

2021/0108

Mr Matt Bell

Erection of two storey side and single storey rear extension, retention and relocation of existing entrance.

45A Victoria Road, Barnsley, S70 2BU

Site Description

The application relates to a two-storey dwelling located within the Victoria Road Conservation Area. The property was previously a single dwelling but has been split into two units. The dwelling is of a stone construction with a hipped, slate tiled roof that which also includes a parapet. Access is taken from Victoria Road and off-street parking is provided within the site.

Victoria Road is the main thoroughfare through the conservation area and the buildings that front it show evident quality and a relatively high status of design / execution (materials etc.). The site is located within the Victoria Road and Huddersfield Road Conservation Area which is predominantly residential in nature; however, some of the larger buildings within the area have been converted from residential to office use.

Proposed Development

The applicant is seeking permission for the erection of a two-storey side extension and single storey rear extension to the dwelling.

The extension will have a sideways projection of 3.65m and a rearward projection of 12.6m, extending 2.1m beyond the rear elevation. At first floor level, the rearward projection will be 10.5m. The extension will have a hipped roof, with eaves and ridge of 7m and 9.5m respectively.

The single storey extension will project along the entirety of the rear elevation and have a flat roof with an overall height of 4.2m.

The entrance to the property will be moved from the side elevation to the front as part of the proposal.





Policy Context

Local Plan Allocation – Conservation Area

Planning decisions should be made in accordance with the current development plan policies unless material considerations indicate otherwise and the recently revised NPPF does not change the statutory status of the development plan as the starting point for decision making.

The new Local Plan was adopted at the full Council meeting held 3rd January 2019 after it was found to be sound by the appointed Planning Inspector following the examination process. This means that it now takes on full weight for decision making process in planning law terms as the development plan for the Borough, superseding the remaining saved policies from the Unitary Development Plan (adopted 2000) and the Core Strategy (adopted 2011).

Local Plan Policy GD1 – General Development – states that proposals for development will be approved where there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents. Development will be expected to be compatible with neighbouring land and will not significantly prejudice the current or future use of neighbouring land. Policy GD1 below will be applied to all development.

Local Plan Policy D1 – High Quality Design and Place Making supersedes Core Strategy Policy CSP 29 and sets out the overarching design principles for the borough. Policy D1 States that development is expected to be of high-quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and features of Barnsley

Local Plan Policy BIO1 – Biodiversity and Geodiversity states that development will be expected to conserve and enhance the biodiversity and geological features of the borough

Local Plan Policy HE1 – The Historic Environment states that development which affects the historic environment and Barnsley's heritage assets, and their settings will be expected to protect or improve the character and/or appearance of Conservation Areas and Listed Buildings.

Local Plan Policy HE3 – Developments affecting Historic Buildings states that proposals involving additions or alterations to listed buildings or buildings of evident historic significance such as locally listed buildings (or their setting) should seek to conserve and where appropriate enhance that building's significance. In such circumstances proposals will be expected to:

- Respect historic precedents of scale, form, massing, architectural detail and the use of appropriate materials that contribute to the special interest of a building.
- Capitalise on opportunities to better reveal the significance of a building where elements exist that detract from its special interest.

The National Planning Policy Framework (NPPF) Section 16 – Conserving and Enhancing the Historic Environment, states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected; the level of detail should be proportionate to the assets' importance. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

The relevant paragraphs of the NPPF reading this proposal are:

- Paragraph 190: Identify and assess heritage significance including the setting and the effect of a proposal
- Paragraph 193: Great weight given to an asset's conservation, irrespective of the degree of harm
- Paragraph 194: Any harm to or loss of significance will require clear and convincing justification
- Paragraph 200: LPA's should look for opportunities for development within conservation areas and within the setting of heritage assets that enhance or reveal significance

Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss

Supplementary Planning Document (SPD) - House Extensions sets out the design principles that specifically apply to the consideration of planning applications for house extensions, roof alterations, outbuildings & other domestic alterations. The general principles are that proposals for should:

- I. Be of a scale and design which harmonises with the existing building
- II. Not adversely affect the amenity of neighbouring properties
- III. Maintain the character of the street scene and
- IV. Not interfere with highway safety.

SPD – House Extensions states that two storey side extensions should have a pitched roof following the form of the existing roof. To prevent a terracing effect and avoid detrimental changes to the character of the street scene, it is desirable to provide a setback of 500mm

from the main front wall of the dwelling. The sideways projection should not exceed more than two thirds the width of the original dwelling.

SPD – Trees and Hedgerows states that it is generally expected that trees protected by a TPO are retained and remain unaffected by any proposed development.

These policies are considered to reflect principles set out in the revised NPPF, which relates to high quality design and good standard of amenity for all existing and future occupants of land and buildings.

Consultations

Conservation Officer – Strongly objects due to lack of justification of works and potential to harm to the Conservation Area.

Forestry Officer – Raises concerns. The comments are summarised in the assessment section.

Ward Councillors – No comments received

Representations

None

Assessment

Principle of Development

Extensions and alterations to a domestic property are acceptable in principle provided that they remain subsidiary to the host dwelling, are of a scale and design which is appropriate to the host property and are not detrimental to the amenity afforded to adjacent properties.

However in accordance with Local Plan Policy HE1; development proposals need to demonstrate that the works follow the constraints of the building and have been approached in a manner which would help to conserve the historic asset in an acceptable manner.

Residential Amenity

The proposed side extension is located on the Southern elevation of the dwelling, does not project beyond the front or rear elevations and the ridge line is lower than that of the host property. Furthermore, there are no other dwellings located close to the extension. As such, there will be no detrimental increase in overshadowing or overbearing. Although there will be a bedroom window on the side elevation, it faces out onto an area of open space, rather than neighbouring windows or gardens. As such, overlooking will not be an issue.

Visual Amenity and Heritage Appraisal

Two storey side extensions should have a pitched roof following the form of the existing roof as well as a set back from the front elevation of the property; in order to avoid a terracing effect. A setback also helps to avoid the unsightly bonding of old and new materials.

The proposal has been designed to harmonise with the main dwelling in terms of its design and material construction. However, there are concerns over its impact on the main property and wider Conservation Area.

No heritage assessment is included despite being in an important location in one of the important conservation areas in the town. The submitted design and access statement but

this explains virtually nothing in terms of the existing house, its arrangement, its history, and the suitability of this proposal to both the house and the conservation area.

The proposal seeks to improve the fabric of the building and try to include and re-use elements that lend architectural quality and value. However, number 45 was up until quite recently a single dwelling, which is clearly evident when looking at the front elevation and the arrangement of the fenestration and architectural form. Subdivision appears to have occurred sometime between 1948 and 1960. However, but the building envelope has remained essentially unaltered in terms of the front and side elevations for in excess of 133 years. The proposal seeks to add a side extension which will undoubtedly unbalance the symmetry of the original building when viewed from Victoria Road. As a result, however well the proposal is executed and however carefully elements are reused, the essential design of the historic building and its principal elevation will be significantly altered. Consequently, the aesthetic contribution to the group value of the conservation area will be lessened and the origin / use a single historic dwelling will be less clear.

This proposal is within the Victoria Road conservation area setting which is sensitive and has a clear heritage significance. Regrettably, the proposal and the supporting information includes virtually no proper heritage explanation or justification which is a requirement. Notwithstanding the above, concerns remain over the principle of the proposal and the possible harm this will introduce.

Other Matters

Adjacent to where the proposed extension will be located is a group of TPO trees, which present a constraint to the development.

The submitted arboricultural impact assessment demonstrates that the foundations can be installed without affecting the protected trees, due to the existing retaining wall. However, the proximity of the tree canopies to the proposed extension is a concern.

There is a history with this property of issues with overhanging branches over the roof and making contact with it etc. and frequent discussions over pruning back with some instances of permission being granted to do this (see application 2020/0295). Given that the extension will in effect put the dwelling even closer to the trees, it is highly likely that this will only exacerbate the issue of the overhang and lead to more frequent requests to do even more pruning works to the tree. The AIA notes that the trees will need to be pruned back to give 3m clearance from the current dwelling which in itself is acceptable and has been agreed previously as part of tree works applications. However even with that level of pruning the trees will still overhang the new extension and given that overhang from the trees has been an issue previously for the main house, this is likely to also be the case for the extension.

The level of pruning works currently proposed represents the maximum which could be considered acceptable and the potential that works beyond what has been previously agreed (and specified again as part of this application) could be requested seems unacceptable.

The pruning back to give 3m clearance from the existing dwelling and then filling this space with an extension would leave no room for the trees to grow without significant contact with the extension and would therefore mean that unless it was proposed to undertake continual

trimming to maintain the trees at a significant cost, there is likely to be further applications to reduce the trees further, which is not appropriate. Therefore, the construction of the extension would ultimately put pressure on the protected trees for inappropriate works in the future due to the extremely close proximity to them even following the significant reduction which will have been required to facilitate it.

Recommendation

Refuse

1. In the opinion of the Local Planning Authority, the proposed extension would unbalance the symmetry of the original building when viewed from Victoria Road failing to preserve the character and appearance of the Conservation Area. In addition, the application is insufficiently detailed regarding the impact of the proposed works on the surviving historic fabric of the existing property – 45a Victoria Road – and its impact on the wider Conservation Area. As such, the applicant has not demonstrated that the development would not cause harm to its special architectural and historic character. The proposal therefore fails to satisfy the requirements of Local Plan Policy HE1 and Paragraphs 190, 193 & 194 of the National Planning Policy Framework.
2. In the opinion of the Local Planning Authority, the group of TPO trees adjacent to site will be adversely affected by the proposed extension; due to an increased pressure to undertake continuous pruning works which would be considered excessive and inappropriate. The proposal is therefore contrary to Local Plan Policy BIO1 – Biodiversity and Geodiversity and Supplementary Planning Document – Trees and Hedgerows.