
Case Number	20/04220/FUL (Formerly PP-09295141)
Application Type	Full Planning Application
Proposal	Demolition of existing rear extension and erection of new two-storey rear extension and single-storey side extension
Location	Tapton Elms Lodge 46 Taptonville Road Sheffield S10 5BR
Date Received	27/11/2020
Team	South
Applicant/Agent	Jeff Sowerby Architect
Recommendation	Grant Conditionally

Time limit for Commencement of Development

1. The development shall be begun not later than the expiration of three years from the date of this decision.

Reason: In order to comply with the requirements of the Town and Country Planning Act.

Approved/Refused Plan(s)

2. The development must be carried out in complete accordance with the following approved documents:

Drawing Number HALO 11 Rev D (Proposed Elevations) published 11 Feb 2021

Drawing Number HALO 10 Rev H (Proposed Plans) published 11 Feb 2021
Location Plan Ref: 1:1250 - Scan Date 30 Nov 2020

Reason: In order to define the permission.

Pre Commencement Condition(s) – ('true conditions precedent' – see notes for definition)

3. No development shall commence until full details of measures to protect the existing trees to be retained, have been submitted to and approved in writing by the Local Planning Authority and the approved measures have thereafter been implemented. These measures shall include a construction methodology statement and plan showing accurate root protection areas and the location and details of protective fencing and signs. Protection of trees shall be in accordance with BS 5837, 2012 (or its replacement) and the protected areas shall not be disturbed, compacted or used for any type of storage or fire, nor shall the retained trees, shrubs or hedge be damaged in any way. The Local Planning Authority shall be notified in writing when the protection measures are in place and the protection shall not be removed until the completion of the development.

Reason: In the interests of protecting the identified trees on site. It is essential that this condition is complied with before any other works on site commence given that damage to trees is irreversible.

Other Pre-Commencement, Pre-Occupancy and other Stage of Development Condition(s)

4. Details of all proposed external materials and finishes, including samples when requested by the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority before that part of the development is commenced. Thereafter, the development shall be carried out in accordance with the approved details.

Reason: In order to ensure an appropriate quality of development.

5. A sample panel of the proposed masonry shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used. The sample panel shall be approved in writing by the Local Planning Authority before any masonry works commence and shall be retained for verification purposes until the completion of such works.

Reason: In order to ensure an appropriate quality of development.

6. A sample panel of the proposed new stone boundary wall shall be erected on the site and shall illustrate the colour, texture, bedding and bonding of masonry and mortar finish to be used. The sample panel shall be approved in writing by the Local Planning Authority before any masonry works to the boundary wall commence and shall be retained for verification purposes until the completion of such works.

Reason: In order to ensure an appropriate quality of development.

Other Compliance Conditions

7. The 3 windows on the elevation of the extension facing north towards No. 9 Hallamgate Road; shall be fully glazed with obscure glass to a minimum privacy standard of Level 4 Obscurity and no part of the window shall at any time be glazed with clear glass.

Reason: In the interests of the amenities of occupiers of adjoining property.

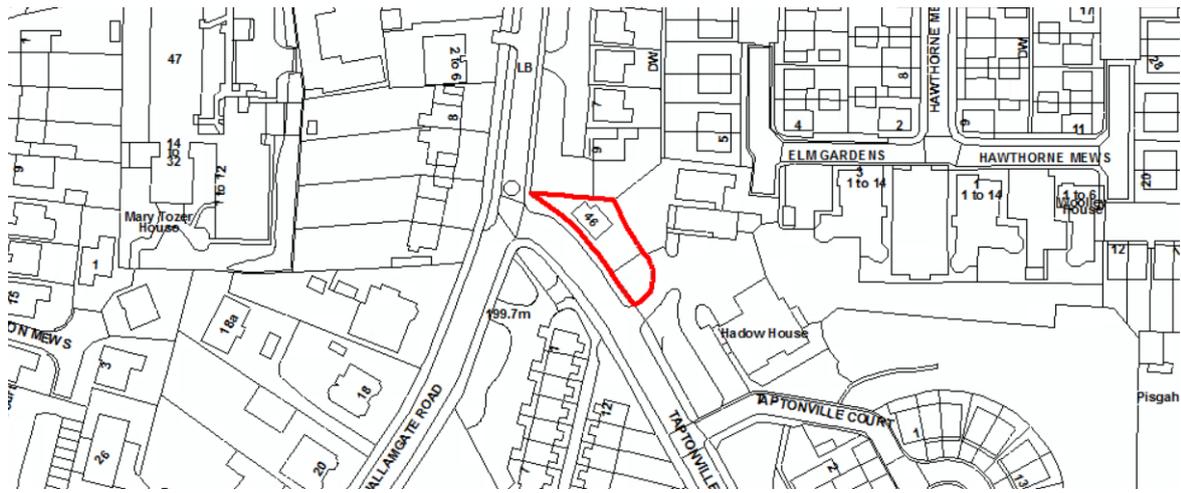
8. The roof area of the extension hereby permitted shall not be used as a balcony, roof garden or similar amenity area.

Reason: In the interests of the amenities of occupiers of adjoining property.

Attention is Drawn to the Following Directives:

1. The Local Planning Authority has dealt with the planning application in a positive and proactive manner in accordance with the requirements of the National Planning Policy Framework. The Local Planning Authority considered that it wasn't necessary to have detailed discussions in this case.

Site Location



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LOCATION AND PROPOSAL

This application relates to a small Victorian Lodge building, which at present is used as a residential dwelling house. This Lodge building will have originally served the adjacent Hadow House (also known as Tapton Elms).

The site is located within a Housing Area as allocated within the adopted Sheffield Unitary Development Plan (UDP). The site also falls within the Broomhill Conservation Area, with this building and others within the immediate area also being covered by an Article 4 direction. The Article 4 direction removes permitted development rights on elevations fronting the highway, so in this instance, it would cover the front elevation only.

The surrounding area is characterised by a mixture of house types. These are predominately traditional in character, although there is a large new build estate located immediately to the rear and side of the site.

Planning permission is sought for the erection of:

- Two storey rear extension and single storey side extension.
- Extension of existing boundary wall around the site.
- Provision of 2no. parking spaces to rear.

RELEVANT PLANNING HISTORY

Planning permission was refused in May 2020 for the 'Erection of two/single-storey rear/side extension to dwellinghouse, extension of existing boundary wall around the site and provision of 2no. parking spaces to rear'. There were two reasons for refusal. The first was the design/scale/massing/appearance being out of keeping with the host house and the surrounding street scene/conservation area. The second was the unacceptable overlooking created from a window in the rear serving a bedroom to adjacent properties.

REPRESENTATIONS

Conservation Advisory Group (CAG)

While the Group found the presentation of this proposal unhelpful and drawings did not properly represent the context, they considered that the proposed extension was an improvement on the existing extension and would not in any case be visible from the road.

Objections

18 letters have been received objecting to the application, including from the Hallamshire History Buildings Society, and Broomhill and Sharrow Vale Green Party. Comments include:

Design

- The previous application 20/00508/FUL was refused because in scale, design and use of materials it would dominate the look of the building and local area. This new application likewise goes against NPPF 196, with extensions on three sides that would almost totally overwhelm the original building.
- The building is identified as a building of Townscape Merit in the Broomhill Conservation Area, and any alterations need to be considered with utmost care.
- The Lodge (even in its dilapidated state), its garden and trees are an attractive part of the Conservation Area. The lodge, along with the coach house and Hadow House, make a historic group, which is locally and nationally a key exemplar of the mid-Victorian high-status suburb.
- There is no heritage Statement, just a brief mention on the Design and Access Statement.
- An improved, sensitive and modestly scaled replacement could be acceptable, rather than a large extension, squeezing on to the site, in large smooth sandstone and aluminium.
- The plans show a gross overdevelopment (approximately 125%) of a beautiful little cottage that has history, almost doubling the ground floor, and the upper floor being increased by two thirds. This would be overbearing and out of context.
- The new appearance of the front of the building viewed from Taptonville Road is out of character with the Lodge and the Conservation Area, with the proposal being clearly visible. This is also the case from the beginning of Hallamgate Road.
- The proposal is out of character with the conservation area and the host building, it remains dis-proportionate, proposing too many modern features.
- The window in the side at first floor level is overly large which could lead out to a roof terrace.
- More information is needed for how the old and new stone will meet, and finer details of the head, cills, window reveals etc, these are required either before the any approval is considered, or at conditions stage.
- The existing lodge should not be sand-blasted as this would completely alter its appearance.
- The Pevsner Architectural Guide of Sheffield 'Harman and Minns 2004' quotes the building as a pretty lodge within Broomhill.
- The changes do not go far enough to from the previous refusal to make it acceptable. The scale will overwhelm the existing building and still do not address the comments from BBEST, or Hallamshire Historic Buildings Society.
- The application is contrary to policies BE5(c), BE15, BE16, and H14 of the UDP, Core Strategy Policy CS74, Guideline 2 of the SPG and paragraphs 127(c) and 196 of the NPPF, and therefore permission should be refused.

Amenity

- The size of the 2 storey rear extension would provide a very poor outlook for No. 9 Hallamgate Road facing a brick wall.

- The lack of detail on the north east and north west elevations give a bland façade, which would directly overshadowing No. 9 Hallamgate Road and No. 5 Elm Gardens.
- The proposal completely eliminates its current rear garden area.

Landscaping

- here is a loss of garden space and of trees, with the arboricultural report not being updated to reflect the new plans.
- -No tree protection has been installed on site at present.

Highways

- Secure internal bike storage should be included to promote active travel.
- Is there sufficient car parking provided for the application site and the adjacent Coach House site.

Others

- Stone blasting has been carried out on the adjacent site.
- There are concerns about the treatment of trees on the adjacent site by this applicant and the developer.
- Fencing has been erected on this site and the adjacent site without planning permission.
- The site includes a grassed area to the left of the drive that provides access to the Coach House and Hadow House.
- Fencing has been erected in the summer, not all of this land appears to be owned by the applicant.
- Only 3 neighbours have been informed of the application.
- The application fails to provide sufficient information about materials, dimensions, and architectural details, with few dimensions provided.

Support

9 letters of support have been received. These are not from immediate neighbours, but those living elsewhere within the City. Comments include:

- The property has had poor maintenance and neglect from its previous owners, it good to see someone is going to give it attention and that the building will complement the site it occupies instead of the ruin it is at present.
- The current rear extension that wraps around the garden on the south east side is a complete eyesore, this proposal would be a massive implement on the current appearance of the building.
- The proposal will not detract from the charm of the locality.
- The improvements will reduce the households carbon footprint.

Neutral

1 letter which is neutral which neither objects to, nor supports the application:

- The rear of the building as existing is out of character, so the remodelling is welcomed.
- The replacement of the timber fencing is welcomed but this needs to be carried out in stone.
- The building should have Passivhaus level of design, featuring renewable energy, electric car charging points, low-carbon heating and water capture.

PLANNING ASSESSMENT

National Planning Policy Framework

The National Planning Policy Framework (NPPF) set's out the Government's planning priorities for England and how these are expected to be applied. The key principle of the NPPF is the pursuit of sustainable development, which involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life. The following assessment will have due regard to these overarching principles.

Policy Context

The Council's development plan comprises the Core Strategy (CS) which was adopted in 2009 and the saved policies of the Unitary Development Plan (UDP) which was adopted in 1998. The National Planning Policy Framework revised in February 2019 (NPPF) is a material consideration.

The key principle of the NPPF is the pursuit of sustainable development, which involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life.

Paragraph 12 of the NPPF makes it clear that a presumption in favour of sustainable development does not change the status of the development plan as the starting point for decision making. Paragraph 12 continues that where a planning application conflicts with an up-to-date development plan permission should not usually be granted.

Paragraph 213 of the NPPF confirms that policies should not be considered as out-of-date simply because they were adopted or made prior to the publication of the Framework. Due weight should be given to them, according to their degree of consistency with the Framework. Therefore, the closer a policy in the development plan is to the policies in the Framework, the greater the weight that may be given.

The relevant policies of the statutory Development Plan are set out below under each subheading, along with an assessment of their degree of consistency with the policies in the NPPF. Conclusions are then drawn as to how much weight can be given to each policy in the decision-making process in line with the requirements of NPPF paragraph 213.

Key Issues

The main issues to be considered in this application are:

- The design of the proposed extension and its impact on the character of the Conservation Area and surrounding street scene.
- The effect on future and existing occupiers living conditions.
- Whether suitable highways access and off-street parking is provided.
- The impact of the proposal upon the existing landscaping of the site.

Design and Conservation Policy Context

The Council has a statutory duty contained under sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act) to have special regard to the desirability of preserving heritage assets and their setting or any features of special architectural or historic interest which they possess. The Broomhill Conservation Area is the heritage asset in this case.

The Core Strategy policy CS74 'Design Principles' requires development to enhance distinctive features of the area, which is backed up through UDP policies H14 'Conditions on Development in Housing Areas' and BE5 'Building and Design Siting' which expect good quality design in keeping with the scale and character of the surrounding area.

Chapter 12 of the NPPF requires good design, whereby paragraph 124 states that good design is a key aspect of sustainable development and should contribute positively towards making places better for people. Paragraph 130 requires that planning permission should not be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area. Paragraph 131 goes on to say that great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally, so long as they fit in with the overall form and layout of their surroundings.

The application site itself falls within the Broomhill Conservation Area which is the heritage asset. Policies BE16 'Development in Conservation Areas' and BE17 'Design and Materials in Areas of Special Architectural or Historic Interest' of the UDP are relevant. These seek to ensure that development would preserve or enhance the character or appearance of the Conservation Area, and that traditional materials are used.

Chapter 16 of the NPPF considers the conservation and enhancement of the historic environment and states that when considering the impact of a development on the significance of a heritage asset, great weight should be given to the asset's conservation, and (para 194) that any harm to the asset from development within its setting should require clear and convincing justification.

The Supplementary Planning Guidance (SPG) for Designing House Extensions, requires at Guideline 1 extensions to be compatible with the character and built form of the area, and Guideline 2 requires extensions not to detract from that dwelling, or the general appearance of the street or locality.

The BBEST Neighbourhood Plan

Para 48 of the NPPF states: 'Local planning authorities may give weight to relevant policies in emerging plans according to:

- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given).
- b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given).
- c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

The BBEST Neighbourhood Plan has reached the Examination (Reg 17) Stage. The appointment of an examiner is now being progressed. The policy weight will only change once the examiner's report has been issued. Policies are considered to have limited weight if there is no inconsistency with the NPPF, and no unresolved significant objections.

Policy DDHM1 of the BBEST Neighbourhood Plan applies to this development proposal. This policy relates to 'Key Design Principles' and sets out 8 character areas and general design principles. Policy DDHM6 also relates to 'Development within the North East and North West Character Area' and seeks to preserve the residential character of these areas and any development should preserve the existing scale, grain and layout. These policies can be afforded limited weight as they are considered consistent with the NPPF if there are no significant unresolved objections following consultation.

It is considered that the design and conservation policies within the UDP and Core Strategy reflect and align with the guidance in the NPPF, and therefore are considered consistent with the NPPF and so can be afforded significant weight.

Design, Townscape and Impact on Conservation Area Assessment

The immediate area surrounding the site is characterised by residential dwellings. Adjacent to the lodge is Hadow House and the Coach House which are traditional buildings and form part of a group. There are then traditional buildings further down Taptonville Road, and along Hallamgate Road. Immediately to the north and east (and further to the south) of the site are new builds which form part of the redevelopment of the former University buildings and gardens. Directly opposite the site is a group of 12 modern terraces on Taptonville Head.

The existing lodge building was built in the mid-1800's and would have served Hadow House. The lodge has a two-storey rear extension with stonework to the ground floor, and render above, under a flat roof, which joins onto the original lodge in an awkward manner, cutting through and removing part of the original fascia on the side gable. This is particularly visible when travelling up Taptonville Road towards Hallamgate Road, and the removal of this modern and less sympathetic addition is welcomed.

The property has an Article 4 direction on it. This Article 4 removes the majority of permitted development rights on domestic dwellings and some commercial units. This is particularly to control incremental changes to the elevations of a building facing a highway or area of open space. The Broomhill Article 4 Direction was served on those properties within the Conservation Area which were identified as buildings of townscape merit, as in this instance.

The previous refusal proposed extensions which enclosed/wrapped around the existing lodge and were considered to dominate the existing traditional lodge building. They sought to increase the footprint of the building from approximately 61 square metres to 166 square metres and incorporate a two storey element which projected significantly out to the side along the south elevation.

This new scheme proposes to demolish the existing two storey element to the rear and to erect a new two storey extension. Amended plans have been submitted which show the two storey element set in from the side elevation of the original lodge by 0.5 metres, along with restoring the fascia and gable feature on the side. This will enhance the appearance of the original lodge building when viewing it as you travel up Taptonville Road, with the new two storey element sitting slightly behind it, reading as a distinctly separate element. The ground floor has been reduced in size, being pulled back from the front elevation so that it sits 3 metres back, and now projects 4 metres to the side (the previous refusal was 8 metres to the side). The wrap around element at ground floor to the north elevation has also now been removed in part. This gives a proposed floor area of approximately 115 square metres.

Whilst the proposal does enlarge this small lodge building, it is now considered to be at level which no longer encompasses or overwhelms the existing lodge. The ground floor extension is set back, reduced in size, and proposes more stone work and less glazing. The two-storey element is now set in from the side elevation and allows for the original side gable to be restored. Materials are detailed as natural stone with aluminium openings.

It is considered that this application is of an appropriate scale and massing, and no longer injurious to the character of the original lodge, the street scene, or wider Conservation Area.

It is proposed to increase the length of the stone boundary wall fronting Taptonville Road. Providing this new area of stone wall matches the materials and coursing of the original wall, this will not in itself lead to any harm to the character of the street scene, or wider conservation area.

Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset (Broomhill Conservation Area in this instance), greater weight should be given to the asset's conservation. Paragraph 194 specifically states "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. Significance can be harmed or lost through development within the heritage assets

setting. Paragraph 195 and 196 go on to say that where a proposed development will lead to substantial harm, or less than substantial harm to a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

In this instance, it is considered that taking into account the removal of the unsympathetic extension, and its replacement with a well-designed, albeit larger extension, set back from the face of the restored gable wall of the lodge, aiding interpretation of its original form, it will result in a neutral impact that causes no harm to the character of the Broomhill Conservation Area as a whole. With regard to the above NPPF paragraphs therefore, there is no requirement for public benefits to be demonstrated.

Subject to conditions on any approval, the application complies with policies BE5, BE15, BE16, and H14 of the UDP, Core Strategy Policy CS74, Guideline 1 and 2 of the SPG, BBEST Neighbourhood Plan, sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and paragraphs 130 and 193 of the NPPF.

Living Conditions

Policy H14 'Conditions on Development in Housing Areas' part (c) requires that new development in housing areas should not cause harm to the amenities of existing residents. This is further supported by Supplementary Planning Guidance 'Designing House Extensions' (SPG).

The NPPF at paragraph 127 Part (f) requires a high standard of amenity for existing and future users.

The UDP policies are therefore considered to align with the requirement of paragraph 127 so should be given significant weight in the context of carrying out an analysis of whether or not a proposal complies with the development plan.

The closest neighbouring properties to the application proposal are the adjacent properties within the Coach House which is currently being renovated/altered, No 9 Hallamgate Road which is behind/to the side, and the end property at No. 1 Taptonville Head which is opposite.

The Supplementary Planning Guidance (SPG) for Designing House Extensions, requires at Guideline 5 that unreasonable overshadowing and over dominance of neighbouring dwellings should be avoided. Two storey buildings should not be placed closer than 12 metres from a ground floor main habitable window, and a two storey extension built along site another dwelling should make an angle of no more than 45° with the nearest point of a neighbour's window to prevent adverse overshadowing and overbearing. These guidelines are reflected in the South Yorkshire Residential Design Guide (SYRDG), which Sheffield considers Best Practice Guidance, but which is not adopted as Supplementary Planning Guidance.

The two-storey extension is positioned approximately 12 metres away from the closest elevation of No 9 Hallamgate Road, which stands slightly higher. The

Coach House which is behind is more than 12 metres away, with the properties on the opposite side of the road along Taptonville Road and Hallamgate Road more than 30 metres away. Therefore it is considered that a two storey extension under a flat roof will create no adverse overbearing or overshadowing to any nearby occupiers.

Guideline 6 of the SPG seeks to protect and maintain minimum levels of privacy. It states that two storey dwellings which face directly towards each other should be a minimum of 21 metres distant, and that rear garden lengths should be at least 10 metres to ensure that privacy is retained. Windows serving the ground floor extension can adequately be screened by appropriate boundary treatment to prevent unacceptable overlooking.

At two storey level, a new full height window is proposed serving the new bedroom which looks down the garden area to the side, or over the public highway with approximately 30 metres at a considerable angle to the closest property at No. 1 Taptonville Head. No access is proposed on top of the ground floor extension, and a condition can be attached to any approval to ensure this is not used as a balcony/terrace.

The previous scheme proposed a window in the rear elevation of the building which served the smallest bedroom. This resulted in this window being approximately 6 metres to the boundary shared with the Coach House, and only approximately 2.8 metres to the boundary with No. 9 Hallamgate Road which was considered to create an unacceptable level of overlooking.

This amended scheme proposes no windows in the rear elevation. At first floor, two small high-level windows and a small landing window are proposed in the side elevation facing towards No. 9 Hallamgate Road. These are set in from the boundary slightly and are proposed to have obscure glazing. Therefore it is considered that no adverse overlooking is created by the proposal.

Guideline 4 of the SPG requires that a minimum of 50 square metres of private amenity space is provided for a two or more bedroomed house. Whilst there is a reduction in the amount of amenity space within the red line boundary, what is proposed is private, and amounts to more than the 50 square metres, measuring approximately 150 square metres including the areas under the trees.

Therefore the application complies with policies H14 of the UDP, Guideline 4, 5 and 6 of the SPG and paragraphs 127 of the NPPF.

Highways

The NPPF seeks to focus development in sustainable locations and make the fullest possible use of public transport, walking and cycling. Paragraph 109 of the NPPF states that 'Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.'

UDP Policy H14 'Conditions on Developments in Housing Areas' part (d) requires that permission will be granted where there would be appropriate off-street parking for the needs of the people living there.

Those policies broadly align with the aims of Chapter 9 of the NPPF (Promoting Sustainable Transport).

The site is located within the main urban area, and close to Broomhill District Shopping Centre, which has a wide variety of facilities and services and there are regular buses running along Manchester Road.

The application proposes two car parking spaces which is considered to be sufficient for this size of property in a very sustainable location, and is not therefore considered to impact on highway safety.

Landscape

Policy GE15 'Trees and Woodlands' and Policy GE11 'Nature, Conservation and Development' within the UDP require that trees and woodlands are encouraged and protected, and the design and siting of development should respect natural features of value. This is supported through Policy BE6 'Landscape Design' which seeks at part (c) to integrate existing landscape features in the development including mature trees and hedges. The aim of these policies firmly aligns with the broad aims of Chapter 15 'Conserving and Enhancing the Natural Environment' of the NPPF and specifically paragraph 175.

Guideline 7 of the SPG requires that all developments should minimise adverse effects on the landscape in the area.

At present there are three trees within the site boundary. It is proposed to extend the existing stone wall to enclose these trees within the private amenity space. A condition on any approval can ensure that a construction method is provided for working within the root protection area of any tree within the site, along with the protection of the trees during construction works.

Therefore the application does not raise any significant concerns in respect of policies GE11, GE15 and BE6 (c) of the UDP, Guideline 7 of the SPG and paragraph 175 of the NPPF.

RESPONSE TO REPRESENTATIONS

The majority of issues raised through representations are discussed in the above report. Those which are not, are addressed in the section below:

- The arboriculturalists report has not been updated - This has not been requested as the development is pulled further away from the existing trees within the site.
- The tree protection measures would be a condition on any approval, and not be required to be erected prior to a decision.

- Issues relating to the adjacent site are not being assessed as part of this application.
- The applicant has confirmed that they own all of the land within the site boundary.
- Immediate neighbours, and all those who commented on the previous refusal have been sent neighbour letters, and a site notice has been posted.
- The drawings are to scale, and whilst they don't have many dimensions labelled, they are considered to be of an appropriate standard.

SUMMARY AND RECOMMENDATION

The removal of the existing unsympathetic extension to the rear of the property is welcomed. The overall design, scale and massing of the proposal is now considered to be acceptable, and will not adversely impact on the host building, the surrounding street scene, or the Broomhill Conservation Area.

The proposal will not impact on the amenity and living conditions of existing adjoining residents to an adverse level, with a good level of amenity afforded to future residents.

There are three trees within the garden space and it is intended to erect a timber fence and stone wall close to them. Subject to further information regarding protection of the trees during construction, which will be obtained through a relevant condition, it is not considered that the proposal would have an adverse impact on the existing trees.

No highways issues have arisen from the proposed development.

As such the proposal complies with the above mentioned Unitary Development Plan and Core Strategy Policies, Supplementary Planning Guidance for Designing Housing Extensions and paragraphs within the National Planning Policy Framework.

It is therefore recommended that planning permission is granted subject to conditions.

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