

Report to **Planning Committee South**  
Date **15 January 2019**  
By **Director of Planning**  
Local Authority **Horsham District Council**  
Application Number **SDNP/18/04290/HOUS**  
Applicant **Mr Mike Knevitt**  
Application **Demolition of existing single storey garage and erection of a two storey side extension.**  
Address **Downsview, The Holt, Washington, RH20 4AW**

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**Recommendation:** That the application be approved for the reasons set out under section 8, and subject to the conditions recommended under section 10 of this report.

**IMPORTANT NOTE:** This application is liable for Community Infrastructure Levy.

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## **I Site Description**

The application site comprises of a detached two storey dwelling, of late 1990s construction, and associated amenity land. The property has evidentially been designed to reflect the vernacular and appearance of adjacent properties, incorporating a traditional half-hipped main roof form and vertical tile hung external surfaces at first floor level. Red facing brickwork is utilised throughout the property, along with plain clay roof tiles and green uPVC windows/doors; which are suspected to be recent alterations. An original front projection, featuring a catslide roof and two first floor dormers, acts to somewhat distinguish the application property from the more linear composition of adjacent terraced and semi-detached dwellings. The application property benefits from a detached single garage, situated to the side of the existing dwelling and a recent single storey rear extension. The main form of the building and garage are noted to be of an identical original design to 'Holt House' located at the southern end of The Holt.

Dwellings located west of The Holt, although of slightly differing forms, comprise of a mainly consistent palette of materials to the application property. Dwellings situated east of The Holt are of a substantially different appearance and character. Both neighbouring dwellings to the south and north feature two storey side extensions.

The application site is located within the defined built-up area of Washington, within the South Downs National Park and outside of the Washington Conservation Area.

## **2 Proposal**

Planning permission is sought for the demolition of an existing detached single garage, and the erection of a two storey side extension that would project 3.75m beyond the original side elevation of the application property and measure 7.6m in depth. The proposed extension would incorporate a single storey element to the rear, that would project 1.15m beyond the original rear elevation of the application property and adjoin to an existing rear extension. The proposal

would utilise materials designed to match those present within the existing building in terms of type, colour and texture.

In response to early objections regarding the scale and massing of the proposed extension, amended plans were received 09.11.2018. The above measurements are taken from the amended proposal, and constitute an approximate 1.5m reduction in width from the proposal as originally submitted.

#### 4 Relevant Planning History

SDNP/16/05084/NMA	Non-material amendment to previously approved application SDNP/16/03619/HOUS.	Application 08.11.2016	permitted	on
SDNP/16/03619/HOUS	Addition of 3.5 metre single storey rear extension	Application 08.09.2016	permitted	on

#### 5 Consultations

##### **Horsham District Council – Design and Conservation: No objection**

The Council's Conservation Officer responded to raise no objection to the proposal. The Officer considered that the application would have no perceptible impact on the setting of the Conservation Area.

##### **West Sussex County Council – Highways: No objection in principle**

The Local Highways Authority (LHA) considered that the proposal would not have a severe impact on the operation of the highway network, therefore rose no objection. The LHA Officer noted the internal dimensions of the proposed garage would not satisfy those set out in the Manual for Streets (MfS), and therefore would not contribute to parking provision. The LHA considered that further details relating to parking provision would be necessary, and invited the Local Planning Authority to consider parking provision from an amenity perspective. A condition was recommended, requesting further details of proposed car parking arrangements prior to the commencement of development.

No subsequent response from the LHA was received in respect of amended plans provided 09.11.2018. The proposed integral garage, as featured on the amended plans, would satisfy the 3x6m dimensions for a single garage as set out under the MfS.

##### **Parish Council Consultee: Objection**

Washington Parish Council responded to raise an objection to the proposal on the basis of an overdevelopment of the application property, loss of light to neighbouring occupiers and an adverse relationship with the character of neighbouring properties.

No additional response from the Parish Council was received in relation to amended plans received 09.11.2018.

#### 5 Representations

13 letters of public representation were received in connection with the proposal; of which 12 object to the proposal and a single letter provides comments in support.

The main material grounds for objection can be summarised as follows:

- Inaccuracies in the submitted information in respect of parking provision, the siting of the application site in relation to the National Park and siting in relation to nearby heritage assets.
- Inadequate parking provision
- Likely overly domineering appearance within the street scene
- Scale and massing of the proposed extension
- Overbearing impressions to neighbouring occupiers

- Loss of privacy to neighbouring occupiers
- Loss of light to neighbouring occupiers
- Overdevelopment
- Harm to landscape character
- Proposed extension is not in keeping with the local character
- Contrary to local planning policy
- Erosion of rural character
- Loss of openness

It is noted that several comments were additionally received in respect of a potential loss of private views towards Chanctonbury Ring and the scarp slope of the South Downs to the east. Whilst acknowledging the receipt of such comments, any affect on private views do not constitute a material consideration in the determination of this planning application.

All objections were received prior the submission of amended plans on 09.11.2018, with no additional responses provided in respect of the revised proposal.

The main material grounds for support can be summarised as follows:

- Proposal is in keeping with existing property
- Amended proposal is of a far more acceptable scale

## **6 Planning Policy Context**

Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory development plan in this area is the Horsham District Local Development Framework, and the following additional plan(s):

- Horsham District Local Development Framework: The Core Strategy (2007)
- Horsham District Local Development Framework: General Development Control Policies (2007)

The relevant policies to this application are set out in section 7, below.

### National Park Purposes

The two statutory purposes of the SDNP designation are:

- To conserve and enhance the natural beauty, wildlife and cultural heritage,
- To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

If there is a conflict between these two purposes, conservation takes precedence. There is also a duty to foster the economic and social wellbeing of the local community in pursuit of these purposes.

## **7 Planning Policy**

### Relevant Government Planning Policy and Guidance

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF) which was issued on 24 July 2018. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 172 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

### National Planning Policy Framework (NPPF)

The following National Planning Policy Framework documents have been considered in the assessment of this application:

- NPPF12 – Achieving well-designed places
- NPPF15 – Conserving and enhancing the natural environment
- NPPF16 – Conserving and enhancing the historic environment

The following policies of the Horsham District Local Development Framework: The Core Strategy and General Development Control Policies (2007) are relevant to this application:

- HOCPI (HO) Landscape and Townscape Character
- HOCP3 (HO) Improving the Quality of New Development
- HODCI (HO) Countryside Protection and Enhancement
- HODC2 (HO) Landscape Character
- HODC4 (HO) AONBs
- HODC9 (HO) Development Principles
- HODC40 (HO) Transport & Access

#### Partnership Management Plan

The South Downs Partnership Management Plan (SDPMP) was adopted on 3 December 2013. It sets out a Vision and long term Outcomes for the National Park, as well as 5 year Policies and a continually updated Delivery Framework. The SDPMP is a material consideration in planning applications and has some weight pending adoption of the SDNP Local Plan.

The following Policies and Outcomes are of particular relevance to this case:

- Outcome 1 – The landscape character of the National Park, its special qualities and local distinctiveness have been conserved and enhanced
- Policy 1 – Conserve and enhance the natural beauty and special qualities of the landscape and its setting
- Policy 50 – Housing and other development in the National Park should be closely matched to the social and economic needs of local people, and should be of high design and energy efficiency standards

#### The Draft South Downs National Park Local Plan

The South Downs Local Plan: Pre-Submission Local Plan was published under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 for public consultation between 26 September to 21 November 2017, and the responses considered by the Authority. The Plan was submitted to the Secretary of State for independent examination in April 2018. The Submission version of the Local Plan consists of the Pre-Submission Plan and the Schedule of Proposed Changes. It is a material consideration in the assessment of this planning application in accordance with paragraph 48 of the NPPF, which confirms that weight may be given to policies in emerging plans following publication. Based on the current stage of preparation, and given the relative age of the saved policies within the Submission South Downs Local Plan (2018) are currently afforded considerable weight, depending on the level of objection received on individual policies.

- SD1: Sustainable Development
- SD2: Ecosystems Services
- SD5: Design
- SD6: Safeguarding Views
- SD12: Historic Environment
- SD22: Parking Provision
- SD31: Extensions to existing dwellings, and provision of annexes and outbuildings

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- To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

If there is a conflict between these two purposes, conservation takes precedence. There is also a duty to foster the economic and social well being of the local community in pursuit of these purposes.

## The Draft Storrington, Sullington and Washington Neighbourhood Plan

The Storrington, Sullington and Washington Neighbourhood Plan 2018-2031 Submission Plan has undergone examination with the Examiner's Report publicised under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. Subject to the Submission Plan being amended in line with the recommended modifications, the plan is recommended to be brought forward to referendum. The neighbourhood plan is a material consideration in the assessment of this planning application in accordance with paragraph 48 of the NPPF, which confirms that weight may be given to policies in emerging plans following publication.

- Policy I: A Spatial Plan for the Parishes
- Policy 8: Countryside Protection
- Policy I4: Design

## **8 Planning Assessment**

### Principle of Development:

The spatial strategy of the Horsham District Local Development Framework (Core Strategy and General Development Control Policies 2007), as defined under policies CPI, DC1 and DC2 is to concentrate development within the defined built-up areas of the District.

Policy SD1 of the Submission South Downs Local Plan (2018) provides a presumption in favour of sustainable development. The Local Planning Authority will consider the cumulative impacts of development, and refuse permission where development adversely influences the landscape, natural beauty, biodiversity and cultural heritage of the National Park. Exceptions are identified, however, where development results in demonstrable benefit that significantly outweighs relevant harm, and there is substantial compliance with other policies of the emerging local plan.

Policy I of the Submission Storrington, Sullington and Washington Neighbourhood Plan (2017) *inter alia* provides that development within defined built-up areas will be supported where this complies with the other provisions of the neighbourhood plan and local plan.

It is considered that the existing policy basis would provide no restriction on the principle of residential extension within a defined built-area, subject to other material considerations relating to design, scale and appearance, landscape character, relationship with neighbouring occupiers and parking provision.

### Scale, Design and Appearance:

Policy DC9 of the Horsham District General Development Control Policies (2007) requires development to, amongst other criteria:

- c.) ensure the scale, massing and appearance of the development is of a high standard of design and layout and where relevant relates sympathetically with the built surroundings, open spaces

- and routes within and adjoining the site, including any impact on the skyline and important views;
- d.) are locally distinctive in character, respect the character of the surrounding area (including its overall setting, townscape features, views and green corridors) and, where available and applicable, take account of the recommendations/policies of the relevant Design Statements and Character Assessments.

Policy SD5 of the Submission South Downs Local Plan (2018)<sup>1</sup>, stipulates that development will only be permitted that respects the local landscape character, through sensitive and high quality design that makes a positive contribution to the overall character and appearance of the area.

Policy SD31 of the Submission South Downs Local Plan (2018) states that householder extensions, and the provision of annexes and outbuildings will be permitted where:

- a.) The proposal does not increase the floorspace of the existing dwelling by more than approximately 30% unless there are exceptional circumstances;
- b.) The proposal respects the established character of the local area; and
- c.) The proposal is not overbearing or of a form which would be detrimental to the amenity of nearby residents by virtue of a loss of light and/or privacy

Policy 14 of the Submission Storrington, Sullington and Washington Neighbourhood Plan (2017) provides that the scale, density, massing, height, landscape design, layout and materials of all development will be required to reflect the architectural and historic character and scale of surroundings buildings and the wider landscape.

It is considered that the proposed extension would be of an appropriate scale, massing and design relative to the existing dwelling and its wider surroundings. The proposal would be of a lesser height and width than the existing dwelling and is noted to incorporate elevations inset from the front and rear elevations of the existing property that act to reinforce a subservient relationship. The proposed use of materials designed to match those found on the existing dwelling, in terms of colour, type and texture, in addition to a half hipped roof and decorative gable above the first floor front window is deemed sufficient to ensure a design that would appear consistent with the form and appearance of the host dwelling. As the design of the existing building closely reflects the character of adjacent dwellings, it is additionally envisaged that the proposal would satisfactorily accord with the built character of its wider surroundings.

It is acknowledged that the introduction of a two storey extension would both increase the visual massing of the application property, and result in a reduction in the separation between Downsview and No.3 New Cottages. Given that the extension would sit within the existing building line along The Holt, and would be 12m removed from the public highway, it is not considered that the proposal would appear overwhelming within the public realm. It is accepted that any reduction in the sense of openness between Downsview and No.3 is greatly exacerbated by the presence of a pre-existing neighbouring extension of a similar description to that proposed. A 2.85m separation would be maintained from the side elevation of the proposed extension to the common boundary, with an additional 90cm separation maintained across the neighbouring side of the common boundary to the respective neighbouring extension. It is considered that a separation of 3.75m, whilst less than other generous separations on The Holt, is not insignificant, and would be sufficient to prevent any possible 'terracing' effect arising from adjacent side extensions. As such the proposal would not be deemed harmful to the character of the local development pattern.

The proposed extension would provide an internal floorspace of 56m<sup>2</sup>, presenting an increase of 38% beyond the original internal floorspace of the dwelling and garage combined. As such, it is recognised that there is some conflict with policy SD31 in this respect, however, as the South Downs Local Plan has yet to be adopted full weight cannot be yet assigned to this policy requirement. The Inspector held in appeal APP/Y9507/D/18/3204224 (for an extension in excess of 30%) that in the context of unresolved objections, limited weight could be assigned to floorspace requirements. It is furthermore noted that the dimensions for the proposed extension facilitate sufficient space for an integral garage compliant with the Manual for Streets, as such, positively contribute to any separate assessment against policies DC40 and SD22. On balance, therefore, given the questionable weight that policy SD31 can be assigned in relation to floorspace, and the

understanding that the proposal satisfies other design criteria, a refusal of planning permission is deemed unreasonable on this sole basis.

#### Landscape Character:

The settlement of Washington is identified to fall within the 'scarp footslope' of the South Downs, within figure 5.2 of the Submission South Downs Local Plan (2018). Several public representations refer to the contribution that the separation between Downsvue and No.3 makes to views of Chanctonbury Ring and the scarp slope of the South Downs to the east. Policies DC9 and DC4 of the Horsham District General Development Control Policies (2007) in addition to policies SD4 and SD5 of the Submission South Downs Local Plan (2018) would seek to preserve the landscape character, as principally derived from an appreciation of the landscape within the public realm. In this respect it is considered that the proposal would have a limited impact on the local landscape character.

It is noted that there is no public vantage to the immediate rear of the application site, with prospective public views of the eastern scarp slope limited to certain perspectives on Chanctonbury Close approximately 43m west of the application site. As such, whilst recognising that some public vantage may exist, this view makes a very modest contribution to any public understanding of Washington's relationship to, and setting within, the wider landscape. Given the status as Chanctonbury Close as a quiet cul-de-sac, and in the context of surrounding built development, it is considered that the proposal would not present any reasonably established reduction in the public enjoyment of the landscape. As such the proposal would be deemed to comply with the criteria of policies DC4, DC9 and SD4 and SD5.

#### Neighbouring Amenity:

Policy DC9 of the Horsham District General Development Control Policies (2007) *inter alia* provides that development must not result in unacceptable harm to the amenities of occupiers/users of nearby property and land.

Policy SD31 of the South Downs Local Plan (2018) *inter alia* stipulates that development must be designed so as to avoid overbearing impressions or other detrimental impacts to the amenities of nearby occupiers in terms of loss of light and or privacy.

The proposed extension would be sited 3.75m from the adjacent No.3 New Cottages, and approximately 23m east of 'Chalklands' found to the rear of the application site. By virtue of being sited north of No.3, on a lower elevation, and No.3 featuring no windows orientated towards the application site it is considered that the proposal would not result in any material loss of natural light in neighbouring garden or living spaces. Whilst the proposal would present an increase in mass closer to the common boundary, the two storey element would not extend beyond the rear elevation of the neighbouring property. Consequently, no overbearing relationship would be envisaged in this instance.

It is noted that the proposal incorporates a first floor side window orientated towards No.3. Although this is considered somewhat unusual for a two storey extension, this is also reflective of the positioning of an existing first floor window, and as such, would not constitute a significant change in relationship between neighbouring occupiers. It is also noted that, by being positioned closer to the facing wall of the neighbouring extension, that prospective views of the rear garden of No.3 would be made at a more oblique angle, therefore potentially affording greater privacy to these neighbouring occupiers. In this context, and given that there are no neighbouring windows orientated towards the application site, no unacceptable loss of privacy is identified. A refusal of planning permission in this respect, therefore, would be considered unwarranted.

The 23m separation maintained between the proposed extension and Chalklands would be deemed sufficient to prevent any unacceptable loss of light or potential overbearing impression. It is noted that such a degree of separation is in excess of the stated 21m separation as stated in the Council's Design Guidance Advice Leaflet No.1. The first floor rear window of the proposed extension is recognised to overlook the side/rear garden and living spaces of Chalklands, however, as leading to an en-suite bathroom would likely be obscure glazed in nature. In any case, to ensure no

detriment to the occupiers of Chalklands in terms of privacy a condition has been recommended to this effect.

#### Parking Provision:

Policy DC40 *inter alia* provides that development will be permitted if it is appropriate in scale to transport infrastructure and makes adequate provision for all users, including for car and other vehicle parking.

Policy 19 of the Submission Storrington, Sullington and Washington Neighbourhood Plan (2017) states that proposals for housing development must provide at least the minimum required in the County Council's Car Parking Demand Calculator for residential units. For dwellings larger than four bedrooms a proportionate number of parking spaces should be provided.

The proposed extension would accommodate an integral garage of sufficient dimensions to comply with the 3x6m dimensions for an internal parking space as set out in the Manual for Streets. This would replace an existing single garage of lesser dimensions, and occupy a hardstand area covered by a timber car-port that is currently utilised for parking purposes. The existing property benefits from sufficient space to be capable of parking four vehicles in tandem, inclusive of the existing garage. Insufficient space would be provided to the side of the proposed extension to the common boundary with No.3 to provide an additional parking space, it is therefore acknowledged that the proposal would result in the loss of a single parking space.

The West Sussex County Council Parking Demand Calculator reaches a calculated demand of three parking spaces for a dwelling of the accommodation proposed. It is considered that sufficient space would be retained on the dwellings existing driveway to facilitate the parking of two vehicles, with a third capable of being parked in tandem within the proposed integral garage. Overall, therefore, sufficient off-street parking would be provided within the application site to satisfy the calculated parking demand of the application property.

By virtue of the scale and nature of the proposal, no wider impact on the operation of the publicly maintained highway network is envisaged in this instance. The proposal, therefore, would be deemed compliant with policies DC40 of the local development plan and policy 19 of the neighbourhood plan.

## **9 Conclusion**

The principle of residential extension within a defined built-up area is acceptable, being deemed compliant with the spatial strategy of the local development plan, as set out under policies CPI, DC1 and DC2. The proposed extension is considered to be of an acceptable scale, form, design and appearance that would be appropriate to the host dwelling and the character of its wider built surroundings. The proposal would not be considered to result in any adverse impact on the local landscape character, or the amenities of neighbouring occupiers.

Sufficient off-street parking would be provided to satisfy the calculated parking demand for the application property, with no wider impact on highway operation anticipated. The proposal is, therefore, considered compliant with the relevant policies of the current local development plan, emerging local development plan and emerging neighbourhood plan and is recommended for approval, subject to the conditions listed below.

## **10 Reason for Recommendation and Conditions**

It is recommended that the application be Approved for the reasons set out above and subject to the conditions set out below.

## 1. **Approved Plans**

The development hereby permitted shall be carried out in accordance with the plans listed below under the heading "Plans Referred to in Consideration of this Application".

**Reason:** For the avoidance of doubt and in the interests of proper planning.

2. 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.

3. The materials and finishes of all new external walls, windows and roofs of the development hereby permitted shall match in type, colour and texture those of the existing building.

**Reason:** In the interest of visual amenity and in accordance with Policy DC9 of the Horsham District Local Development Framework: General Development Control Policies (2007).

4. The extension hereby permitted shall not be occupied until the first floor rear window in the west elevation (as shown on plan DV20183/c) has been fitted with obscured glazing. No part of that window that is less than 1.7 metres above the floor of the room in which it is installed shall be capable of being opened. Once installed the obscured glazing and non-openable parts of those windows shall be retained permanently thereafter.

**Reason:** To protect the privacy of adjacent occupiers in accordance with Policy DC9 of the Horsham District General Development Control Policies (2007)

## 11. **Crime and Disorder Implications**

- 11.1 It is considered that the proposal does not raise any crime and disorder implications.

## 12. **Human Rights Implications**

- 12.1 This planning application has been considered in light of statute and case law and any interference with an individual's human rights is considered to be proportionate to the aims sought to be realised.

## 13. **Equality Act 2010**

- 13.1 Due regard has been taken of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010.

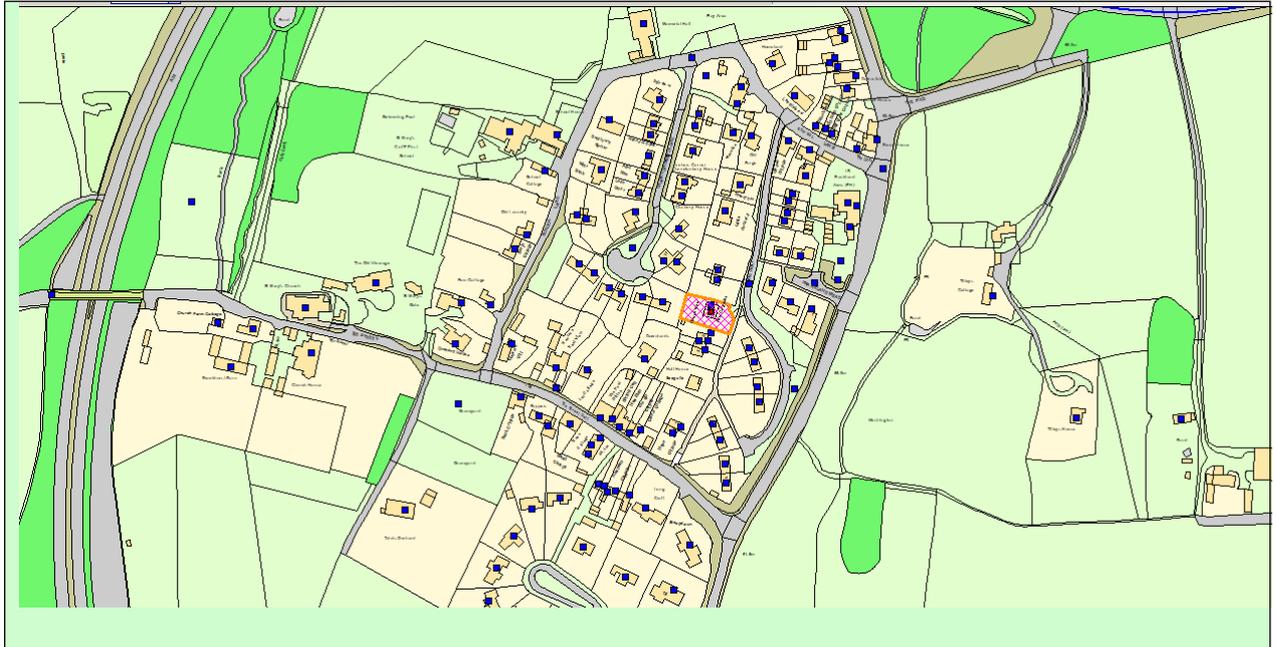
## 14. **Proactive Working**

Statement pursuant to Article 35 of the Town and Country Planning (Development Management Procedure) (England) Order 2015. The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received, in order to be able to, where possible, grant permission.

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Appendices	Appendix 1 - Site Location Map Appendix 2 – Plans Referred to in Consideration of this Application
SDNPA Consultees	N/A
Background Documents	SDNP/18/04292/HOUS

## Appendix I

### Site Location Map



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## Appendix 2 – Plans Referred to in Consideration of this Application

The application has been assessed and recommendation is made on the basis of the following plans and documents submitted:

Plan Type	Reference	Version	Date on Plan	Status
OS Extract - Location	NONE		10.08.2018	Approved
Plans - Block	NONE		10.08.2018	Approved
Plans - Existing and proposed west elevation	20183	/2	09.11.2018	Approved
Plans - Existing and proposed ground floor	21801	/2	09.11.2018	Approved
Plans - Existing and proposed southern elevation	21802	/2	09.11.2018	Approved
Plans - Existing and proposed first floor	10002		09.11.2018	Approved
Plans - Existing and proposed northern elevation	20185	/2	09.11.2018	Approved
Plans - Existing and proposed east elevation	2084	/2	09.11.2018	Approved
Reports - Design and Access Statement	NONE		10.08.2018	Approved
Reports - Parking Statement	NONE		10.08.2018	Approved
Plans - Location including access	NONE		14.08.2018	Approved

**Reasons:** For the avoidance of doubt and in the interests of proper planning.