

## SCHEDULE A: Applications with Recommendation

20/0526

Item No: 07

Date of Committee: 13/05/2022

**Appn Ref No:**  
20/0526

**Applicant:**  
Mr Miller

**Parish:**  
Burgh-by-Sands

**Agent:**  
Black Box Architects  
Limited

**Ward:**  
Dalston & Burgh

**Location:** Burgh House, Burgh by Sands, Carlisle, CA5 6AN

**Proposal:** Erection Of Two Storey Side Extension To Provide Living Room On Ground Floor With En-Suite Bedroom Above (LBC)

**Date of Receipt:**  
04/08/2020 23:00:59

**Statutory Expiry Date**  
29/09/2020 23:00:59

**26 Week Determination**

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### REPORT

**Case Officer:** Stephen Daniel

#### 1. Recommendation

- 1.1 It is recommended that this application is refused.

#### 2. Main Issues

- 2.1 Impact Of The Proposal On The Listed Building

#### 3. Application Details

##### The Site

- 3.1 Burgh House is a Grade II Listed property which lies on the north side of the main street in Burgh by Sands. The property dates from approximately 1769 and is built in rubble stone with cement render to all walls. The building is two-storeys under a slate roof with chimneys set on a broadly rectangular plan form with pitch front facing gables. Originally one house, Burgh House has been divided into two residential properties. The appearance of the property is typically Georgian with a symmetrical appearance, use of stone corner quoins, timber sash windows with stone surrounds and a stone plinth.

- 3.2 The building lies within the Burgh by Sands Conservation Area, the Hadrian's Wall World Heritage Site Buffer Zone and the Solway Coast AONB.

### **The Proposal**

- 3.3 The application is seeking Listed Building Consent for the construction of a two-storey side extension, which would be located on the existing blank side elevation of the dwelling. The layout of the proposed extension utilises a vacant area of yard to the right of the primary elevation as viewed from the main road.
- 3.4 The ground floor would contain a large open plan living area, with windows facing in three directions. This would be accessed via the kitchen through a small opening in the existing side wall of Burgh House. The first floor of the extension would provide an additional master bedroom with dressing area and en-suite bathroom to the rear. This would be accessed via a new corridor formed through the existing rear bedroom. This mirrors the current layout to the opposite side of the main staircase where a corridor serves a bedroom and main bathroom at the other end of the dwelling.
- 3.5 The proposed extension would be set back from the primary elevation to distinguish the addition from the original facade and building mass. To maintain geometry and relate to the existing proportions, the proposed windows to the front would relate to those to the front of Burgh House.
- 3.6 Materials would match the existing, with new windows and doors to be bespoke timber units, walls to be rendered blockwork with stone detailing and roof coverings to match and be tied in with existing where required. Existing drainage would be utilised as part of the development with rainwater/foul water goods being either located internally or to the rear of the proposed extension. There are currently obsolete drainage pipes on this elevation which would be removed.
- 3.7 The application is accompanied by a Heritage Statement. The key points of this are summarised below:

- whilst the works will enlarge the property, the actual impact upon the original built fabric is minimal, albeit the original plan form is altered and the level of harm is low, and is considered to be less than substantial.

- the works proposed are logical and modest in their scale in terms of provision of an extension and involve a new build addition to the existing building. The new build is to be built in a manner that recognises and provides for a distinct understanding between 'old and new' whilst respecting key design principles of scale, function, form, mass and material use. The new extension will be subservient in size to the existing. Overall in weighting the less than substantial impact against the benefit of the proposal, its careful design and appearance, the level of harm is therefore modulated to neutral/benign.

- the new proposed extension, whilst having a neutral impact upon the existing building, has the public benefit of adopting a design which will fit seamlessly to the existing, providing a sense of homogeneity that will also abide with local design principles in both Carlisle Local Plan and Burgh by Sands Parish Plan Design Guide.

- the proposals strike a balance between the architectural and historic interest of the structure, its contribution to the significance of the conservation area and its relationship with other adjacent buildings. The proposal would preserve and enhance the character and appearance of the conservation area, not impact the setting of the listed building and the proposed extension will result in a readable, distinct extension with subtle blend to the existing.

#### **4. Summary of Representations**

- 4.1 This application has been advertised by means of site and press notices as well as notification letters sent to two neighbouring properties. No verbal or written representations have been made during the consultation period.

#### **5. Summary of Consultation Responses**

**Burgh-by-Sands Parish Council:** - this is a Grade II listed building and a prestigious building in the parish. The extension is to be built in the same style as the original house, however, concern is that the addition of the extension on the side of the house will compromise the look of the building, making it asymmetrical. There is concern that this will put a further strain on an the existing antiquated drainage system.

Further comments: the Parish Council stand by the observations they made originally and make the following observations: The suggestion that it should be a single-story extension would spoil the look of this Grade II listed building and feel that the original application would be a more preferable option. The drainage comment refers to the mains sewerage through the village and not specifically to this application;

**Historic England - North West Office:** - do not wish to offer any comments;

**Solway Coast AONB Unit:** - no comments received;

**Cumbria County Council - (Archaeological Services):** - no objections.

#### **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) and Policies HE3 and SP6 of the Carlisle District Local Plan 2015-2030. The Supplementary Planning Document the Burgh by Sands Parish Design Statement is also a material consideration.
- 6.3 The proposal raises the following issues.

1. Impact Of The Proposal On The Listed Building

- 6.4 Burgh House is a Grade II listed building and the list description is reproduced below:

*13/35 Burgh House and Fulwood House with 1/6/57 adjoining former barn Originally one house divided into 2. Dated 1769 with initials W. & E.H. over side entrance. Cement rendered walls on chamfered plinth with raised V-jointed painted quoins; painted moulded cornice, end bays with triangular moulded pediments. Hipped greenslate roof, cement rendered chimney stacks. Fulwood House: 2 storeys, 4 bays, with adjoining 3-bay outbuilding, formerly barn. Burgh House: 5 bays under common roof. Burgh House: 6-panel door and radial fanlight in pilastered surround with moulded impost blocks and moulded round arch. Sash windows with glazing bars in stone architraves. Fulwood House: C19 prostyle Ionic porch to 6-panel door. Windows of same details as Burgh House. Courtyard entrance with quoined surround and dated keystone, unifies house with former barn. Barn has blocked slit vents on 2 levels, replaced by C19 casement windows to form meeting house, now with corrugated asbestos roof.*

- 6.5 Section 66 (1) 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 of listed buildings. The aforementioned section states that:

"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".

- 6.6 Policy HE3 of the adopted Local Plan seeks to ensure that Listed Buildings and their settings will be preserved and enhanced.

- 6.7 The Council's Heritage Officer has been consulted on the application. He notes that the application site is located within the Burgh by Sands Conservation Area. It occupies the eastern half of the pair of mid C18 houses now known as Burgh House and Fulwood House. Listed in 1957, the polite Georgian gentleman's residence is dated to 1769. The building is of considerable significance and both Burgh House and Fulwood House enjoy

a high degree of external and internal preservation.

- 6.8 The Heritage Officer provided advice in relation to applications 18/0851 & 18/0852 (LBC) in March 2019 in relation to the proposed erection of two single-storey orangeries, including ground floor internal alterations and the erection of a detached car port. In this instance concern was expressed over the volume of intervention and loss of fabric arising from a single-storey orangery to the rear, and a similar structure to the east gable. After discussion, the application was reduced to the single storey extension to the rear. While still resulting in some loss of fabric, this was felt to be an acceptable compromise.
- 6.9 The current application is for a two-storey extension to the east. The Heritage Officer considers that the building is a significant Georgian property characterised by the visual harmony of its main facade, bookended by two pedimented gables. The two-storey extension as proposed would interfere substantially with this symmetry and would cause harm to the appearance of the building.
- 6.10 Carlisle Local Plan states in Policy HE3 'Listed Buildings' that *"Listed buildings and their settings will be preserved and enhanced. Any harm to the significance of a listed building will only be justified where the public benefits of the proposal clearly outweighs the harm"*. Proposals for listed buildings must have regard to *"5 the preservation of the physical proportions, character and detailing (both internally and externally) and of any windows and doorways"*.
- 6.11 Paragraph 199 of the NPPF requires that "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 (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance". Significance can be harmed or lost through alterations or destruction of the heritage asset. Paragraph 200 indicates that "Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification". Paragraph 202 states that "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use".
- 6.12 Section 66 of the Planning (Listed Buildings and Conservations) Act, 1990, states that *"a local authority shall have special regard to the desirability of preserving the building, or its setting, or any features of special architectural or historic interest which it possesses"*.
- 6.13 The Heritage Officer considers that the extension to the side would constitute less than substantial harm to the fabric of the listed building, not outweighed by public benefit and the application should, therefore, be refused.

- 6.14 The Parish Council has noted that Burgh House is a Grade II listed building and a prestigious building in the parish. The extension is to be built in the same style as the original house, however, the Parish Council is concerned that the addition of the extension on the side of the house would compromise the look of the building, making it asymmetrical.
- 6.15 The current application is for a two-storey extension to the east. The building is a significant Georgian property characterised by the visual harmony of its main facade, bookended by two pedimented gables. The two-storey extension as proposed would interfere substantially with this symmetry and would cause harm to the appearance of the building. In light of the above, the proposal would be contrary to the NPPF (Paras 199 to 202) and Policy HE3 of the Carlisle District Local Plan 2015-2030.

## **Conclusion**

- 6.16 The proposed two-storey extension would cause harm to the Listed Building, which would not be outweighed by any public benefits and the application is therefore contrary to the NPPF (Paras 199 to 202) and Policy HE3 of the Carlisle District Local Plan.

## **7. Planning History**

- 7.1 In September 2019, planning permission and Listed Building Consent were granted for the erection of a single-storey rear extension to form orangery and erection of detached car port (18/0851 and 18/0852).
- 7.2 In August 2009, Listed Building Consent was granted for internal alterations including additional en-suite bathrooms and partial demolition of garden wall (09/0520).
- 7.3 The erection of a single garage was given planning permission in May 1990 with the Listed Building Consent already granted in April 1989.

## **8. Recommendation: Refuse Permission**

1. **Reason:** The building is a significant Georgian property characterised by the visual harmony of its main facade, bookended by two pedimented gables. The two-storey extension as proposed would interfere substantially with this symmetry and would cause harm to the appearance of the building. The proposal would, therefore, be contrary to the NPPF (Paras 199 to 202) and Policy HE3 of the Carlisle District Local Plan 2015-2030.
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