SCHEDULE A: Applications with Recommendation

Item No: 08

Date of Committee: 08/06/2018

18/0101

item NO. 06			
Appn Ref No: 18/0101		Applicant: Mr Nicholson	Parish: Burgh-by-Sands
		Agent: SLJ Projects	Ward: Burgh
Location: Sundown Cottage, Burgh by Sands, Carlisle, CA5 6AX			
Proposal: Erection Of Two Storey Rear Extension To Provide Kitchen/Diner On Ground Floor With Bathroom, Bedroom And Balcony Above Together With Erection Of Detached Garage			
Date of Receipt: 08/02/2018		Statutory Expiry Date 05/04/2018	26 Week Determination 08/06/2018

REPORT

Case Officer: Suzanne Osborne

1. Recommendation

1.1 It is recommended that this application is approved with conditions

2. Main Issues

- 2.1 Whether the proposal is appropriate to the dwelling and impact upon the existing street scene;
- 2.2 Impact of the proposal on the living conditions of neighbouring properties;
- 2.3 Impact upon Burgh by Sands Conservation Area;
- 2.4 Impact upon The Solway Coast Area of Outstanding Natural Beauty;
- 2.5 Impact upon Hadrian's Wall World Heritage Site
- 2.6 Highway impacts;
- 2.7 Impact upon biodiversity; and
- 2.8 Other matters.

3. Application Details

The Site

3.1 Sundown Cottage is a two storey semi-detached property located on the

northern side of the main road leading through Burgh by Sands village. The property is set back approximately 16.5 metres from the road and sits within a relatively large plot, approximately 1072m2 in area. The dwelling is constructed from rendered walls under a slate roof with white UPVC windows. The gable to the west is however clad externally in slate tiling and at the time of the officer site visit some of the render from the front elevation had been removed with the brick work underneath exposed.

- 3.2 The surroundings to the property are wholly residential with an attached two storey property to the east "Hewitt Cottage" and three bungalows (No.s 1, 4 and 5 Beech Croft) to the west. No.1 Beech Croft is set further forward than the front elevation of Sundown Cottage however No.s 4 and 5 Beech Croft are located perpendicular to the application site with their rear elevations facing towards the garden of Sundown Cottage.
- 3.3 The site is situated within Burgh by Sands Conservation Area, the Solway Coast Area of Outstanding Natural Beauty and within the buffer zone of Hadrian's Wall World Heritage Site.

The Proposal

- 3.4 The application seeks full planning permission for the erection of a two storey rear extension to provide a kitchen/diner on the ground floor with bathroom, bedroom and balcony above together with erection of a detached garage. The submitted plans illustrate that an existing single storey conservatory which wraps round the north-western corner of the property will be demolished to provide the proposed development. An original section of part of the rear elevation will also be rebuilt as part of the development.
- 3.5 The proposed extension will project 6.75 metres from the original rear elevation of the property and will be constructed from reclaimed brick work under a slate roof. The balcony will have an oak frame construction with obscure glazed panels either side. The guttering on the development will be black cast iron on rise and fall brackets. All windows will be UPVC.
- 3.6 The proposed garage will be set back in the rear garden of the property with a footprint of 37.12m2 and will be constructed from reclaimed brick work under a slate roof. The garage doors will be constructed from timber.
- 3.7 Members should be aware that when the application was first submitted the application sought approval for an extension which projected 9 metres from the rear elevation which included a number of first floor windows on the side elevation. The extension was to be cladded in timber with a roof hipping away from the main dwelling house. The proposed garage was also to incorporate a roller shutter door. The proposed plans have however since been amended to that described in paragraphs 3.5 and 3.6 above.

4. Summary of Representations

4.1 This application has been advertised by the display of a site notice, press

notice and by means of notification letters sent to 5 neighbouring properties. During the consultation period 2 letters of objection have been received.

- 4.2 The letters of objection are summarised as follows:
 - 1. Scale and design of development;
 - 2. Materials not inkeeping with dwelling or Burgh by Sands Conservation Area;
 - 3. Potential overlooking to neighbouring properties;
 - 4. Loss of light to Hewitt Cottage;
 - 5. Potential health impact of soot particulates blowing towards Hewitt Cottage;
 - 6. Development contrary to Policies SP6, HO8 and HE7 of the Carlisle District Local Plan 2015-2030;
 - 7. Extension could be converted to a dwelling.

5. Summary of Consultation Responses

Cumbria County Council - (Highways & Lead Local Flood Authority): - no objection, standing advice received regarding highway permits;

Burgh-by-Sands Parish Council: - object to the application on the following grounds: 1) the size of the extension is a substantial increase in the size of the property especially when viewed in profile and dominates the surrounding properties, all of which are much smaller than the proposed development; 2) the extension will overshadow the gardens at the neighbouring properties especially in the morning (properties to the west) and in the evening, properties to the east; 3) the chimney will produce particulates which when carried in the prevailing winds will impact on the surrounding houses; 4) the materials used, especially obscure glazing, is not in keeping with the vernacular styles; 5) there is lack of clarity of the plans for the outhouses; 6) with respect of the development, signage was quickly removed therefore neighbours did not know of the variations and increased time in which to object; and 7) the increased foul water created will further burden a system that cannot cope at peak time.

Historic England - North West Office: - no objections subject to the imposition of one condition regarding an archaeological watching brief;

Northern Gas Networks: - no objections, standing advice received regarding apparatus in the area;

Solway Coast AONB Unit: - no response received;

Conservation Area Advisory Committee: - comments in response to the original plans submitted - scheme should not be approved in its current form. Significant concern over mismatch design between cottage and proposed extension; concern over hipped roof - suggest fully integrating roofs with extension subservient to main house; concern over incongruity of weatherboarding - a cladding largely alien to Burgh by Sands and the general area; concern of overlooking due to extent of side windows; concern over

proportions of fenestration's - a more sympathetic fenestration would be appropriate to the conservation area; and, horizontal banding of large garage door very non-traditional - suggest redesign of garage perhaps in timber.

Cumbria Wildlife Trust - comments in response to the original plans submitted - a bat survey should be carried out prior to demolition and construction work on the site.

Cumbria County Council - (Historic Environment Officer) - do not wish to be formally consulted as comments to be made would be the same as Historic England. Standard wording for watching brief condition provided.

6. Officer's Report

Assessment

- 6.1 Section 70 (2) of the Town and Country Planning Act 1990/Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires that an application for planning permission is determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.
- 6.2 The relevant planning policies against which the application is required to be assessed are the National Planning Policy Framework (NPPF), the Planning Practice Guidance (PPG), Sections 66 and 72 of the Planning (Listed Building and Conservation Areas) Act 1990 (LBA) together with Policies SP6, H08, HE1, HE7, GI2 and GI3 of the Carlisle District Local Plan (CDLP) 2015-2030. The City Council's Supplementary Planning Documents (SPD) on 'Achieving Well Designed Housing' and 'Burgh by Sands Parish Design Statement' are also material planning considerations in the determination of this application.
- 6.3 The proposal raises the following planning issues:

1. Whether The Proposal Is Appropriate To The Dwelling And Impact Upon The Existing Street Scene

- 6.4 The NPPF attaches great importance to the design of the built environment recognising that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. The NPPF states that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions. The NPPF also indicates that planning decisions should not attempt to impose architectural styles or particular tastes. It is however proper to promote or reinforce local distinctiveness.
- 6.5 The relevant design policies of the CDLP seek to ensure that proposals respond to the local context in terms of height, scale and massing and by using appropriate materials and detailing. Local landscape character should be respected and development should be fully integrated into its surroundings.

- 6.6 In respect of alterations to existing buildings The Burgh by Sands Parish Design Statement (adopted in 2003) states that extensions and alterations should employ original or sympathetic materials, components and styling to match as closely as possible with the existing building; replacement window and door designs should be considered very carefully if they are to blend with existing features - chunky stained timber or plastic frames may look out of place; and, roof extensions should reflect the pitch, shape and material of the original building.
- 6.7 Policy H08 of the CDLP (which relates to house extensions) confirms that house extensions and alterations should be designed to complement the existing building and be visually subservient. Policy H08 goes on to state that proposals should maintain the established character and pattern of the existing street scene and be a positive addition as well as retain gaps between buildings where they are characteristic of the area and contribute to the existing street scene.
- 6.8 Sundown Cottage was built in the 1740s and has had various ad-hoc extensions to the rear of the property over the years which are not particularly sympathetic to its original design. The proposed development seeks to demolish the existing extensions and erect a two storey rear extension, which although large in terms of footprint, will appear visually subservient to the existing dwelling as it will have a lower ridge height which complements the design of the host property, thereby not resulting in an unbalanced arrangement. Furthermore the materials of the extension will correspond with those of the existing dwelling. In such circumstances and given the location of the extension to the rear of the property the proposal will not appear as a visually discordant addition and will retain the visual prominence of the principle elevation of the dwelling within the existing street scene. The scale and design of the two storey extension is therefore considered acceptable.
- 6.9 The scale of the proposed garage is commensurate to the size of the plot. The external materials will match those of the main dwelling. Given the garages location towards the western boundary, set significantly back from the front elevation of the host dwelling it is not considered that the proposed garage extension would dominate the existing dwelling or form a discordant feature within the existing street scene.

2. Impact Of The Proposal On The Living Conditions Of Neighbouring Residents

- 6.10 It is acknowledged that the Parish Council and the objectors have raised concerns regarding potential overshadowing, loss of light and privacy.
- 6.11 As stated in paragraph 3.2 the surroundings to the property are wholly residential with an attached two storey property to the east "Hewitt Cottage" and three bungalows (No.s 1, 4 and 5 Beech Croft) to the west. No.1 Beech Croft is set further forward than the front elevation of Sundown Cottage however No.s 4 and 5 Beech Croft are located perpendicular to the application site with their rear elevations facing towards the garden of

Sundown Cottage.

- 6.12 The City Council's SPD 'Achieving Well Designed Housing' outlines minimum distances between primary facing windows together with primary windows and walls serving habitable rooms in order to protect against loss of amenity and privacy i.e. 21 metres between primary facing windows and 12 metres between primary windows and walls. The proposed development will be compliant with these distances and will therefore not give rise to any undue overlooking to any neighbouring dwellings.
- With regard to potential overshadowing/loss of light it is acknowledged that 6.13 the two storey property "Hewitt Cottage" located to the east has primary windows located on the ground and first floor of the rear of the property. The proposed two storey extension development will be off set from the boundary with Hewitt Cottage by approximately 5.2 metres with none of the development appearing within a 45 degree line of sight of the primary windows. The proposed garage will be located approximately 15.3 metres from the boundary of Hewitt Cottage with existing detached outbuildings intervening. In such circumstances it is not considered that the development would appear over dominant or cause a significant loss of light to the primary windows on the rear of Hewitt Cottage. Whilst the two storey extension may result in some overshadowing to the garden of Hewitt Cottage in the late afternoon/evening, given the size of the garden to Hewitt Cottage coupled with the design of the extension with a roof that slopes away from the eastern boundary it is not considered that the development would cause a significant amount of over shadowing to the garden of Hewitt Cottage to warrant refusal of the application on this basis.
- 6.14 In terms of the impacts of the proposal on the single storey properties to the west it is appreciated that the development will be located to the north-east and off set from the primary windows of No.1 Beech Croft in such circumstances the development will not have an adverse impact upon the occupiers of No.1 Beech Croft in terms of over dominance or loss of light.
- 6.15 As stated in paragraph 6.11 the rear elevations of Nos.4 and 5 Beech Croft face towards the application site. The two storey element of the proposal will be approximately 24 metres from the rear of Nos. 4 and 5 Beech Croft with the garage sited approximately 13 metres away. Given the orientation of the application site coupled with the design of the proposals (roofs which slope away from the west) and separation distances the development will not have a significant adverse impact upon the occupiers of No.4 and 5 Beech Croft in terms of over dominance to warrant refusal of permission.
- 6.16 Concerns regarding potential overlooking from the balcony are noted however the balcony will include obscure glazed panels either side. Given the positioning of neighbouring residential properties in relation to the proposed balcony any views of neighbouring properties/gardens from the balcony would be oblique. In such circumstances the balcony would not give rise to a significant degree of overlooking to neighbouring properties sufficient to warrant refusal of the application on this basis.

6.17 In overall terms given the positioning of residential properties that surround the site in relation to the proposed extension, the proposal would also not have an adverse impact upon the living conditions of the occupiers of any neighbouring properties in terms of loss of light or over dominance.

3. Impact Upon Burgh by Sands Conservation Area

6.18 The site is wholly located within Burgh by Sands Conservation Area. Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 highlights the statutory duties of Local Planning Authorities whilst exercising of their powers in respect to any buildings or land in a conservation area. The aforementioned section states that:

"special attention shall be paid to the desirability or preserving or enhancing the character or appearance of that area".

- 6.19 The aims of the 1990 Act is reiterated in both the NPPF, PPG and policies within both the adopted Local Plan. Policy EC7 of the adopted Local Plan advises that proposals should preserve or enhance their character and appearance. Any alterations to existing buildings should harmonise with their surroundings and be in sympathy with the setting, scale, density and physical characteristics of the conservation area, protecting important views into and out of conservation areas.
- 6.20 The Conservation Area Advisory Committee were consulted on the original plans submitted and raised concerns regarding the scale, design and materials. The design of the extension has however significantly changed to address the concerns raised. The Heritage Officer has been consulted on the development and has raised no objections to the proposal subject to a specification of lime mortar and a sample panel of the brick work to be submitted.
- 6.21 As stated in sections 6.4-6.9 the scale and design of the proposed development is appropriate to the site. In such circumstances the development will preserve the character/appearance of Burgh by Sands Conservation Area.

4. Impact Upon The Solway Coast Area of Outstanding Natural Beauty

- 6.22 Policy GI2 (Areas of Outstanding Natural Beauty) of the CDLP confirms that any development proposals within the AONB must conserve or enhance the natural beauty of the areas. Development proposals must be appropriate to the landscape setting in terms of scale, siting and design.
- 6.23 The Solway Coast AONB has been consulted on the proposal and has not raised any objections during the consultation period. As stated in sections 6.4-6.9 the scale and design of the proposed development is appropriate to the site. In such circumstances the development will not have a detrimental impact of The Solway Coast Area of Outstanding Natural Beauty.

5. Impact Upon Hadrian's Wall World Heritage Site

- 6.24 The site is situated within the buffer zone of Hadrian's Wall World Heritage Site. Policy HE1 (Hadrian's Wall World Heritage Site) seeks to ensure that development within the buffer zone does not have an adverse impact upon key views both into and out of it. Development that would result in substantial harm will be refused.
- 6.25 Historic England has been consulted on the application and has confirmed that the site lies between the line of Hadrian's Wall to the north and Hadrian's Wall Vallum to the south. Although the proposal lies outside of the protected scheduled monument its position nevertheless places it in an area of high archaeological sensitivity. Balanced against this is the fact that undoubtedly the area has been subject of some disturbance in connection with the existing house and its associated buildings, and that it lies off the actual line of the Wall and Vallum. In such circumstances coupled with the scale of the extension and garage Historic England advise that the residual risk to the archaeology of the Roman frontier could be dealt with by means of a condition requiring an archaeological watching brief on the excavations necessary for the development.
- 6.26 Subject to the imposition of the proposed condition there would be no adverse impact upon the buffer zone of Hadrian's Wall World Heritage Site.

6. Highway Impacts

6.27 The proposal will result in one additional bedroom. The development includes the provision of a double garage and has a large driveway which can accommodate a significant number of incurtilage parking spaces. In such circumstances there will be no adverse impact upon existing highway conditions. The relevant Highway Authority has been consulted on the development and has raised no objections.

7. Impact Upon Biodiversity

6.28 The Councils GIS Layer has identified that the site has the potential for several key species to be present within the vicinity. Given the scale and nature of the proposal it is unlikely that the development would harm a protected species or their habitat. However, an Informative has been included within the Decision Notice ensuring that if a protected species is found all work must cease immediately and the Local Planning Authority informed.

8. Other Matters

- 6.29 Objectors and the Parish Council have raised concerns regarding health impacts of potential particulates from the proposed chimney. Environmental Health have however verbally confirmed no objections to the design of the chimney. Should any problems occur this would be dealt with under Environmental Health legislation.
- 6.30 Members will note that Cumbria Wildlife Trust originally requested a bat survey in respect of an outbuilding which was proposed for demolition. The

plans have however since been amended and the outbuilding is to remain in situ therefore no bat survey is required.

6.31 The Parish Council has raised concerns that the increase in foul water from the development will further burden a system that cannot cope at peak time. United Utilities has not made any representations in respect of capacity of their system during the consultation period therefore it is presumed they have no concerns.

Conclusion

6.32 On balance the proposed development is appropriate in terms of scale and design to the existing dwelling and will not have a detrimental impact upon the character/appearance of Burgh by Sands Conservation Area, the Solway Coast Area of Outstanding Natural Beauty or the living conditions of the occupiers of any residential properties. The development will also not have an adverse impact upon highway safety or biodiversity. Subject to the imposition of a watching brief condition there will also be no adverse impact upon the buffer zone of Hadrian's Wall World Heritage Site. Overall, the proposal is compliant with the objectives of the relevant Development Plan Policies and approval is recommended.

7. Planning History

7.1 There is no relevant planning history on this site.

8. Recommendation: Grant Permission

- 1. The development shall be begun not later than the expiration of 3 years beginning with the date of the grant of this permission.
 - **Reason:** In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).
- 2. The development shall be undertaken in strict accordance with the approved documents for this Planning Permission which comprise:
 - 1. the submitted planning application form received 13th February 2018;
 - 2. the site location plan received 2nd February 2018;
 - 3. the proposed block plan received 13th March 2018;
 - the proposed floor plans and roof plan received 28th March 2018 (Drawing No. 18/SC/003 Rev D);
 - 5. the proposed elevations sheet 1 received 28th March 2018 (Drawing No.18/SC/004 Rev D);
 - the proposed elevtaions sheet 2 received 28th March 2018 (Drawing No.18/SC/005 Rev E);
 - the proposed garage plans and elevations received 28th March 2018 (Drawing No.18/SC/006 Rev C);

- 8. Email from agent clarifying materials for windows and doors received 8th May 2018;
- 9. the Notice of Decision; and

10. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

- 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), no additional windows shall be inserted above the ground floor on the east and west elevations without the prior consent of the Local Planning Authority.
 - **Reason:** In order to protect the privacy and amenities of residents in close proximity to the site and to ensure compliance with Policy H08 of the Carlisle District Local Plan 2015-2030.
- 4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015, (or any Order revoking and re-enacting that Order), the first floor windows on the west elevation of the proposed extension and the panels on the east and west elevation of the balcony hereby approved shall be obscure glazed (factor 3 or above) and thereafter retained as such to the satisfaction of the Local Planning Authority.
 - **Reason:** In order to protect the privacy and amenities of residents in close proximity to the site in accordance with Policies H08 and SP6 of the Carlisle District Local Plan 2015-2030.
- 5. Prior to the commencement of development a written scheme of archaeological investigation must be submitted by the applicant and approved by the Local Planning Authority. Once approved, the scheme shall be implemented in full with an archaeological watching brief being undertaken by a qualified archaeologist. Within two months of the completion of the development, a digital copy of the archaeological report shall be furnished to the Local Planning Authority.
 - **Reason:** To afford reasonable opportunity for an examination to be made to determine the existence of any remains of archaeological interest within the site and for the investigation and recording of such remains. In accordance with Policy HE1 of the Carlisle District Local Plan 2015-2030.
- 6. All new mortar used in the pointing of the building hereby approved shall be a cement- free, lime mortar, the specification of which shall be submitted to and approved by the local planning authority before any work is commenced.
 - **Reason:** To ensure the materials to be used are acceptable and in accord with Policy SP6 of the Carlisle District Local Plan

2015-2030.

- 7. A sample area of the proposed brickwork, including proposed bedding and pointing detail, shall be prepared and approved in writing by the Local Planning Authority prior to the continuation of any building works.
 - **Reason:** To ensure the works harmonise as closely as possible with the existing building in accordance with Policy SP6 of the Carlisle District Local Plan 2015-2030.





Sundown Cottage, Road Leading From Drumburgh To Monkhill Via Burgh-by-sands, Burgh By Sands, Cumbria, CA5 6AX



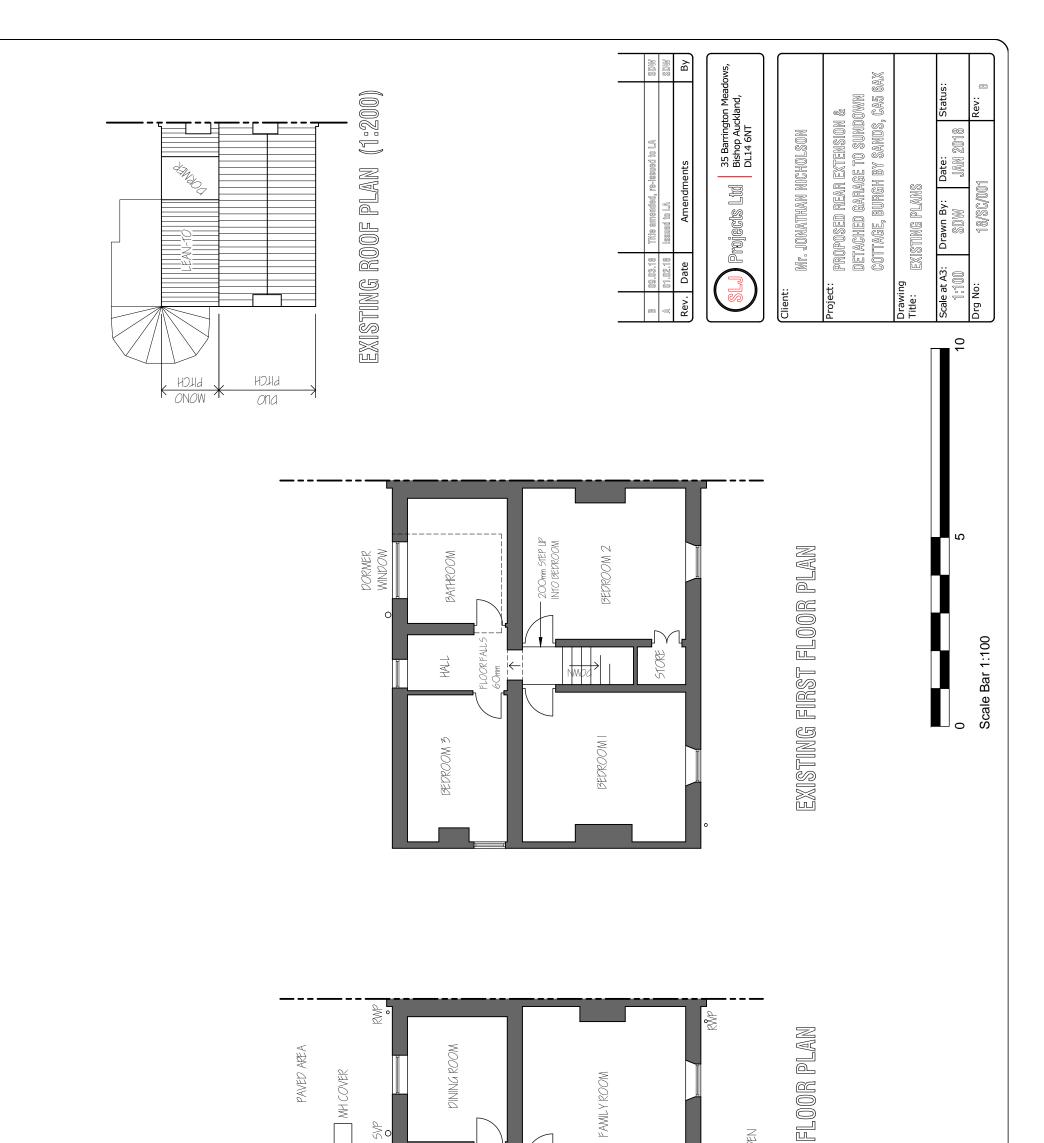
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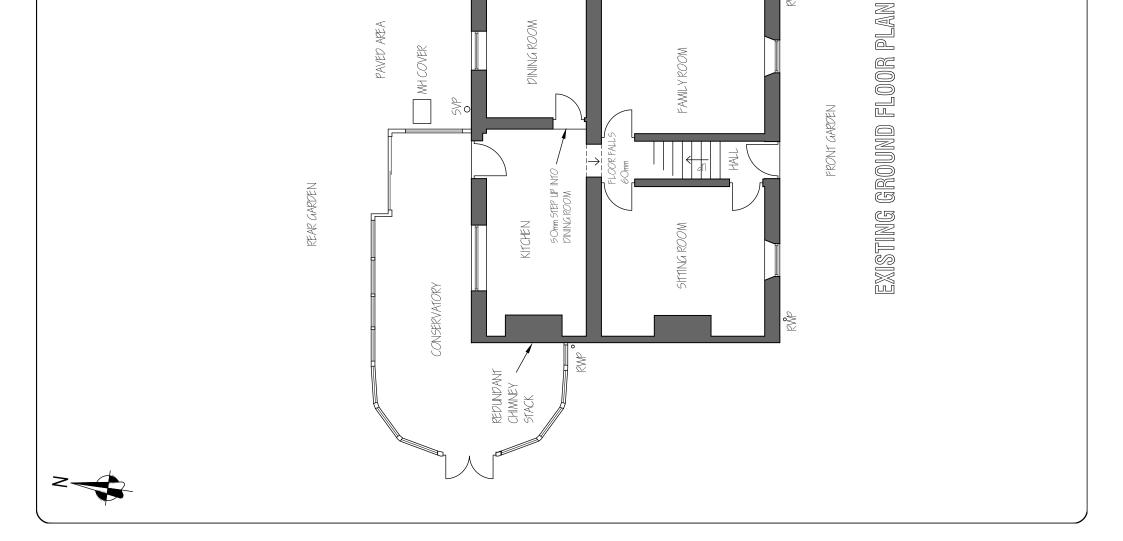
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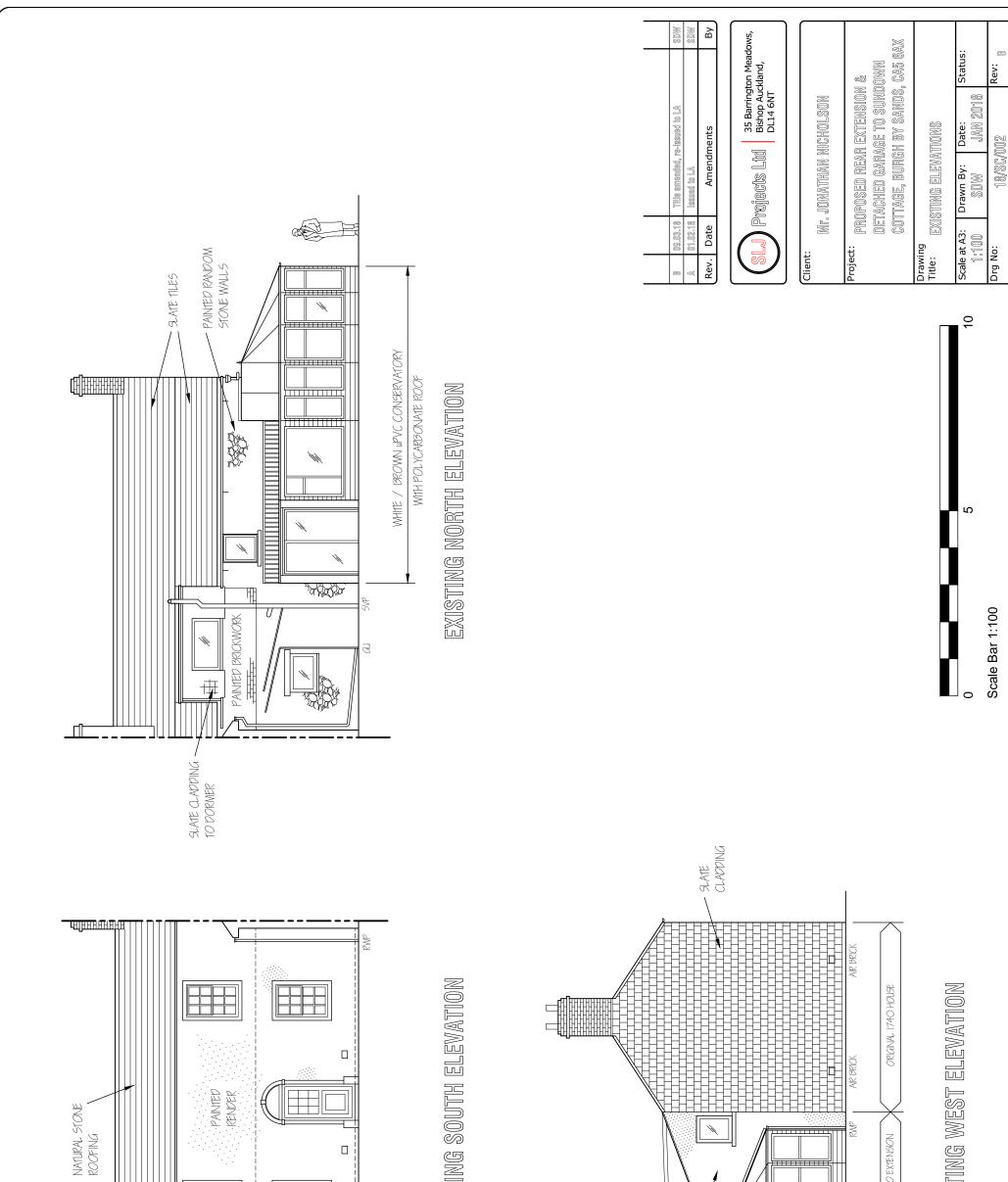
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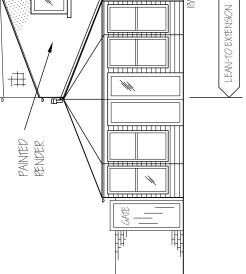




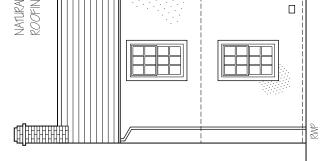


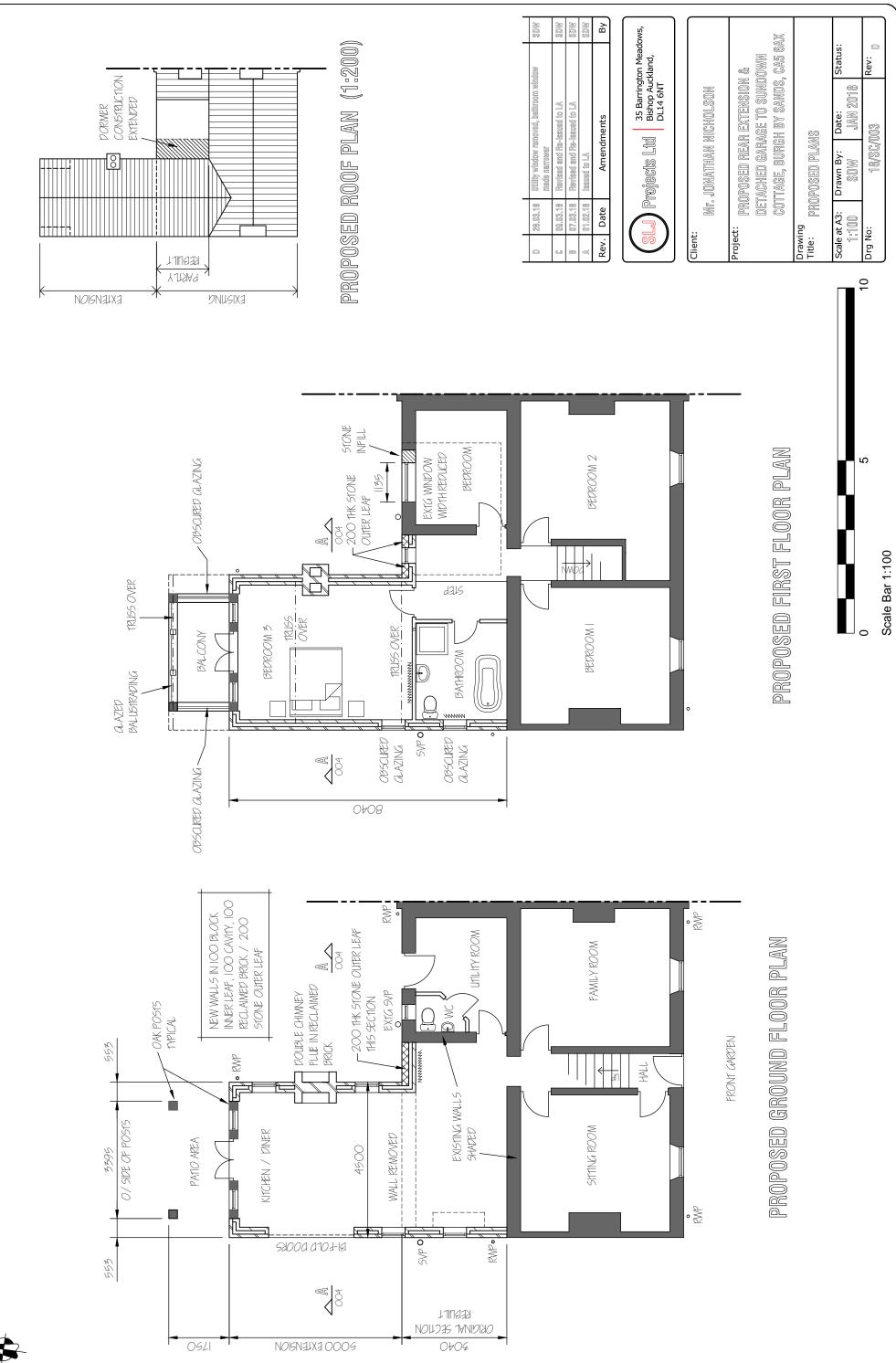


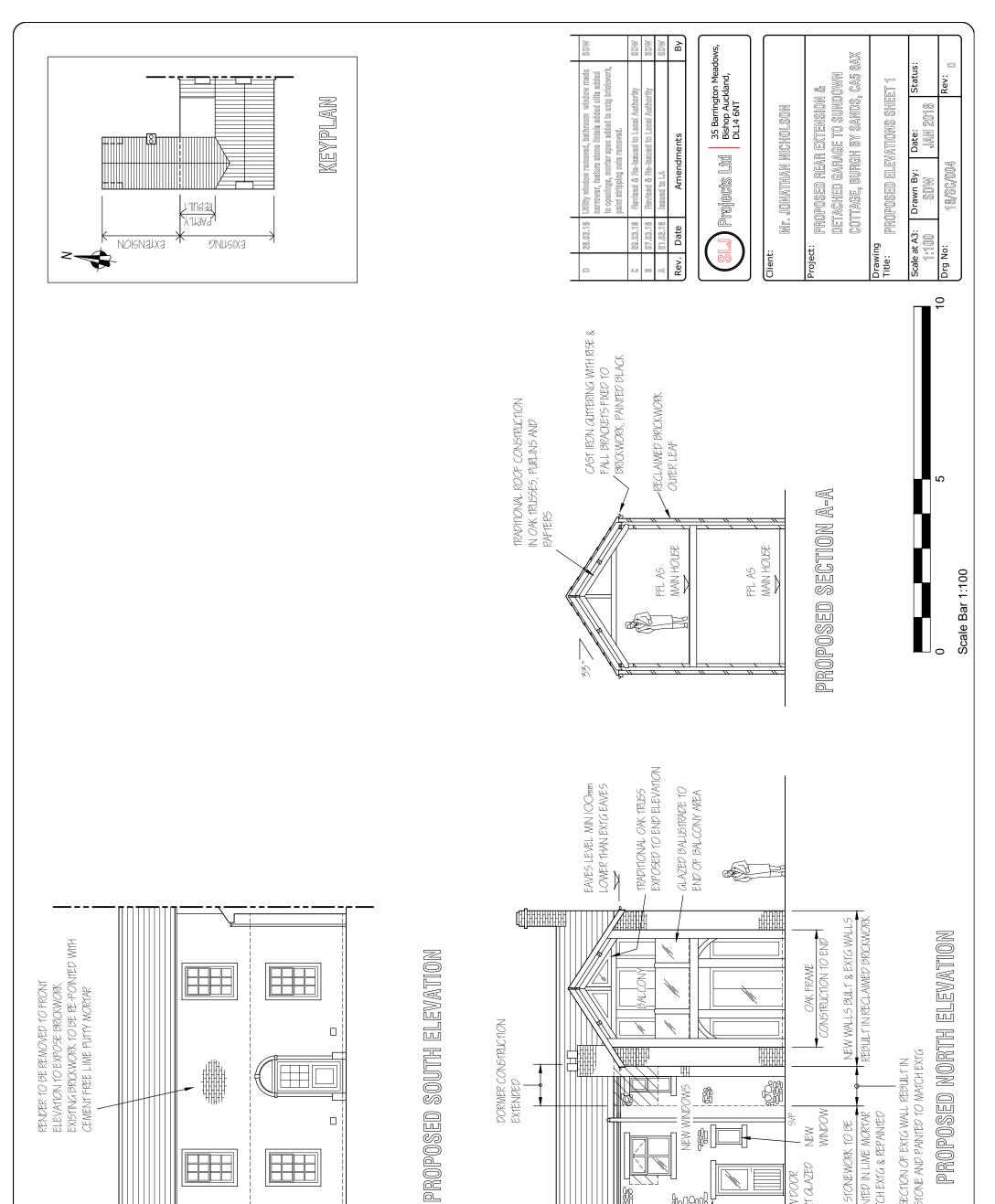




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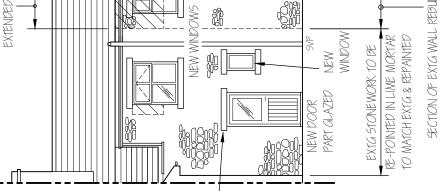








SECTION OF EXTG WALL REBUILT IN STONE AND PAINTED TO MATCH EXTG



FEATURE STONE LINTELS / CILLS WHERE SHOWN

