

Development Control Committee 18 November 2020

Planning Application DC/20/1063/HH – 60 The Street, Barton Mills

Date registered:	8 July 2020	Expiry date:	2 September 2020 EOT 20 November 2020
Case officer:	Alice Maguire	Recommendation:	Refuse application
Parish:	Barton Mills	Ward:	Manor
Proposal:	Householder Planning Application - (i) Garage (ii) vehicular driveway improvements		
Site:	60 The Street, Barton Mills, IP28 6AA		
Applicant:	Les Belsberg		

Synopsis:

Application under the Town and Country Planning Act 1990 and the (Listed Building and Conservation Areas) Act 1990 and associated matters.

Recommendation:

It is recommended that the committee determine the attached application and associated matters.

Contact Case Officer:

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Background:

This application is presented to the Development Control Committee following consideration at the Delegation Panel on the 20 October 2020.

It was presented to the Delegation Panel due to the support from the Parish Council. The application is recommended for REFUSAL.

Proposal:

1. Planning permission is sought for one detached garage and vehicular driveway. The proposed garage is two bay, and measures 6.500 metres in depth, 13.400 metres in length, with a height to the eaves of 3.300 metres and an overall height of 5.800 metres. There is an existing access and driveway into the site, which is proposed to be resurfaced.
2. The proposed garage will be within the residential curtilage of No. 60, The Street, Barton Mills. It will be located in close proximity to the western boundary of the site in front of the existing dwelling. It will be set back approximately 14 metres from the front boundary and highway.
3. Amended plans were provided by the agent on 10 September 2020, showing amended elevations, floor plans and a block plan. They were submitted to show the reduction in height of the garage, following concern raised by officers. The height was reduced from 6.600 metres, to 5.800 metres, representing a reduction of 0.800 metres in height.

Application supporting material:

4.
 - Location Plan
 - Covering Letter
 - Application Form
 - Design and Access Statement
 - Existing Elevations
 - Proposed Garage Plans

Site details:

5. The application site comprises of a detached, modern infill property located within the Barton Mills settlement boundary. Access is achieved to the site from The Street. The property is also located centrally within the Conservation Area.

Planning history:

6.

Reference	Proposal	Status	Decision date
F/2012/0245/HOU	Erection of detached double garage with Media Room/Gym over	Refuse	4 October 2012
F/88/228	Two storey side extension	Approve with Conditions	17 May 1988

Representations:**Parish Council:**

20.07.2020:

7. "Barton Mills Parish Council support the application DC/20/1063/HH at 60 The Street, Barton Mills".

Ward Member:

8. Councillor Brian Harvey requested that the application was referred to Development Control Committee at Delegation Panel on 20 October 2020.

Conservation Officer:

9. Comments received 28:08:2020:

"60 The Street is located with the heart of Barton Mills conservation area, where low density and dominance of the landscape is a key characteristic. Whilst the application site is clearly a modern infill it sits on a generous plot and alongside its immediate neighbours is set back from the road providing a large open front garden, the open and spacious nature of which, can be glimpsed and appreciated from the public realm. 60 The Street, together with its immediate neighbours either side, largely consumes the width of the plot. Garaging is typically integral and to the side, either aligned with the front elevation or in a slightly forward position. Garaging forward of the front elevation typically diminishes in scale with the level of projection beyond the principal elevation being relatively minor. Consequently, the open spacious character of 60 The Street as seen with its immediate neighbours remains uninterrupted by significant development. No 60 The street is a two storey modern house with an integral garage to east stepping down to single storey to the west. This reduction in scale helps to reduce any adverse effects on the open spacious character when consuming the width of the plot. It is understood the existing garage has been converted to a large plant room and the proposed garage is to replace the provision lost. The proposed garage is located forward of the principal elevation, and due to its bulky form will largely obscure and dominate the single storey structure behind. This together with its prominent location forward of the principal elevation will compromise the otherwise uninterrupted spacious character of the large front gardens enjoyed by 60 The Street and its immediate neighbours affording undue prominence to an ancillary structure forward of the principal elevation. The scale height and massing of the building in a prominent location forward of the principal elevation of the host dwelling will allow undue prominence to an ancillary structure whilst compromising the open spacious character of this particular part of the conservation area, failing to either preserve or enhance the character or appearance of the conservation area. Whilst I appreciate there may be examples of garages located forward of the principal elevation I do not believe they are comparable to this proposal, due to the constraints of this particular site, its relationship with the host dwelling and the overly bulky form".

10. Comments received 16:09:2020:

"I do not believe the proposed amendments address my concerns raised due to prominent location forward of the principal elevation and the continued undue prominence of an ancillary structure compromising the open spacious character of this particular part of the conservation area".

Neighbour representations

11. One representation was made from a neighbouring resident, at 25 The Street. Their comments are below:

'All houses from 56-66 The Street, Barton Mills are set back from the road providing for the eye-catching, easy flow of an area appreciated by the public. All of the above houses have uninterrupted developments and lend a sense of calm and spaciousness to those passing by. The proposed plan would be an eye-sore and would restrict light in the area bordering and in 56 The Street. The Street does not need a bulky addition spoiling the even low of neighbouring homes and gardens in such a lovely, peaceful area of Barton Mills.'

Policy:

12. On 1 April 2019 Forest Heath District Council and St Edmundsbury Borough Council were replaced by a single authority, West Suffolk Council. The development plans for the previous local planning authorities were carried forward to the new Council by regulation. The development plans remain in place for the new West Suffolk Council and, with the exception of the Joint Development Management Policies Document (which had been adopted by both councils), set out policies for defined geographical areas within the new authority. It is therefore necessary to determine this application with reference to policies set out in the plans produced by the now dissolved Forest Heath District Council.

13. The following policies of the Joint Development Management Policies Document and the Forest Heath Core Strategy 2010 & Vision 2031 have been taken into account in the consideration of this application:

- Policy DM1 Presumption in Favour of Sustainable Development
- Policy DM2 Creating Places Development Principles and Local Distinctiveness
- Policy DM17 Conservation Areas
- Policy DM24 Alterations or Extensions to Dwellings, including Self Contained Annexes and Development within the Curtilage.
- Policy DM46 Parking Standards
- Core Strategy Policy CS5 – Design and Local Distinctiveness

Other planning policy:

14. National Planning Policy Framework (NPPF)

The NPPF was revised in February 2019 and is a material consideration in decision making from the day of its publication. Paragraph 213 is clear however, that existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of the revised

NPPF. Due weight should be given to them according to their degree of consistency with the Framework; the closer the policies in the plan to the policies in the Framework; the greater weight that may be given. The policies set out within the Joint Development Management Policies have been assessed in detail and are considered sufficiently aligned with the provision of the 2019 NPPF that full weight can be attached to them in the decision making process.

Officer comment:

15. The issues to be considered in the determination of the application are:

- Principle of development
- Impact on the street scene / Conservation Area
- Impact on neighbour amenity
- Design and form
- Parking and access

Principle of development

16. The obligation set out in section 38(6) of the Planning & Compulsory Purchase Act 2004 requires decision makers to determine planning applications in accordance with the Development Plan unless material considerations indicate otherwise. The Framework does not displace this statutory duty and in fact seeks to re-enforce it. However, the policies in the Framework are themselves material considerations which need to be brought into account when determining planning applications. The Framework policies may support a decision in line with the Development Plan or they may provide reasons which 'indicate otherwise'.

17. The proposal seeks approval for the construction of a detached garage, and resurfacing of the existing vehicular driveway. Policy DM24 states that within settlement boundaries, planning permission for the alteration or extension to dwellings, including annexes and development within the curtilage, will be permitted subject to certain criteria. This states that proposals should respect the character, design and scale of the existing dwelling and immediate and wider area, should not result in over-development of the curtilage and should not adversely affect the residential amenity of occupants of nearby properties.

18. The principle of development is therefore acceptable, subject to compliance with DM2, DM24 and, given the site is within the conservation Area, DM17. These matters will be assessed in more detail below.

Impact on the street scene / Conservation Area

19. Policy DM2 states that proposals for all development should recognise and address the key features and character of the areas within which they are to be based. It also states that they should maintain or create a sense of place, preserve or enhance the setting of Conservation Areas and not involve the loss of gardens and important open, green or landscaped areas which make a significant contribution to the character and appearance of a settlement.

20. Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the decision maker to have special regard to the

desirability of preserving or enhancing the character or appearance of a conservation area.

21. Policy DM17 states that proposals for all development within Conservation Areas should preserve or enhance the character or appearance of the area, be of an appropriate scale, form, height and massing, which respects the area's character and setting, retaining important natural features such as open spaces and plot divisions, and demonstrate a clear understanding of the significance of the area.
22. Given the location of the proposed garage, forward of the principal elevation of No. 60, views of the development will be visually prominent from both the street scene and wider Conservation Area.
23. The site is located centrally within the Conservation Area, and No. 60 itself is a generous modern infill dwelling within the street scene. The character of this area comprises of large, open frontage plots which are of low density and have a verdant and open character which contributes towards its special character. Within the Barton Mills Conservation Area Appraisal (2008), it is noted that some of the key characteristics of the conservation area include the low density, attractive variation in space between buildings, and the important green spaces. It also refers to the infilling of plots during the 20th century, which would include the plot at No. 60. It states that these plots are mainly at a low density, so that the landscape features dominate, so much that the character is still rural and not suburban.
24. The proposed garage is considered to interrupt the open character of this area, given its prominent position and overall scale. The bulky form of the garage is considered to largely obscure and dominate the single storey element of the host dwelling behind. This, together with its prominent location forward of the principal elevation will compromise the otherwise uninterrupted spacious character of the large front gardens enjoyed by 60 The Street and its immediate neighbours, affording undue prominence to an ancillary structure forward of the principal elevation. The overall scale, height and massing of the structure is not considered to maintain or create a sense of place and consequently will not preserve or enhance the character or appearance of the conservation area.
25. It is acknowledged that there are some other examples within the street scene of garages to the front of properties, such as at No. 68. It is however considered that the other examples are not comparable in their scale, nor location, given that the properties from No's. 58-66 are set back further from the highway with a more open, spacious character.
26. An application for a single storey detached garage at No. 60 was considered and refused at Development Control Committee on 4 October 2012 (F/2012/0245/HOU) This application is comparable in its position within the plot, and its scale and form. This application proposed a garage which would have a height to the ridge of 5.7m, depth of 6.5m and width of 13.6m. The development was also proposed to be located in the front garden of the property, approx. 15m from the front boundary. This application was refused on the grounds that the bulk and massing of the proposed garage was of an excessive scale in relation to the dwellinghouse, and that it dominates a prominent location within the site,

out of keeping with the character of the existing dwelling. It was also refused on the basis that the design and character failed to take into account its conservation area setting, and the design, bulk and mass of the proposed building detracted from the appearance of the conservation area.

27. Given the comparable location, design and form of the proposed garage to the previously refused application, it is considered that these reasons for refusal are still relevant. The policy context has since been updated, however the issues set out here still remain and are relevant to the consideration of this application.

28. It is considered on this basis, that the proposed garage does not accord with policies DM2 and DM17.

Impact on neighbouring amenity

29. Policy DM2 seeks to ensure that new development does not have a detrimental impact on residential amenity.

30. The proposed garage will be located to the western side of the plot, and as such, No. 58 would be most adversely impacted. The proposed garage is located close to the boundary, to the north west of No. 58 so will not cause overshadowing and given that this is adjacent to the front of the neighbouring property and is an area that is used as vehicular parking space and not private garden space, it is not considered that any adverse detrimental impacts to the residential amenity of No. 58 will arise.

31. The proposal is therefore considered to accord with Policy DM2, in relation to neighbouring amenity.

Design and form

32. Policies DM2 of the Joint Development Management Policies Document and CS5 of the Core Strategy seek to ensure that developments produce designs that respect the scale, character, density and massing of the locality.

33. Policy DM24 states that proposals for development within settlement boundaries will be permitted where they respect the character, scale and design of existing dwellings, and the character and appearance of the immediate and surrounding area.

34. The proposed garage is for two large cars, with space for additional storage. It is considered to be of an excessive scale, measuring 13.400 metres in length, with an overall height of 5.800 metres. The Suffolk guidance for parking document (2019) states that a car port or garage access or door width should be a minimum width of 2.400 metres. This highlights that the length of 13.400 metres for a two bay garage is significantly larger than would otherwise be required for such a structure.

35. The plans with the original submission of the application (dated 08.07.2020) proposed a garage with a higher ridge, largely obscuring and dominating the single storey element of the existing house behind. Amended plans were received on 10.09.2020, whereby the height was

reduced from 6.600 metres to 5.800 metres, and the overall footprint of the garage remained the same. These changes are not considered to overcome the bulky scale and form of the garage, and its prominent location to the front of the property. The garage is not considered to respect the scale or character of the immediate or wider area.

36. The proposal is therefore considered to be contrary to Policies DM24, DM2 and CS5, with respect to its design and form.

Parking and Access

37. Policies DM2 and DM46 both state that proposals for all development should produce designs that are in accordance with standards, that maintain or enhance the safety of the highway network and provide appropriately designed and sited car parking.

38. This application seeks improvements to the vehicular driveway, and a double garage. There is an existing access to the site. There is an existing integral garage at the property, however it is believed that this has been converted into a plant room. There is currently sufficient parking on the vehicular driveway, and the proposal will create two additional parking spaces. In conclusion, the proposal meets the parking standards set out by Suffolk Highways and is considered to be in accordance with Policies DM2 and DM46, in relation to parking and access.

Conclusion:

39. In conclusion, policy DM2 permits development that recognises the key features and characteristics, maintains or creates a sense of place, preserves or enhances the setting of Conservation Areas, and does not involve the loss of important open, green or landscaped areas. Policy DM24 allows development within settlement boundaries, where it respects the character, scale and design of existing dwellings, and the character and appearance of the immediate and surrounding area. Policy DM17 also seeks ensure that development within conservation areas preserves or enhances the character and appearance of the area, to be of an appropriate scale, form, height and massing, and to retain important open spaces and demonstrate a clear understanding of the significance of the area. It is not considered that the proposed garage complies with the provisions of Policies DM2, DM24 and DM17, given that it is of a large scale and form that results in the loss of open views within this part of conservation area, this is to the detriment of the character and appearance of the conservation area.

40. As the proposal is contrary to the relevant policies within the development plan and core strategy, as well as the provisions of the National Planning Policy Framework (2019) as set out above, the recommendation is one of refusal.

Recommendation:

41. It is recommended that planning permission be **REFUSED** for the following reason:

1. The pattern of development in this particular part of the conservation area

comprises of large, detached properties that are set back from the highway with large front gardens which offer a sense of openness. This spaciousness is considered to contribute to the special character and appearance of the area. The proposed garage is considered to be a large, bulky and visually prominent addition that will compromise the open character of this part of the conservation area. The proposed garage is considered to be in material conflict with policy CS5 of the Core Strategy, policies DM2, DM17 and DM24 of the Joint Development Management Policies Document, and the advice contained within the National Planning Policy Framework which seeks to ensure that new development within conservation areas makes a positive contribution to the character and appearance of the area, by either preserving or enhancing its setting.

Documents:

All background documents including application forms, drawings and other supporting documentation relating to this application can be viewed online [DC/20/1063/HH](https://www.dorsetcouncil.gov.uk/online-applications/DC/20/1063/HH)