormers should be designed to be in proportion to the roof instead of dominating the roof scene.

The proposed rear dormer extension would have a flat roof design however given its position to the rear of the dwelling, the proposal would not be widely visible from along Chester Road and therefore would not result in a dominate feature within the streetscene.

The Council's SPD desing guidance states that front dormer extensions should be set below the existing ridge line and have a pitched roof design. The proposed dormer would align vertically with the fenestration below and be constructed from materials to match the existing roof.

The proposed front dormer extension would be widely visible within the streetscene however, in comparison to the existing flat roof dormer extension at no. 431 Chester Road, the proposed front dormer would have a pitched roof design and would be smaller in size. Given this, it is considered that the proposed front dormer, would not dominate the existing roof scene.

With regards the proposed hip to gable extension, it was noted during the officer site visit that there are a variety of housing types and commercial properties within the local area and varied roof designs. Furthermore, there are examples within the streetscene of a pitched gable roof design.

Given the application site is located within a residential area of varied design and roof heights, it is considered that, in this specific instance, hipped roofs do not predominate within the streetscene, therefore the proposal, on balance is considered acceptable on design grounds.

It is acknowledged that the size, scale and bulk of the existing dwelling would increase in size, however for the reasons outlined above it is considered that the proposal would not result in an unsympathetic change as the proposed extension would be designed in context with its surroundings and the materials would match that of the existing dwelling.

The proposal therefore accords with saved policy SIE-1 of the adopted Stockport Core Strategy DPD, saved policy CDH1.8 of the Stockport Unitary Development Plan Review, the guidelines set out in the 'Extensions and Alterations to Dwellings' SPD and the National Planning Policy Framework.

Residential Amenity

The proposed front and rear dormer windows and the proposed windows within the two-storey rear extension property would not result in any overlooking to neighbouring properties.

Furthermore, it is considered that the proposed hip to gable roof extension would not have any negative impact upon the amenity of neighbouring occupiers in terms of loss of overlooking or loss of privacy.

As such, the proposed extension accords with saved policy CDH1.8 of the Stockport Unitary Development Plan Review, policy SIE-1 the adopted Stockport Core Strategy DPD the guidelines set out in the 'Extensions and Alterations to Dwellings' SPD and the National Planning Policy Framework.

SUMMARY

The proposal represents a volume increase of approximately 48% to the original dwelling; the proposal is therefore considered a departure from the Council's Development Plan and para 145 of the NPPF. Whilst the proposal constitutes inappropriate development, it is considered that the case for very special circumstances is sufficient to outweigh harm by reason of inappropriateness.

The proposal would not unduly impact upon the residential amenity of the surrounding properties in accordance with UDP policy CDH1.8 and Core Strategy policy SIE-1.

The general design of the proposed development is, on balance, considered acceptable in terms of its relationship to the existing dwelling, the character of the street scene and the visual amenity of the area in accordance with UDP policy CDH1.8 and Core Strategy policy SIE-1.

Other material considerations such as the Extensions and Alterations to Dwellings SPD and the NPPF have also been considered and it is judged the proposal also complies with the content of these documents.

On balance, the proposal amounts to Sustainable Development, consequently it is recommended that permission be granted subject to appropriate planning conditions.

RECOMMENDATION GRANT subject to conditions

BRAMHALL AND CHEADLE HULME SOUTH AREA COMMITTEE 31ST JANUARY 2019

The Planning Officer introduced the application. Members considered the report and agreed the recommendation.