

## **DELEGATED REPORT / CASE OFFICER'S ASSESSMENT**

**Ref No:** ST/0917/18/HFUL  
**Proposal:** Remove existing rear dormer and construct new bathroom and dressing room extension over existing rear offshot.  
**Location:** 2 Front Street  
East Boldon  
NE36 0SN

**Site Visit Made:** 19/04/18, 16/10/18

### **Relevant policies/SPDs**

- 1 DM1 - Management of Development
- 2 DM6 - Heritage Assets and Archaeology
- 3 SPD9 - Householder Developments
- 4 SPD15 - East Boldon Conservation Area Management Plan - Adopted April 2009
- 5 SPD21 - Locally Significant Heritage Assets

### **Description of the site and of the proposals**

#### **Site and Surroundings**

This application seeks planning permission for the proposed construction of a new second floor extension to the rear of 2 Front Street, East Boldon. 2 Front Street is situated in a prominent end terrace location, situated on the corner of a terraced block on Front Street (historically known as Lorne Terrace), and Grange Terrace, which runs to the side of the property. The terrace is populated by residential properties, with commercial premises located beneath the residential property, fronting onto Grange Terrace.

Lorne Terrace is one of the earliest examples of Victorian housing on Front Street, and remains an excellent example of Victorian housing within this area, with much of the terrace, including the application property largely retaining its abundant detail and original character, although 12 Front Street, situated in a less prominent location at the opposite end of the terrace, has been stripped of its detail somewhat. The terrace is situated within the East Boldon Conservation Area, and is also locally listed, and protected by an Article 4 direction that withdraws permitted development rights in respect of extensions, to allow the LPA to carefully manage the property's appearance and the impacts of any additional development on the character and significance of East Boldon Conservation Area. The Conservation Area Management Plan notes that the quality of groups like Lorne Terrace shows that the village's Victorian growth is as much a part of its special architectural and historic interest as the earlier buildings. The properties on Grange Terrace are a row of estate cottages built in the extensive grounds of The Grange, East Boldon's largest Victorian Villa (now demolished) also covered by a local listing and an Article 4 direction.

## Planning History

This planning application follows the submission of planning application (ST/0353/18/HFUL), which was refused planning permission, with an appeal against the decision dismissed by the Planning Inspectorate (APP/A4520/D/16/3205898). The previously submitted proposal sought to erect a hipped roof extension, with a slanted/angled ridge, building above the existing roof level of the existing two-storey rear outrigger, adding an additional floor, and extending by up to 4 metres from the rear wall of the property. This involved raising the height of that part of the property by up to 3 metres, but remaining below the ridge height of the main dwelling. The extension was proposed to replace a much smaller slate-clad dormer extension, which was not an original feature of the property.

Those proposals were amended during the application, following discussions, to reduce the massing of the proposed extension to an extent, but it was not considered that the proposals preserved or enhanced the character and significance of the locally listed buildings at 2 – 12 Front Street (Lorne Terrace), or the East Boldon Conservation Area and its setting, and that the development amount to less than substantial harm within the Conservation Area without public benefits to outweigh the harm.

## Current Application Proposals

The plans put forward for determination as part of the current application proposal seek to add a second floor hipped roof extension, building above the rear outriggers, extending across approximately a third of the width of the property (2.2m width; 2.6m including eaves overhang). The eaves of the extension would be set marginally below the eaves height of the main property, while the ridge height of the extension would be circa 0.6 metres higher than the eaves. This extension would accommodate a new second floor bathroom. The proposals would also increase the height of the gable facing onto Grange Terrace by up to 0.9 metres, to accommodate a walk-in wardrobe/dressing room addition attached to the existing bedroom.

NB. The proposals originally put forward (now amended by plans received 29/10/18) in the current application have again been revised during the course of the application process. More substantial alterations were initially proposed, including a wider and taller hipped roof extension and more significant changes to the gable and its roof form, including relocation of the existing corbel. Officers provided feedback advising that it was not considered that this particular iteration of the proposals preserved or enhanced the character and significance of the locally listed buildings or the Conservation Area.

## Publicity / Consultations (Expiry date – 06/11/2018)

### **1) Neighbour notification/press/site notice responses – None received**

The East Boldon Neighbourhood Forum was also notified of the proposals (response provided 26/10/18 on the plans originally submitted). They raised no objection to the proposals, considering that the application had modified the scheme from the previous application to ensure that it has minimal impact on the Conservation Area.

### **2) Other Consultee responses**

Historic Environment Officer (26/04/18) – Response provided on plans originally submitted

*The above property lies within the East Boldon Conservation Area. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places an obligation on decision makers to pay special regard to the desirability of preserving or enhancing the character or appearance of conservation areas.*

*Lorne Terrace is some of the first and best Victorian housing on Front Street and is locally listed. The terrace forms a richly decorated, atmospheric group with their two storeys imaginatively built into the sloping site, appearing from Front Street to be single storey cottages. The detailing is abundant and no. 2 has been previously well restored. The two end units are larger and emphasise the gables. Unfortunately no. 12 has been comprehensively stripped of its detail but no. 2 remains a fine example of its time. A small replica traditional shopfront completes the scene.*

*On balance, I am of the view that the proposed alterations to the roofline would be harmful to the heritage significance of the property and the contribution it makes to the character and appearance of the conservation area. This is a prominent corner site and any proposed development should respect the overall appearance and proportions of the existing building as well as the surrounding built form. Any future proposals should be kept below the eaves level of the main roof, as per nos. 4 and 6 Lorne Terrace. Alternatively, it may be possible to introduce a small dormer to the roof similar to that of the next door property. This would avoid the loss of the original corbel detailing and would avoid fundamental alterations to the roof slope.*

*Change is inevitable and it is quite often possible to adapt historic buildings in response to modern day needs in a way that conserves and enhances. However, physical change in conservation areas should always be founded on a detailed understanding of the historic and urban design context. I would be open to the introduction of a single dormer to the roof slope, in keeping with that seen in the adjacent property. However, as it stands I am unable to support the current proposals.*

Historic Environment Officer (29/10/18) – Response provided on revised plans received 29/10/18

*I am of the view that the revised proposals are more in keeping with the property and its setting. As such, the proposed development would have a neutral impact and I therefore have no objections to the proposal.*

## **Relevant Planning Policy and Guidance**

### **Local Development Framework Development Management Policies (adopted December 2011)**

#### **Policy DM1 Management of Development**

In determining all applications under the planning Acts we will ensure that, where relevant:

A the development, including new buildings, extensions, and alterations to existing buildings, is designed to convey a sensitive consideration of its surroundings, and where possible enhance its local setting and reinforce local identity, having particular regard to scale and proportions, alignment, form, use of materials and architectural detailing;

B the development is acceptable relation to any impact on residential amenity;

#### **Policy DM6 Heritage Assets and Archaeology**

We will support development proposals that protect, preserve and where possible enhance the historic, cultural and architectural character and heritage, visual appearance and contextual importance of our heritage assets and their settings, including:

B the following Conservation Areas, including their historic settlement cores, distinctive open spaces and boundary walls:

iii) East Boldon;

## **Local Development Framework Supplementary Planning Document 9: Householder Developments (adopted December 2010)**

In terms of encouraging good design, section 3 'General Design Guidance and Objectives' notes that in assessing extensions it is important that 'the visual impact of the proposal on the dwelling and its immediate neighbourhood is acceptable and that high standards of urban design are achieved'.

The proposals seek to create a third storey and involve an extension to the rear, but also building above the existing roof slope of the outrigger. The guidance in section 8 (Rear Extensions) and section 11 (Roof Extensions and Dormer Extensions) are therefore both considered relevant. However, the specific guidance in these sections is tailored towards more typical single storey and two-storey rear extensions, and dormer roof extensions, which are not directly applicable to this proposal. It is appropriate that this application is judged primarily against policies DM1 and DM6 and against the general design principles set out in section 3 of SPD9.

## **Local Development Framework Supplementary Planning Document 15: East Boldon Conservation Area Management Plan (adopted April 2009)**

This document provides a framework for managing the Conservation Area, and is informed by the East Boldon Conservation Area Character Appraisal (February 2006). The following policy relates specifically to alterations to buildings within the Conservation Area:

### **Policy CA-EB3 Alterations to Buildings**

Proposals involving the alteration of buildings within the Conservation Area must be appropriate in terms of scale and design. Materials must respect the age and character of the building. Proposals that are considered detrimental to the character and appearance of the building or the wider Conservation Area will be resisted.

## **Local Development Framework Supplementary Planning Document 21: Locally Significant Heritage Assets (adopted November 2011)**

This document lists locally significant heritage assets, and provides additional detail within a Technical Appendices Document

### **Assessment**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permission must be determined in accordance with the adopted development plan, unless material considerations indicate otherwise.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in the exercise (with respect to any buildings or other land in a conservation area) of any functions special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. If the impact of the proposal on the Conservation Area would be neutral this would be acceptable.

The main issues for consideration in the determination of this planning application are:

- Design of the proposal and its effect on visual amenity & heritage assets; and
- Effect on residential amenity

### **Design & impact on the host property, street scene & heritage assets**

The design and heritage issues are interlinked and are both considered in this section of the report.

The previous submission that was refused planning permission and dismissed on appeal was considered to fail to conserve or enhance the character and appearance of the Conservation Area and locally listed buildings within it. This which was considered to amount to less than substantial harm within the Conservation Area, without public benefits to outweigh the harm. The Inspector's decision highlighted three key areas of concern with the proposals, which were:

1. The fact that the proposed hipped roof would sit discordantly against the pitched roof of the rear of the terrace with its prominent gable end, appearing as modern, unsympathetic and 'jarring' when viewed in the context of Grange Terrace;
2. The massing and scale of the proposed extension failed to achieve a subordinate addition, and was considered to visually overwhelm the existing rear lean-to, exacerbated by the excessive height and width. The existing lean-to, in accordance with the principles of architectural hierarchy, is discrete and sits well below the main eaves;
3. The rear element, which was set at a slight angle to the main gable, would result in an awkward junction of the roof with the host building, appearing as a 'clumsy' addition.

The key considerations in the assessment and determination of this appeal proposal are whether conserve or enhance the character and appearance of the Conservation. In determining this, consideration of whether the proposal would overcome the three key points of concern identified is an important factor.

As already set out above, SPD9 provides detailed advice on the design of residential extensions. This document was adopted in December 2010 and updated in 2014 and it accords with the objectives of LDF policies DM1(A) and DM6 (Biii) which were adopted in December 2011. SPD15 sets out a management plan for the East Boldon Conservation Area, including guidelines for alterations to buildings, which is informed by a Character Appraisal for the area (February 2006). All of these documents are in line with the National Planning Policy Framework.

The plans now put forward for submission include a hipped roof extension to the roof at second floor level, clad with slate, with a red brick wall facing the neighbouring property at 4 Front Street. This is significantly smaller in terms of its scale and massing than the second floor extensions proposed in the previous application (ST/0353/18/HFUL) and the proposal initially submitted in this application.

The eaves height of the proposed extension would be situated so that it is level with the eaves height of the main dwelling. While the pitch of the roof pitch would be situated above the eaves of the main property, which is not ideal, as siting this below the eaves would result in an addition with a greater degree of subservience and a more secondary appearance, the majority of the structure would be below the eaves height of the main roof. It is also recognised that reducing the height of this further may potentially make it impossible to create the internal height to provide the additional bathroom at second floor level.

This element of the proposals is considered to be acceptable on balance, as it has a sufficiently subordinate appearance, and would not appear as an unsympathetic addition, and would not have an unacceptable 'jarring' impact, or appear as a 'clumsy' addition.

The application also seeks to raise the roof of the existing rear lean-to extension by just under a metre in height in order to accommodate the proposed internal space. This element of the proposal would remain below the eaves of the main property, enabling the lean-to to still replicate the existing roof pitch and replicating details such as the banding courses, and proposes the use of matching materials. Original detailing, such as the corbel detail at the eaves of the main roof, would remain in place and would not be affected in the manner that the previous proposals had suggested. While making no change in this respect would have less of an impact on the property's original character, it is recognised that making change is often inevitable and it is quite often possible to adapt historic buildings in response to modern

day needs in a way that conserves and enhances the historic environment. Physical change in conservation areas should always be founded on a detailed understanding of the historic and urban design context, and it is considered that this principle has been achieved in this instance.

Overall, the proposals are considered to maintain an aesthetic that is in keeping with the host property and wider surroundings, and consistent with the appearance of neighbouring properties on this locally listed terraced block.

It is considered that a planning condition requiring materials to be of a similar appearance to those used on the exterior of the main property would be essential in order to achieve a scheme that respects the historic and architectural character of the existing dwelling. Due to the sensitive and prominent location within the Conservation Area, the importance of the appearance of the natural slate, and the significant amount of slate that would be used in both the exterior of the raised lean-to roofslope and the roof and face of the roof extension, it is considered that this planning condition should also specify the use of a natural Welsh slate, in order to preserve the historic and architectural character of the building and surroundings. This has been agreed with the applicant's planning agent, and would avoid the need to require a slate sample for submission at a later date.

It is considered that the proposal would not cause harm amounting to 'less than substantial harm' (as referenced in NPPF paragraph 196) or greater to the significance of a designated heritage asset, the East Boldon Conservation Area. On balance, it is judged that the proposed extension would not cause an unacceptable negative impact on the visual amenity of the area, and would adequately preserve the character and significance of the identified features of the host property, the East Boldon Conservation Area and the setting of other locally listed buildings within the street scene. It is considered that the development would sufficiently convey a sensitive consideration of the surroundings and reinforce the local setting and identity. The proposals would therefore not conflict with policies DM1(A) and DM6(Biii) of the Local Development Framework Development Management Policies or the objectives of SPD9 and SPD15.

#### Residential amenities of neighbouring occupants

The increased massing added to the property by raising the lean-to roof and adding the second floor bathroom extension would have some potential to impact upon the residential amenities of the occupiers of neighbouring properties, which must be considered.

The closest property at 4 Front Street has the greatest potential to be affected. It is the outlook from the rear and side facing first floor windows that look towards 2 Front Street that would have the greatest potential to be affected by the proposed development. However, this is a wide opening, and, while the outlook would be reduced, it is not considered that the outlook would be significantly impacted upon, and particularly so now that the proposals have been reduced in scale from each of the previous proposals put forward. While there would be some increased overshadowing as a result of the proposals, it is not considered that this would be significant enough to justify the refusal of planning permission.

The first floor window in the rear elevation again appears to be already impacted upon by overshadowing/outlook impacts by development to both sides of that window, and may be worsened by the development but not significantly so. A sufficient outlook would be retained out from the rear dormer window at second floor level. Any outlook from this property at ground floor level is already diminished to a significant degree by structures to either side, and is already overshadowed to a significant degree, and it is not considered that the proposal would make this materially worse.

On balance, and having regard to the fact that no objections have been received by the occupiers of this property, it is considered that the proposal would not have such a significant impact in terms of outlook/overshadowing to justify the refusal of planning permission for this reason.

There may be slight additional overshadowing impacts towards 6 and 8 Front Street, and towards the properties on Grange Terrace, but it is considered that these impacts would be negligible. The properties on Grange Terrace are considered to be a sufficient distance away to ensure that the outlook of occupiers on in these properties would be adequately safeguarded.

The development would not result in any additional overlooking/privacy impacts, subject to the only new window in the rear elevation indicated as obscure glazed as proposed on the plans/confirmed by the agent in correspondence. A condition requiring obscure glazing can be included on any approval requiring obscure glazing to be provided and retained. However, this window serves a non-habitable room (bathroom) and replaces an existing non-habitable room (landing) window in roughly the same location. The window would also only face the closest properties on Grange Terrace at a very oblique angle, with other properties at a less oblique angle situated a significant distance away, significantly limiting any overlooking/privacy impacts. As the proposal is not considered to have an unacceptable impact in this respect, it is not considered that a planning condition requiring obscure glazing to be maintained would be necessary to prevent unacceptable overlooking towards windows on Grange Terrace and that such a condition would not meet the tests in paragraph 55 of the NPPF.

The closest property at 4 Front Street has a number of windows towards the rear of the property. None would be overlooked by the development, as the proposed extension would have a blank gable which would face towards that property.

It is considered that the proposal, for the reasons elaborated above, would be acceptable in relation to the impact on the residential amenities of the occupiers of the neighbouring properties, and would be in accordance with policy DM1 criterion B of the Local Development Framework Development Management Policies and Supplementary Planning Document 9.

### Summary

As has been concluded above, the proposed extension is considered, on balance, to be acceptable in respect of its effects on the visual amenity of the area, the character and significance of the locally listed buildings and the East Boldon Conservation Area and its setting. The application is recommended for approval, subject to conditions, for the reasons elaborated above.

In assessing this application due regard has been had to the requirement of section 149 of the Equality Act 2010.

### Recommendation

Grant Permission Householder with Conditions

### Conditions

- 1 The development to which this permission relates must be commenced not later than 3 years from the date of this permission.

As required by Section 91 of the Town and Country Planning Act 1990 and to ensure that the development is carried out within a reasonable time.

- 2 The development shall be carried out in accordance with the approved plan(s) as detailed below

1:200 Site/Roof Plan Proposed Rev A received 29/10/2018  
Drg No 0784/1650/158 Rev A received 29/10/2018  
Drg No 1 Rev A received 29/10/2018

Any minor material changes to the approved plans will require a formal planning application under S73 of the Town and Country Planning Act 1990 to vary this condition and substitute alternative plans.

In order to provide a procedure to seek approval of proposed minor material change which is not substantially different from that which has been approved.

- 3 The slate to be used in the external surfaces of the roof shall be a natural Welsh slate of a similar appearance to the slate used in the construction of the roof of the existing property. The other external surfaces of the development hereby permitted shall also be of similar appearance to those used in the construction of the exterior of the existing building on which the extension will form part. Unless otherwise agreed in writing by the Local Planning Authority pursuant to this condition.

To ensure a satisfactory standard and quality of development in terms of materials and detailing, in the interests of visual amenity and preservation of the historic environment, in accordance with South Tyneside Local Development Framework Development Management Policies DM1 and DM6.

### **Informatives**

- 1 In dealing with this application the Council has implemented the requirements of the National Planning Policy Framework to seek to approve applications for sustainable development where possible.

**Case officer: Chris Stanworth**

**Signed:**

**Date: 08/11/18**

**Authorised Signatory:**

**Date:**

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