

Application Recommended for Approval

APP/2019/0057

Proposed four storey rear extension and conversion of existing building (comprising 3no. flats and workshop) into 10no. flats
The Stackhouses Bank Parade Burnley Lancashire

Application Recommended for Approval

APP/2019/0056

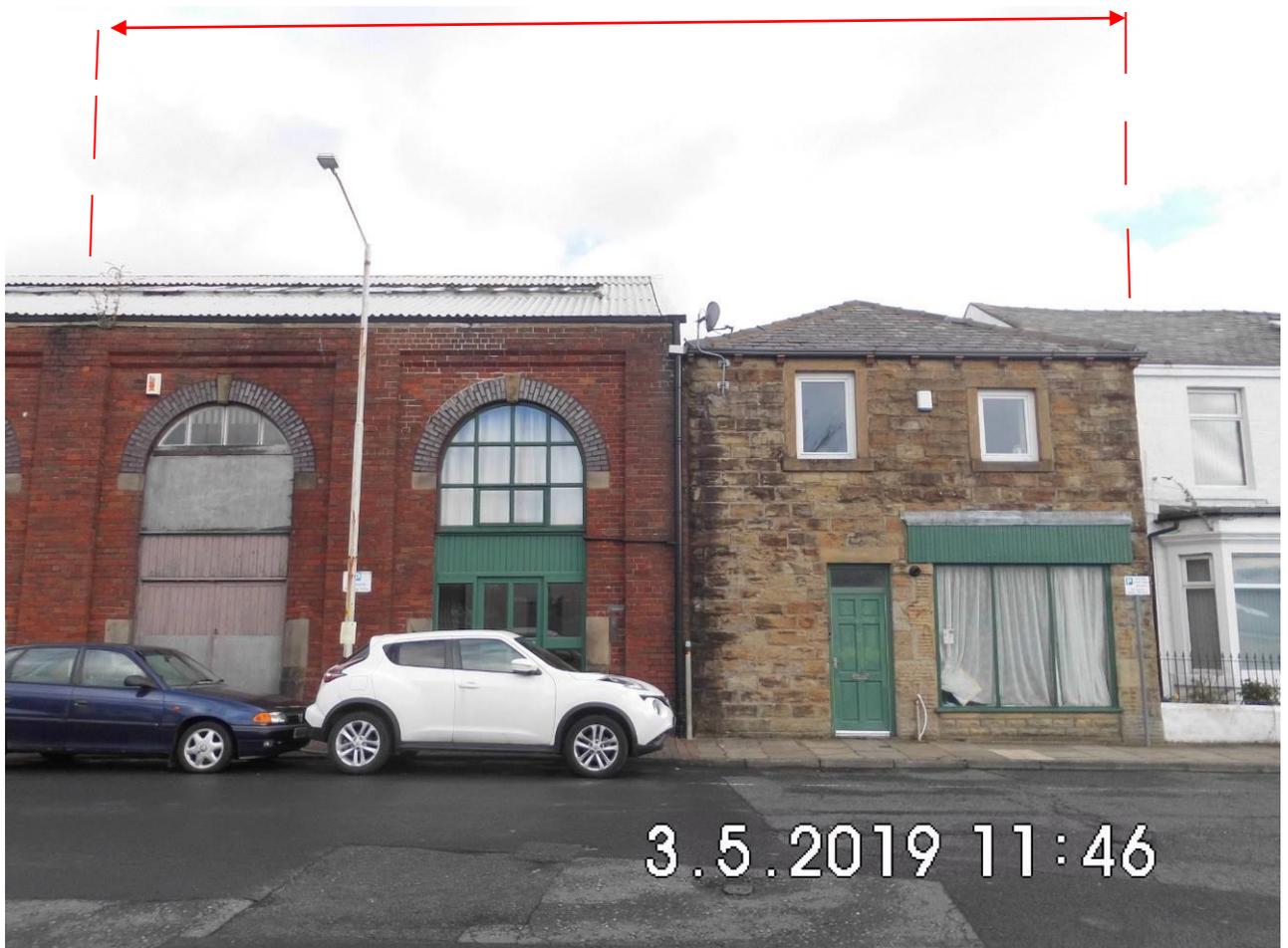
Planning (Listed Building and Conservation Areas) Act 1990
Listed Building Consent to erect four storey rear extension and alterations to form 10no. flats
The Stackhouses Bank Parade Burnley Lancashire

Bank Hall Ward

Background:

The proposal is to extend and convert a building known as The Stackhouses and the adjoining property at no. 61 bank Parade that are currently partly used as flats and previously as a workshop to form ten self-contained flats. The site falls within the Top o' th' Town Conservation Area.

Application site



The application relates to one pair of the Stackhouses which are a Grade II listed building and to the adjacent property at 61 Bank Parade. The buildings are built on the slope of the land with four storeys in coursed squared sandstone facing the River Brun.



The proposal involves erecting a four storey extension in the recess between the Stackhouses frontage and the rear of no. 61 Bank Parade.

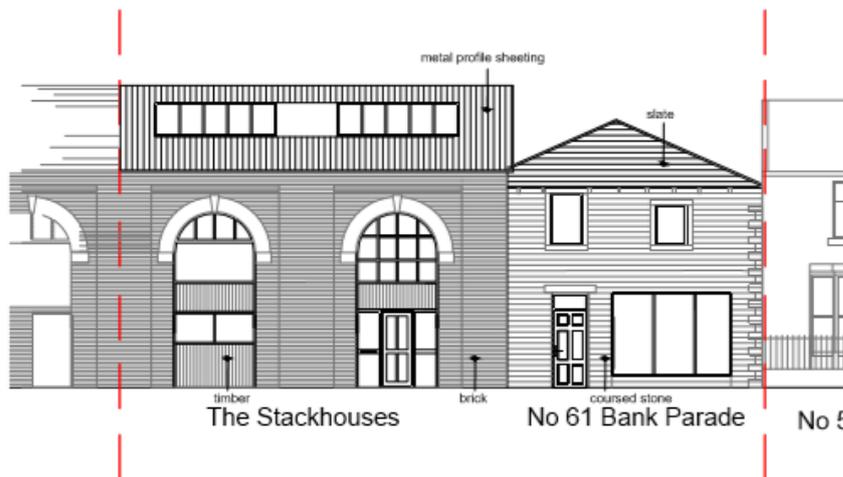


Access to the rear of the site is from a steep flight of steps. Vehicular access is not possible apart from through the private car park and gates at St Peter's Centre.

The proposed rear extension would be slightly set back from the Stackhouses elevation and constructed in smooth render with large patio doors on the ground floor and windows above in stone surrounds, and slate to the roof.

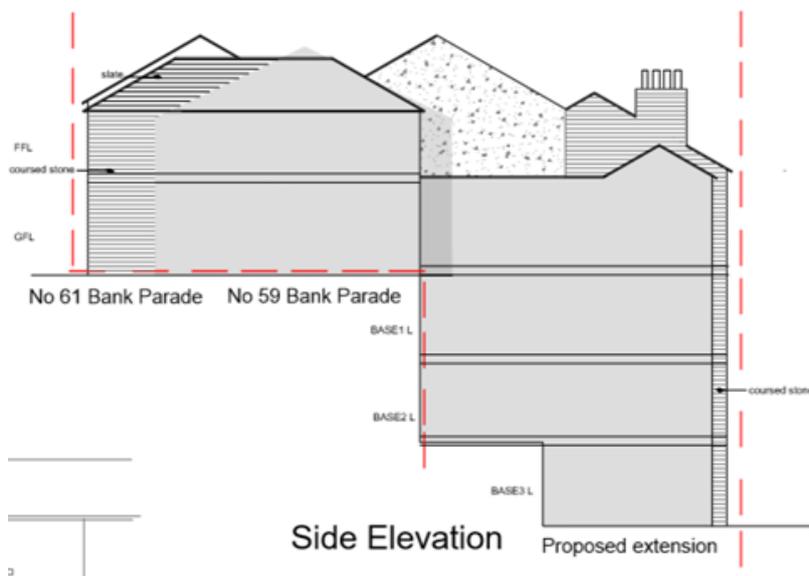


Rear facing River Brun



Bank Parade

Front Elevation



Section from Bank Parade on higher ground down to rear elevation

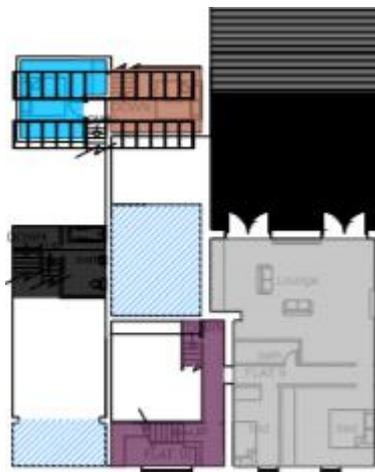
Side Elevation

The existing three flats would be remodelled and together with the proposed rear extension would provide 10no. one bedroom flats.

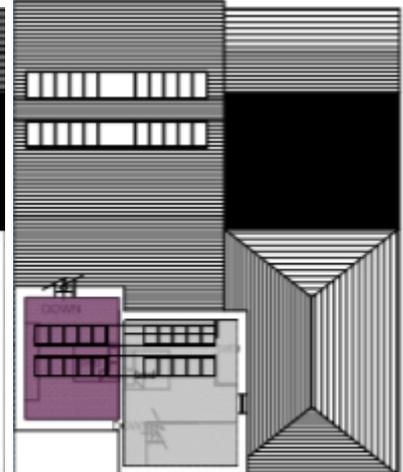
Proposed Ground Floor



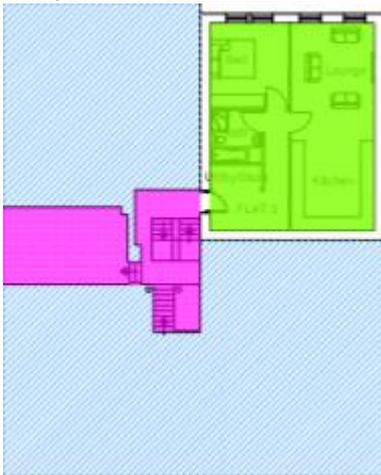
Proposed First Floor



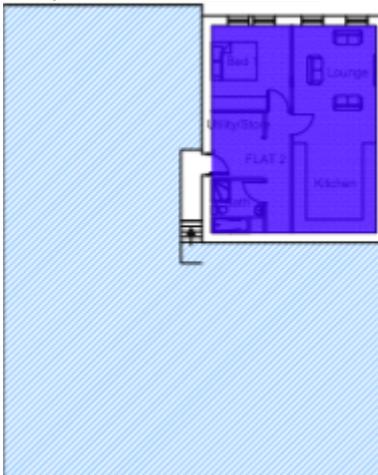
Second Floor and Roof Plan



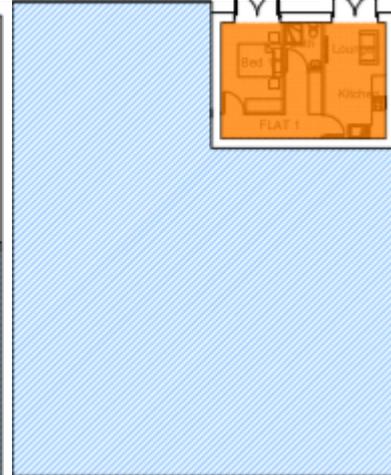
Proposed Basement 1



Proposed Basement 2



Proposed Basement 3



Revisions have been made to the internal layout to provide a dedicated lock-up room on the ground floor for the secure storage of cycles (one per flat).

Relevant Policies:

Burnley's Local Plan (July 2018)

SP4 – Development strategy

SP5 – Development quality and sustainability

TC2 – Development within Burnley and Padiham town centres

HS4 – Housing developments

HE2 – Designated heritage assets

IC1 – Sustainable travel

IC3 – Parking standards

CC4 – Development and flood risk

NE5 – Environmental protection

National Planning Policy Framework (2019)

Site History:

None.

Consultation Responses:LCC Highways

No objection in principle. Concerns highlighted in respect of where refuse would be stored and a lack of provision for cycle storage. Recommend a condition to require a construction method statement.

Streetscene

Refuse proposals have been discussed and agreed that bag collection would be acceptable in this instance due to the lack of any accessible outdoor space.

Environmental Health

No objection. Conditions are recommended in respect of construction hours and cycle parking provision.

Publicity

Five letters of objection/concern have been received from current occupiers at Stackhouses, Bank Parade, making the following comments:-

- Object to the entrance from the front
- Too many flats
- Query the fire exit
- Noise and disturbance
- Reduces communal space and internal storage for existing residents
- Bin storage not indicated on plans
- Insufficient parking for additional 7 flats
- Seek assurance that exhaust flue on side of Stackhouses will be taken into account

Planning and Environmental Considerations:Principle of proposal

The site falls within the Town Centre boundary as defined by the Policies Map of Burnley's Local Plan, in which case Policy TC2 applies. Policy TC2, in respect of sites outside of primary shopping areas permits proposals for residential development where it would not lead to a concentration of residential uses which would undermine the overall mix of main town centre uses and would not prejudice the lawful operating conditions or viability of adjacent land uses.

In this case, the buildings are already partially used for residential purposes and this proposal would, as a result of the proposed extension, remodelling and the removal of a former workshop use, increase the number of flats from 3no. to 10no. This, in principle, would be consistent with existing uses. There are also commercial uses at this town centre location but it is unlikely that these would be adversely affected by the proposed development.

Subject to detailed considerations below, the proposal would be beneficial in providing further one bedroom flats at an accessible and convenient location in the town centre.

Impact on heritage assets

Policy HE2 states that proposals affecting designated heritage assets will be assessed having regard to the desirability of sustaining and enhancing the significance of the

asset and, where appropriate, securing a viable use most consistent with its conservation.

Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 confers upon local planning authorities a duty to have special regard to the desirability of preserving the interest of a listed building or its setting and the desirability of preserving or enhancing the character or appearance of a conservation area. The NPPF states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal and taken of the following:-

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

The NPPF states that great weight should be give to the asset's conservation. Substantial harm should not be allowed but where a development will lead to less than substantial harm to the significance of a designated heritage asset then this should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

The portion of the site at Stackhouses is a Grade II listed building, built in the early 19th Century and of particular interest due to their construction in a block of "top-and-bottom" or stack houses. The lower houses are single depth built back-to-earth and the upper houses are double depth. The site is also within the Top o' th' Town Conservation Area. The proposed alterations to the front of the premises on Bank Parade are limited. There would be some glazing introduced to the timber doors to the front to provide daylight. The defunct fascia above the front window at no. 61 Bank Parade would be removed to give a tidier appearance to its frontage. These small alterations would not significantly affect the setting of the listed building or the character of the conservation area. There would be no external changes to the rear elevation of the listed building. The infilling of the gap at the rear of no. 61 Bank Parade would be of an appropriate scale, massing and design to reflect the existing buildings. It would also be likely to have a positive impact in removing the currently untidy and unsympathetic appearance at the rear of this building. This may enhance the setting of the listed building and the limited views of the conservation area from across River Brun.

There would also be some internal works to create more units. The entrance would be largely preserved and there are no key features within the building that would be harmed by the proposals. The main interest of the listed building and its setting would be preserved and not substantially harmed by the proposal. In addition, the proposal is likely to generate a sustainable use for the future of the building that will help to preserve its long term future. The proposal therefore complies with Policy HE2 and the NPPF.

Impact on residential amenities

Policy SP5 seeks to ensure that there is no unacceptable adverse impact on the amenity of neighbouring occupants or adjacent land users. Some objections have been received from existing occupiers at Stackhouses, including the application site premises. Some concerns relate to the increased use of the entrance on Bank Parade and the likely increase in noise from an increase in flat numbers. Given, however, that the usage of the building would be entirely residential and remove the former workshop use, it is unlikely to give rise to excessive noise or a significant increase in noise.

There is currently no refuse storage facilities for the existing 3no. flats. Refuse is dealt with by bag collection. Bag collection is unsuitable for larger numbers. In the circumstances of this proposal, the Manager of Streetscene considers that bag collection would be accepted on the basis that there is no available outside space that can be created for accessible storage and that it would be unsuitable to store refuse in the building itself. As such, refuse will be dealt with in the most practical method possible which is a continuation of the existing methods at the property.

A neighbour's concerns about an exhaust flue on the side elevation of the existing Stackhouses building are private matters but have been conveyed to the applicant.

The impact of the proposal on neighbouring occupiers would not be significantly impacted by the development and would comply with Policy SP5.

Impact on car parking

The site is within the defined Town Centre boundary where it is highly accessible to shops, services, employment, leisure, culture and rail/bus public transport. Policy IC3 states that car parking standards should be provided for developments as appropriate to their nature and scale and take into account the merits of the proposal, including objectives such as the availability of existing public parking provision or on-street parking, the need to encourage alternative means of travel and the need to provide increased housing quality and choice.

Appendix 9 of the local plan sets out the requirements for categories of development, requiring one parking space for each one bedroom residential unit. In this instance, similar to other town centre properties, there is no off-street parking available for the development. This is not unexpected for people who choose to live in the town centre to be close to facilities and public transport. Town centre car parks and some on-street parking are also options for any occupants who choose to have a car. At this location, the nature of the development (one bedroom flats) is unlikely to give rise to a significant increase in the demand for car parking that cannot be met by existing facilities. Notably, LCC Highways has no objections on car parking grounds but requested cycle storage for residents. The applicant has altered the internal layout to provide a lock-up room off the main entrance which is sufficient for one cycle per flat. The proposal therefore provides for alternative modes of transport to the car.

The proposal therefore satisfies Policy IC3 and would provide for sustainable travel.

Conclusion

The minor alterations to the listed building and the extension to the rear of no.61 Bank Parade would not significantly alter the significance or character of the listed building

or the character of the Top o' th' Town Conservation Area. There would be some benefits from providing new homes at an accessible location in the town centre and some improvements to the appearance of the rear of no. 61 Bank Parade. The proposal complies with the development plan and there are no material reasons to outweigh this finding.

Recommendation: Approve

Conditions - APP/2019/0056 (Listed Building Consent)

1. The works shall start within three years of the date of this consent.

Reason: Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed on this notice below.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings.

3. Prior to the commencement of any external construction work, details and representative samples of the external materials of construction to be used on the roof and walls of the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter only be carried out in accordance with the approved materials.

Reason: To ensure a satisfactory appearance to the development, having regard to the special interest and character of Stackhouses, a Grade II listed building and the Top o' th' Town Conservation Area, in accordance with Policies HE2 and SP5 of Burnley's Local Plan (July 2018).

4. No replacement or new rooflights shall be installed unless details of these are first submitted to and agreed in writing by the Local Planning Authority. The development shall thereafter only be carried out in accordance with the approved details.

Reason: To ensure new rooflights are flush with the roof and are sensitive to the conservation of the building, in accordance with Policy HE2 of Burnley's Local Plan (July 2018).

5. The alterations to the front of the premises, including the formation of a new window, shall be carried out with timber.

Reason: To respect the character of the Grade II listed building and the Top o' th' Town Conservation Area, in accordance with Policy HE2 of Burnley's Local Plan (July 2018).

Conditions - APP/2019/0057 (Full Planning application)

1. The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

2. The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed on this notice below.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings.

3. No development shall take place until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:
 - i) the parking of vehicles of site operatives and visitors
 - ii) loading and unloading of plant and materials
 - iii) storage of plant and materials used in constructing the development
 - iv) the erection and maintenance of security hoarding including decorative displays
 - v) measures to control the emission of dust and dirt during construction
 - vi) wheel washing facilities
 - vii) a scheme for recycling/disposing of waste resulting from demolition and construction works
 - viii) details of working hours.

Reason: To safeguard safety and amenity in the vicinity of the construction works, in accordance with Policies SP5 and NE5 of Burnley's Local Plan (July 2018). The details are required prior to the commencement of development to ensure that provision can be made for their implementation at the appropriate stage of the development process.

4. Prior to the commencement of any external construction work, details and representative samples of the external materials of construction to be used on the roof and walls of the development shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter only be carried out in accordance with the approved materials.

Reason: To ensure a satisfactory appearance to the development, having regard to the special interest and character of Stackhouses, a Grade II listed building and the Top o' th' Town Conservation Area, in accordance with Policies HE2 and SP5 of Burnley's Local Plan (July 2018).

5. No replacement or new rooflights shall be installed unless details of these are first submitted to and agreed in writing by the Local Planning Authority. The development shall thereafter only be carried out in accordance with the approved details.

Reason: To ensure new rooflights are flush with the roof and are sensitive to the conservation of the building, in accordance with Policy HE2 of Burnley's Local Plan (July 2018).

6. No flat hereby approved shall be occupied until secure cycle storage has been provided and is available for use for a minimum of one cycle per flat on the ground floor of the premises as indicated on the approved plans. The approved cycle storage shall be retained and be available at all times for the storage of cycles for residents.

Reason: To encourage the use of cycles as a sustainable mode of travel, in accordance with Policies IC1 and IC3 of Burnley's Local Plan (July 2018).

7. Unless otherwise approved in writing by the Local Planning Authority, all works and ancillary operations in connection with the construction of the development, including the use of any equipment or deliveries to the site, shall be carried out only between 0800 hours and 1700 hours on Mondays to Fridays and between 0800 hours and 1300 hours on Saturdays and at no time on Sundays, Bank Holidays or Public Holidays. Where permission is sought for works to be carried out outside the hours stated, applications in writing must be made with at least seven days' notice to the Local Planning Authority.

Reason: To safeguard the amenities of nearby residents in accordance with policy NE5 of the adopted Local Plan.

Janet Filbin
8th October 2019