

App No: 22/P/00990
Appn Type: Full Application
Case Officer: Michaela Stevens

8 Wk Deadline: 03/03/2023

Parish: Holy Trinity
Agent : Mr Conoley
Michael Conoley Associates
The Old Forge
The Green
Elstead
GU8 6DD

Ward: Holy Trinity
Applicant: Mr and Mrs Hill
13 Oxford Road
Guildford
Surrey
GU1 3RP

Location: 13 Oxford Road, Guildford, GU1 3RP

Proposal: Part two storey / part single storey rear extension & demolition of existing shed.

Executive Summary

Reason for referral

This application has been referred to the Planning Committee because more than 10 letters of objection have been received, contrary to the Officer's recommendation.

Key information

Proposed part one/ part two storey rear extension following the demolition of an existing shed in the rear garden. The property is located within the Guildford Town Centre Conservation Area.

Summary of considerations and constraints

The proposed extension would be located at the rear of the property and would not be visible from the front. The ground floor element would extend by 4m from the main rear elevation and would be provided with a flat roof. The first floor element would project by 1.6m and would not extend beyond the existing 2 storey rear building line of neighbouring properties. The upper storey element would be provided with a pitched roof set lower than the main roof providing a subservient appearance. The design is considered to be in keeping with the host property.

The impact of the proposed development on neighbouring properties is considered acceptable and would not result in an overbearing impact, overshadowing or a loss of privacy.

Taking the above into consideration, officers are satisfied that the proposal would not have an adverse effect on the scale and character of the existing property or have a detrimental impact on the character of the street scene and surrounding area.

RECOMMENDATION:

Approve – subject to the following conditions and reasons:-

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990 as amended by Section 51(1) of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

- Existing Site Location Plan (Drawing number: 1660/S-01)
- Proposed Site Plan (Drawing Number: 1660/P-01A)
- Proposed Plans and Elevations (Drawing number: 1660/P-02)
- Proposed Section AA (Drawing number: 1660/P-03)

Reason: To ensure that the development is carried out in accordance with the approved plans and in the interests of proper planning.

3. The external finishes of the development hereby permitted, including making good to the retained fabric, shall match in material, colour, size, style, bonding, texture and profile those of the existing building.

Reason: To ensure that the external appearance of the building is satisfactory.

4. The development hereby approved shall be carried out in accordance with the approach detailed in the following documents including the proposed ecological enhancements:

- Preliminary Roost Assessment (produced by Arbtech and received 27/07/2022)

Reason: To ensure no adverse impact upon protected species.

5. The first-floor rear (east) bathroom window of the development hereby approved shall be glazed with obscure glass and permanently fixed shut, unless parts of the windows which can be opened are more than 1.7 metres above the floor of the room in which the windows are installed and shall thereafter be permanently retained as such.

Reason: In the interests of residential amenity and privacy

6. The first-floor rear (south) Juliet balcony balustrade of the development hereby approved shall be glazed with obscure glass and shall thereafter be permanently retained as such.

Reason: In the interests of residential amenity and privacy

7. The flat roof to the development hereby permitted shall not at any time be altered or adapted to form a balcony, roof garden or similar amenity area.

Reason: To preserve the privacy and amenities of neighbouring residents.

Informatives:

1. If you need any advice regarding Building Regulations please do not hesitate to contact Guildford Borough Council Building Control on 01483 444545 or buildingcontrol@guildford.gov.uk
2. This statement is provided in accordance with Article 35(2) of the Town and Country Planning (Development Management Procedure) (England) Order 2015. Guildford Borough Council seek to take a positive and proactive approach to development proposals. We work with applicants in a positive and proactive manner by:
 - Offering a pre application advice service
 - Where pre-application advice has been sought and that advice has been followed we will advise applicants/agents of any further issues arising during the course of the application
 - Where possible officers will seek minor amendments to overcome issues identified at an early stage in the application process

However, Guildford Borough Council will generally not engage in unnecessary negotiation for fundamentally unacceptable proposals or where significant changes to an application is required.

- Pre-application advice was not sought prior to submission and minor alterations were required to overcome concerns, these were sought, and the applicant agreed to the changes

Officer's Report

Site Description:

The application relates to a detached dwelling located within the urban area of Guildford. The property is bordered by 15 Oxford Road to the south and 11 Oxford Road to the north. Oxford Road is a cul-de-sac lined with detached and semi-detached Victorian era dwellings. It slopes upwards from Sydenham Road and as a result number 15 sits higher and 11 lower than number 13.

The site lies within the Guildford Town Centre Conservation Area.

Proposal:

Part two storey / part single storey rear extension & demolition of existing shed.

During the course of the application the applicant has submitted additional information including a site section and daylight and sunlight assessment.

Relevant Planning History:

None

Consultations:

Holy Trinity Amenity Group:

No comment received.

Third Party Comments:

24 letters of objection have been received; key issues raised are as follows:

- Impact on the Conservation Area
- Out of character
- Impact on daylight at neighbouring properties
- Impact on privacy at neighbouring properties
- Disproportionate addition
- Access issues during construction
- Over development of the plot
- Overbearing impact
- Impact on drainage

[Officer comment: This would be dealt with during the Building Regulations process]

- Safety of access to neighbouring properties
- Impact on trees

[Officer comment: No significant trees are located within or adjacent to the development site that the proposed development is likely to impact]

- Loss of garden and resultant impact on ecology

Planning Polices:

National Planning Policy Framework (NPPF): _

Chapter 2: Achieving Sustainable Development

Chapter 4: Decision Making

Chapter 12: Achieving Well Designed Places

Chapter 15: Conserving and Enhancing the Natural Environment

[Chapter 16: Conserving and Enhancing the Historic Environment](#)

Guildford Borough Local Plan: Strategy and Sites (LPSS), 2015-2034:

S1: Presumption in favour of sustainable development

D1: Place shaping

D3: Historic Environment

Guildford Borough Council: Development Management Policies (LPDMP) June 2022 _

Policy H4: Housing Extensions and Alterations including Annexes

Policy D4: Achieving High Quality Design and Respecting Local Distinctiveness

Policy D5: Protection of Amenity and Provision of Amenity Space

Policy D16: Designated Heritage Assets

Policy D18: Conservation Areas

Policy P6/P7: Biodiversity in New Developments

Policy P8/P9: Protecting Important Habitats and Species

Policy ID10: Parking Standards

Supplementary planning documents:

Residential Extensions and Alterations SPD (2018)

Parking Standards for New Development SPD (2023)

Planning Considerations:

The main planning considerations in this case are:

- the principle of development
- Impact upon the character of the conservation area
- the impact on the scale and character of the existing dwelling and surrounding area
- the impact on neighbouring amenity
- Impact on ecology
- Highways and parking

The Principle of Development

The subject site is located within an established residential area where household extensions and alterations are not uncommon. The proposed extension to facilitate additional and improved living space is therefore considered to be acceptable, providing it provides a high quality standard of internal accommodation, a design appropriate in the context of its surroundings and constitutes neighbourly development.

The Impact on Scale and Character including the Town Centre Conservation Area

Statutory provisions:

Section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 states that 'In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

NPPF provisions:

It is one of the core principles of the NPPF that heritage assets should be conserved in a manner appropriate to their significance. Chapter 16 of the National Planning Policy Framework at para 195 sets out that the local planning authority should identify and assess the particular significance of any heritage asset...They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paras 201-205 sets out the framework for decision making in planning applications relating to heritage assets and this application takes account of the relevant considerations in these paragraphs.

Policy D18 of the LPDMP outlines that development proposals within or which would affect the setting of a Conservation Area are expected to preserve or enhance its special character and appearance, are required to show how they respect and respond to the history of the place and are required to be of a high-quality design.

The dwelling is located within Area 3 (19th Century housing to the south of Sydenham Road) of the Town Centre Conservation Area. The Conservation Area Appraisal for this area outlines that this area is characterised by streets running parallel or at right angles to contours, properties that are set back from the road with small front gardens, defined by walls or hedges and use of red brick and Welsh slate roofs.

Assessment

The application proposes the erection of a part two / part single storey rear extension.

In relation to rear extensions the Residential Extensions and Alterations SPD (2018) states that the optimum length of the extension should reflect the scale, proportion, and mass of the existing property. Side walls should be solid finish and have no windows unless it can be demonstrated that there will be no negative impact on the privacy of neighbours. Rear extensions should appear subservient to the host dwelling and not extend past the existing side walls of a property. The roof should complement and relate sympathetically to the existing house.

The application dwelling as existing fills the entirety of the width of its plot. The proposed extension would sit to the rear of the dwelling and as a result, would not be visible from the front. The Town Centre Conservation Area boundary runs along the rear garden boundary of the site, and therefore, the dwellings located behind number 13 are not within the conservation area. Given this rear siting, the conservation area boundary and the undulating topography of the area, long range views of the proposed rear extension from within the conservation area would be extremely limited.

The proposed rear extension would extend the width of the property, up to the shared boundaries with numbers 11 and 15. The proposed two storey element would extend beyond the existing two storey rear building line by 1.6m. In order to facilitate the proposed two storey extension, it is proposed to extend the existing hipped roof. It is also proposed to add in a small gabled roof extension that would mimic the style and design of the gable at the front of the property. It is proposed to alter the first floor windows; one would be replaced to provide a slightly larger window, which is considered to respect the style of windows in the locality and is acceptable. The second window is proposed to be replaced with larger doors. The design of the gabled roof extension above would frame these doors and would result in them appearing acceptable on this rear elevation. A glazed balustrade is proposed to form a Juliet balcony.

The neighbouring dwellings both have two storey building lines that extend at the rear beyond the application property. Even with the proposed two storey extension, the two storey rear building line of number 13 would not sit as deep as those of its neighbours. As such, this additional bulk to the rear would not appear unduly prominent when compared to neighbouring properties. Whilst the proposed extension to the roof is not wholly subordinate, it has been designed to reflect the design and scale of the rear elevation.

This two storey rear addition is modest and is not considered to detract from the appearance of the rear elevation. It has been designed to reflect the design, scale and proportions of the host dwelling and it is considered that it would assimilate well with the dwelling, respecting its character.

The single storey element would extend a further 2.4m beyond the rear building line of the two storey extension (a total increased development depth of 4m from the existing rear building line). The ground floor extension is proposed to have a flat roof. The proposed single storey element is again considered to be a modest addition; the existing rear elevation of the property is unremarkable, and the proposed flat roof extension would have an acceptable impact on the design and character of the rear elevation. The bifold doors proposed are a modern addition but are commonly seen in locations such as this. There will be limited external views of the single storey extension or the bifold doors. The proposed single storey rear extension is therefore considered to preserve the character of the dwelling.

The application form outlines that the proposed materials are to match the existing. This is considered to be appropriate and will assist in assimilating the proposed extensions with the existing dwelling. This can be secured via condition.

In relation to rooflights the Residential Extensions and Alterations SPD (2018) states they should be carefully positioned to blend into the roof of the existing property and, on front roofscapes should be 'conservation type' windows to fit flush with the roof slope, and not be dominant in terms of their number.

One small side rooflight is proposed on the northern elevation. This would be modest in size and is considered to be appropriate. A flat rooflight is also proposed on the single storey extension which is considered acceptable.

Whilst concern has been raised regarding the resultant garden size, it is considered that the remaining garden would be sufficient to serve the needs of the occupiers and also is not significantly smaller than surrounding gardens so as to significantly impact the character of plots in the area.

Overall, the proposed development is considered to reflect the character of the host dwelling. The location of the proposed extensions at the rear of the property would ensure only limited views from the wider conservation area, and as such, it is considered the proposed works would preserve the character and appearance of the Conservation Area. The proposed works are considered to be appropriate additions to the property. The proposed extension therefore accords with Policies D1 and D3 of the Guildford Borough Local Plan: Strategy and Sites, Policies H4, D4, D18 and D20 of the LPDMP and; the Council's Residential Extensions and Alterations Supplementary Planning Document 2018.

The Impact on Neighbouring Amenity

The neighbouring properties most affected by the proposals would be 11 and 15 Oxford Road. In response to a number of objections received, the applicants have provided a daylight and sunlight assessment to assess the impact of the proposals on light at the neighbouring properties.

11 Oxford Road

Number 11 lies to the north of the property, sitting downhill. The proposed development will abut the shared boundary between the two properties.

Concerns have been raised by third parties with regards to the impact of the proposed development on the outlook of number 11 and the proposed works appearing overbearing when viewed from this property. However, it is considered that the works, whilst resulting in a slightly altered outlook from windows and the garden on number 11 would not appear unduly overbearing. A sufficient gap exists between the north elevation of the proposed extensions and the south elevation of number 11 to ensure that the proposed extension would not appear overly dominant in views from number 11.

With regards to the impact of the proposed development upon privacy, whilst concerns are acknowledged, the application property already benefits from two rear windows serving a bedroom and a bathroom. The proposal will see alterations to these windows and them being moved 1.6m further into the rear garden, however, views from the windows will remain as per existing. The bathroom window can be conditioned to be obscure glazed to further mitigate any potential or perceived overlooking. Given the location of the proposed roof light, this is unlikely to result in significant overlooking. No significant impacts on privacy are anticipated as a result of the proposed development.

With regards to impact on daylight and sunlight, the submitted assessment outlines that all windows at number 11 pass the Vertical Sky Component test with the exception of windows 8 (ground floor double doors), 9 and 10 (ground floor side facing windows). The report outlines that window 8 is already hampered by a projecting wing and as such, whilst the proposed development would represent a modest obstruction to this window, the existing projecting wing is the main factor resulting in loss of light. Windows 9, 10 and 11 all appear to serve the kitchen, it is acknowledged that light will be affected at these windows, however, given that light at window 11 will not be impacted, ample light will be received into this room, especially for its use as a kitchen. These windows combined pass the Vertical Sky Component test. It is also shown that all windows pass the daylight distribution test.

With regards to sunlight to windows, the report outlines that all windows that face within 90 degrees of due south have been tested for direct sunlight. Both windows 9 and 10 do not meet the sunlight recommendations. However, window 10 (which is the main window to the room) meets the recommendations over the whole year and falls short only during the winter months. Further, both windows serve the kitchen of the property. The BRE guide confirms that the main requirement for direct sunlight within dwellings is to living rooms and conservatories. The living room windows are in the front elevation of the property and will not be affected by the development.

With regards to overshadowing of garden areas, the report outlines that a small area of number 11's garden will meet BRE standards. However, given the size of the remaining garden at number 11, it is considered that there will be ample available well-lit garden space at number 11.

As such, it is considered that the proposed development will not result in significant adverse effects on amenity at number 11.

15 Oxford Road

Number 15 lies to the south of the property, sitting uphill. The proposed development will abut the shared boundary between the two properties.

Concern has been raised with regards to the impact of the proposed development on the outlook of number 15 and the proposed works appearing overbearing when viewed from this property. However, it is considered that the works, whilst resulting in a slightly altered outlook from windows and the garden on number 15 will not appear unduly overbearing. A sufficient gap exists between the south elevation of the proposed extensions and the north elevation of number 15 to ensure that the proposed extension does not appear overly dominant in views from number 15.

With regards to the proposed developments impact upon privacy, whilst concerns are acknowledged, number 13 already benefits from two rear windows serving a bedroom and a bathroom. The proposal will see alterations to these windows and them being moved 1.6m further towards the rear of the property. However, views from the windows will remain as per existing. The bathroom window can be conditioned to be obscured to further mitigate any potential or perceived overlooking. Whilst the Juliet balcony will provide a bigger view out of its window, the balustrade can be conditioned to be obscured to minimise any perceived impact this will have on privacy. No significant impacts on privacy are anticipated as a result of the proposed development.

With regards to impact on daylight and sunlight, the submitted assessment outlines that all windows at number 15 pass the Vertical Sky Component test, which means ample daylight is received at all windows at number 15. It is also shown that all windows pass the daylight distribution, sunlight at windows and garden overshadowing tests. As such, access to light at number 15 is considered acceptable.

As such, it is considered that the proposed development will not result in significant adverse effects on amenity at number 15.

With respect to the flat roof, a condition will be added to any planning permission ensuring it cannot be used as a balcony.

There are therefore, no significant impacts predicted with regards to neighbouring amenity as a result of the proposals and the proposals are in accordance with policy G1(3) of the Saved Local Plan and Policy D5 of the Emerging LPDMP.

Impact on Ecology

The application has been supported by a preliminary bat roost assessment, it outlines that bats are very unlikely to be roosting within this building and as such, there are not anticipated to be any impacts on bats in this location as a result of the proposed extension. The report outlines measures to secure biodiversity improvements on site, these will be conditioned in the event of an approval.

A number of comments have raised concern with regards to the impact of the proposed development on ecology. The development site is an existing dwelling and garden within the Guildford Urban Area / Town Centre. The site has limited value in terms of ecological features or potential for protected species. Having reviewed the site and considered standing advice from Natural England it is not considered that it is necessary for any further detailed survey information with regards to protected species be provided. The scheme would intensify residential development and there are no evident impacts in respect of biodiversity.

Highways / Parking Considerations

The application site is located within the Guildford Urban Area. The existing dwelling does not benefit from any off road parking. The existing dwelling currently has 3/4 bedrooms, as a result of the proposed development the dwelling will have 4 bedrooms. There is therefore no increase in the number of bedrooms proposed, and as such the parking needs of the development will remain as existing. Therefore, the proposal is in accordance with the Council's Vehicle Parking Standards (SPD, 2006), the Draft Parking SPD (2022) and is deemed to be acceptable in this regard.