

Agenda Item	A6
Application Number	21/01186/FUL
Proposal	Relevant demolition of existing lean to and outbuilding, erection of a single storey side/rear extension, construction of roof and projecting walls over existing courtyard, creation of terrace, installation of external steps, erection of stone wall and erection of detached outbuilding and installation of an Air Source Heat Pump
Application site	South Lodge Greaves Road Lancaster Lancashire
Applicant	Mr and Mrs Cardiff
Agent	Miss Jo Clark
Case Officer	Ms Charlotte Greenhow
Departure	No
Summary of Recommendation	Refusal

(i) **Procedural Matters**

This form of development would normally be dealt with under the Scheme of Delegation. However, Lancaster City Council are the current freeholders and as such the application must be determined by the Planning Regulatory Committee. The scheme was presented before Planning Committee on 31 January 2022 however it was deferred for a site visit. The site visit occurred on 21 February 2022 and therefore the scheme is being re-presented to Planning Committee.

1.0 Application Site and Setting

1.1 The application site relates to South Lodge, a detached two-storey former lodge located within the parkland setting of Greaves Park within Greaves Road Conservation Area. The property is typical of the Italianate style of the early Victorian era and as such has been identified as a Non-Designated Heritage Asset (NDHA). It has been constructed from stone, under a hipped slate roof, and features fine architectural details to each facade. There is a notable extension to the north side comprising of a lean to and covered courtyard. The property is enclosed by a stone wall of varying heights along Belle Vue Terrace to the west, a low stone wall to the south, and mature vegetation and timber fencing to the east. A moderately sized garden wraps around the property to the north, east and west. The position of the property on relatively high ground together with its distinct ornate style makes it a highly important and significant property within the area.

1.2 Greaves Road Conservation Area is characterised by early Victorian suburban development, with large villas which were built for wealthy merchants, philanthropists and industrialists outside the boundary of the city. The lush greenery, sparse grain of buildings and architectural grandeur create a contrast to the centre of Lancaster. Historically, the 'pointer' marked the boundary of the old town of Lancaster and the villas and detached houses which were built south of this are referred to as 'The

Pointer Houses' on the c.1840s Ordnance Survey map.

- 1.3 The landscaped area now known as Greaves Park and used as public recreation space is formed from the former landscape gardens of several of the villas. The Jacobean style Greaves Park is now in use as a pub and is listed at Grade II. The others, Parkfield and the Greaves, as well as their surviving ancillary buildings, are of high significance and should be treated as Non-Designated Heritage Assets (NDHAs). Both Parkfield, formerly known as West Bank, and The Greaves are neoclassical villas in sandstone ashlar with a hipped slate roofs and large sliding sash windows. The Greaves is a former home of E.G. Paley, a prominent local architect, who designed the building himself. Paley, in partnership with Edmund Sharpe and Hubert Austin, was responsible for the design of many of the most prominent buildings in the district. Greaves Park forms the shared setting of these assets, contributing to their significance by reinforcing their aesthetic and illustrative values.

2.0 Proposal

- 2.1 Planning permission is sought for the demolition of existing lean to and outbuilding, erection of a single storey side/rear extension, construction of roof and projecting walls over existing courtyard, creation of terrace, installation of external steps, erection of stone wall and erection of detached outbuilding and installation of an Air Source Heat Pump.
- 2.2 The proposed single storey extension will project from the northern side of the property and will combine the existing single storey rear extension. Overall, the development will measure approximately 10m in width, 6.8m in depth (minimum), 8.8m in depth (maximum), maximum eaves height of 3m and overall height to the proposed pitched roof section 3.7m. Materials include stone, steaming seam and render.
- 2.3 The proposed developments will allow for the property to increase from 2 to 3 bedrooms. One off street parking space will be provided on site. The proposal also includes the introduction of a metal garden shed along the southern boundary and a replacement wrought iron entrance gate measuring approximately 1.6m in height.
- 2.3 The proposal has been amended several times to help overcome issues of design and impact on the character of the NDHA and setting of the Conservation Area.

3.0 Site History

- 3.1 No previous applications relating to this site have been received by the Local Planning Authority.

4.0 Consultation Responses

- 4.1 The following responses have been received from statutory and internal consultees:

Consultee	Response
Public Realm	No objection. However, amended plans have since been received and a further consultation period has been added until 21 st Feb 2022.
Conservation	Objects. The proposal is considered to be harmful (less than substantial) to the significance of the Greaves Road conservation area and fails to preserve or enhance its character or appearance. However, amended plans have since been received and a further consultation period has been added until 21 st Feb 2022. Councillors will be updated verbally.
County Highways	No objection. However, amended plans have since been received and a further consultation period has been added until 21 st Feb 2022.
Property Services	Supports the application. However, amended plans have since been received and a further consultation period has been added until 21 st Feb 2022.
Tree Protection Officer	No objection. However, amended plans have since been received and a further consultation period has been added until 21 st Feb 2022.
Environmental Health	No objection subject to specific conditions being attached to any subsequent permission. However, amended plans have since been received and a further

	consultation period has been added until 21 st Feb 2022.
Lancaster Civic Society	Objects due to the appearance of the development and impact on heritage assets. However, amended plans have since been received and a further consultation period has been added until 21 st Feb 2022.

4.2 No public representations have been received.

5.0 Analysis

5.1 The key considerations in the assessment of this application are:

- Design and impact on Conservation Area
- Impact on residential amenity
- Impact on trees
- Highways and parking

5.2 **Design and impact on Conservation Area (NPPF Section 12 (Achieving well-designed places), Section 16 (Conserving and enhancing the historic environment); policies DM29, DM38 and DM41 of the Development Management DPD)**

5.2.1 In accordance with the Listed Building and Conservation Areas Act, when considering any application that affects a Listed Building and or a Conservation Area or their setting, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the heritage asset or its setting. Any harm (substantial or less than substantial) to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal. This is reiterated by the relevant heritage policies in the Development Plan DPD

5.2.2 The proposed developments are considered to lead to less than substantial harm to the setting of both the Conservation Area and non-designated heritage asset (NDHA). The former lodge is modest in character, with a neat original plan form, fine symmetry, and attractive architectural features throughout. As such, the proposed single storey extension, which projects to the northern elevation by approximately 10m is considered to unbalance the symmetry of the host dwelling and result in harm to the historic character of the site. This is also cited by the Conservation Officer, who affirms that the proposed extensions appear out of context and take no visual reference from the style and character of the host dwelling.

5.2.3 This is further not helped through the use of the various materials and modern windows which significantly contrast with the character of the property. While the west elevation presents somewhat of a uniform appearance through the use of stone, there are large sections of standing seam proposed to the east elevation and pitched roof, and render is also proposed to the north. This varied palette of materials is considered to confuse the character of the property and detract from the strong architectural features of the site. Furthermore, while contrast between old and new can be very successful in some contexts, the overall shape of the extensions, together with their size, scale, and design, would result in significant harm to the illustrative value and small scale intended plan form of the property.

5.2.4 Several amended plans have been received to reduce the impact of the extension on the character of the NDHA, including the addition of a garden wall to help conceal the proposed extension to the east. However, the overall width of the development together with the various materials is still considered to result harm to the character and planform of the original dwelling as mentioned above, which has been well preserved as a small-scale and modest property, similar to its former lodge function. In addition, whilst the single storey nature of the extension ensures that the development remains subservient to some degree, the overall projection to the north side is still considered to result in undue overdevelopment of the site. The Conservation Officer has also raised similar concerns in relation to proportions, balance, symmetry, and scale of the development and the overall harm to the character of the NDHA.

- 5.2.5 Regard has also been given to the siting of the development and its overall limited visibility. Existing vegetation helps to screen the site to the north, east and west and the siting of the development to the north side ensures that they would not be visible when travelling along the road to the access road to the south. However, the host dwelling is located at an elevated position at an elevated position in relation to the adjacent roadside and is considered to be highly important due to its position within Greaves Park itself. As such, the developments have the potential to harm the significance of the Conservation Area through obscuring the illustrative value of the property. The Conservation Officer also raises concerns that the development could become more prominent during the winter months and if trees or hedges were ever to be removed in the future. Therefore, the proposal has the potential to result in less than substantial to the special interest of the Greaves Road Conservation Area through inappropriate design.
- 5.3 **Impact on residential amenity (NPPF Section 12 (Achieving well-designed places); policies DM29 of the Development Management DPD)**
- 5.3.1 The closest neighbouring properties to the host dwelling are neighbours 1 Belle Vue Terrace to the south and the recently permitted dwellinghouse within the garage at The Greaves to the north-east. However, the siting of the proposals towards the north side ensures that there would be no adverse impact upon neighbour no. 1 to the south and a distance of approximately 18m will remain between the developments and the permitted dwelling to the north-east. Furthermore, whilst the proposed developments would be visible from this neighbour, the neighbour is located at a slightly higher ground level than the host dwelling. The fact that the developments are single storey only further minimises their overall impact. As such, given the distances, siting, and single storey nature of the developments, it is not considered that the proposals would result in any significant harm to the residential amenity of these properties.
- 5.4 **Impact on trees (NPPF Section 12 (Achieving well-designed places); policies DM29, DM44, DM45 of the Development Management DPD)**
- 5.4.1 The submission has been accompanied by an Arboricultural Impact Assessment (AIA) which highlights the impacts of the developments on the nearby trees. It is noted that eight category C trees will be removed to facilitate the development, however, these will be mitigated through the replanting of new small native trees such as rowan and fruit trees. In addition, appropriate measures such as hand digging, erection of a tree protection barrier, permeable geotextile membranes, no fires, chemicals etc, will be followed to protect the retained trees and hedges on site. This is considered acceptable and has been reviewed by the Councils Arboricultural Officer who raises no concerns. However, a condition to ensure that the development is carried out in accordance with the submitted AIA is recommended if planning permission were to be granted.
- 5.5 **Highways and parking (NPPF Section 9 (Promoting sustainable transport); policies DM62 of the Development Management DPD)**
- 5.5.1 The proposed developments will see the total number of bedrooms within the property increase from 2 to 3. The Councils Car Parking Standards highlighted within Appendix E of the Development Management DPD requires 2 car parking spaces for a property of this size. The host dwelling only benefits from one off street parking space to the east side of the property which will be retained as part of the development. As such, the property has a shortfall of 1 car parking spaces. However, despite the shortfall, it is noted ample on street parking is available along Belle Vue Terrace to the west and the fact that nearby properties all benefit from separate off street parking provisions. With this, it is not considered that increase in on street parking would result in any significant harm to the surrounding highway network. County highways has also been consulted on the scheme and presented no concerns.

6.0 Conclusion and Planning Balance

- 6.1 In conclusion, by virtue of the design, scale and width, the proposed developments are considered to result in less than substantial harm to the special interest of the character and appearance of the NDHA and surrounding Conservation Area. Any harm (substantial or less than substantial) to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal. However, other than extending the property into a larger four-bedroom family home, there are not considered to be any public benefits of the development which outweigh the harm

caused. Rather, the development is thought to significantly detract from the architectural and illustrative value of the host dwelling and appear at odds with the special character and desirability of the Conservation Area. The proposal is therefore recommended for refusal.

Recommendation

Planning Permission BE REFUSED for the following reasons:

1. By virtue of the design, scale and width, the proposed development would significantly detract from the strong architectural form and illustrative value of the host dwelling, whilst adding a considerable amount of bulk to the north side elevation. The resulting dwellinghouse would be significant in size, harming the significance of the non-designated heritage asset and appearing at odds with special character and desirability of the Conservation Area. For these reasons, the scheme is considered to be contrary to the requirements of Policy DM29, DM38 and DM41 of the Development Management DPD and Section 12 (Achieving Well Designed Places) and Section 16 (Conserving and Enhancing the Historic Environment) of the National Planning Policy Framework.

Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015

Lancaster City Council takes a positive and proactive approach to development proposals, in the interests of delivering sustainable development. As part of this approach the Council has provided access, via its website, to detailed standing advice for householder development in the Lancaster District (the Householder Design Guide), in an attempt to positively influence development proposals. Regrettably the proposal fails to adhere to this document, or the policies of the Development Plan, for the reasons prescribed in the Notice. The applicant is encouraged to consult the Householder Design Guide prior to the submission of any future planning application.

Background Papers

None.