

**Report to:** PLANNING COMMITTEE  
**Date of Meeting:** 11 September 2019  
**Report from:** Assistant Director of Housing and Built Environment

**Application Address:** 1A Park Wood Road, Hastings, TN34 2RN

**Proposal:** Removal of existing flat roof and the construction of a new Mansard roof extension to provide two bedrooms with ensuite showers  
**Application No:** HS/FA/19/00188

**Recommendation:** REFUSE

**Ward:** CONQUEST 2018  
**Conservation Area:** No  
**Listed Building:** No

**Applicant:** Mr Scollay per PGA Management 107 High Street  
Evesham Worcester, United Kingdom. WR11  
4EB

#### **Public Consultation**

Site Notice:	Yes
Press Advertisement:	No
Letters of Objection:	4
Petitions of Objection Received:	1
Letters of Support:	15
Petitions of Support Received:	0
Neutral comments received	0

**Application Status:** Not delegated - Petition received  
Letters of support received, contrary to officer recommendation.

## **1. Site and surrounding area**

The site consists of a detached, two storey dwelling on Park Wood Road. The property is set back from the road with a large area of hard surface to the front. The boundary treatment surrounding the property consists of a mix of block and timber fence panels with a gated entrance to the front. The premises is rectangular in design with a flat roof and is finished in a mix of brick and hanging tile. The property sits forward of the building line established by the detached bungalows in Park Wood Road and is visually prominent in the street scene.

To the north of the site are bungalows of various designs and architectural finishes and to the south is a recently developed site providing three new, two storey dwellings.

### Constraints

Tree Preservation Order - front boundary, not affected by proposal

SSSI Impact Risk Zone

## **2. Proposed development**

This application seeks permission for the erection of a mansard roof extension to the existing premises to create two bedrooms with en suite showers. To facilitate the development it is proposed to remove the existing flat roof.

The proposed roof extension (mansard) is shown to be 2.75 metres in height and spans the full length of the roof, approximately 10.59 metres. The roof extension is to be mansard in style sloping up to a flat top. The mansard is to be clad in dark blue cement slate to the side elevations and cedar cladding to the gable ends. This cedar cladding is to be extended down over the first floor, replacing the existing hanging tile. The existing chimney is to be extended through the mansard roof.

For clarification:

The term 'Mansard' means a roof which has two slopes on all the four sides where the lower slope becomes steeper than the upper one. The roof proposed as part of this application is a 'false mansard' in that there are not two slopes on each side.

The application is supported by the following documents:

- Design and Access Statement
- Site Waste Management Plan

### **Relevant planning history**

None

### **National and local policies**

#### Hastings Local Plan – Planning Strategy 2014

Policy FA2 - Strategic Policy for Central Area

Policy SC1 - Overall Strategy for Managing Change in a Sustainable Way

#### Hastings Local Plan – Development Management Plan 2015

Policy LP1 - Considering planning applications

Policy DM1 - Design Principles

Policy DM3 - General Amenity

#### Other policies/guidance

- Householder Development, Sustainable Design - Supplementary Development
- Urban design lessons: Housing layout and neighbourhood quality - 2014
- East Sussex County Council - Minor Planning Application Guidance

## National Planning Policy Framework (NPPF)

Paragraph 11 sets out a general presumption in favour of sustainable development and states that development proposals which accord with the development plan should be approved without delay.

Paragraph 12 of the NPPF states that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Three dimensions of sustainability given in paragraph 8 are to be sought jointly: economic (by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation); social (providing housing, creating high quality environment with accessible local services); and environmental (contributing to, protecting and enhancing natural, built and historic environment) whilst paragraph 9 advises that plans and decisions need to take local circumstances into account, so they respond to the different opportunities for achieving sustainable development in different areas.

Section 12 of the NPPF sets out the requirement for good design in development. Paragraph 124 states: "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."

Paragraph 127 of the NPPF requires that decisions should ensure developments:

- Function well;
- Add to the overall quality of the area for the lifetime of that development;
- Are visually attractive in terms of:
  - \* Layout
  - \* Architecture
  - \* Landscaping
- Are sympathetic to local character/history whilst not preventing change or innovation;
- Maintain a strong sense of place having regard to:
  - \* Building types
  - \* Materials
  - \* Arrangement of streets
- Optimise the potential of the site to accommodate an appropriate number and mix of development;
- Create safe places with a high standard of amenity for future and existing users

Paragraph 130 states 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 that it functions.

Paragraph 130 also seeks to ensure that the quality of an approved development is not materially diminished between permission and completion through changes to the permitted scheme.

## Planning Practice Guidance (PPG)

Design - Paragraph 026 states that 'decisions on building size and mass, and the scale of open spaces around and between them, will influence the character, functioning and efficiency of an area. In general terms too much building mass compared with open space may feel overly cramped and oppressive, with access and amenity spaces being asked to do more than they feasibly can. Too little and neither land as a resource or monetary investment will be put to best use'

### **3. Consultation comments**

None required

### **4. Representations**

In respect of this application a site notice was displayed at the front of the site. In response to this 15 letters of support, 5 letters of objection and a petition against the development have been received. These letters raised the following points;

Support:

- Development would improve the appearance of the dwelling
- Other mansards within Park Wood Road
- The proposal would improve the street scene
- Development would make the property more in keeping within the road

Objection:

- Prominence within the street scene
- Excessive height and massing
- Out of keeping with existing bungalows and existing local character
- Contrary to local policy
- Unimaginative design
- Lack of climate change mitigation
- Over dominance when viewed from neighbouring properties
- Roof design does not relate to existing built form
- Additional traffic in the road
- Loss of privacy to neighbouring properties

Objection Petition signed by 15 people:

- Poor design with excessive height and massing
- Resultant additional prominence of the site
- Intrusive and incongruous design
- Exceeding the height of existing properties

### **5. Determining issues**

#### a) Principle

The site is in a sustainable location and the application is therefore in accordance with Policy LP1 Hastings Local Plan - Development Management (2015) in this respect and acceptable in principle subject to other local plan policies.

## b) Impact on character and appearance of area

Policy DM1 of the Hastings Development Management Plan states that all proposals must reach a good standard of design, which includes efficient use of resources, and shows appreciation of the surrounding neighbourhood's historic context, street patterns, plot layouts and boundaries, block sizes and scale, height, massing and materials as well as good performance against nationally recognised best practice guidance on sustainability, urban design and place-making, architectural quality and distinctiveness.

Park Wood Road is generally characterised by single storey bungalows, although some include rooms in the roof space. Three new dwellings have recently been constructed on the corner of Park Wood Road and The Ridge, the closest of which (496 The Ridge) is orientated at a 90 degree angle to the application site. These new dwellings are 2 storey in height with further rooms in the roof space, and clad in weatherboarding. The application property however, backs on to the rear of these new dwellings and is not visible when travelling along the Ridge. Taking that into account, when considering local character and the streetscene, the application site is considered in the context of the low lying Park Wood Road properties, rather than the more modern properties fronting The Ridge.

The application property is currently two storeys in height with a flat roof, finished in red brick and tile hanging. The existing property currently stands out in a negative manner in the streetscene. In addition, the application dwelling sits at odds with the existing building line of Park Wood Road, projecting out approximately 7m further towards the road, leaving limited space for a front garden area. This is not consistent with the remainder of the streetscene, which all incorporate larger front gardens and are set back from the road.

The proposal involves the addition of a mansard roof, adding a further 2.75m to the height of the dwelling. The addition of a mansard roof would not cause further detriment to the building line, given that the positioning of the dwelling will not change, however, it is considered that the additional bulk and mass will cause further detrimental harm to the appearance of the property, in the context of wider streetscene. It is also considered that the development would be particularly overbearing in terms of the relationship with its neighbour to the North, a single storey bungalow at 1 Park Wood Road.

It is acknowledged that whilst the works to the exterior of the dwelling, which include the addition of cedar cladding to the first and second storeys as proposed, together with the alteration of the existing flat roof to be more in keeping with other properties, may improve the current appearance of the dwelling when considered in isolation, the increased height and bulk of the dwelling do not reflect existing street patterns, nor enhance local character. Taking these factors in to account, it is considered that the proposed development fails to comply with the requirements of Policy DM1 of the Development Management Plan 2015 and paragraph 127 and 129 of the National Planning Policy Framework which seeks to achieve good design that adds to the overall quality and character of the area.

### c) Layout

The proposed roof extension will provide an additional two bedrooms on this third floor. The bedrooms will measure approximately 20sqm, and as such greatly exceed the minimum requirement of 7.5sqm for a double bedroom as required by the government publication "Technical housing standards – nationally described space standard" (CLG, March 2015). The proposed development will therefore provide an adequate standard of living accommodation, in accordance with Policy DM3 of the Development Management Plan 2015.

### d) Impact on neighbouring residential amenities

Policy DM3 of the Hastings Development Management Plan states that in order to achieve a good living standard for future users of proposed development and its neighbours it should be demonstrated that amenity has been considered and appropriate solutions have been incorporated into schemes. This includes the use of the scale, form, height, mass, and density of any building or buildings, reduces or avoids any adverse impact on the amenity (privacy, over shadowing, loss of daylight) of neighbouring properties.

#### **1 Park Wood Road:**

A separation distance of approximately 3 metres exists between the application dwelling and its neighbour at 1 Park Wood Road. Given the existing relationship between the two properties, and the design of the mansard roof, it is not considered that the increase in height of the building will have a significant impact in terms of loss of sunlight or daylight to No.1. However, the additional mass created as a result of the roof addition is considered to have an increased visual prominence and resultant overbearing impact when viewed from the front windows of 1 Park Wood Road. Taking these factors in to account, it is considered that the proposed development would have an unacceptable impact on the amenities of No.1 Park Wood Road contrary to the aims of Policy DM3 of the Development Management Plan 2015.

#### **New dwellings at 400 The Ridge:**

No.1A Park Wood road ranges in distance from 11.7 metres to 13.8 metres from the new dwellings at 400 The Ridge. These dwellings are two storeys in height, with the rear elevations and gardens facing towards the side (south) elevation of No. 1A Park Wood Road. The rear windows of these properties that face towards the development site serve, living and dining space at ground floor level and a bedroom and bathroom at first floor level. The rooflights in the rear roof slope of the new dwellings serve a stairwell and a further bedroom. While the proposed roof extension will add additional bulk to the roof, due to the separation distances between these properties, it is considered that the relationship between these properties would not be detrimentally altered as a result of the development.

#### **Overall impact on amenities:**

Taking the above in to account, it is considered that the proposed development, due to the additional bulk and massing, would result in an overbearing and visually dominant development that would have a detrimental impact on the residential amenities of No.1 Park Wood Road. The proposed development therefore fails to comply with the aims of Policy DM3 of the Hastings Development Management Plan 2015 which seeks to adverse impact on amenity of neighbouring properties.

#### e) Highway safety/parking

Presently on site there are large areas of hardstanding that provides parking for multiple vehicles. The parking demand calculator provided by East Sussex County Council Highways Authority stipulates that, for a four bed dwelling in this location, 2.34 parking spaces should be provided. This is achievable within the site due to the level of existing hard surface on site. As a result of this, it is considered that there would not be an impact in terms of parking or highway safety as a result of the development.

#### f) Environmental Impact Assessment

The National Planning Practice guidance (Paragraph: 017 Reference ID: 4-017-20170728) states that "Projects which are described in the first column of Schedule 2 but which do not exceed the relevant thresholds, or meet the criteria in the second column of the Schedule, or are not at least partly in a sensitive area, are not Schedule 2 development."

This development is not within a sensitive area as defined by Regulation 2 (1) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 and does not exceed the thresholds of schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.

## **6. Conclusion**

The proposed roof extension, by reason of its scale and massing will result in an overbearing form of development that will be incongruous in the streetscene, negatively impacting on the local character and the amenities of neighbouring residents. The proposal therefore fails to comply with the Development Plan in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which states:

"If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise".

The Human Rights considerations have been taken into account fully in balancing the planning issues.

## **7. Recommendation**

### **Refuse for the following reasons:**

1. The proposed development by virtue of its design, scale, bulk would result in an incongruous form of development that would be out of keeping with, and harmful to, the character of the area. The proposal is therefore considered contrary to Policy DM1 of the Hastings Development Management Plan (2015) and Paragraphs 127 and 130 of the National Planning Policy Framework (2019).
2. The proposed development by virtue of its design, scale and bulk would result in a development that is overbearing and detrimental to the residential amenities of the residents at No.1 Park Wood Road. The proposal is therefore considered contrary to Policy DM3 of the Hastings Development Management Plan (2015) and Paragraph 127 of the National Planning Policy Framework (2019).

### **Note to the Applicant**

1. Statement of positive engagement: In dealing with this application Hastings Borough Council has actively sought to work with the applicant in a positive and proactive manner, in accordance with paragraph 38 of the National Planning Policy Framework.

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### **Officer to Contact**

Mrs E Meppem, Telephone 01424 783288

### **Background Papers**

Application No: HS/FA/19/00188 including all letters and documents