

9. FULL APPLICATION – FIRST FLOOR EXTENSION OVER AN APPROVED GROUND FLOOR EXTENSION, BOWLING GREEN COTTAGE, PEAK FOREST (NP/HPK/0618/0533, P.2885, 411537 / 379190, 20/06/2018/ CW)

Note: This application was deferred from the October 2018 meeting at Members' request to enable further discussions with the applicant regarding the design of the extension and the need for the porch.

APPLICANT: MR FLETCHER

1. Site and Surroundings

- 1.1 Bowling Green Cottage is a two storey dwelling located within the village of Peak Forest. It lies to the north of Hernstone Lane, the main A623 road running through Peak Forest, off a private drive which also serves a farmstead beyond the site. The drive also carries a public footpath.
- 1.2 Bowling Green Cottage is actually a converted barn and forms the end of range of former agricultural barns now converted to dwellings attached to the rear of Bowling Green Farmhouse. The conversion was sensitively carried out and by retaining the key features of the original barn it has conserved its valued agricultural character and appearance. It is constructed of limestone under a blue slate roof and has timber windows and doors. Unfortunately since the original conversion a number of unauthorised changes to the rear elevation have been carried out. These breaches currently detract from the character and appearance of the rear elevation but are reversible and will be pursued separately by the Monitoring and Enforcement Team to ensure compliance with the approved plans.
- 1.3 The dwelling is associated with a modest curtilage containing walled gardens to the front and rear. To the north of the dwelling there is a double garage with rooms above. The accommodation above the garage is currently in unauthorised use as a holiday cottage; this further breach is also being followed up separately by the Monitoring and Enforcement Team.
- 1.4 A previous planning application NP/HPK/0709/0658 gave permission for a single storey extension to the north gable of the dwelling which is currently under construction. The current application proposal relates to the addition of a first floor to this extension.

2. Proposal

2.1 The addition of a first floor extension over the existing ground floor study extension on the north gable together with a porch over the main front door. The extension would have a gabled roof and would be built with materials to match the main building. This extension would provide space for an additional bedroom. The submitted scheme showed a design with a roof whose ridge line would have been set down below that of the main barn. However following the October Planning Committee the applicant, having listened to Members comments about the design, has amended his plans which now propose to run the roof in line with the main barn. In addition the amended plan shows only one window in the gable end and in the front and rear elevations the first floor windows are now offset to those in the ground floor.

2.2 In respect of the porch the submitted plans showed a gabled porch in matching materials over the doorway to the front (i.e. west) elevation of the original building. Since the October Planning Committee the applicant has retained the porch on the amended plans but has changed the design to a lean-to form.

3. RECOMMENDATION:

That the application be **REFUSED** for the following reason:

1. It is considered that by virtue of its form, design and siting that the proposed development would harm the character and appearance of the existing building and Conservation Area contrary to Core Strategy policies GSP1, GSP2, GS3, DS1, L1 and HC4 saved Local Plan policies LC4, LC5 and LH4 the Authority's adopted design guidance and the National Planning Policy Framework.

4. Key Issues

Whether the development is acceptable in principle subject to design and amenity considerations. As the proposal sits within the Conservation Area, does it also preserve, and where possible enhance, the character and appearance of the Conservation Area.

5. History

1998: Planning permission granted for conversion to dwellings.

2000: Planning permission granted for garage.

2009: Planning permission for single storey extension to dwelling and extension to garage.

2018 – Planning Enquiry 33194 – Applicant enquired about extending the dwelling. Planning permission was confirmed to be required and whilst the applicant was advised about the pre-application advice service, he did not take up the advice offer.

6. Consultations

Highway Authority – No response to date.

District Council – No response to date.

Parish Council – Recommend approval, support this planning as part of encouraging a young family to continue to live in the village and assisting in the longevity of this community.

7. Representations

7.1 Two representations were received supporting the application which make the following points which are material planning considerations:

- Renovation work already undertaken has been an high standard, enhancing the area
- The proposal is entirely in keeping with the style of the property, and if anything would serve aesthetically to 'even up' the row.
- The extension would also improve screening between the rear garden and the main road.
- The Peak Park has a large number of very small properties, and many large country houses, but housing stock for regular family homes can be very limited in some of the villages.
- It is essential that the National Park continues to be somewhere people can work and live.

8. Main Policies

Relevant Core Strategy policies: GSP1, GSP2, GSP3, DS1 and L1

Relevant Local Plan policies: LC4, LC5, and LH4

National Planning Policy Framework

- 8.1 The National Planning Policy Framework (NPPF) was published on 27 March 2012 and replaced a significant proportion of central government planning policy with immediate effect. A revised NPPF was published on 24 July 2018. The Government's intention is that the document should be considered as a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In the National Park the development plan comprises the Authority's Core Strategy 2011 and saved policies in the Peak District National Park Local Plan 2001. Policies in the Development Plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. It is considered that in this case there is no conflict between prevailing policies in the Development Plan and more recent Government guidance in the NPPF.
- 8.2 Paragraph 172 of the NPPF states that 'great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to landscape and scenic beauty. The conservation of wildlife and cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.'
- 8.3 Paragraph 172 includes footnote 54, which notes that further guidance on how National Parks should be managed is provided in the English National Parks and Broads: UK Government Vision and Circular 2010 (the Vision and Circular).
- 8.4 Paragraph 83 states that planning decisions should enable the sustainable growth and expansion of all types of businesses in rural areas.
- 8.5 Chapter 12 of the revised NPPF, "Achieving well-designed places", sets out the Government's policy on design: "*The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities*". Paragraph 130 states: "*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, taking into account any local design standards or style guides in plans or supplementary planning documents*".

Development Plan policies

- 8.6 Policy GSP1 sets out the broad strategy for achieving the National Park's objectives having regard to the Sandford Principle, (that is, where there are conflicting desired outcomes in achieving national park purposes, greater priority must be given to the conservation of the natural beauty, wildlife and cultural heritage of the area, even at the cost of socio-economic benefits). GPS1 also sets out the need for sustainable development and to avoid major development unless it is essential, and the need to mitigate localised harm where essential major development is allowed.
- 8.7 Policy GSP3 sets out development management principles and states that all development must respect, conserve and enhance all valued characteristics of the site and buildings, paying particular attention to, amongst other elements, impact on the character and setting of buildings, scale of the development appropriate to the character and appearance of the National Park, design in accordance with the National Park Authority Design Guide and impact on living conditions of communities.

- 8.8 Policy L1 identifies that development must conserve and enhance valued landscape character and valued characteristics, and other than in exceptional circumstances, proposals in the Natural Zone will not be permitted.
- 8.9 Saved Local Plan Policy Local Plan Policy LH4 deals specifically with extensions and alterations to dwellings which includes outbuildings. An extension of this type would not be permitted if it detracted from the character, appearance or amenity of the original building its setting or neighbouring buildings or if it dominates a building of historic or vernacular merit.
- 8.10 The above policies are supported by LC4, which requires a high standard of design which respects and conserves the landscape, built environment and other valued characteristics of the local area. It goes on to state that consideration will be paid to the scale, form and massing of the proposal in relation to the existing building and its setting; design details and materials reflecting traditions of local buildings. The policy also pays particular attention to the amenity, privacy and security of the development and nearby properties. Policy LC5 details that applications for development in a Conservation Area should take into account the scale, height, form and massing of the development and existing buildings to which it relates.
- 8.11 **Design Guidance:** The Authority has adopted design guidance as supplementary planning documents. The 2007 Design Guide, with regard to extensions, states:

“7.8 All extensions should harmonise with the parent building. An extension should respect the dominance of the original building and be subordinate to it in terms of its size and massing. Setting back the new section from the building line and keeping the eaves and ridge lower than the parent building will help”.

The 1987 Building Design Guide remains as a technical supplement to the Design Guide and contains sections on the conversion of traditional buildings and on extensions to buildings. As the building at Bowling Green Farm is a converted barn, the sections on the conversion of buildings are still relevant. It recommends restricting the conversion of the existing shell of the building but recommends single storey extensions if one is required and otherwise acceptable. It recommends avoiding the addition of overtly domestic features such as porches.

The 2013 SPD “Alterations and Extensions” gives advice on extensions to dwellings and does not specifically deal with extensions to barn conversions. However, even in this context it does advise:

“Extensions ought to be smaller in volume and height than the existing property, both singly and cumulatively. This allows the existing house to remain the dominant element in the composition”.

Sketches from the SPD are appended at the end of this report.

9.0 Assessment

Principle

- 9.1 The existing building was granted permission for conversion from agricultural buildings to a dwelling in 1998. Subsequent to this, planning permission was given in 2000 for a garage to the north of the converted building. In 2009 the owners submitted an application for a two-story extension attached to the north end of the building. Having carefully approved a sensitive conversion conserving a valued vernacular building it would have been wholly

inappropriate to allow changes that would adversely affect its character e.g. a dominant two storey extension. Officers therefore advised the applicant that a two-storey extension failed to harmonise with the character of the original barn conversion and its setting within the village Conservation Area. They explained that the two storey extension would be too dominant upon the original building and would also be prominent from the roadside and the public footpath passing in front of the property, as well as exacerbating the landscape impact in the views beyond the property. Consequently amended plans for only a single storey extension were sought and approved in compliance with adopted policy and design guidance in the Building Design Guide.

9.2 The Authority's view on the 2009 application closely related back to the 1998 planning permission for the creation of this dwelling by conversion from traditional farm buildings. That permission was given on the basis that the retention of the traditional farm building, a non-designated heritage asset, was highly desirable in itself and for the contribution it makes to the special character of the Conservation Area. Although the extension and alteration of existing dwellings is supported in principle by LH4 this is subject to proposals not detracting from the character, appearance or amenity of the original building and its setting -LH4(i), or dominating the original dwelling where it is of architectural, historic or vernacular merit - LH4(ii). Any subsequent changes to this building must therefore be sensitive to the special qualities and significance of this non-designated heritage asset and is the reason why extensions and alterations to this building were brought under full planning control by the removal of Permitted Development rights in the original 1998 permission.

9.3 It is considered that the Authority's relevant policies remain consistent with those against which the 2009 application was determined. There is no other material change in circumstance and therefore the principle of this application for what is essentially the same proposal, cannot be supported by officers. Notwithstanding that conclusion, Officers do recognise the Committee were minded to approve the application subject to agreement over an amended design. Therefore since the last meeting officers have liaised with the applicant and have now received amended plans for the two storey extension in line what Members felt was appropriate. In respect of the porch however, officers have not been able to convince the applicant of the inappropriateness of this domestic feature on a barn conversion and therefore the applicant has retained this element in his plans, albeit with an amended lean-to roof form.

Design

9.4 Whilst respecting Members' comments that they were minded to approve the two storey extension, officers remain concerned over the design of this proposal. The proposed second floor addition would result in the extension trying to 'blend' with the original converted building, rather than looking like an unobtrusive later addition. This would result in the extension dominating the original barn conversion instead of being subordinate which was the aim achieved with the modest scale and massing of the 2009 permission. It is therefore considered that the design of the extension does not harmonise to the original building, or the Conservation Area and is contrary to the Authority's adopted Design Guidance (see above). This states that conversions should not require the construction of extensions but where unavoidable should respect the dominance of the original building and be subordinate to it in terms of size and massing. The guidance goes on to say that setting back the new section from the building line and keeping the eaves and ridge lower than the parent building will help. This is particularly important in this case where the existing building is a simple agricultural building converted sympathetically to preserve its former character. To erode the character of the agricultural building with a two storey extension, especially one in line with the parent building as now shown on the amended plans, would not accord with adopted design guidance and would constitute a reversal of the 2009 decision. Whilst the approved single storey extension does have some

impact on the form of the original building it is a single storey extension which follows the adopted design guidance, whereas a two storey extension with a ridge at the same level as the existing would be clearly contrary to that guidance; this departure from guidance is even more significant when dealing with a converted barn.

- 9.5 In terms of the fenestration of the two storey extension the amended plans are much improved by the omission of the previously shown ground floor gable window, giving a simple gable with a single first floor opening of appropriate dimensions and style. The proposed windows in the front and rear elevations are also amended so that the two windows in each elevation are now offset between ground and first floor giving an informal barn like character to harmonise with the rest of the original barns fenestration. Officers therefore no longer have any objections to the fenestration.
- 9.6 Officers strongly advised that the porch should be omitted from the proposal on the basis of the harm caused by such an overt domestic feature upon a converted barn and non-designated heritage asset. The applicant, however, still wishes to retain a porch and after listening to Members debate has changed the submitted gabled porch originally proposed to a lean-to form in the amended plans which he feels is more appropriate. The officer view remains unchanged that a porch is an obvious domestic feature which will clearly be wholly out of keeping with the original building. These agricultural buildings, located to the rear of the main farmhouse, had a simple, unfussy, functional design related solely to their agricultural purpose which has been successfully conserved through the original conversion scheme. To add a porch at this location would be wholly in conflict with adopted design guidance for barn conversions which explicitly points out the inappropriateness of a porch on a barn conversion and undermine years of consistent decision making against such additions on barns. The Design Guide further confirms this view by stating that conversion should use the shell of the existing building and that *“Small projections such as porches tend to confuse the simple basic form. They are too domestic in appearance.”* It should be noted that for these reasons an internal porch area was included in the design for the converted building in 1998. It is noted that a porch exists to the main farmhouse i.e. Bowling Green Farm; however, as noted in the Authority’s SPD porches, although not common when the farmhouse was built, were sometimes constructed on houses, but to find one on a barn would be wholly out of character. As the principle of the porch on the barn conversion is clearly not acceptable, as outlined in adopted design guidance, the design of the porch has not been explored further and the amended lean-to scheme solely reflects the applicant’s design preference.
- 9.7 Officers still consider that despite the improved fenestration to the two storey extension the extension and the porch would not be in accordance with the Authority’s adopted design guidance and would result in the extensions as a whole having a greater and more dominant impact to the detriment of the valued character and appearance of this non designated heritage asset. The proposed extensions would harm the character and appearance of the building and thus be contrary to policies GSP3, HC4, LC4, LC5 and LH4.
- 9.8 Whilst officers conclude that the application as a whole should be refused, which is consistent with the October recommendation, it is of course recognised that several Members came to a different judgement on the design merits of the two storey extension and that the Committee as a whole were minded to approve it subject to design amendments. Should the Committee resolve to approve the two storey extension it must be on the basis that it judges that the amended design harmonises with the original building and conserves its character and appearance and that of the conservation area. The issue of adding a porch to a barn conversion is less of a design judgement and more of an issue of principle and one which Officers would strongly urge members to refuse in line with the design guide.

Amenity and Highway Safety

- 9.9 The proposed extensions would not result in any increase in the permitted number of residents at the property. There is ample parking space to accommodate the proposed development and it is considered that the proposal would not result in any substantial increase in activity, traffic or other issues such as waste over and above the existing.
- 9.10 Given the position of the proposed extensions to the north of the building and away from neighbouring properties which lie to the south, there are no concerns that the extension would lead to any loss of privacy or amenity to neighbouring properties.
- 9.11 Therefore it is considered that the proposed development would not harm the amenity, privacy or security of neighbouring properties or harm highway safety.

Other Considerations

- 9.12 Representations have been received outlining that the applicant family need the space to remain in the village. It is noted that the original ground floor extension is annotated on the plans as a study and it is therefore considered that internal reconfiguration of the floor space could be explored to meet the aspirations of the property owner. The original building has a floor space of approx. 143m², and the ground floor extension gave an additional approx. 14.5m². DCLG's 'Technical housing standards – nationally described space standard' (March 2015) outlines that the minimum standard for a 4-bedroom house is 100m² (including storage space).
- 9.13 Putting aside personal circumstances, the National Park has the highest level of landscape protection, and this proposal is contrary to the Authority's policies in relation to design and conservation policies.

10. Conclusion

- 10.1 The officer view remains that the proposed extensions by virtue of their form, massing and design would harm the character and appearance of the existing building and the Conservation Area, contrary to relevant development plan policies and adopted design guidance.

11. Human Rights

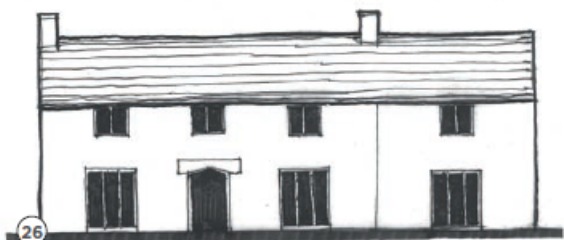
- 11.1 Any human rights issues have been considered and addressed in the preparation of this report.

List of Background Papers (not previously published)

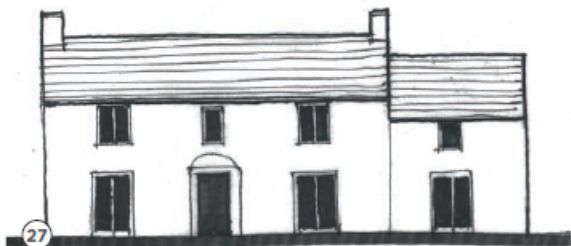
Nil

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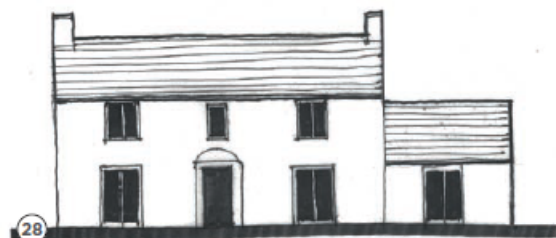
ANNEX A: Extract from Alterations and Extensions SPD 2015



26: Adding a one-bay extension to the right hand side of this three bay house, and giving it a common ridge and eaves height means the extension dominates the original building, spoiling its character and appearance.



27: Lowering the roof on the extension articulates the extension from the main building and reduces the impact slightly, but proportionally is still wrong.



28: A much more harmonious solution, one that allows the height to length proportion of the main building to be successfully echoed in the extension.