

Location 15 Southbourne Crescent London NW4 2LB

Reference: 21/1015/HSE Received: 25th February 2021
Accepted: 26th February 2021

Ward: Hendon Expiry 23rd April 2021

Case Officer: Erica Mason

Applicant: Mr & Mrs Benouaich

Proposal: Single storey front extension. Alterations and extension to existing roof to include hip to gable, 1no. front rooflight, 1no. rear rooflight and window to gable end
(AMENDED DESCRIPTION)

OFFICER'S RECOMMENDATION

Refuse

AND the Committee grants delegated authority to the Service Director – Planning and Building Control to make any minor alterations, additions or deletions to the recommended conditions/obligations or reasons for refusal as set out in this report and addendum provided this authority shall be exercised after consultation with the Chairman (or in their absence the Vice- Chairman) of the Committee (who may request that such alterations, additions or deletions be first approved by the Committee)

- 1 The proposed gable end roof extension, by reason of its size, scale, design and proximity to the neighbouring property, would represent an overly dominant, bulky and unsympathetic development, unbalancing the pair of semi-detached dwellinghouses of which it forms a part, resulting in an overdevelopment of the site and having an adverse impact on the character and appearance of the host property, streetscene and surrounding area, contrary to Policy D3 of the London Plan (2021), Policies CS1 and CS5 of Barnet's Adopted Core Strategy (2012), Policy DM01 of the Adopted Development Management Policies DPD (2012) and the Adopted Residential Design Guidance SPD (2016)
- 2 The proposed single storey front extension, by reason of its size, scale, design and excessive forward projection, would represent a disproportionate and bulky addition to the prominent front elevation, unbalancing the pair of semi-detached dwellinghouses of which it forms a part and appearing incongruous and unsympathetic to the character and appearance of the host property, streetscene and surrounding area, contrary to Policy D3 of the London Plan (2021), Policies CS1 and CS5 of Barnet's Adopted Core Strategy (2012), Policy DM01 of the Adopted Development Management Policies DPD (2012) and the Adopted Residential Design Guidance SPD (2016)

Informative(s):

1 The plans accompanying this application are:

Existing (Dated 27.04.2021)

- 015SO-A-01-001 (Existing Location Plan)
- 015SO-A-01-002 (Block Plans)
- 015SO-A-02-001 (Existing Front Visualization)
- 015SO-A-02-002 (Existing Rear Visualization)
- 015SO-A-03-001 (Existing Ground Floor Plan)
- 015SO-A-03-002 (Existing First Floor Plan)
- 015SO-A-03-003 (Existing Second Floor Plan)
- 015SO-A-03-004 (Existing Roof Plan)
- 015SO-A-05-001 (Existing Section A-A)
- 015SO-A-05-002 (Existing Section B-B)
- 015SO-A-06-001 - (Existing North Elevation)
- 015SO-A-06-002 (Existing South Elevation)
- 015SO-A-06-003 (Existing East Elevation)
- 015SO-A-06-004 (Existing West Elevation)

Proposed (Dated 17.08.2021; received 19.08.2021)

- 015SO-A-01-001 (Location Plan)
- 015SO-A-01-002 (Block Plan)
- 015SO-A-02-101 (Proposed Front Visualization)
- 015SO-A-02-102 (Proposed Rear Visualization)
- 015SO-A-03-101 (Proposed Ground Floor Plan)
- 015SO-A-03-102 (Proposed First Floor Plan)
- 015SO-A-03-103 (Proposed Second Floor Plan)
- 015SO-A-03-104 (Proposed Roof Plan)
- 015SO-A-05-101 (Proposed Section A-A)
- 015SO-A-05-102 (Proposed Section B-B)
- 015SO-A-06-101 (Proposed North Elevation)
- 015SO-A-06-102 (Proposed South Elevation)
- 015SO-A-06-103 (Proposed East Elevation)
- 015SO-A-06-104 (Proposed West Elevation)

2 In accordance with paragraphs 38-57 of the NPPF, the Council takes a positive and proactive approach to development proposals, focused on solutions. To assist applicants in submitting development proposals, the Local Planning Authority (LPA) has produced planning policies and written guidance to guide applicants when submitting applications. These are all available on the Council's website. A pre-application advice service is also offered.

The applicant did not seek to engage with the LPA prior to the submission of this application through the established formal pre-application advice service. The LPA has discussed the proposal with the applicant/agent where necessary during the application process. Unfortunately the scheme is not considered to accord with the Development Plan. If the applicant wishes to submit a further application, the Council is willing to assist in identifying possible solutions through the pre-application advice service.

OFFICER'S ASSESSMENT

This application was brought to Committee at the request of Cllr Shooter for the following reason:

I believe that the gable end is fitting with the rest of the street scene, and the application in general has no adverse cosmetics effect on the character of the street

1. Site Description

The application site is a two-storey semi-detached single-family dwelling located on the southern side of Southbourne Crescent within the Hendon ward. The property has been previously extended to the side and rear and in the roof and the site benefits from a driveway to the front and private amenity space to the rear, backing on to public open space leading down to the Dollis Brook.

The proposal property adjoins no. 17 Southbourne Crescent to form an identical pair - though it appears to remain largely unextended. The street scene is characterised by two-storey pairs of semi-detached dwellings, though with some variation in architectural detailing. A number of these have been previously extended to the front, side, rear and at roof level, including the other neighbouring property at No 13.

No. 13 projects approximately 2m beyond the front elevation of the proposal property and benefits from a hip-to-gable conversion.

The proposal site does not comprise a listed building and does not fall within a conservation area.

2. Site History

Reference: 15/04174/192

Address: 15 Southbourne Crescent, London, NW4 2LB

Decision: Lawful

Decision Date: 04 August 2015

Description: Roof extension involving hip to gable, rear dormer window and 1no rooflight to front roofslope to facilitate a loft conversion.

Reference: 15/02260/HSE

Address: 15 Southbourne Crescent, London, NW4 2LB

Decision: Approved subject to conditions

Decision Date: 10 June 2015

Description: Part single part two storey side and rear extension including new front porch.

Reference: 19/5983/HSE

Address: 13 Southbourne Crescent, London, NW4 2LB

Decision: Approved subject to conditions

Decision Date: 30 December 2019

Description: Single storey front extension. Single storey rear extension.

3. Proposal

This application seeks planning approval for a single storey front extension, an extension to existing roof to include a hip to gable conversion and alterations in the form of 1no. front rooflight, 1no. rear rooflight and window to gable end.

It should be noted that amended drawings were received during the application process, eliminating the proposed gable end roof, at the request of the officer. However, the agents' final request is to have the application appraised on the originally submitted drawings - as assessed below.

The proposed single storey front extension projects up to 2.5m forward to align with the front elevation with no. 13 Southbourne Crescent. It measures 4.88m width, an eaves height of 2.35m and 3.4m to the top of the crown roof from the natural ground level and is set away from the common side boundary with No. 13 by 0.6m. The extension as proposed has a forward facing front access door and window.

The roof extension would involve a hip to gable extension to the existing pitched roof. It would measure high 3.6m from eaves to the ridgeline, with a width of 4.4m and a depth of 9.4m. The proposed front and rear rooflights each measure 1.2m wide and 0.7m high. Also, a window will be inserted into the gable end of the roof extension measuring approximately 1m wide and 1.2m high. The roof extension is set away from the side boundary facing No. 13 by approximately 0.4m.

4. Public Consultation

Consultation letters were sent to 5no. neighbouring properties. No comments were received in the lifetime of the application.

5. Planning Considerations

5.1 Policy Context

National Planning Policy Framework and National Planning Practice Guidance

The determination of planning applications is made mindful of Central Government advice and the Local Plan for the area. It is recognised that Local Planning Authorities must determine applications in accordance with the statutory Development Plan, unless material considerations indicate otherwise, and that the planning system does not exist to protect the private interests of one person against another.

The revised National Planning Policy Framework (NPPF) was published on 20th July 2021. This is a key part of the Governments reforms to make the planning system less complex and more accessible, and to promote sustainable growth.

The NPPF states that '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.... being clear about design expectations, and how these will be tested, is essential for achieving this".

The NPPF retains a presumption in favour of sustainable development. This applies unless any adverse impacts of a development would 'significantly and demonstrably' outweigh the benefits.

The Mayor's London Plan 2021

The new London Plan which sets out the Mayor's overarching strategic planning framework for the next 20 to 25 years was adopted on the 2nd March 2021 and supersedes the previous Plan.

Barnet's Local Plan (2012)

Barnet's Local Plan is made up of a suite of documents including the Core Strategy and Development Management Policies Development Plan Documents. Both were adopted in September 2012.

- Relevant Core Strategy Policies: CS NPPF, CS1, CS5.
- Relevant Development Management Policies: DM01, DM02.

The Council's approach to extensions as set out in Policy DM01 is to minimise their impact on the local environment and to ensure that occupiers of new developments as well as neighbouring occupiers enjoy a high standard of amenity. Policy DM01 states that all development should represent high quality design and should be designed to allow for adequate daylight, sunlight, privacy and outlook for adjoining occupiers. Policy DM02 states that where appropriate, development will be expected to demonstrate compliance to minimum amenity standards and make a positive contribution to the Borough. The development standards set out in Policy DM02 are regarded as key for Barnet to deliver the highest standards of urban design.

Barnet's Local Plan (Reg 19)

Barnet's Draft Local Plan -Reg 19 Publication was approved for consultation on 16th June 2021. The Reg 19 document sets out the Council's draft planning policy framework together with draft development proposals for 65 sites. It is Barnet's draft Local Plan.

The Local Plan 2012 remains the statutory development plan for Barnet until such stage as the replacement plan is adopted and as such applications should continue to be determined in accordance with the 2012 Local Plan, while noting that account needs to be taken of the policies and site proposals in the draft Local Plan.

Supplementary Planning Documents

Residential Design Guidance SPD (adopted 2016)

- Sets out information for applicants to help them design an extension to their property which would receive favourable consideration by the Local Planning Authority and was the subject of separate public consultation. The SPD states that large areas of Barnet are characterised by relatively low density suburban housing with an attractive mixture of terrace, semi-detached and detached houses. The Council is committed to protecting, and where possible enhancing the character of the borough's residential areas and retaining an attractive street scene.

- States that extensions should normally be subordinate to the original house, respect the original building and should not be overly dominant. Extensions should normally be consistent in regard to the form, scale and architectural style of the original building which can be achieved through respecting the proportions of the existing house and using an appropriate roof form.
- In respect of amenity, states that extensions should not be overbearing or unduly obtrusive and care should be taken to ensure that they do not result in harmful loss of outlook, appear overbearing, or cause an increased sense of enclosure to adjoining properties. They should not reduce light to neighbouring windows to habitable rooms or cause significant overshadowing, and should not look out of place, overbearing or intrusive when viewed from surrounding areas.

Sustainable Design and Construction SPD (adopted 2016)

- Provides detailed guidance that supplements policies in the adopted Local Plan, and sets out how sustainable development will be delivered in Barnet.

5.2 Main issues for consideration

Officers consider that the main planning considerations are as follows:

- Whether harm would be caused to the character and appearance of the existing building, the street scene and the wider locality.
- Whether harm would be caused to the living conditions of neighbouring residents.

5.3 Assessment

Any scheme for the site will need to respect the character and appearance of the local area, relate appropriately to the sites context and comply with development plan policies in these respects. This will include suitably addressing the requirements of development plan policies such as DM01 which states that all proposals should preserve and enhance the local character of the area, as well as policies CS05 of Barnet's Local Plan (Core Strategy) Development Plan Document Adoption Version September 2012 and Policy D3 of the London Plan (2021).

Single Storey Front Extension

Paragraph 14.28 of the Residential Design Guidance SPD (adopted 2016) states that large single storey front extensions will not normally be permitted because of their effect on the street scene and character of the area in general. The Guidance also advises that care should be taken to ensure that front extensions have regard to, and do not conflict with, existing architectural features such as bay windows.

It is noted that the proposal property is set back from the neighbouring property at No. 13 by approximately 2m. It is also observed that the property benefits from a ground floor front bay element measuring 0.9m in depth. The existing front porch set adjacent to the bay projects approximately 0.9m beyond the bay window.

The front extension would project forwards by 2.5m, squaring off at the front and lining up with the front elevation of the extension at No. 13 Southbourne Crescent.

Whilst No 13 benefits from a front extension of a similar width, that addition is proportionate in scale - principally with regard to projection and the more modest resultant massing - measuring just 1.3m in depth from the original front wall and avoiding the need for an elongated crown roof.

Whilst the proposed front extension at No. 15 would not project beyond the neighbouring front porch, the proposed depth at 2.5m would represent a disproportionate and incongruous, bulky addition to the front of the property, which would harmfully impact the character and appearance of the host property and streetscene and detrimentally unbalance the pair of properties of which it forms part.

Despite examples provided by the applicant of other properties on Southbourne Crescent who benefit from front extensions, including No. 41 Southbourne Crescent and No. 53 Southbourne Crescent, none of these have as deep a projection and significant or discordant massing as that currently proposed and they remain proportionate in size to their respective properties and have an acceptable impact on the character and appearance of the area.

Roof Extension

Paragraph 14.34 of the Guidance - Large roof extensions states that consideration will be given to whether or not gable end extensions are a characteristic feature of the street and wider area. It adds that proposed hip to gable roof extensions need to take into account the following criteria:

- o The gable should not unbalance a pair of semi-detached houses or a short terrace
- o The gable should not reduce the degree of visual separation between houses or glimpsed views from the street
- o The gable should not appear out of character within the streetscape

The LPA wishes to highlight that amendments were requested from the officer to eliminate the gable roof extension due to its' projection from an already extended portion of the first floor. A hip to gable roof extension and rear dormer window was considered lawful under reference 15/04174/192. It should be noted that the extension was to the original roof as opposed to first floor side element and that in determining that application, the LPA had no jurisdiction to consider the aesthetic of the proposal against the criteria above.

Gable roof extensions to houses can have a profound effect on the appearance of an area. In regard to character, Policy DM01 of the Council's Development Management Policies outlines that development proposals should be based on an understanding of local characteristics and seek to preserve or enhance local character. Furthermore, the Council's Residential Design Guidance SPD outlines that extensions should not be unduly overbearing or prominent and should normally be subordinate to the existing dwelling.

Paragraph 14.13 of the Council's Residential Design Guidance SPD advocates that extensions should fit into the street, being consistent with the architectural character, neighbouring properties, and any special nature of the area.

It is acknowledged that No. 13 benefits from a gable ended roof form - similarly brought forward in exercise of permitted development right. The roof is set away from the common side boundary with No. 15 by at least 1.35m. The roof extension as proposed would be set away from the other side of the boundary by only 0.4m. The existing pitched roof allows for a visual break at roof level. The proposed gable end would be significantly more bulk and reduce the degree of visual separation between houses - contrary to Para 14.34.

Furthermore, the adjoining semi detached property at No. 17 retains its pitched roof. The gable end will consequently unbalance the pair of semi-detached houses, contrary to the expectations of Para 14.34. Therefore, it is considered that the development is not sympathetic to the pair of semi-detached properties and streetscene.

It is considered that the proposed front and rear rooflights would not harm the character and appearance of the proposal property or locale.

- Whether harm would be caused to the living conditions of neighbouring residents.

Single Storey Front Extension

It is important that any scheme addresses the relevant development plan policies including policy DM01 of the Barnet Local Plan and Policies D3 and D6 of the London Plan (2021) in respect of the protection of the amenities of neighbouring occupiers. This will include taking a full account of all neighbouring sites.

The front extension would line up with the neighbouring front extension at No 13 and is set 3.85m away from the boundary with No 17. As a result, it is not considered to cause a loss of light privacy or outlook, undue sense of enclosure or other result in any other detrimental harm to the residential amenities of the neighbouring residents. Furthermore, no openings by way of windows or doors are proposed within the side elevations.

Roof Extension

Due to the proximity of the proposed gable at approximately 0.4m from the neighbouring boundary with No. 13 and the addition of the window within the gable, potential overlooking and loss of privacy may arise, though there are no opposing windows in the flank elevation. Nonetheless, in the event of an approval, a condition would be added to obscure glaze the window and restrict its opening. Also, due to the gable roof and rear dormer at No. 13 and it being set away from the boundary by approximately 1.95m, it is not considered to cause a materially harmful impact in relation to degree of harm by reason of any loss of outlook, onto neighbouring properties and amenity spaces. Lastly, the proposed front and rear rooflights - each measuring 1.2m wide and 0.7m high - by reason of their size and siting, are not considered to result in overlooking, or loss of privacy.

5.4 Response to Public Consultation

N/A.

6. Equality and Diversity Issues

The proposal does not conflict with either Barnet Council's Equalities Policy or the commitments set in the Equality Scheme and supports the Council in meeting its statutory equality responsibilities.

7. Conclusion

Having taken all material considerations into account, including site history, the current application is considered unacceptable by reason of the large ground floor front extension and the gable end to the extended main roof creating an incongruent and harmful impact on the character and appearance of the existing dwelling; contributing (in addition to other extensions) to an overdeveloped property that falls outside of the character of the wider locality. Therefore, the current application is not compliant with Barnet planning policies and is recommended for REFUSAL.

