
2023/0454 – Planning Application

2023/0465 – Listed Building Consent Application

Address: Shore Hall Farm, Shore Hall Lane, Millhouse Green, Sheffield, S36 9LY

Applicants: Mr and Mrs C Hill

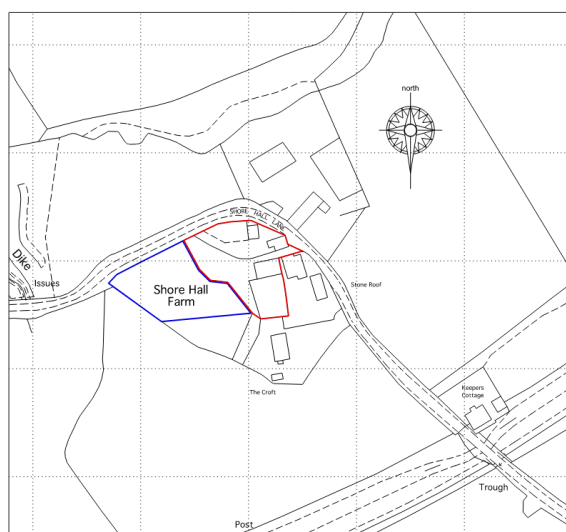
Description: Single storey timber framed and glazed extension to west elevation (Listed Building Consent)

This report covers both the planning application 2023/0454 and the Listed Building Consent Application 2023/0465 which have been submitted by the same applicant, for the same address, with the same description and for the same proposed works.

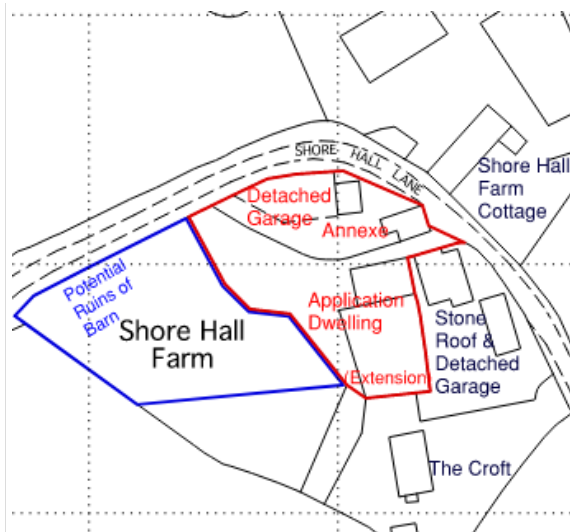
Site & Location Description

The application dwelling is located within a former farmstead on the outskirts of Millhouse Green, a small village to the northwest of the Borough and close to Penistone which is approximately two miles to the east. The dwelling's curtilage, along with the wider open agricultural land are classified as Green Belt Land. The dwelling is link-detached to the separated dwelling of Stone Roof by a stone archway. Historical records suggest that the two dwellings were once considered as single dwelling, there is no confirmed date legal separation, but records would suggest circa 1996. Apart from the archway which joins them, both dwellings are now separate entities with their own respective cartilages.

The dwelling itself is a Historic England Grade II listed structure, although this listing also incorporates Stone Roof on the same listing. A separate listing exists for a Crux Barn within the dwelling's curtilage but the last planning record for the dwelling was in 1990; local information suggests that the barn collapsed sometime after this record. In a 2013 aerial photograph of the site, the most likely, but unconfirmed remains of a barn, which are shown outside of the red line boundary of the dwelling and lie in adjacent land (blue boundary) owned by the applicants.



site location plan
1:1250



(Officer) Annotated Location Plan

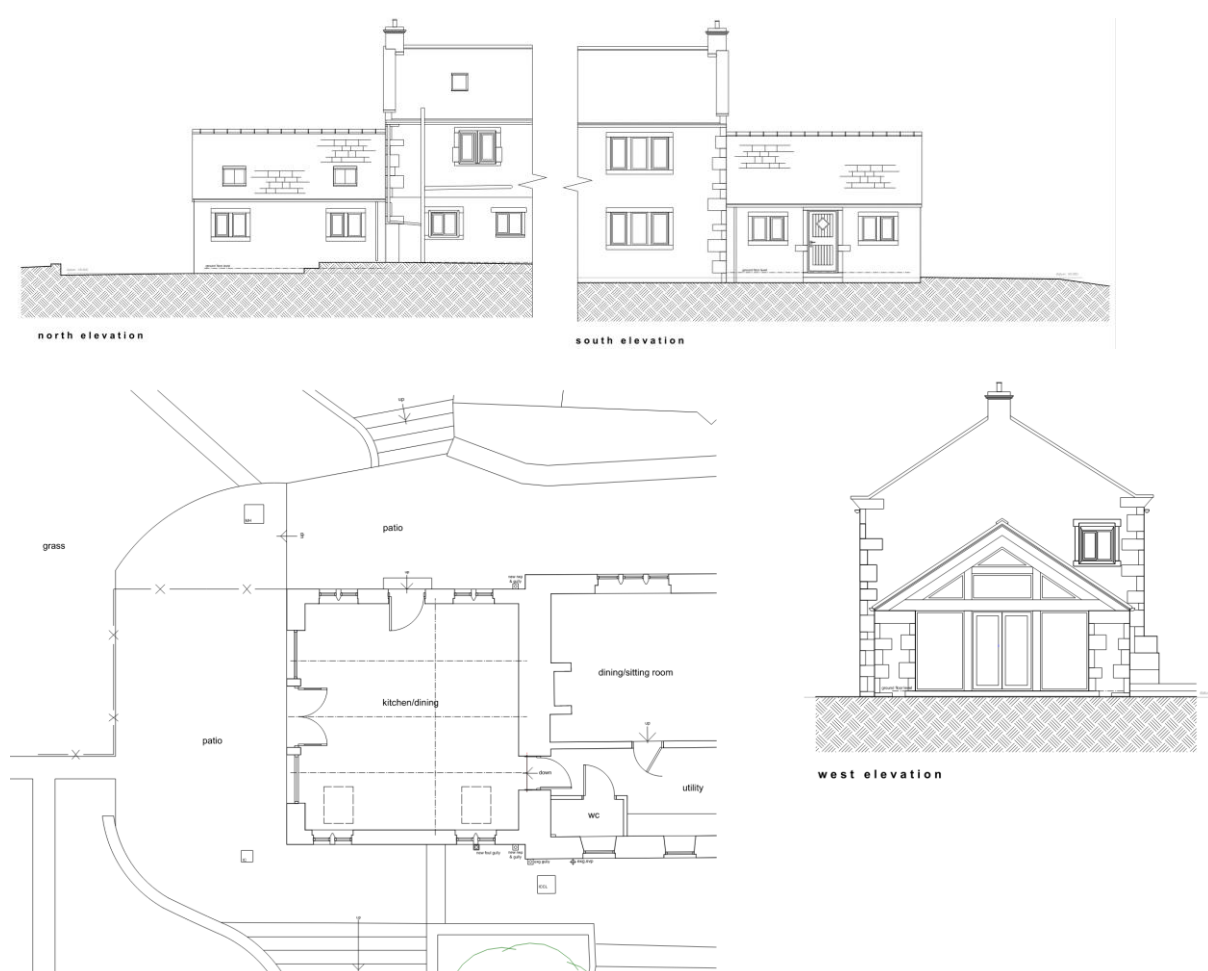
Local Plan Allocation: Green Belt

Planning History: See 'Impact on the Green Belt' section further on in the report

Proposed Development

The proposed development is a relatively modest extension which further extends an additional extension from 2013. In keeping with the original extension, the proposal integrates modern features within a historic building whilst aiming to maintain as much character as possible of the historical structure. The extension would be a ground floor extension of 24 sqm, constructed of matching stone, feature a matching roof design and materials, but would incorporate a considerable amount of glazing as the current extension itself does.

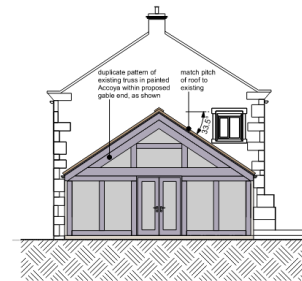
Existing Elevations and Floor Plan



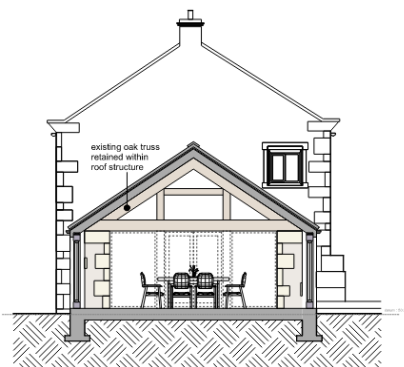
Proposed (amended) Elevations and Floor Plan



north elevation



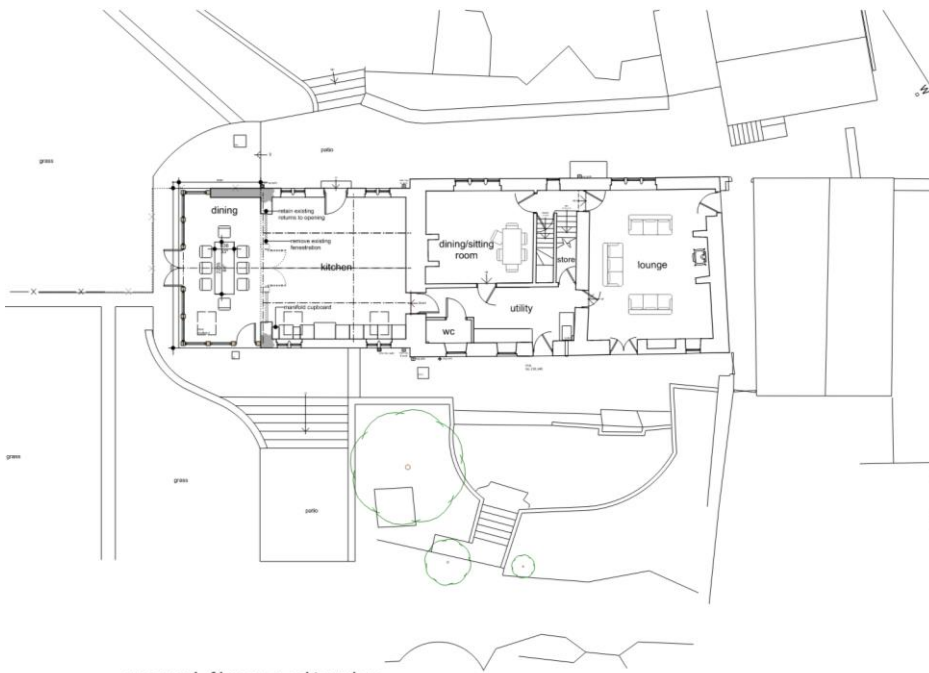
west elevation



section a-a



south elevation



ground floor + site plan

Policy Context

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making. The Local Plan was adopted in January 2019 and is also now accompanied by seven masterplan frameworks which apply to the largest site allocations (housing, employment and mixed-use sites). In addition, the Council has adopted a series of Supplementary Planning Documents and Neighbourhood Plans which provide supporting guidance and specific local policies and are a material consideration in the decision-making process.

The Local Plan review was approved at the full Council meeting on 24th November 2022. The review determined that the Local Plan remains fit for purpose and is adequately delivering its objectives. This means no updates to the Local Plan, in whole or in part, are to be carried out ahead of a further review. The next review is due to take place in 2027 or earlier if circumstances, require it.

Local Plan Policies

GD1 - General Development – Development will be approved if there will be no significant adverse effect on the living conditions and residential amenity of existing and future residents.

SD1: Presumption in favour of Sustainable Development: When considering development proposals we will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.

D1 - High Quality Design and Place Making: Development is expected to be of a high quality design and will be expected to respect, take advantage of and reinforce the distinctive, local character and other features of Barnsley.

GB1 - Protection of Green Belt: The general extent of the Green Belt is set out on the Key Diagram. The detailed boundaries are defined on the Policies Map. Green Belt will be protected from inappropriate development in accordance with national planning policy.

GB2 - Replacement, extension, and alteration of existing buildings in the Green Belt:

Provided it will not have a harmful impact on the appearance, or character and will preserve the openness of the Green Belt, we will allow the following development in the Green Belt:

Replacement buildings where the new building is in the same use and is not materially larger than that which it replaces.

Extension or alteration of a building where the total size of the proposed and previous extensions does not exceed the size of the original building.

Dividing an existing house to form smaller units of accommodation.

All such development will be expected to:

Be of a high standard of design and respect the character of the existing building and its surroundings, in its footprint, scale and massing, elevation design and materials; and

Have no adverse effect on the amenity of local residents, the visual amenity of the area, or highway safety.

HE1 - The Historic Environment: Positively encourage developments which will help in the management, conservation, understanding and enjoyment of Barnsley's historic environment, especially for those assets which are at risk.

HE2 – Heritage Statements and General Application Procedures: Proposals that are likely to affect known heritage assets or sites where it comes to light there is potential for the discovery of unrecorded heritage assets will be expected to include a description of the heritage significance of the site and its setting.

HE3 – Developments affecting Historic Buildings: 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.

T4 – New Development & Highway Safety: New development will be expected to be designed and built to provide all transport users within and surrounding the development with safe, secure and convenient access and movement.

Supplementary Planning Documents

House Extensions and other Domestic Alterations

NPPF

The National Planning Policy Framework set out the Government's planning policies for England and how these are expected to be applied. At the heart is a presumption in favour of sustainable development. Development proposals that accord with the development plan should be approved unless material considerations indicate otherwise.

In respect of this application, relevant policies include:

Section 12 - Achieving well designed places.

Section 13 - Protecting Green Belt land.

Section 16 - Conserving and enhancing the historic environment.

Consultations

Conservation Officer – The conservation officer was consulted for both applications and provided a report to cover both applications. Initial concerns were raised about the amount of glazing proposed in contrast to the local style of building materials and style. The agent revised their plans accordingly and the result met with the conservation officer's satisfaction.

Parish Council – regarding both applications, the Parish Council provided no comment or objection.

Representations

Neighbours were notified by post about the application. No comments were received from these notified neighbours. A comment was made by an unnotified neighbour; however, their comment was about not being directly notified about the application, and not about the actual proposal. They were informed of their right to make a further comment, and that a site notice had been posted. No additional comments were received.

Publicity:

A public site notice was placed near to the dwelling, but no comments were received.

Assessment

Principle of development

Policy HE3 allows for alteration or extension of listed buildings, subject to meeting policy guidance and receiving approval from the Conservation Officer. Although the dwelling is also within the Green Belt, both national and local policy allow for development, subject to meeting specific requirements and not being considered as inappropriate development within the Green Belt or affecting the openness of the green belt. In addition to meeting these extra requirements, the proposal additionally have to comply with standard local policies including GD1, SD1, D1 & T4, and the guidance set out in the supplementary planning document (SPD) House Extensions and Other Domestic Alterations.

Residential Amenity

The proposed works are of a modest scale on a dwelling situated with a large curtilage and further surrounded by agricultural land, some owned by the applicants. Whilst this location prevents the proposal having an impact on the broader residential amenity of the area, consideration has to be given to those dwellings nearby, especially the link attached dwelling of Stone Roof. After assessment, it is clear that whilst any extension to a dwelling may have an impact on the residential amenity of its neighbours, in this instance due to location and scale of the proposed extension any impact would be minimal. The proposed extension is to be located on an elevation of the dwelling furthest away from Stone Roof (approximately 13m) and whilst the extension may be seen by The Croft, a neighbouring dwelling, the distance between the extension and The Croft would be more than 26m, including 18m of the applicant's rear garden.

Visual Amenity

The visual amenity of both the structure and to an extent the broader area would be slightly altered. Such a change though would not cause anything more than an insignificant amount of harm to the visual amenity of the dwelling or the area. Unlike most household extensions, in addition to complying with Policy D1 and the House Extensions and Other Domestic Alteration SPD, this

application also has to meet the approval of the Conservation Officer and policies in relation to the historical importance of the dwelling, its setting, and its impact within the Green Belt.

Heritage Impact

As the proposed development is in relation to a Grade II historically listed structure, in accordance with local and national policy, including policy HE2, a Heritage Statement was provided by the applicants as part of their application. This report outlined a brief history and changing layout of the site and the applicants desire for a further extension of the modest 2013 ground floor extension. A separate appraisal of the existing dwelling and impact of the proposals was conducted by the local authority's Conservation Officer. Their report outlined the relevant policy considerations, history of the site, their opinion of the proposed works and the impact of such works upon the dwelling and its setting. The report was overall positive for the proposal with it considered to have a limited impact upon the character of the historical asset or its setting. The main critical point of the conservation officer's report is detailed in the extract below.

"In principle I see little harm as although the proposal will result in an extended footprint, the single storey element will still be deferential and not overbearing in the setting. I do however have a concern of the extent of glazing, primarily the glazing on the northern elevation which together with the fully glazed gable represents a significant shift in the overall solid to void ratio when viewed from the public realm. I make that point because the listed building is obviously of a vernacular style typical of the Pennine area with heavy sandstone walls, sandstone roofing flags and mullioned windows. Overall, glazing is quite restrained in amount and appearance. Consequently, there is a disconnect in the glazing of the new proposal vs that of the principal listed building. I have discussed this with Natalie Garside at ADP who has suggested a small redesign to include further masonry on the northern elevation up to the (currently proposed) second timber mullion. This would allow the corner to still remain glazed and continue the glazing around on onto the western facing gable. Assuming this is acceptable to the applicant, I would not object to this re-design and see it as a reasonable compromise that mitigates the new glazing and avoids it becoming over dominant."

After submitting amended plans, taking onboard the concerns mentioned in the above statement, the Conservation Officer was satisfied with the proposal.

Impact On the Green Belt

Because of the importance attached to the Green Belt in both national and local policy, development within the Green Belt is strictly regulated. Whilst in adherence with national policy, the local green belt policies in Barnsley are particularly generous. Barnsley local plan policies allow appropriate and considerately designed extensions and outbuildings which do not impact on the openness of the Green Belt, up to a cumulative maximum size of equal to that of the original dwelling, as it stood in 1948, or as it was originally built if constructed after this date. Outbuildings are not included within the original calculation of the dwelling's size but are, as outlined in Policy G2, considered in

determining the cumulative size of the dwelling as it currently exists or is proposed to exist once works have been completed.

Policy GB2 Replacement, extension and alteration of existing buildings in the Green Belt

Provided it will not have a harmful impact on the appearance, or character and will preserve the openness of the Green Belt, we will allow the following development in the Green Belt:

- Replacement buildings where the new building is in the same use and is not materially larger than that which it replaces.
- Extension or alteration of a building where the total size of the proposed and previous extensions does not exceed the size of the original building.
- Dividing an existing house to form smaller units of accommodation.
- All such development will be expected to: Be of a high standard of design and respect the character of the existing building and its surroundings, in its footprint, scale and massing, elevation design and materials; and Have no adverse effect on the amenity of local residents, the visual amenity of the area, or highway safety.

18.6 The NPPF states that an extension to a building is not inappropriate if it does not result in disproportionate additions over and above the size of the original building. We will allow extensions provided that cumulatively they would not amount to more than a doubling of the 247Adopted Local Plan

18.7 The size of the original building.(11) Original means as existing in 1948 or, in relation to a building constructed later, as it was built. A house which has been subdivided will not be considered as the original building. In the case of a replacement building, the original building means the building that was replaced. 18.7 The sizes of a building as existing and proposed will be compared by reference to their gross floorspace, using the following guidelines: Floorspace will be calculated by external measurements of the building. Floorspace within roof spaces will not be taken into account. Outbuildings will not be taken into account when calculating original floorspace (but will be taken into account when calculating the cumulative additions to the original dwelling).

On initial review of the plans, it appeared as though the proposal, when taken in conjunction with the outbuildings and previous extension would exceed the size of the original building. This judgment was based upon initially available information and considered the separated Shore Farm (not Stone Croft), the annexe, the detached garage and the previous extension. Having informed the agent of potential refusal, additional evidence was provided, and it was agreed that the archives would be checked for further clarification about the history and use of the dwelling.

Over a considerable period, various pieces of a complex site history were discovered. The first issue was trying to ascertain what exactly was the original building, what outbuildings there was and how they stood in 1948. A complex and incomplete history of the site emerged and is briefly described below.

The original Shore Hall farm existed which appeared to include a large swath of land, including the land now occupied by Shore Hall Farm, Stone Roof, Shore Hall Farm Cottage, and Stone Croft. Of these dwellings, only Shore Hall Farm and Stone Roof, as one dwelling was constructed. There were however various agricultural buildings across in the vicinity of the farmstead and farmland. Of

interest to this application is those buildings within the current confines of the application site's red line boundary. These consisted of the joint house, now separated, the annexe and possibly a large crux barn, although that may have been located on land adjacent to the current red line boundary.

In the years following 1948, Stone Croft was first mentioned in 1975, with the construction of a detached garage. An agricultural barn was constructed in 1983 and later converted in 1993 to Shore Hall farm cottage. Removal of the crux barn at Shore Farm was requested in 1985 and again in 1989, the 1989 application was refused, and the 1985 application marked as withdrawn in 1990. Repairs and renovation to (presumably) the annex, along with roof and wall works was granted in October 1996, with Shore Hall Farm being sold in November 1996. The first mention and record of Stone Roof as an individual dwelling was recorded when it was sold in October 1997 and a replacement roof was granted in December 1997. In 2004 works at the application dwelling of Shore Hall Farm involved the creation a detached garage block. The Garage in part was granted on the grounds of Highway Safety, due to the location of the original garage on the ground floor of the annexe. The 2004 application also included approval for a side extension, which was granted but not implemented. Returning to Stone House, in 2011, a post 1948 outbuilding/annexe was upgraded to with an extension and new roof. In 2013, new owners of Shore Farm submitted and received approval for the existing ground floor extension to the side of the dwelling.

From the information gathered, it would appear that the dwelling as it currently stands did not exist in 1948. Initially it was assumed that the separated dwelling, as in the case of a demolished and replaced building, would be considered as the 'original building'. After confirmation of the wording of paragraph 18.7 from The Local Plan, (as detailed above), the size of the original dwelling would relate to the whole dwelling as stood in 1948, which would include both Shore Hall Farm and Stone Roof. Outbuildings would not have been included in the original calculations but are included along with extensions in the existing and proposed size of dwellings within the Green Belt.

Whilst calculating the original size of a dwelling should be reasonably straightforward and would be calculated by combining the measurements of Shore Hall Farm and Stone Roof, from historic maps or where available plans, in relation to the Shore Hall Farm estate. On this occasion, a problem arose as the Shore Hall farm Estate is shown on a missing section the 1948 scalable and measurable map. Because of this an alternative 1948 Map has been located for reference of buildings but measurements are from 1960's measurable map. An additional problem is that there is a significant difference of approximately 10-15 sqm in relation to the size of the application dwelling on the original maps and later floorplans, this error does not appear to affect other outbuildings or dwellings and is incorrectly corrected on a later map. Further consideration must be given to what extent would the curtilage of the original dwelling have been. In 1948 Shore Hall Farm was a large farm estate covering a considerable amount of land, since 1948, the land has since been divided and new outbuildings and individual dwellings, separated, constructed, or converted across the former agricultural land.

Taking a pragmatic approach, it would appear reasonable to only consider the dwellings located within the principal farmstead, both as of 1948 and 2023, much of which is now Shore Hall Farm, although Stone Roof would also be included. Whilst Stone Croft is located in close proximity, in 1948, this was agricultural land. Additionally, the location of Shore Hall Farm Cottage, was separated from the Shore Hall Farmstead by Shore Hall Lane in 1948, as it remains today. Whilst outbuildings are not

considered within the original size calculations of the land, there is a mention of the Shore Hall Farm’s annexe originally being used as accommodation for labourers working on the farm. With this historic connection and the contemporary confirmation reached in the High Court Judgment of Warwick DC v SSLUHC & others on August 12, 2002, where it is considered that an extension to a dwelling, for purposes “related to the occupation of the dwelling” do not have to be in an extension physically attached to the dwelling, It would seem reasonable that the annexe should be considered as part of the original dwelling’s size and not as a separate outbuilding, as the crux barn would be considered, if it still remained.

Considering the above information, the calculations for the size of the original dwelling for Green Belt purposes and how this has changed or is proposed to be changed is shown in the table below. There are two columns below to represent possible discrepancies in the true size of Shall Hall Fam. Due to potential human error in measurement. all measurements may have error of +/- 1 to 2 sqm.

| Green Belt Calculations | Based upon 1948, 1960 & 2023 Maps | Based on 2013 & 2023 Shore Hall Farm Floor Plans + 1960 & 2023 Maps |
|---|-----------------------------------|---|
| Original size of Dwelling as of 1948 (Shore Hall Farm, Stone Roof & annexe) | 201 sqm | 214.27 sqm |
| Current size of dwelling(s), including extensions, outbuildings/annexes, and garages of Shore Hall Farm & Stone Roof (Shore Hall Farm dwelling & extension, ex. Annexe & Garage) | 394.67 sqm (144.32 sqm) | 396.02 sqm (145.68 sqm) |
| Proposed size of Extension | 24 sqm | 24 sqm |
| Final Total (Original + 100%) | 418.67 sqm (402 sqm) | 420.02 sqm (428.54) |

As can be identified within the table above, and whilst already mentioned that there may be a small margin of error due to human measurement, there is a significant error in the size of Shore Hall farm on the 1960’s map. Whilst this error is corrected on the 2023 map, the error has incorrectly resized the extension, Increasing its size instead of the original Shore Hall Farm building. As both 2023 figures closely align, and two individual floor plans have sized the original Shore Hall Farm building the same (+/- 1sqm), it would seem prudent to assume the 1960’s map was incorrect.

Therefore, the proposed extension would just be within the 100% maximum permissible by current local Green Belt policy. If approved, it would though limit any future and unexceptional extensions or buildings within the vicinity of both Shore Hall Farm and Stone Roof. However, If the measurement are indeed correct, as the 2023 measurements appear to be, Stone Roof seems to have a complex of outbuildings, which may include a garage and annexe, which are larger than the principal extended dwelling.

Final consideration in relation to the Green Belt would be in relation to if the development was inappropriate or if it would affect the openness of the green belt. For both of these considerations, I would say no. Firstly the development is a modest extension to a relatively small family home, although the outbuildings and annexe do increase its overall size. By allowing an extension, it would help ensure the principal dwelling is of an ample size to meet the current and potential future owners' requirements of an internally modern and practically sized family home, which as agreed by the conservation officer also broadly preserves the historical character of the dwelling.

Regarding the openness of the green belt, in relation to the Farmstead of Shore Hall Farm and Stone Roof, previous planning consents have allowed both dwellings to have modest sized extensions and less modest outbuildings. Away from the Farmstead, the area as it was in 1948 has seen the development of two new dwellings, Stone Croft and Shore Hall Farm Cottage. Together, undeniably these developments of extensions, outbuildings and houses have had an impact upon the openness of the Green Belt, but that impact has not been significant. Equally the modest proposal of this application would not significantly further affect the openness of the Green Belt. In further mitigation, which is not ideal but has occurred, is the loss of the large Crux Barn. On the 1960 map, and shown on the 1948 map, the barn was measured with a footprint of 265.74 Sqm. By either measurement of the original dwelling of Shore Hall Farm, Stone Roof and the annexe, this structure would have been at least 50 sqm larger, and would have been prominent within the landscape. Whilst it is disappointing that it has been lost, the structure has left a considerable piece of open green space. Whilst this space remains unoccupied, in contrast all the extensions and outbuildings of Shore Hall Farm and Stone Croft do not amount to the footprint size of the barn and no extension or outbuilding probably exceeds the height of the former barn. As such the proposal is not considered to represent inappropriate development that would be detrimental to the openness and character of the Green Belt.

Highway Safety

None of the proposed works would affect or alter the access or parking provision of the site and therefore there would be no impact upon highway safety.

Summary

The proposals provide modest alterations to the exterior of the dwelling, much of which is aimed at enhancing and preserving the character of the dwelling whilst improving additional living space. Both the Internal and external works have received approval from the conservation officer and additional assessment had been made to determine the potential impact upon the dwelling itself, neighbouring dwellings, and the Green Belt, all of which have been concluded as insignificant except for the Green Belt. There would be an impact to the Green Belt, but this impact would not be significant enough to merit a refusal of the application and is further mitigated by the previous loss of a considerably large barn. Overall, the proposed development is in compliance with all local and national policies listed within the policy section outlined above.

Recommendation – Approve with Conditions.