

Full Planning Application

Proposed part two storey and part single storey extension at rear of dwelling
76 WEST STREET PADIHAM

Site Description and Surrounding Area:

The application relates to a mid-terrace former handloom weaver's cottage located on the northern side of West Street and set back from the road with a walled garden. The two storey cottage dates from the early 1800s and is a simple vernacular building of coursed sandstone rubble with plain window and door surrounds under a shallow pitch slate roof. The rear elevation has a simple rendered finish and is devoid of any extensions. To the rear lies a relatively long north-east facing garden which acts as private amenity space. There is a pronounced change in levels at the rear of the site such that the garden is set at a higher level than the house. The garden is accessed directly from the rear of the property but its mid-terrace position is such that access arrangements are constrained. The cottage offers a modest level of accommodation with a lounge and small kitchen to the ground floor and a bedroom and bathroom to the first floor.

The application site lies within the development boundary as defined in Burnley's Local Plan with the immediate area being residential in character comprising mostly terraced dwellings. The terrace comprising the application property is identified as a non-designated heritage asset included in the Council's Local List of Heritage Assets. It is also located within the north-western part of Padiham Conservation Area which noted for its rural characteristics with buildings that relate to an earlier pre-industrial phase of development.



Front elevation to West Street

Rear Elevation

Rear of No 76 (left) and No 78 (right)

Summary of Heritage Significance:

The significance of the building as a heritage asset is derived from its simple vernacular style of architecture and its historic association with early domestic textile production. The terrace is described in the Padiham Conservation Area Appraisal as a relatively well preserved example of pre-industrial housing that illustrates the more organic plan form prior to the Victorian Health Acts which introduced the grid-iron layout and minimum standards of build quality.

The property makes a positive contribution to the character and appearance of Padiham Conservation Area, its attractive street scene and historic sense of place. The rear elevation can however only be seen in private views from the rear gardens and windows of adjoining properties. Though it is largely devoid of extensions, with exceptions at Nos 72 and 70 (to the east), it is not uniform in footprint as the properties that adjoin the cottage to the west project forward from its rear elevation creating a marked difference between the rear profiles. The rear of the property does not therefore contribute to any significant perception of the character and appearance of the conservation area and the architectural rhythm thus created is not so uniform that its preservation is an obvious priority.

Proposed Development:

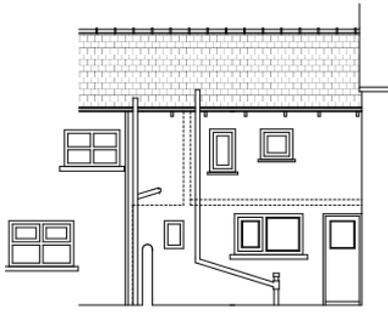
This application seeks planning permission for a part two storey, part single storey extension to the rear (north east facing) elevation of the cottages. This elevation is not visible from the streetscene and is neither prominent nor the most significant part of the building however it does display traditional vernacular characteristics. The proposed extension will increase the modestly sized accommodation to provide a kitchen/diner at ground floor and a small second bedroom at first floor.

The proposed extension will be built against the flank wall of No 78 (west) which projects forward of the application property by approximately 2.2m and would be set approximately 0.5 metres from the common boundary with No 74 (east).

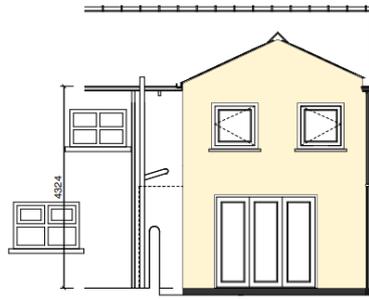
The single storey element of the extension will project 3.0m from the rear elevation and measure 4.0m in width (almost the full width of the property) and 2.7m in height. The first-floor element of the extension is positioned above and stepped back from the extension below. It will project 2.0m from the rear elevation and match the width of the extension below. The overall height will be 4.3m to eaves (in line with the existing) and 5.2m to the ridge (set down from the main roof ridge by 0.7m) with a shallow 25-degree roof pitch. The external walls will be finished in white render and the roof in welsh blue slate. Windows and bi-folding doors will be anthracite grey Upvc.

The sloping rear garden will be excavated to facilitate the extension, which occupies around a third of the area, and a new patio area created with 1.5m high retaining wall and steps up to the remaining amenity space.

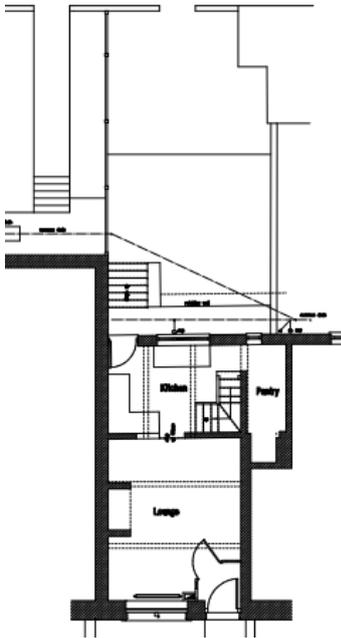
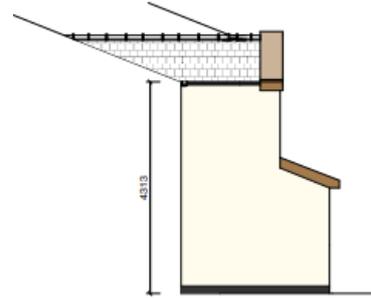
The extension would be positioned approximately 2m from the nearest habitable room window (kitchen) of No 74. During the assessment of the application and in response to the objections raised, the depth of the ground floor extension has been reduced taking into consideration the maximum degree of projection that would fall within permitted development rights (3.0m). The depth of the first floor extension has been reduced so as maintain sufficient outlook to the nearest habitable room window at No 74 using the 45 degree rule as a guide. I am satisfied that the revised scheme, with its reduced footprint and projection, has taken into consideration all the points that were raised during negotiation. The revisions were subject to a further round of neighbour consultation and objections remain, as summarised below.



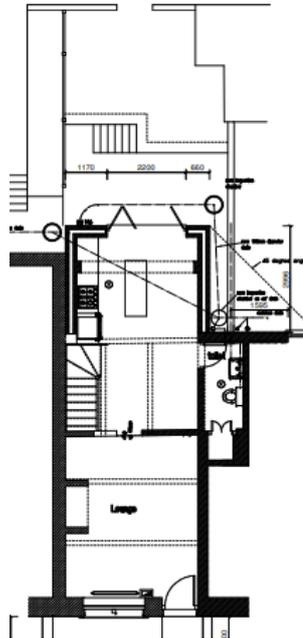
Existing Rear Elevation



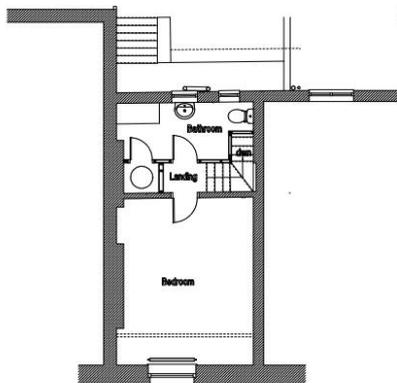
Proposed Rear (North East) Elevation and West (side) Elevation



Existing Ground Floor and Garden



Proposed Ground Floor and Garden



Existing First Floor

Proposed First Floor

Relevant Policies:Burnley Local Plan (July 2018)

SP4: Development Strategy

SP5: Development Quality and Sustainability

HS5: House Extensions and Alterations

HE2: Designated Heritage Assets

HE3: Non-Designated Heritage Assets

National Planning Policy Framework (2019)

Planning (Listed Buildings and Conservation Areas) Act 1990

Relevant Recent Planning History: None**Consultation:**

LCC Highways: No objection to the development and advise the imposition of a condition to restrict deliveries associated with the construction phase to before 9.30am and after 3.00pm in order to avoid conflict with traffic (vehicular or pedestrian) in the interest of highway safety.

Publicity: Four letters of objection were received to the proposal as initially submitted with the main points summarised as follows:

- Scale, size and siting is disproportionate and not in keeping causing an overbearing impact and unsympathetic appearance
- Unacceptable overshadowing and loss of light to the neighbouring properties
- Loss of privacy
- Design not in keeping with the character of the historic cottages or conservation area.
- Loss of garden space and wildlife habitats
- Result in a poorly lit, heavily shaded and uninviting rear garden
- Materials and colours should be sympathetic
- Only access to the rear is through a communal garden and will cause damage from plant and building materials and impeded access to residents
- Disruption during the construction phase
- Risk of ground instability and damage to foundations of cottages
- Drains run through site and access should be maintained
- Loss of natural stone party wall and mature trees/shrubs in neighbouring garden

During the determination process the plans have been altered. The neighbours were reconsulted on the 16.09.20. At the time of writing this report one response has been received and the outstanding concerns summarised below. Any further responses received before the close of the consultation period (30.09.20) will be reported to Committee.

- Damage to the communal gardens and impeded access during the construction phase
- Unacceptable reduction in light to neighbours and prevent for further harmful extensions
- Not in keeping with the character of the conservation area

The above representations are a summary of the comments that have been received. Full details of the representations (with details redacted as relevant) are available for inspection upon request. Party wall agreements, risk of damage to property and the impact of construction work are not material planning considerations. Matters of design, impact on the conservation area and impact on the residential amenities are considered in the report below.

Planning and Environmental Considerations:

Principle of Development:

The site is located within the development boundary as defined in Burnley's Local Plan which is the focus for development of an appropriate type and scale. Extensions to existing domestic property for residential purposes are acceptable in principle providing that their scale and design is compatible and proportionate to the existing dwelling and does not result in an intrusive form of building within its townscape/landscape setting.

For the reasons set out above, the principle of development is considered to be acceptable subject to consideration of the main issues as follows:

- Visual impact in terms of siting, scale and design
- Impact on the significance of the host property as a non-designated heritage asset
- Impact on the character or appearance of the Conservation Area
- Impact on neighbouring amenity with particular regard to Nos 74 and 78 West Street in respect of any unacceptable adverse impacts on privacy, outlook and daylight.

Visual impact (design and appearance):

Local Plan Policy SP5 requires development to be of a high standard of design; to respect their setting, scale and massing; and to use a palette of high quality materials which are appropriate to the local context. Local Plan Policy HS5 requires domestic extension to be high quality in their construction and design in accordance with Policy SP5. They should be subordinate to the existing building allowing the form of the original building to be clearly understood; and respect the architectural characteristics, scale, materials and detailing of the host building and its setting. This is detailed further in Policy HE3 which requires proposals affecting non-designated heritage assets to relate appropriately in terms of siting, style, scale, massing, height and materials.

The extension is of simple design with the eaves being in line with the main dwelling and the ridge being noticeably lower. This ensures that the extension retains its subservience in terms of its relationship with the host building. The roof has a shallow pitch with a simple clipped eaves detail and is to be finished with slates to match the host property. The existing fenestration is characterised by relatively small and horizontally emphasised openings without surrounds and the extension has been designed to reflect this style. The use of white render reflects the treatment across the rear elevation and is therefore acceptable.

Whilst the single storey element of the extension is relatively generous in dimensions, it has been designed within the limits of permitted development rights. Moreover, the two-storey element above is limited to a modest degree of projection and would be set down from the ridge of the host property such that when considered in tandem with the ground floor element it would meet the requirements of subordinate in that form of the original building would be clearly understood.

The scale and massing are considered to be at the upper limits of acceptability, and when balanced against the combination of the appropriate use of materials and architectural detailing, the secluded position of the extension, the non-uniformity of the rear elevation and the modest projection of the proposed structure it is considered that these factors would weigh in favour of support.

The proposed design, appearance and scale of the proposed extension would respect the character of the existing dwelling and would not result in any unacceptable adverse visual impact in the locality. Accordingly it is considered that the proposal would not detract from

the visual amenity of the site and surrounding area and would constitute high design quality in compliance with policies SP5, HS5 and HE3.

Impact on the significance of the host building as a non-designated heritage asset:

NPPF paragraph 197 states that in weighing applications that affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. This is supported by Local Plan Policy HE3.

The significance of the cottage as a non-designated heritage asset has been assessed and is found to hold interest at a local level for its simple vernacular style of architecture and its historic association with early domestic textile production. The extension is sited at rear of the terrace which has been found to make a negligible contribution to any significant perception of the character and appearance of the cottage such that its warrants preservation.

The proposed extension has been designed to maintain a traditional appearance and will appear subservient to the host dwelling. It is considered acceptable in scale, form, siting and design when considered against the significance of the building as a whole and would not be considered to result in harm. Furthermore, the proposal is considered necessary to enable a comfortable living environment and will ensure the future of the heritage asset at its optimum viable use, as a family home.

The proposal has been examined in relation to its impact on those values that contribute to significance, the conclusion being that the proposal would on balance be acceptable and, subject to a condition to ensure that the external materials and detailing respect local building traditions including fenestration of appropriate profiles and dimensions, would not result in harm to significance. The proposal is therefore in accordance with Policy HE3.

Impact on the character or appearance of the Conservation Area

As the site is located in a conservation area, special regard is to be paid to sections 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which confers upon the local planning authority a duty to “have special regard to the desirability of preserving or enhancing the character or appearance of a conservation area.” Preservation in this context means protecting the character and appearance (significance) from harm as opposed to keeping it utterly unchanged.

The rear of the property can be seen only in private views from a limited number of rear gardens and windows in the immediate vicinity. The rear of the terrace does not therefore contribute to any significant perception of the character and appearance of the conservation area. Having regard to the design, appearance and siting it is considered that the proposal would, in its entirety, preserve the character and appearance of Padiham Conservation Area and would therefore comply with the Local Plan Policy HE2 and the relevant statutory duty.

Impact on Residential Amenity:

In accordance with Local Plan Policy SP5 and HS5 development should not have a detrimental impact on the amenity reasonably expected to be enjoyed by the occupants of neighbouring properties through overlooking, lack of privacy or reduction of outlook or daylight. The nearest properties with the potential to be impacted by the proposal are those adjoining the application site to the east (No 74) and west (No 78).

No 74 West Street

The extension would be located approximately 0.5m from the shared boundary with No.74. It would project to the rear by 3.0m at ground floor and 2.0m at first floor. No side windows are proposed. The first floor projection would not breach the 45 degree splay from the centre of the nearest neighbouring habitable room window (ground floor kitchen) and though the

ground floor extension would encroach slightly into the splay, the impact is mitigated by the low rise nature of the building which will be cut into the slope of the land and sit approximately 1.5m lower than the garden at No 74 which is presently separated by a stone wall of around 1.0m in height. Taking these factors into account it is considered that on balance the proposal would not create an over-bearing impact or result in loss of light or outlook sufficient to cause unacceptable harm the residential amenity of the occupiers of the adjoining neighbour. With regards to privacy and overlooking, there are no windows proposed on the side elevation of the extension. The new windows to the first floor extension look over the rear amenity areas and repeat views already available from the rear elevation of the property such that they would not cause any appreciable difference to the existing levels of privacy and overlooking. Accordingly the proposal would comply with Local Plan Policies HS5 and SP5.



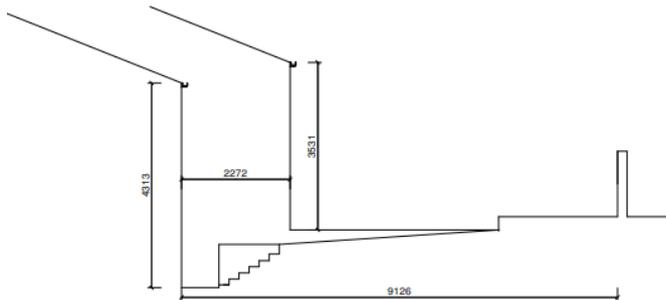
Kitchen window Bathroom Window



Relationship with windows at No 74

No 78 West Street

It is proposed to build the extension against the flank wall of No 78 (west) which projects forward of the application property by approximately 2.2m. The degree of projection is such that only 0.8m length of the proposed single storey extension would be visible against the common boundary with No 78. Furthermore, this low rise element of the extension will be cut into the slope of the land and sit approximately 1.5m lower than the garden at No 78 which is presently separated by timber fencing around 1.0m in height. Taking these factors into account it is considered that the proposal would not create an over-bearing impact or result in loss of privacy, light or outlook sufficient to cause unacceptable harm the residential amenity of the occupiers of the adjoining neighbour. Accordingly the proposal would comply with Local Plan Policies HS5 and SP5.



Other Matters:

Highway Safety

This aspect of the proposal has been assessed by the Highways Authority and has been considered acceptable subject to the imposition of a condition to restrict deliveries associated with the construction phase to before 9.30am and after 3.00pm in order to avoid conflict with traffic (vehicular or pedestrian) in the interest of highway safety.

Conclusion:

On balance, it is considered that the extension is of a sufficiently high standard of design. It would have a neutral impact on the character and appearance of the conservation area and not cause harm to the significance of the host property as a non-designated heritage asset. Moreover, it would not have a significant detrimental impact on neighbouring amenity. Subject to conditions the development is considered to comply with the relevant plan policies as set out above and is recommended accordingly.

Recommendation: Approve with conditions

Conditions

1. The development must be begun within three years of the date of this decision

Reason: Required to be imposed by 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 hereby permitted shall be carried out in accordance with the following approved plans: Drawing No 19/2351/05 (Proposed Floor Plan, Site Plans and Elevations Revised Scheme at 1:50 scale) dated 29.09.20

Reason: To ensure the development is implemented in accordance with the approved plans and to avoid ambiguity.

3. Prior to the commencement of any development above slab level, samples of all external facing and roofing materials including precise details of all new and replacement window frames and glazing shall be submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken strictly in accordance with the details as approved.

Reason: To ensure that the development will be of a satisfactory appearance and to comply with Policies SP5, HS5 and HE2 of Burnley's Local Plan (July 2018).

4. No development shall take place, including any works of demolition, 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: the parking of vehicles of site operatives and visitors; loading, unloading and storage of plant and materials used in constructing the development; measures to control the emission of dust and dirt during construction and a scheme for recycling/disposing of waste resulting from demolition and construction works

Reason: In order to avoid the possibility of the public highway being affected by the deposit of mud/or loose materials which could create a potential hazard to road users, in order to protect the amenity of the occupiers of the adjacent properties in accordance with Policy SP5 of Burnley's Local Plan (July 2018) and in the interests of highway safety.

5. 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, 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. Deliveries associated with the construction of the development shall be made before or 0930 hours and after 1500 hours to avoid conflict with traffic (vehicular or pedestrian). 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 SP5 of Burnley's Local Plan (July 2018) and in the interests of highway safety.