

**REPORT TO DEVELOPMENT MANAGEMENT COMMITTEE
16 OCTOBER 2019**

REFERENCE: HW/FUL/18/00490

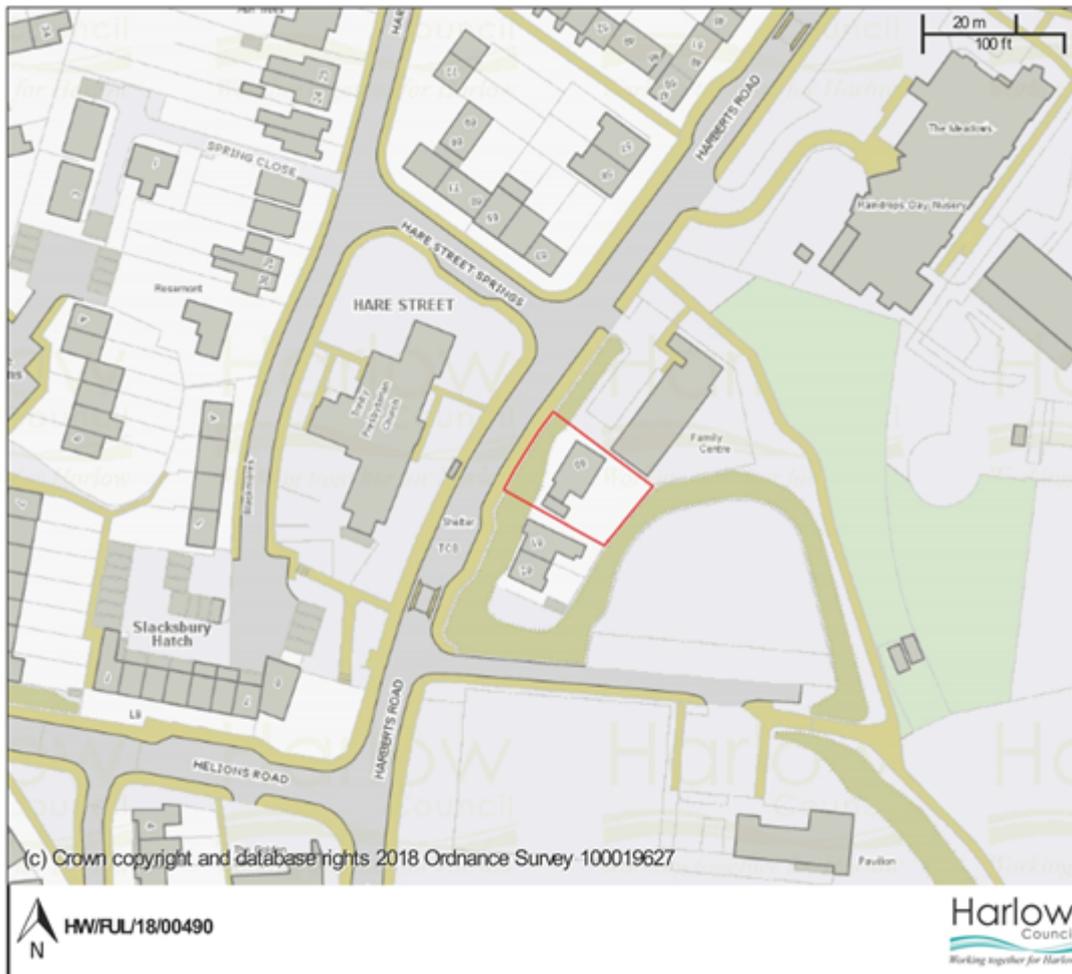
OFFICER: Nicholas Fu

APPLICANT: Mr P McRae

LOCATION: 60 Hare Street Springs
Harlow
Essex
CM19 4AP

PROPOSAL: Demolition of Garage & Outbuilding & Construction of Two Storey Side & Single Storey Rear Extension to Existing Temporary Accommodation Facility to Increase Capacity from 6 Bedrooms to 9 Bedrooms

LOCATION PLAN:



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REASON BOUGHT TO COMMITTEE: The application has been made by Harlow Council and more than one representation has been received which is contrary to officer recommendation.

Application Site and Surroundings

The application relates to a two-storey, detached property on Harberts Road. The property is numbered 60 Hare Street Springs. It is owned by the Council as temporary accommodation for homeless people, with six bedrooms. The building has a rectangular shape, and is constructed in brick and painted white. There is a garage to the side of the main building. The site is located on a small hill which raises the property approximately 1.5m above street level and the main door needs to be accessed by a stairway. There is a tree to the front of the property. There are also hedges and trees along the boundaries of the rear garden. Whilst there is parking provision off-street in the form of a detached garage and driveway, the garage is not used due to its small size (at 2m wide and 5m deep) and the steep slope of the driveway.

Harberts Road and Hare Street Springs are mostly residential in character, but community and education facilities are also nearby. Neighbouring the application site to the north is the Harlow Youth Centre, with the Meadows Children's Centre and Hare Street Community School beyond it. To the rear of the site is a children's playground and behind it is an open green/recreation space. The Trinity United Reformed Church sits on the opposite side of Harberts Road.

Details of the Proposal

The application has been made by Harlow Council (Housing Department).

Planning permission is sought for the erection of a two storey side extension with a single storey projection to its rear. The existing garage would be demolished. The proposed extensions would increase the number of bedrooms from six to nine, and the total number of beds would be increase from seven to 12.

The proposed two storey side extension measures approximately 5.35m in width and would be 0.95m away from the side boundary with 61 Hare Street Springs. The two storey element would be set back 300mm from the front and rear elevations and 200mm down from the ridgeline of the existing building, with a gabled side elevation. The proposed single storey projection would extend beyond the existing rear wall by 7m into the rear garden. It would have a pitched and hipped roof.

No on-site parking is proposed, with the driveway removed as well as the garage, but the applicant has said four parking spaces to the rear of 2 Collins Meadow would be allocated to the occupants of no. 60. The applicant is also proposing a bin store to the front of the main building adjacent to the pavement and a second pedestrian access from the pavement to the building.

RELEVANT PLANNING HISTORY:

Reference Number: HW/FUL/16/00270

Proposal: Demolition of Garage and Outbuilding and Construction of Single Storey Extension to Existing HMO Block Increasing Capacity from 6 Bedrooms to 8 Bedrooms.

Application Status: Application Withdrawn

Decision Date: 03 May 2018

Reason for withdrawal: Unresolved issues on design and parking

CONSULTATIONS:

Internal and external Consultees

Essex County Council – Highway Authority

No Objection. Prefers a pair of pedestrian dropped kerb crossings instead of a single dropped kerb for bin collection.

HDC – Environmental Health

No Objection. Recommending the following conditions:

1. That no demolition or construction work that involves the production of noise capable of being heard beyond the property boundary is conducted outside of the hours of 08.00 to 18.00 Monday to Friday and 08.00 to 13.00 on a Saturday. No works to be carried out on a Sunday or public/bank holiday.
2. Ensure that dust production is kept to a minimum which may need the utilisation of water damping measures being employed.
3. Bonfires are not to be held on site.

HDC – Cleansing and Environmental Services

- Waste Management team do not consider dropped kerbs are necessary for 2 wheeled bins as it is standard practice for these types of household containers to be 'bumped ' up and down kerbs. The kerb at 60 Hare Street Springs is of standard height and there are no other outstanding issues
- It is unable to accurately estimate the total number of bins required. The property does not receive any recycling services due to the excessive levels of contamination experienced in previous years. Requests further information
- The proposed bin storage should be provided to a standard in accordance with BS5906

HDC – Consultant Arboricultural Officer

No objection.

Following a site visit to assess any potential arboricultural constraints, it is evident that the proposed development would not result in any adverse impact to trees and green infrastructure, which is in accordance with Policy NE11 of the Local Development Plan. The proposed development can be considered for consent, having satisfied arboricultural matters sufficiently at this stage of the planning process.

Recommends conditions on the submission of a fit-for-purpose Arboricultural Method Statement and a landscape scheme. To ensure existing trees are sufficiently protected and ensure satisfactory landscape treatment of the site.

Neighbours and Additional Publicity

Number of Letters Sent: 12

Total Number of Representations Received: 4

Date Site Notice Expired: 11 October 2019

Date Press Notice Expired: 23 May 2019

Summary of Representations Received

4 objections were received from local residents, their reasons for objection are summarised as follows:

- Lack of parking provision within an area with existing parking problems,
- Impacts on pedestrian and highway safety, especially as there are schools and a nursery within close proximity
- Adverse impacts on neighbour amenity in terms of the extension being visually overbearing and resulting in loss of light and overlooking
- Nuisance due to the increase in number of people and the behaviour of the occupiers
- There are other more suitable locations for such development

PLANNING POLICY:

BE1:"Character and Identity" new and extended buildings should relate to their setting to strengthen, enhance, protect or create local character. Permission will be granted for new development providing: it is well connected to and integrated with the wider settlement; the height massing, layout, appearance and landscape makes an appropriate visual relationship with that of the form, grain, scale, materials and details of the surrounding area; building design is specific to the site and its context; it enhances the character, image and perception of the area when highly visible.

NE11:"Trees and Hedgerows" in considering applications for development affecting trees or hedges the following may be required: a survey of the site and trees and hedges concerned; oppose the loss of trees and hedgerows of amenity value and wildlife importance; serve TPO's to protect trees with public amenity value; may impose conditions to ensure the retention or replacement of trees and hedgerows of amenity value or wildlife importance and their protection during construction.

T9:"Vehicle Parking" parking shall be provided in accordance with the adopted vehicle parking standards. Justification is required for the amount of car parking proposed on an operational need and, if applicable, a Green Commuter Plan.

H4: "House Types" new housing and conversions will be required to accommodate a range of dwelling types which reflect the housing need requirements for Harlow.

H7: "Special Needs Housing" all new developments will be required to take account of the needs of those with disabilities and special needs.

PLANNING STANDARDS:

National Planning Policy Framework (NPPF) (2019) - sets out the Government's key economic, social and environmental objectives and the planning policies to deliver them. These policies will provide local communities with the tools they need to energise their local economies, meet housing needs, plan for a low-carbon future and protect the environmental and cultural landscapes that they value. It seeks to free communities from unnecessarily prescriptive central government policies, empowering local councils to deliver innovative solutions that work for their local area.

Supplementary Planning Documents/Current Planning Guidance

The Essex Design Guide (2005)
The Harlow Design Guide SPD (2011)
Planning Practice Guidance (PPG)

The Essex Parking Standards: Design and Good Practice (2009)

Harlow Local Development Plan – Pre-Submission Publication (2018)

Harlow Council is in the process of its new local plan being examined by an Inspector appointed by the Secretary of State.

Paragraph 216 of the NPPF sets out that weight may be given to relevant policies in emerging local plans according to the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that may be given); the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight may be given); and the degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF (the closer the policies in the emerging plan to the policies in the NPPF, the greater the weight that may be given). The 'Harlow Local Development Plan Pre-submission Publication' (the 'emerging Local Plan') is the final version of the plan for consultation before it is submitted for examination. The consultation closed on 6th July 2018, the Examination started on 28th March 2019.

It is considered that the policies within the emerging Local Plan are consistent with the policies in the NPPF and that limited weight should be given to relevant emerging local plan policies at this stage. Relevant policies are discussed within the Planning Assessment section.

PLANNING ASSESSMENT:

The main issues for the consideration of this application are the design and its impact on the character and appearance of the area, neighbour amenity, parking, and pedestrian and highway safety.

Principle of development

The application property is one of the Council's units of temporary accommodation for homeless people. Policy H7 of the Adopted Replacement Harlow Local Plan (ARHLP) recognises that housing development should take account of the needs of those with special needs, which includes the homeless. Similarly, ARHLP policy H4 states that housing should accommodate a range of dwelling types which reflect the housing need requirements of Harlow.

The proposed extension, which would cater for more people in need, is supported in principle. The applicant indicates that the district's number of households in temporary accommodation had doubled between 2014 and 2018, and the proposal would support the increasing demand for temporary accommodation across the district. The contribution that the application makes to addressing housing need for homeless people is considered to weigh significantly in favour of the scheme. Notwithstanding this, the acceptability of the proposal is subject to compliance with other planning considerations, which are addressed in turn below.

Character and appearance

Policy BE1 of ARHLP and the Harlow Design Guide SPD seek to ensure developments are of appropriate design, scale and finished in materials that respect the character of the site and surrounding area. Extensions to properties should be subordinate to the original building and in keeping with the character of the surrounding area.

The proposed side extension is approximately half the width of the existing building. This complies with the Harlow Design Guide SPD which states that side extensions should be no

more than 2/3 of the width of the host property. The proposed two storey extension is set back from the front elevation and set down from the ridgeline of the original building. Although the sizes of the windows would be different to those on the existing building, the new windows in the front elevation of the extension would be in line with the existing windows, and would be set away from the side walls in a similar way to the existing windows. Albeit not ideal, it is not considered that the size of the windows would justify a refusal. The proposed extension is considered to be appropriately subordinate to the host property.

The proposed single storey rear projection would not be visible from the front of the property. Although it would be visible from the children's playground to the rear of the site, there are trees along the rear boundary of the property and both the single storey projection and the two storey part would be set back significantly from the playground. The existing building is a detached property of generous size, which could accommodate the proposed single storey extension without appearing out of character. The application property also has a reasonably sized rear garden, and therefore the proposal is not considered to result in overdevelopment of the site.

The proposed development would be 0.95m from the side boundary, which is 5cm short of the Design Guide's recommendation. It is acknowledged that the 1m gap requirement of the Design Guide aims to prevent a terracing effect. Given the main house of the neighbour is at least 2.3m from the shared boundary, meaning that there would be around 3.3m between the two buildings, the proposal would not result in a terracing effect, which is considered acceptable.

The application site is mostly surrounded by non-residential uses including a church and school, which have significantly larger building footprints than typical dwellinghouse. The site is also spatially and visually separated from other residential properties, except the semi-detached neighbours nos. 61 & 62, which have different design to the existing design of the application property. The next nearest dwelling, 63 Hare Street Springs, is approximately 35m northwest of the application site. Therefore, it is considered that the proposed extension, despite its generous size, would have minimal impacts on the grain of development and the overall character of the surrounding area.

On balance, it is considered the proposed extension would not result in significant impact to the character and appearance of the surrounding area. Should permission be granted, it is recommended that a planning condition requiring matching materials is attached to ensure the proposed extension would be visually consistent with the existing building.

Amenities of local residents

The Local Planning Authority has a duty to protect the amenities of the existing and future occupiers of neighbouring properties from inappropriate development. The Harlow Design Guide SPD requires that development should not have a significant impact upon adjacent properties.

It is noted that occupiers of neighbouring properties have objected to the proposed development on residential amenity grounds including loss of light, overlooking and overbearing impacts.

The ground floor windows on the proposed side elevation would face the boundary fence, which would not cause any amenity issues. The window for the staircase, between the first and second floors, is proposed to be obscured glazed. There would be three new bedroom windows on the rear elevation at first floor level, but it is not considered that they would result in unacceptable overlooking due to the orientation of the building. Should permission be

granted, a condition should be attached to ensure that the window to the staircase be obscured glazed and fixed shut below 1.7m from the internal floor level.

The proposed two storey extension element would be the slightly smaller than the existing building, due to the proposed setback and set down. It would sit roughly 3.3m from the main house of the neighbour at no.61, which is located to the south of the application site. This means that the side windows on no.61 are north facing, and the proposed extension would be to the north. It is therefore considered that the impacts in terms of overshadowing and access to daylight would be acceptable.

Some local residents are concerned about the potential impact on neighbour amenity due to the increased number of occupiers. The proposed temporary accommodation would be more intensive than ordinary residential occupation. Nevertheless, the proposal is for a primarily residential use and the level of noise and activity are not considered to warrant a refusal in itself.

The Council's Environmental Health Services were consulted and recommend conditions on construction hours and dust protection to ensure the construction works do not prejudice amenities of neighbouring residents. These recommendations would be secured by a condition.

Trees and landscape

There is a large tree located to the front of the property. The trees on the site boundaries have some public amenity value, as they provide some screening effect when viewing from the children's playground to the rear of the site. The trees are not protected by a TPO.

The Council's Arboricultural Consultant considers an arboricultural impact assessment shall be submitted. It is clear that the hedgerow to the south boundary would be removed to facilitate the development, whilst the tree in front of the property and other trees on the north and east boundaries are not likely to be affected due to their distance from the proposed extension. A condition is recommended to require the submission of a method statement and tree protection plan to ensure the trees would be retained and not affect by the construction.

Parking

There is no specific parking requirement for this type of development within Policy T9 of the ARHLP and the Essex Parking Standards, and therefore the parking provision should be assessed on a case by case basis.

Harberts Road is relatively busy with existing on-street parking problems. There are also a school, nursery, youth centre and church on this road adjacent to the application site.

There is no parking proposed within the curtilage of the application site. The applicant explains that due to the sloping front garden it would be impractical to install parking spaces in front of the property. Instead, the applicant proposes four parking spaces at the rear of 2 Collins Meadow, which is approximately 180m walking distance from the application site.

Providing allocated parking away from the site is usually not acceptable as it is likely that residents would park on-street adjacent to the property instead of in the disconnected parking spaces, however, the applicant notes that 2 Collins Meadow is another unit of temporary accommodation owned by the Council. There are 12 spaces within the Council owned parking area behind 2 Collins Meadow. The applicant states that the parking area exceeds the demand by the occupiers at 2 Collins Meadow, and thus it is considered to be viable to allocate the spaces to the occupiers of another Council temporary accommodation.

The application site and 2 Collins Meadow are both Council owned properties for temporary accommodation for homeless people. Given this special circumstance, it is accepted that there might be a lower parking demand, given it is unlikely that many homeless individuals will have access to a car. The applicant states that locking posts would be installed to ensure that only residents of 60 Hare Street Springs could have access to these four allocated spaces. A condition ensuring this is considered to be reasonable.

The Essex Parking Standards state that a lower provision of vehicle parking may be appropriate in urban areas where there is good access to alternative forms of transport and existing car parking facilities. The application site is located 1 mile from the Town Centre, 70m from the Slacksbury Hatch and is opposite a bus stop. The Highway Authority was consulted and raises no objection for the proposed parking arrangement. Therefore, it is considered that a lower parking provision could be acceptable.

The initial submission included a new dropped kerb which would facilitate bin/waste collection, but this is not supported by the Highway Authority. The applicant subsequently removed the dropped kerb from the drawings. The Council's Waste Management Team do not consider additional dropped kerb is necessary for their 2 wheeled bins. This is therefore acceptable.

Therefore, having regards to the close proximity of the site to the Town Centre, the existing transport links, allocated parking spaces, the supportive accommodation nature of the property and that the occupiers are unlikely to have access to a car, it is on balance considered that the proposal would be acceptable in terms of parking and highway.

Waste

The Cleansing and Environmental Services raised concern regarding recycling services and the number of bins. It is considered that the matter can be addressed via a condition to require an amended waste scheme to be submitted to and approved in writing by the Local Planning Authority.

Other material considerations

The proposal is considered to have significant public benefit which weighs significantly in favour of the scheme. It is considered that the applicant has provided sufficient evidence to justify the proposal.

CONCLUSIONS:

The proposal seeks permission for side and rear extensions to provide additional spaces for a Council's unit of temporary accommodation for homeless people. The contribution that the application makes to addressing housing need for homeless people is considered to weigh significantly in favour of the scheme. The proposed development, by virtue of its design, siting and orientation, would not result in harm to the character and appearance of the area, and would not be detrimental to the living conditions of neighbouring residents.

Four parking spaces at the rear of 2 Collins Meadow would be allocated to 60 Hare Street Springs. Given the special circumstances of the application, it is accepted that there will be a lower parking demand than a typical household. The proposed parking provision is therefore on balance considered acceptable.

The proposal is therefore considered to accord with the relevant policies contained within the ARHLP and other planning documents. It is therefore recommended for approval subject to conditions.

RECOMMENDATION:

That Committee resolve to GRANT PLANNING PERMISSION subject to the following conditions:

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

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

- 2 All new external work shall be carried out in materials of such colour or texture and with architectural detailing to match the existing facing work of the building.

REASON: In the interest of visual amenity and to accord with policy BE1 of the Adopted Replacement Harlow Local Plan, July 2006.

- 3 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any Order revoking and re-enacting that Order with or without modification), the proposed window to the staircase in the south elevation of the building shall be obscured glazed and be non-opening to a minimum height of 1.7 metres above internal floor level, and shall be permanently retained in that form.

REASON: To protect the privacy of the adjoining property and to prevent overlooking, and to accord with policy BE1 of the Adopted Replacement Harlow Local Plan, July 2006.

- 4 No development shall take place on site, including site clearance, tree works, demolition or any other works, until an Arboricultural Method Statement (AMS) has been submitted to and approved in writing by the Local Planning Authority. The AMS shall include details relevant to the safe retention and protection of on-site and any relevant off-site trees, in accordance with BS5837:2012. The AMS shall include a detailed Tree Protection Plan showing the positions and dimensions of protective fencing (and if necessary temporary ground protection) to safeguard all retained vegetation. The AMS shall include all relevant details such as level changes, demolition and construction techniques (including methods of access and construction traffic management), location of services and drainage, design detail of structures and foundations, and the control of potentially damaging operations such as burning, storage and the handling of materials, and access and the parking of vehicles during construction. Details of supervision at key stages of development shall also be included. The work shall be undertaken in accordance with the approved details.

REASON: To ensure that damage to vegetation identified for retention is avoided and in accordance with Policy NE11 of the Adopted Replacement Harlow Local Plan, July 2006.

- 5 A detailed landscape scheme shall be submitted to and approved in writing by the Local Planning Authority, and shall be implemented in accordance with the approved details during the next planting season following completion of the development. The scheme shall include all hard and soft landscaping and details of boundary treatments. A specification of all materials shall be supplied within a detailed method statement which shall include site preparation, planting techniques, aftercare and a programme of maintenance for a period of 3 years following completion of the scheme.

REASON: To ensure satisfactory landscape treatment of the site in the interests of visual amenity in accordance with Policy NE11 of the Adopted Replacement Harlow Local Plan, July 2006.

- 6 Prior to the first occupation of the development hereby permitted, 4 no. parking spaces shall be provided within the car park to the rear of 2 Collins Meadow for use by the occupiers of and visitors to 60 Hare Street Springs only.

REASON: To ensure sufficient parking provision is provided for the proposed development and safeguard highway safety in accordance with Policy T9 of the Adopted Replacement Harlow Local Plan, July 2006

- 7 Prior to the occupation of the development hereby permitted, and notwithstanding the approved plans, a revised waste scheme, including details of the location, size and design of the refuse stores and collection points in accordance with BS5906, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

REASON: To ensure a satisfactory refuse collection for the site.

- 8 No demolition or construction work that involves the production of noise capable of being heard beyond the property boundary shall be conducted outside of the hours of 08.00 to 19.00 Monday to Friday and 08.00 to 13.00 on a Saturday. No works shall be carried out on a Sunday or Public/Bank Holiday.

REASON: In the interests of amenity in accordance with Policy BE17 of the Adopted Replacement Harlow Local Plan.

- 9 The development hereby permitted shall be carried out in accordance with the approved plans as shown listed in the table below.

Plan Reference	Version No.	Plan Type	Date Received
4158/900	--	Site Location Plan	07.10.2019
4158/901	--	Existing Ground Floor Plan	15.04.2019
4158/902	--	Existing Plans	15.04.2019
4158/903	--	Existing Elevations	15.04.2019
4158/904	Rev A	Proposed Ground Floor Plan	05.07.2019
4158/905	Rev A	Proposed Plans	05.07.2019
4158/906	Rev A	Proposed Elevations	05.07.2019

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

INFORMATIVE CLAUSES

1. All work within or affecting the highway is to be laid out and constructed by prior arrangement with, and to the requirements and satisfaction of, the Highway Authority, details to be agreed before the commencement of works. The applicants should be advised to contact the Development Management Team by email at development.management@essexhighways.org or by post to: SMO3 - Essex Highways, Unit 36, Childerditch Industrial Park, Childerditch Hall Drive, Brentwood, Essex, CM13 3HD.