

PLANNING COMMITTEE – 10 MAY 2022

Application No:	22/00615/HOUSE	
Proposal:	Construction of first floor extension and replacement of a conservatory with a two storey addition	
Location:	Old Post House, Main Street, Gonalston, NG14 7JA	
Applicant:	Mr Simon Bingham	
Agent	Mr Martin Tucker – Martin Tucker Ltd	
Registered:	24 March 2022	Target Date: 19 May 2022
Website link:	https://publicaccess.newark-sherwooddc.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=R975FXLBK5900	

Councillor Roger Jackson has called in this Planning Application to the Planning Committee for following reasons:

“Having spoken to the applicant and to local residents who have no objection to this application, I would like it to go to committee for consideration, as it is felt that this extension will make the original house more symmetrical and will have a better look as people enter the village,

I know this property has had many extensions over the years but It is a very large plot and the property does not look out of place, I feel this extension would finish it off and have a more pleasing view for people looking at it, you could probably you could Say that this is the last extension permitted on this site.”

The Site

The application relates to a detached dwelling located on the south-west side of Gonalston Lane, on the edge of the village of Gonalston. The dwelling is set back from the highway with vehicular access to the site coming via a gated entrance on the eastern boundary of the site. The dwelling has been extended substantially over time and is set within a large plot that also contains a number of outbuildings. The closest neighbouring properties are a row of terraced properties known as ‘The Almshouses’ to the north of the site and Lime Tree Cottage, a detached dwelling to the west.

The property is identified on the County Historic Environment Record as a Local Interest building (ref M14177) and is located within the Nottingham-Derby Green Belt. Parts of the site are located within Flood Zones 2 and 3 where there is a medium to high probability of flooding.

Relevant Planning History

21/00211/HOUSE – Construction of a first floor addition and replacement of the conservatory with a two storey extension. Refused under delegated authority 29.03.2021.

Reason for refusal:

In the opinion of the Local Planning Authority, the proposed extensions would, by virtue of their scale, form, mass and layout, result in disproportionate additions over and above the size of the original dwelling and be harmful to the openness of the Green Belt. The proposal is therefore considered to constitute inappropriate development within the Green Belt and there are no 'very special circumstances' that would outweigh the harm identified. Furthermore, the proposed additions would further erode the character of the original dwelling, having a harmful impact on the local distinctiveness and rural character of the surrounding area.

The proposal is therefore contrary to Spatial Policy 4B 'Green Belt Development' and Core Policy 9 'Sustainable Design' of the Newark and Sherwood Amended Core Strategy DPD (adopted March 2019), Policy DM6 'Householder Development' and Policy DM5 'Design' of the Allocations & Development Management DPD, the provisions of Paragraphs 143 - 145 of the National Planning Policy Framework (2019) and Chapter 10 of the Householder Development SPD (2014), which are material planning considerations.

20/01142/LDC - Application for Lawful Development Certificate for proposed development comprising a new 7 bay garage and workshop on existing hardstanding enclosed by garden wall to rear of dwelling. Certificate issued 05.08.2020

This has not been implemented to date

09/01129/FUL - Householder application for conservatory – Approved 08.10.2009

Implemented and comprised of a timber-framed conservatory now proposed to be demolished and replaced by a two-storey side extension

08/00676/FUL - Erection of 2 storey extension & increase of existing roof height – Approved 24.07.2008.

Implemented and comprised of a gabled extension to the east to form a new ground floor entrance and first floor study also roof heights of existing two storey elements located either side of the proposed extension (including the original building) were increased by 20cm

03/01559/FUL - Proposed extension and new detached garage and new glazed rooflight to the existing house – Approved 19.08.2003

Implemented and comprised of a garage extension with studio over, separate double detached garage and glazed roof link between swimming pool, converted outbuildings and extended dwelling

03/00574/FUL - Proposed two storey extension with new detached garage building. Together with addition of glazed rooflight to existing house – Refused 07.05.2003

98/50796/FUL – Replacement Garage – Approved 15.03.1999

Lapsed and superseded by 03/01559/FUL

88890769 – Alterations and First Floor Extension – Approved 01.08.1989

Implemented and comprised of the third larger two-storey gabled addition to link the extended original dwelling to the now converted outbuildings and former swimming pool now gym

88871054 – Change of use of outbuildings into Granny Flat – Approved 03.12.1987

Implemented and comprised of a single storey link to the then extended dwelling, which was later

built over under planning permission 88890769

8879957 – Build over existing swimming pool – Approved 05.10.1979

Implemented and comprised of the erection of a pitched roof building over a former swimming pool now gym, which is now linked to the dwelling and converted outbuildings/granny annexe by the glazed link approved under planning permission 03/01559/FUL.

8877366 - Carry out extension at front study and bathroom – Approved 27.06.1977

Implemented and comprised of a further two-storey extension to the east facing side elevation of the original dwelling including a parapeted gable later replicated in other extensions

8875329 – Carry out alterations and extensions – Approved 06.05.1975

Implemented and comprised of a two-storey rear in-fill extension to the original dwelling, two single storey rear extensions and relocation of front door to a central position on the original principal north facing elevation

The Proposal

The application proposes the demolition of an existing conservatory and erection of a two-storey storey extension. The two-storey extension would measure approximately 3.98 metres wide by 2.46 metres in length and would enlarge an existing two-storey element. The proposed extension would provide additional living space to the ground floor and enlarge one of the bedrooms to the first floor.

The application also proposes a first floor rear extension, measuring approximately 5.3 metres by 2.6 metres, above an existing single-storey lean-to projection to the rear to provide space for a larger bathroom on the first floor. This proposed extension would enlarge an existing two-storey element that would subsequently finish flush with the rear elevation of the extended dwelling.

The application has been accompanied by a Heritage Statement.

The application is a resubmission of refused planning application 21/00211/HOUSE with the dimensions of the proposed two-storey side extension reduced to set the extension back from the east elevation by 0.2 metre (rather than projecting forward from it).

Departure/Public Advertisement Procedure

Occupiers of 7 properties have been individually notified by letter.

Planning Policy Framework

The Development Plan

Newark and Sherwood Amended Core Strategy Development Plan Document (adopted March 2019)

- Spatial Policy 4B – Green Belt Development
- Core Policy 9 – Sustainable Design
- Core Policy 14 – Historic Environment

Allocations and Development Management DPD (adopted 2013)

- Policy DM5 – Design
- Policy DM6 – Householder Development
- Policy DM9 - Protecting and Enhancing the Historic Environment
- Policy DM12 – Presumption in Favour of Sustainable Development

Other Material Considerations

National Planning Policy Framework 2021

Planning Practice Guidance

Householder Development Supplementary Planning Document 2014

Non-designated Heritage Assets Criteria Final Draft Criteria January 2022

Consultations

Gonalston Parish Meeting - No comments received.

Conservation - The Old Post House is identified on the County Council HER (M14177). The building has historic interest (elements of interest) due to being identified on the 1875 OS map. However due to the building being significantly extended and altered it is considered that the building does not meet the District's Non-designated Heritage Asset criteria. The building does not retain its integrity as a modest cottage or any other of the elements of significance.

No representations received from local residents or interested third parties.

Comments of the Business Manager

Principle of development

Policy DM6 'Householder Development' of the Allocations & Development Management DPD sets out the criteria against which applications for householder development are assessed.

The application property is located within the Nottingham-Derby Green Belt where new development is strictly controlled through Spatial Policy 4B of the Amended Core Strategy DPD which states that development should be determined in line with the National Planning Policy Framework (NPPF). The NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. The NPPF informs local planning authorities that they should regard the construction of new buildings as inappropriate in Green Belt although there are exceptions. One such exception allows for some development such as the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building. It is under this stipulation that the appropriateness of the proposal has been assessed.

The Old Post House is a historic building dating back to at least the OS first series of 1875-85 (historic map extract enclosed below).

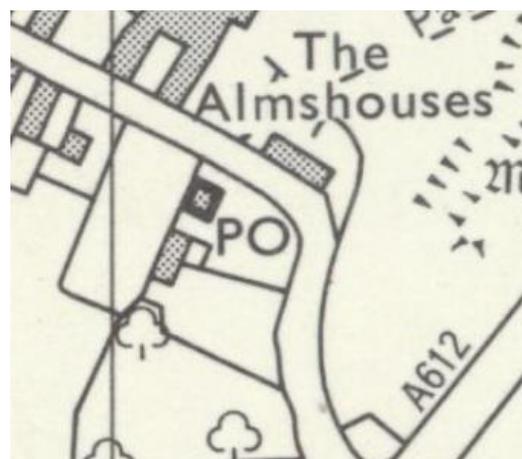


1875-85

In planning terms, **original**¹ is considered to mean “a building as it existed on 1 July 1948 where it was built before that date, and as it was built if built after that date”. The following historic map extracts are dated 1941 and 1970 respectively and illustrate that the footprint of the original dwelling was largely unchanged from the OS first series of 1875-85. This aligns with ‘Relevant Planning History’ as listed above, which indicates the original dwelling was first extended in 1975.



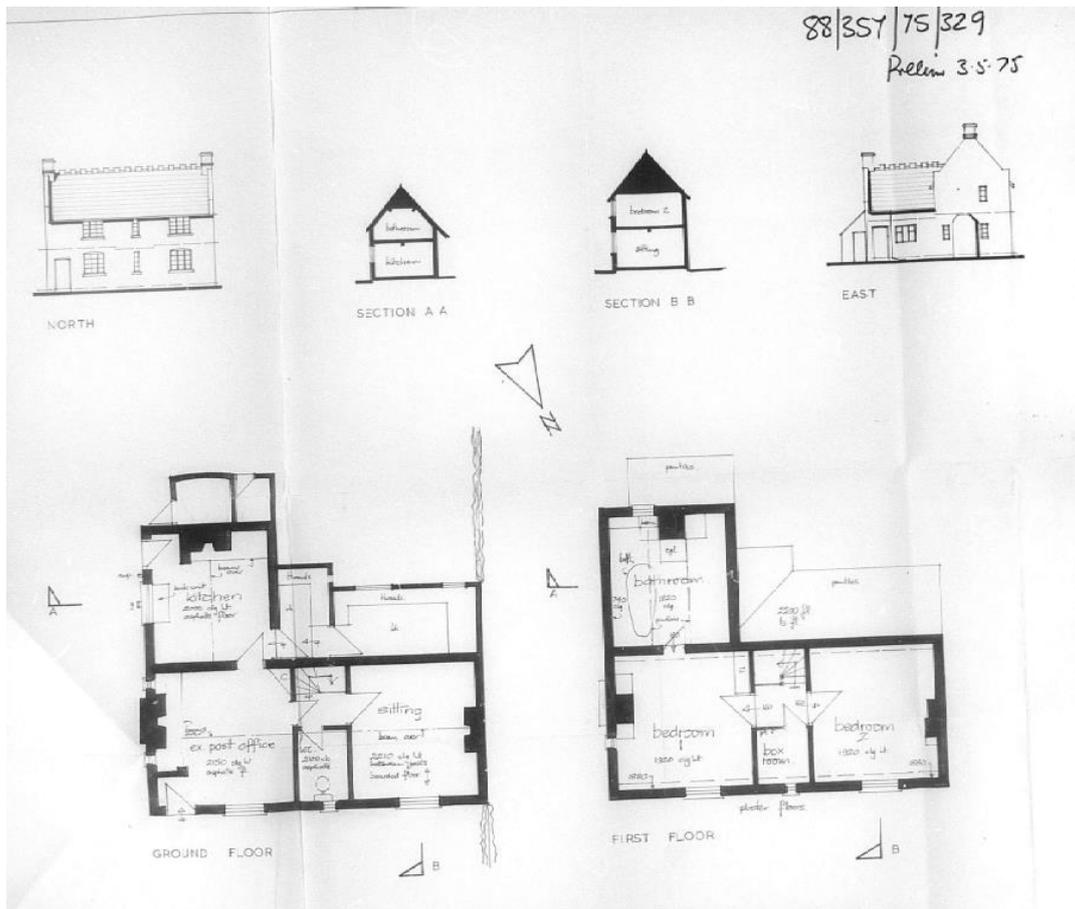
1941



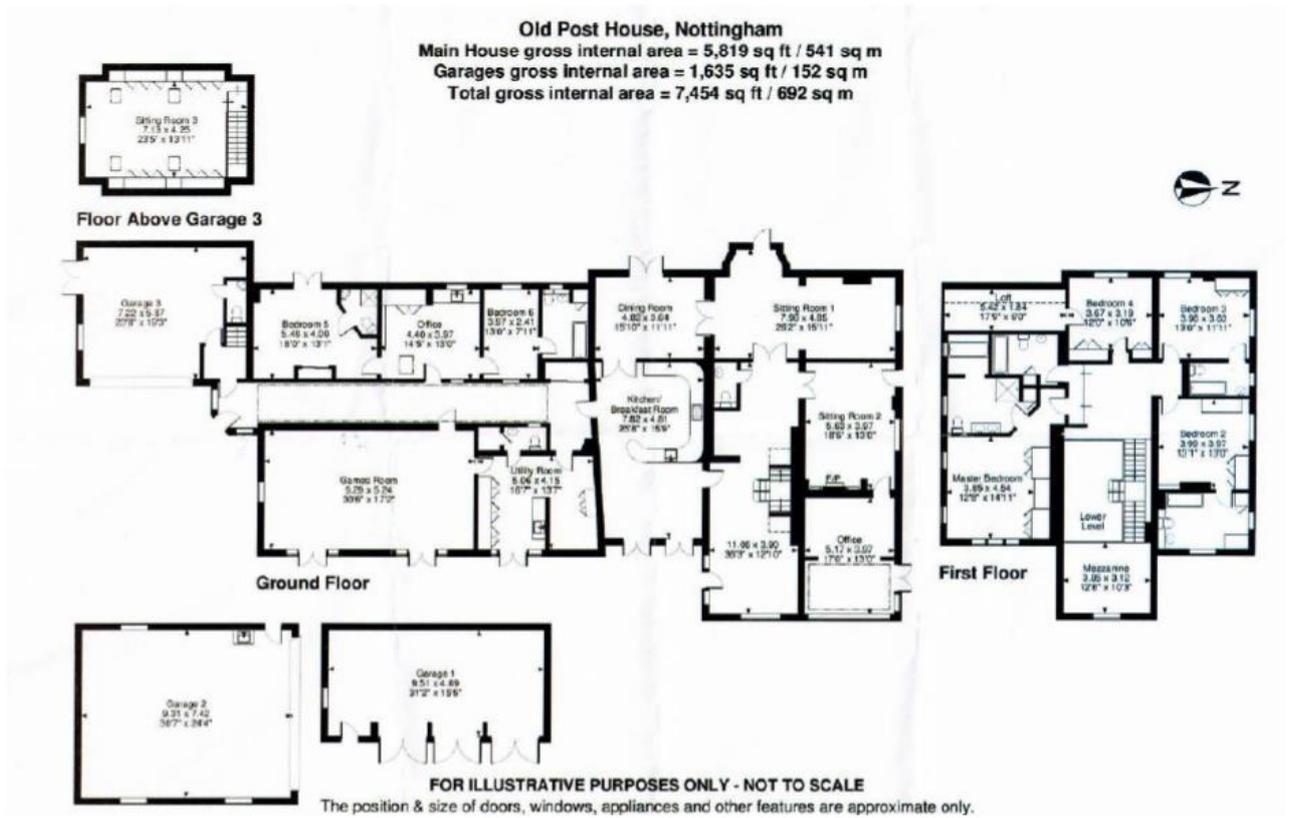
1970

The plan/image enclosed below is the survey drawing of the original existing dwelling at the time the 1975 planning application was submitted. It illustrates a modest 2-bedroomed brick and tile cottage with subservient two-storey rear wing and further single-storey rear lean-to resulting in a broadly L-shaped plan form.

¹ Town and Country Planning (General Permitted Development) Order 2015 as amended.



The plans approved on 06 May 1975 included a two-storey rear infill extension (to square off the dwelling) plus two single storey rear projections for a store (to the rear of the kitchen) and a strong room (to the rear of the lounge). Two years later, on 27 June 1977, plans were approved for a two-storey extension to the east facing side elevation of the original dwelling to provide a study at ground floor and an additional bedroom at first floor. These extensions alone more than doubled the size of the original dwelling, which was now a 4-bedroomed property. Ten years later, on 03 December 1987, plans were approved to convert existing outbuildings to the south of the extended dwelling to form a granny annexe linked to the main dwelling. Later extensions and alterations would result in this annexe becoming part of the main dwelling, as confirmed by the sales plan provided on page 3 of the Design and Access Statement submitted in support of the current application and copied below.



Planning applications for previous extensions and alterations to the original dwelling determined post 1999, as listed under 'Relevant Planning History', were done so under a different planning policy framework that comprised of Planning Practice Guidance 2: Green Belts (PPG 2, January 1995, Amended March 2001) at national level and Policies FS8 'Extent of the Green Belt' and FS9 'Appropriate Development in the Green Belt' of the Local Plan Adopted March 1999 at local level. Whilst the premise of both national and local Green Belt policy has changed very little since the abovementioned planning decisions were made, the way in which proposals are assessed by the Council has evolved, most notably since the publication of the National Planning Policy Framework, which was first published in March 2012 and most recently replaced by the revised National Planning Policy Framework published in July 2021. Consequently, previous assessments do not quantify, in numerical terms, proposed additions in order to determine whether they are disproportionate over and above the size of the **original** dwelling, this is simply expressed as a matter of judgement based on the size of the plot and scale of the proposal. Equally, previous assessments include no meaningful assessment of cumulative impact, which the policy wording details is required to be considered through use of the plural 'additions' as opposed to the singular 'addition'. However, it has always been the case that proposals to extend or alter existing dwellings in the Green Belt should not result in disproportionate additions over and above the size of the **original** dwelling.

Impact on the Green Belt

The NPPF states that substantial weight is given to any harm to the Green Belt. Under current policy, there is no definitive percentage of floor space increase considered to represent appropriate development within the Green Belt and, as such, it is one of judgement for the Local Planning Authority. Generally, and as a rule of thumb where other local planning authorities have set thresholds within development plan policies, these typically range between 30 to 50% (volume, footprint and/or floor space increase) in determining whether householder extensions

are disproportionate to the original dwelling.

Notwithstanding the degree of judgement involved in firstly determining whether a development proposal is inappropriate (by reason of being disproportionate to the original building), it is useful to understand the size of the proposed extensions compared to the original dwelling and, in this case, the existing extended dwelling. Having had regard to the planning history at the site, the dwelling has been extended substantially over a period of time and to an extent that far exceeds the maximum indicative 50% threshold set out above. Indeed, floor space alone increased from approximately 100m² (original dwelling) to 541m² when purchased in 1999, which is a 400%+ increase. The exact figures have not been quantified for the purposes of this assessment, however, based on the above it is clear that, in numerical terms, the proposal would constitute inappropriate development.

Whilst it is necessary to consider the difference in size between the original dwelling and the existing and proposed additions, neither the NPPF nor the policies within the Amended Core Strategy DPD outline a specific percentage for what constitutes a disproportionate addition to an existing building. Therefore, consideration must also be given to the design of the proposal and whether its scale, form, mass and layout result in a property that would have an acceptable impact on the openness of the Green Belt.

The proposed two-storey extension would replace an existing, timber conservatory of no architectural merit and enlarge the 1977 two-storey extension to the original dwelling. Although the proposal has been amended to ensure the addition would not project beyond the east facing elevation of the extended dwelling, which was previously extended forward under planning permission reference 08/00676/FUL, the floor space, volume and footprint of the extended dwelling would be factually increased. The proposed first-floor extension would also add additional floor space and volume to the extended dwelling.

The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. Openness refers to the absence of development. The overall footprint of the extended dwelling would increase and the proposed extensions would result in disproportionate additions over and above the size of the original building, as the extended dwelling would continue to massively exceed the abovementioned threshold rather than sitting comfortably within it. Furthermore, the addition of a two-storey extension would have an adverse harmful impact on the openness of the Green Belt by adding an additional bay to the property, the significance of which would be further increased by the fact there are open views of the property from public vantage points. Whilst there are existing single-storey elements that the proposal seeks to replace or enlarge, these are relatively subservient additions, which do not significantly detract from the openness, because they are single storey and, in the case of the conservatory, of timber/glazed construction. Conversely, the proposed extensions would be finished in brick and tile to match the host dwelling and would therefore have a more solid appearance with much higher level of prominence that would cause harm to the openness of the Green Belt.

The Design and Access Statement submitted in support of the application indicates more harmful additions could be added to the property under householder permitted development rights. However, no details have been advanced to enable a meaningful comparison nor is there any evidence to indicate that any permitted development allowances would likely be constructed. Furthermore, whilst permitted development rights allow for extensions and alterations to an original dwelling house, as defined above, it is unlikely that any further extensions could be added under permitted development, given the original dwelling house is dominated by extensions and

any allowance would have been theoretically 'utilised' in previous extensions. Consequently, it is considered there is no genuine permitted development fall back that, in itself, would represent the 'very special circumstances' required to outweigh the harm to the openness of the Green Belt. The support of local residents and the Local Ward Member, Councillor Roger Jackson, also do not represent 'very special circumstances'. Overall, it is considered that the proposal is contrary to the aims of Paragraph 145 of the NPPF and would have a much greater impact on the openness of the Green Belt than the existing extended dwelling.

Impact on character

Core Policy 9 'Sustainable Design' of the Amended Core Strategy (Adopted March 2019) requires new development proposals to, amongst other things, "achieve a high standard of sustainable design and layout that is capable of being accessible to all and of an appropriate form and scale to its context complementing the existing built and landscape environments". In accordance with Core Policy 9, all proposals for new householder development are assessed with reference to the design criteria outlined in Policy DM6 'Householder Development' of the Allocations & Development Management DPD, which requires the proposal to respect the design, materials and detailing of the host dwelling and the character of the surrounding area, which is also reflected in Policy DM5 'Design.'

Although, the property is identified on the County Historic Environment Record as a Local Interest building (ref M14177), it is considered that later additions and alterations to the original dwelling have adversely affected its heritage value. Consequently, it is not considered that the property has sufficient quality to be classified as a heritage asset (Conservation comments confirm this). The proposed extensions have been designed to complement the host dwelling through the use of materials and architectural details to match existing. However, the overall cumulative scale, mass and bulk of the existing and proposed extensions would further erode the character of the original dwelling having a harmful impact on the local distinctiveness and rural character of the surrounding area. Overall, it is considered the proposed extensions would be unsympathetic additions to the host dwelling, contrary to the provisions of the abovementioned policies.

Impact on residential amenity

Policy DM6 'Householder Development' of the Allocations & Development Management DPD is permissive of the erection of curtilage buildings provided there is no adverse impact on the amenities of neighbouring residents in terms of loss of privacy, light and overbearing impact.

The closest neighbouring properties are a row of terraced properties known as 'The Almshouses' to the north of the site and Lime Tree Cottage, a detached dwelling to the west. The proposed development would not alter the existing separation distances between the application property and these neighbouring properties and would not introduce new issues in terms of overbearing impact, overshadowing or loss of privacy. The proposal is therefore considered to accord with the relevant provisions of Policy DM6 of the Allocations & Development Management DPD.

Flood risk

Although parts of the application site fall within flood zones 2 and 3, the dwelling including the areas proposed to be extended fall within flood zone 1 where there is a low probability of flooding. Therefore, no further consideration of flood risk is required.

Other matters

For clarification, the planning officer has visited the site to consider this latest application and undertaken a thorough assessment of the planning history as outlined in this report.

Planning balance and conclusion

The proposed development would result in disproportionate additions over and above the size of the original building, as the already extended dwelling would cumulatively further increase the size beyond what is proportionate and cause undue harm to the openness of the Green Belt. The proposal is therefore considered to constitute inappropriate development within the Green Belt. Furthermore, the overall cumulative scale and massing of the proposed extensions would further erode the character of the original dwelling having a harmful impact on the local distinctiveness and rural character of the surrounding area. There are no 'very special circumstances' that would clearly outweigh the harm identified, therefore, a recommendation of refusal is offered.

RECOMMENDATION

That planning permission is refused for the following reason:

1. In the opinion of the Local Planning Authority, the proposed extensions would, by virtue of their scale, form, mass and layout, when considered cumulatively with previous extensions result in disproportionate additions over and above the size of the original dwelling and be harmful to the openness of the Green Belt. The proposal is therefore considered to constitute inappropriate development within the Green Belt. Furthermore, the proposed additions would further erode the character of the original dwelling, having a harmful impact on the local distinctiveness and rural character of the surrounding area. There are no 'very special circumstances' considered to exist that would outweigh the harm to the Green Belt or any other harm identified.

The proposal is therefore contrary to Spatial Policy 4B 'Green Belt Development' and Core Policy 9 'Sustainable Design' of the Newark and Sherwood Amended Core Strategy DPD (adopted March 2019), Policy DM6 'Householder Development' and Policy DM5 'Design' of the Allocations & Development Management DPD, the provisions of Paragraphs 143 - 145 of the National Planning Policy Framework (2019) and Chapter 10 of the Householder Development SPD (2014), which are material planning considerations.

Informatives

01

You are advised that as of 1st December 2011, the Newark and Sherwood Community Infrastructure Levy (CIL) Charging Schedule came into effect. Whilst the above application has been refused by the Local Planning Authority you are advised that CIL applies to all planning permissions granted on or after this date. Thus any successful appeal against this decision may therefore be subject to CIL (depending on the location and type of development proposed). Full details are available on the Council's website www.newark-sherwooddc.gov.uk/cil/

02

The application is clearly contrary to the Development Plan and other material planning considerations, as detailed in the above reason(s) for refusal. Whilst the applicant has engaged with the District Planning Authority at pre-application stage our advice has been consistent from the outset. Working positively and proactively with the applicants would not have afforded the opportunity to overcome these problems, giving a false sense of hope and potentially incurring the applicants further unnecessary time and/or expense.

03

Refused drawings:

11414 204 Proposed Floor Layout
11414 205 Proposed First Floor Layout
11414 206 Proposed Elevations
11414 207 Proposed West Elevations
11414 210 Proposed Site Plan

BACKGROUND PAPERS

Application case file.

For further information, please contact Amy Davies on extension 5851

All submission documents relating to this planning application can be found on the following website www.newark-sherwooddc.gov.uk.

Lisa Hughes
Business Manager – Planning Development

Committee Plan - 22/00615/HOUSE

