

**APPLICATION NO** PA/2015/0160

**APPLICANT** Mr D Williamson

**DEVELOPMENT** Planning permission to erect a two-storey extension (resubmission of PA/2014/0877)

**LOCATION** Cleatham House Farm, unnamed road through Cleatham from B1400 to B1398, Manton

**PARISH** MANTON

**WARD** Ridge

**CASE OFFICER** Mark Beevers

**SUMMARY RECOMMENDATION** Refuse permission

**REASONS FOR REFERENCE TO COMMITTEE** Applicant request to address the committee

**POLICIES**

**North Lincolnshire Local Plan:**

ST3 Development Limits

H8 Housing Design and Housing Mix

RD10 Replacement, Alteration and Extensions to Dwellings in the Open Countryside

T1 Location of Development

T2 Access to Development

LC5 Species Protection

LC6 Habitat Creation

HE5 Development Affecting Listed Buildings

DS1 General Requirements

DS5 Residential Extensions

DS14 Foul Sewage and Surface Water Drainage

DS15 Water Resources

DS16 Flood Risk

## **North Lincolnshire Core Strategy:**

CS2 Delivering More Sustainable Development

CS3 Development Limits

CS5 Delivering Quality Design in North Lincolnshire

CS6 Historic Environment

CS17 Biodiversity

CS19 Flood Risk

## **National Planning Policy Framework:**

Section 3 Supporting a Prosperous Rural Economy

Section 7 Requiring Good Design

Section 11 Conserving and Enhancing the Natural Environment

Section 12 Conserving and Enhancing the Historic Environment

## **National Planning Practice Guidance**

### **CONSULTATIONS**

**Highways:** No objection.

**Conservation:** Objects to the application as the proposed extension will form a discordant feature on the existing listed building which will detract from the historic character and setting of the property. Preserving the setting of a listed building should be given 'considerable importance and weight', as required by Section 66 of the Planning (Listed Building and Conservation Area) Act 1990 and reinforced by the High Court and Court of Appeal. The main focus of the Conservation Officer's concerns is the juxtaposition between the proposed gable and the existing Victorian hipped roof.

### **PARISH MEETING**

Response expected shortly and members will be updated at planning committee if necessary.

### **PUBLICITY**

Neighbouring properties have been notified by letter and a site notice posted on Manton Road. No letters of objection have been received.

### **ASSESSMENT**

#### **Site assessment**

The site is located within the open countryside to the southern edge of a small collection of residential properties and agricultural buildings. These properties are located on both sides

of Manton Road; this is a minor country lane which connects the B1400 and B1398. Manton Road is very lightly trafficked in this location despite the presence of large quarry operations to the east. Traffic from these uses generally travels east towards the A15 which is located approximately 3 kilometres to the east.

The surrounding area is predominantly agricultural with the exception of quarry operations to the east. The land is relatively open with small coppices of trees interspersed throughout the area, individual trees within field boundaries and boundary hedges. The topography of the area undulates slightly with a prominent rise to the east of the site.

The property which is the focus of this application is semi-detached. The original farmhouse was separated into two properties prior to the applicant's purchase of their property. The adjacent property is more closely related to the existing farm, and is partly accessed through the original farmyard. One of the buildings which create this farmyard is also a listed structure.

### **Proposed development**

The application proposes a two-storey extension on the rear elevation of a grade II listed farmhouse. This extension provides three additional rooms: two on the ground floor, one of which is an extended lobby and the second is labelled as a sunroom; another room labelled as a sunroom is located on the first floor and accessed from a bedroom only. The extended lobby is located adjacent to the main extension and is a small flat-roof element surrounded on two sides by existing buildings and on a third side by the proposed extension.

At ground-floor level two sets of double patio doors provide access into the sunroom and lobby from the rear garden. There are two sets of windows either side of each patio door. At first-floor level there are four windows providing light into the first-floor area. All doors and windows are proposed to be of timber construction and contain sash detailing. There are also three windows within the roof space providing light down into the first-floor level.

The proposed extension has a small gable facing the existing property and the elevation facing away from the host property is a partial hexagonal with a hipped roof. A chimney stack is to be located on the southern elevation of the proposed extension.

The extension is to be constructed from red clay facing brickwork and the roof will be natural slate. Guttering and downpipes are to be black UPVC.

### **Planning history**

Applications were submitted by the applicants and validated on 19 August 2014 for full planning and listed building consent and given reference numbers PA/2014/0877 and PA/2014/0880. These applications were both refused for the same two reasons quoted below:

1. The proposed development is found to form a discordant feature and be visually incongruous and as such is contrary to local plan policies DS5 and SPG1, policy CS5 of the Core Strategy and section 7 of the National Planning Policy Framework.
2. The proposed development is found to cause significant harm to the visual aesthetic of the grade II listed building and not enhance the building's fabric or character and as such is contrary to local plan policy HE5, policy CS6 of the Core Strategy and section 12 of the National Planning Policy Framework.

This resubmission has been allowed to give the applicant opportunity to address the Planning Committee.

## **Main issues**

**The main issues to be considered in the determination of this application are:**

**principle of development**

**design and impact upon the listed building**

**other material considerations.**

### **Principle of development**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise. In this instance the development plan consists of the North Lincolnshire Local Plan (NLLP) which was adopted in May 2003 and the North Lincolnshire Core Strategy (NLCS) which was adopted in June 2011. Material considerations exist in the form of national policy and guidance contained within the National Planning Policy Framework (NPPF) and the suite of documents comprising National Planning Practice Guidance (NPPG).

The application site is Cleatham House Farm which is a grade II listed building. Cleatham is a small hamlet of about seven dwellings and is therefore not subject to a development limit; this application is therefore considered to be within the open countryside and therefore policy RD10 of the NLLP applies.

Policy RD10 of the NLLP allows extensions to existing properties so long as they result in extensions which are no more than 20% larger than the original building. In this instance the original building was extended during the mid-19<sup>th</sup> century with red brick additions to the rear of the property. A further red brick extension has recently been constructed by the applicant at ground-floor level.

Planning permission was granted for a single-storey rear extension in 2006 which was implemented but never completed. This extension was for a conservatory, the foundations for which have been implemented and the proposed extension will sit within the same footprint.

It is, however, considered that the principle of extending the property can be accepted despite the conflict with the 20% criteria of policy RD10. The 20% limit is set out to protect the character of the open countryside. It is considered that the rigid application of this policy is unduly onerous and greater flexibility is shown when considering residential property extensions. Subject to an acceptable design being found, which has an acceptable impact upon the listed building, it is considered that the principle of a two-storey extension is acceptable.

### **Design and the impact upon the listed building**

Policy HE5 of the NLLP and policy CS6 of the NLCS requires proposals which affect listed buildings to preserve or enhance the fabric and character of the building. Section 12 of the NPPF indicates that works to listed buildings should enhance the significance of the

heritage asset and new development should make a positive contribution to local character and distinctiveness.

Local planning authorities are required, by paragraph 129 of the NPPF, to assess the particular significance of any heritage asset that may be affected by a proposal. In this instance the host dwelling is a grade II listed building and as such it is considered to be a highly significant heritage asset. Paragraph 134 of the NPPF states that less than substantial harm to the significance of a designated heritage asset should be weighed against the public benefits associated with a proposal. It is not considered that public benefits arise from this development so any harm to the character, appearance or setting of the host dwelling are considered to justify the refusal of the application.

In making this decision paragraphs 16 and 66 of the 1990 Planning (Listed Building and Conservation Areas) Act have been given due consideration and special regard is given to the desirability of preserving the listed building, its setting and any features of special architectural merit which it possesses.

The main elevations of the host building, which contain features of architectural significance, are the front and side elevations of the building. The front elevation is a Georgian frontage with later bow window additions and sash windows; the roof line has a simple profile but uses historic slate materials and is broken by three chimney stacks. The side elevation of the building is of stone construction with red brick quoin detailing, used to add strength to the property. This quoin detailing extends into the roof gable, beneath the eaves of the roof, adding visual and historic interest to this side elevation.

The applicant states that the rear elevation of the property has little or no historical significance and carries no remarkable features. It is accepted that this elevation does not justify the listing of the building and it is for this reason that the principle of development on this elevation is acceptable. However, development to the rear of the property is still visible in the context of the more architecturally interesting front and side elevations and should be designed in a complementary way. Views towards the Cleatham House Farm complex are also available from a public footpath to the rear of the property and in these views the proposed extension will be clearly visible and prominent. As such, appropriate design is required in order to protect the setting of the building from this perspective.

Views of the front and side elevations are restricted by topography, distance from public vantage points and vegetation. Therefore the property is primarily appreciated at close proximity from the private access road into the site. In these close views the rear extension will be visible. The elongation of the property to the rear does not cause any concern, subject to the use of appropriate building materials. However, the extension exposes a gable back towards the host property; this gable will measure 5.5 metres across and 1.7 metres high to apex. This element of the application is the focus of concerns by the council's Conservation Officer and was the primary reason for the authority previously refusing the application.

The applicant considers that this element of the proposed design reflects an existing arrangement to the rear of the neighbouring property where a Victorian extension projects a steeper and taller gable towards the original Georgian property. This extension has its own architectural character and is attached to the Georgian property by a small ground-floor link. This link sets the first-floor element of the Victorian extension back from the Georgian property and eaves. It is this officer's opinion that this Victorian extension does enhance the host dwelling and contributes to the listing; it also enhances the setting of the adjacent

farmyard from which it is most easily visible. This arrangement exists on the north-eastern corner of Cleatham House Farm and the applicants have attempted to replicate this arrangement on the south-eastern corner with this application.

Where this application fails is the relationship between the existing building and the proposed extension. To the south-eastern corner of Cleatham House Farm is another Victorian extension which projects out by almost 3.5 metres. This existing extension has a hipped roof which faces towards the proposed gable; this hip runs into the proposed gable. Due to this arrangement it is clear that the proposed extension is a later addition which does not integrate into the existing building, instead it stands alone as an unplanned addition. Given the awkward arrangement between the proposed extension and the existing building it will appear as an incongruous addition, which detracts from the character and appearance of the building. This impact is accentuated by the prominence of the gable in the context of the property's attractive side and front elevations at the entrance.

Concerns are also raised regarding the east-facing elevation of the proposed extension, which is a half hexagon with a hipped roof. It should be noted that this arrangement was approved at ground floor-level by an earlier application; however, its prominence is increased by the first-floor addition. This design feature is uncharacteristic of the listed building and the Cleatham House Farm complex; it introduces a new design element and unbalances the extension which has a gable on its opposite elevation. This design is considered to further highlight the proposed extension as an uncharacteristic addition to the existing building. It should be noted that this element will be highly prominent from the footpath to the rear of the property.

There are benefits associated with this development: the applicant proposes to use materials which match the existing property and this has been successfully done with another small extension to the rear of the property. This extension has been sensitively completed and complements the historic host property. It should also be noted that the wall upon which the proposed extension will be attached is currently covered in the remnants of a cement wash; this cement wash would be hidden by the proposed development and made good.

Notwithstanding these benefits, it is considered that the concerns identified are not outweighed, and on balance the application is considered unacceptable and contrary to policies DS5 and HE5 of the NLLP, policies CS5 and CS6 of the NLCS and sections 7 and 12 of the NPPF.

Potential alterations have been discussed with the applicant, including the possibility of reducing the height of the proposed extension and linking the proposed extension into the existing building. These options have been discounted by the applicant as the reduction in height would result in a shallow pitched roof and the roof link into the existing building would require significant physical alterations to the listed structure.

The council's Conservation Officer has discussed potential alterations with Building Control and opportunities may exist which result in a more appropriate extension. However, the existence or non-existence of feasible alternatives does not change the concerns identified and the conclusion that the development as proposed is unacceptable in its current form.

## **Other material considerations**

There are no other concerns with regard to this application. There are no objections to the application from a highway safety perspective. The site is not located within a flood risk area and is not anticipated to increase flood risk elsewhere. No ecological surveys have been undertaken, however bats are not anticipated as the adjoining roof has recently been re-felted and no works are proposed within any existing roof space. Conditions would be included on any approval to secure ecological enhancements appropriate for this locality.

## **Conclusions**

The application is considered to be contrary to policies DS5 and HE5 of the NLLP, policies CS5 and CS6 of the NLCS and Sections 7 and 12 of the NPPF. These policies require sympathetic design of an appropriate scale which preserves the character and setting of a listed building and it is considered that this application fails in these regards.

Alternative options have been discussed with the applicant and these have been discounted, by the applicant, due to the impact upon the existing roof of the listed building. These concerns are not shared by officers who consider that such amendments are feasible and would result in a better form of development.

In all other respects the application is considered to be acceptable and there are no other material planning considerations which justify the refusal of planning permission.

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

1.

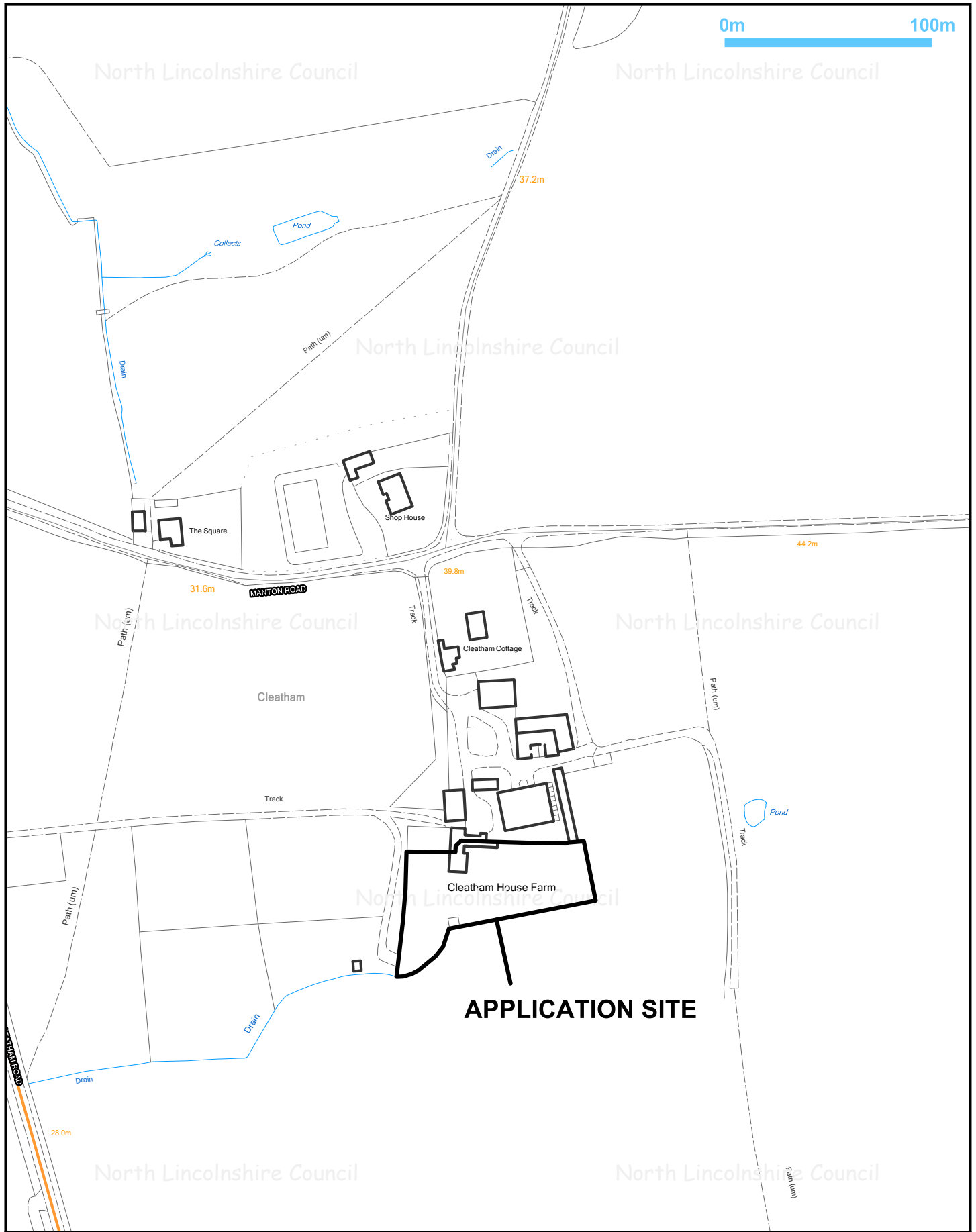
The proposed development is found to form a discordant feature and be visually incongruous and as such is contrary to local plan policies DS5 and SPG1, policy CS5 of the Core Strategy and section 7 of the National Planning Policy Framework.

2.



The proposed development is found to cause significant harm to the visual aesthetic of the grade II listed building and not enhance the building's fabric or character, and as such is contrary to local plan policy HE5, policy CS6 of the Core Strategy and section 12 of the National Planning Policy Framework.

## **Informative**

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraphs 186 and 187 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.

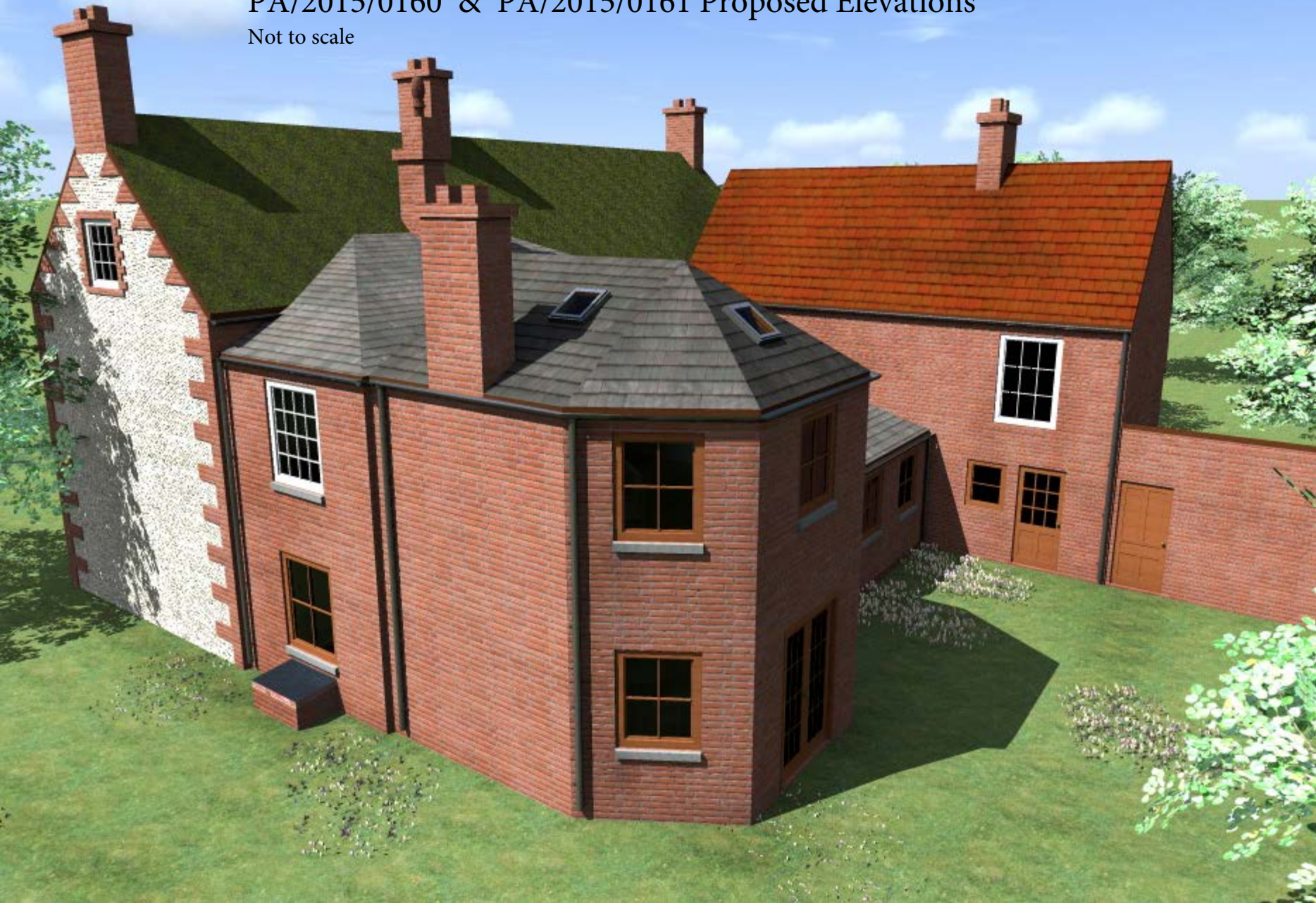


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| Title: PA/2015/0160                                                                 |                                                                          |                                                                                                              |                                                                        |
| Drawn by: Sue Barden                                                                | Date: 24/03/2015                                                         | Scale 1:2500                                                                                                 |                                                                        |
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PA/2015/0160 & PA/2015/0161 Proposed Elevations  
Not to scale



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