
Case Number	18/01572/FUL (Formerly PP-06919374)
Application Type	Full Planning Application
Proposal	Alterations to roof including raising the ridge height, provision of solar panels to rear and formation of gable ends to form a first-floor and erection of single-storey front and rear extensions, including replacement of existing brickwork and rendering of existing garage (as per Amended Drawing received 23.10.18)
Location	16 Ladysmith Avenue Sheffield S7 1SF
Date Received	24/04/2018
Team	South
Applicant/Agent	EDGE AD Ltd
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:
 - Proposed Floor Plans Elevations & Site Plan / A18-08-02 Revision P3
 - Proposed Cross Section Through Property Indicating Velux Cill heights. / A18-08-04 Revision P1

Reason: In order to define the permission.

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

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

3. 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.

Other Compliance Conditions

4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (and any order revoking and re-enacting the order) no windows or other openings additional to those shown on the approved drawings shall be formed in the north and south facing elevations and east and west facing roofslopes of the extensions hereby permitted without the prior written approval of the Local Planning Authority.

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 and sought solutions to problems where necessary in accordance with the requirements of the National Planning Policy Framework.

Site Location



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LOCATION AND PROPOSAL

The application site includes a bungalow located to the west of Ladysmith Avenue. It is accessed via a driveway set between No's 12 and 14 Ladysmith Avenue and adjoins residential properties to the north/west on Barker's Road and to the south on Edgebrook Road.

The bungalow is a modern property, having being constructed in the 1980s. It consists of buff brick and a concrete tiled roof. There is also a buff brick single garage constructed from similar materials.

The site is located in Nether Edge Conservation Area, and No 14 Ladysmith Avenue, within 18m of the bungalow is a Grade II listed building.

The application seeks planning permission to raise the property's ridge by 1.35metres and by replacing the two side facing hips with gables. It is also proposed to add single storey extensions at the front and rear of the property. The front extension would come forwards by 2.4metres and the rear extension would project by a maximum depth of 4.7metres. These single storey proposals would be flat-roofed.

RELEVANT PLANNING HISTORY

82/01847/FUL; Original Approval for the Bungalow and Garage granted in September 1983.

SUMMARY OF REPRESENTATIONS

A total of 37 representations have been received from 20 different addresses objecting to the original proposal, and the subsequent addition of a Heritage Statement. These are summarised as follows:

Neighbour' Living Conditions

- Impact on privacy. Increased height would lead to overlooking.
- Views out from rooflights are achievable, and would lead to overlooking and loss of privacy. To prevent this they'd need to be obscurely glazed and non-openable.
- Loss of direct sunlight / general light.
- Increased building presence will be a visual intrusion to many neighbours and have a dominating impact on outlook and interrupt views across and beyond the site. Lead to loss of sense of space.
- Dominating impact upon garden spaces, making gardens feel smaller and enclosed. Increased height would be within 1m of rear boundaries of some rear gardens.
- No objection to horizontal extensions.

Design / Conservation Issues

- The Conservation Area's value is not just gained from the street, but also from the rear of properties and backland areas. This is recognised in the Conservation Area Appraisal.
- Current bungalow leads to a sense of space and openness. Scheme is totally alien to nature of area by reason of its size, design, appearance, and materials and wouldn't improve existing building. It will adversely affect the setting and appearance of the listed building at No 14.
- Existing modern bungalow is out of keeping with surroundings, and adding height/width worsens this.
- Application property currently screened by established trees and shrubs. During autumn and winter the absence of this screening will make the proposal more apparent.
- Recent planning applications refused for dormer windows locally and other alterations, so current proposal would be difficult to justify.
- Proposal will be 3 times the existing floorspace, and be intrusive in this part of the Conservation Area.
- Scheme conflicts with the Designing House Extensions – Supplementary Planning Guidance, which is stated as not applying in Conservation Areas because stricter criteria apply in these areas.
- Conflict with Council's planning, conservation area and housing based policies which would be contravened. Also conflicts with the Nether Edge Conservation Area Appraisal,
- The proposed gables and increased ridge height would be visible from Edgebrook Road.

Heritage Statement

- The document doesn't show how the scheme would respect heritage issues, or the character and appearance of surrounding properties.
- Enlarged roof would dominate the area and screen the rear of No 14 Ladysmith Avenue from many properties.
- Barker's Road properties are not 3-4 times higher than the application building as stated, and no section drawings have been provided.
- Extensions are not modest, would be a substantial increase in size of property. Bungalow was built before designation of Conservation Area, but respected the established triangle of houses and older property at No 14 Ladysmith Avenue.
- Statement is inaccurate as only 1 house in the triangle has been rendered (and only partly). Vast majority of properties have their original facades.
- Render is not considered to be in keeping with the Conservation Area. Yorkshire Sandstone or reclaimed Victorian brick is the only option for the new walls.

Additional Drawings

- Additional drawings don't include any changes.
- Sections don't correctly illustrate the impact of the scheme; as they don't include the closest properties, they don't show the original 2 storey off-shot projections, suggest surrounding properties have very long gardens, and

underplay the proposed height and mass increase; all giving a false impression of the proposal's impacts.

Ecology and Landscaping Issues

- Open area is a wildlife haven.
- Proposed outward extensions would mean that to provide adequate garden space there would be requests to remove mature trees, shrubs and other vegetation that currently act to screen the existing bungalow. This would undermine quality of the Conservation Area.
- Proximity of bungalow to boundary prevents trees from screening bungalow as shown in drawings. Trees can be removed, and don't provide leaf cover in Autumn and Winter. Tree numbers are limited and don't provide screening to all neighbours.
- Recent apparent shrubbery removal has shown that privacy would be harmed.
- A sedum or green roof would be much less imposing.
- The figurative, landscaping drawing shows numerous large trees screening the scheme from Barkers Road properties, but this is not the case. There is also very little screening to Edgedale Road properties. Such landscaping cannot make the scheme acceptable, and would harm enjoyment of neighbouring garden spaces.

Highways Issues

- Increased vehicle usage will cause highway and pedestrian safety problems, as access to site is narrow and shared with No14 Ladysmith Avenue and there is significant parking on Edgebrook Road and Ladysmith Avenue.
- Increased traffic movements will undermine highway safety.
- Additional loadings would impact on access which has previously been affected by subsidence.

Other Issues

- Application description of "Alterations to Roof" is incorrect and gives a false impression.
- Inadequate information to assess impacts.
- Query if proposal meets freehold terms.
- Bungalow has been occupied by elderly and disabled residents who've contributed to diversity of locality, and its modification will impact on the community.
- There is a need for single storey accommodation in area, but not 3 or 4 bedroom dwellings.
- Extent of notification queried.
- No request has been made for the proposed alterations contrary to deeds.
- The Owner's Association would not be willing to give consent to the changes.

Further notification was carried out in regards to amended drawings submitted showing altered material details. A total of 4 additional representations were received, and are summarised as follows:

- Amended drawing makes no difference to previous objections which still remain.
- None of the alterations have changed any aspect of the new roof.
- Serious detrimental effect to residents surrounding site, Nether Edge Conservation Area, and neighbouring Listed Building.
- Significant proposals not accurately reflected in the description given, and this is likely to mislead decision makers as well as those receiving notification etc. and even more objections would have been received in response to an accurate description. In fact, whole of roof is to be removed and replaced with a significantly larger roof, providing a first floor.
- Existing roof is low level and fully hipped, but doesn't significantly affect surroundings sitting unobtrusively maintaining a shared sense of space. It is closely surrounded by houses, most with small gardens, and any increase in size, mass and height would have a serious impact on existing residents and area. Sense of space and open feel would be removed and outlook to Victorian rooftops and street trees lost.
- Scheme represents complete over-development.
- Some of submitted drawings do not fully show the proximity to certain surrounding houses. The 'aerial' drawings are taken from relatively distant points and give a false impression.
- Impacts are difficult to appreciate from application site, but are clear from surrounding properties.
- Recent tree pruning makes dominant impact of proposed roof more apparent.
- Scheme should be refused.

Councillor Alison Teal submitted 3 representations, the first of which can be summarised as:

- A number of objections have been received, and these concern reduction of privacy, overshadowing, and increased mass and conservation area concerns.
- Conflict with house extension guidance and conservation area policies.
- Neighbourhood harmony should be considered.

A second representation followed a visit to the application property. It stated there appeared to be no risk of overshadowing or privacy invasion, implying lack of agreement with neighbours' comments.

A third submission stated:

- Following a visit to a neighbouring property, application property appears much closer to back garden of house on Barker's Road.
- Query whether requirements placed on local properties will be applied to application.

PLANNING ASSESSMENT

The application site is located in Nether Edge Conservation Area, and is adjacent to a Listed Building. These Unitary Development Plan policies are therefore relevant:

BE5 requires good design and the use of good quality materials in new buildings and extensions. Extensions should respect the scale, form, details and materials of the original building.

BE16 states all proposals in Conservation Areas should preserve or enhance the character or appearance of the Conservation Area.

BE17 states in Conservation Areas a high standard of design using traditional materials will be expected for alterations and extensions to buildings.

BE19 states proposals affecting the setting of Listed Buildings will be expected to preserve the character and appearance of the building and setting.

Policy H14 states development will be permitted provided that extensions are well designed and would be in scale and character with neighbouring buildings, and that development will be permitted provided that the site would not be over-development or deprive residents of light, privacy or security, or cause serious loss of existing garden space which would harm the character of the neighbourhood.

Policy CS74 of the Sheffield Development Framework – Core Strategy, requires development to take advantage of and enhance distinctive features of the city with their associates scale, layout and built form, building styles and materials.

Paragraphs 193-196 of the National Planning Policy Framework seek to protect and enhance conservation areas and listed buildings. Paragraph 196 states that where a development proposal will lead to less than substantial harm to a conservation area or listed building as designated heritage assets, this harm should be weighed against the public benefits of the proposal. This requirement is drawn from the preserve or enhancement test as set out in the Planning (Listed Building and Conservation Areas) Act.

Design Issues

The alterations to the roof involve a 1.35metre increase in the ridge height compared to current. Also the proposal involves the formation of sideward facing gables to replace the existing hipped roof.

The proposed alterations would only be visible at very limited positions on the streets surrounding the site. These would be at the point of entry on Ladysmith Avenue and through a gap between No's 5 Edgebrook Road and 57 Barker's Road. The fleeting nature of the views, mean that the proposed alterations would avoid significant impacts upon the Conservation Area as viewed from public positions.

The additions to the roof and to a lesser extent the single storey front and rear extensions would be viewable from rear elevations windows of surrounding properties and also from their back garden spaces. The current bungalow is visible, with trees and shrubbery giving some spring/summer screening. The extra height and width of the proposed roof form wouldn't be considered to have a harmful impact upon the Conservation Area's character, given the limited increase over the presence of the bungalow in its existing form. The principle of a dwelling in this location is long established, and it is not considered that the proposed enlargements would harm the character of the Conservation Area. The proposed roof form would include relatively modest additional components when assessed in respect of their impacts upon the character of the immediate surroundings, wider vicinity and conservation area as a whole.

The submitted documentation refers to proposed materials. The existing bungalow features a buff-brick and a concrete tile. The original proposal included the use of white render to walls, and concrete roof tiles. These were considered to be inappropriate, and the proposal has been amended to show the use of a red brick matching surrounding properties to the side gables, extensions and remaining brickwork. The amended details also confirm the roof to be finished in slate.

These modified material details are considered to be acceptable, and to be in keeping with the surroundings and character of the Conservation Area.

The detached garage currently features its original 1980s brickwork. The amended details show use of render or paint to these elevations. Given the smaller scale of the garage and its lesser visual prominence the use of a render/paint is considered to be acceptable, and to avoid a harmful impact upon the character of the Conservation Area.

The current bungalow is separated by approximately 18metres from the rear of the listed building at No 14 Ladysmith Avenue. The eastern most boundary of the application site is marked by a buff brick boundary wall. The space at the rear of the listed building is currently covered in tarmac and forms the car parking area for its four flats. As such the setting of the listed building has already been significantly compromised, and the proposed alterations would be considered to be unobtrusive in this respect and could not reasonably be considered to have a harmful impact upon the listed building's setting.

The proposal includes solar panels to the east facing roof slope. These are 'slim line' additions and would be considered to avoid impact upon the setting of the listed building or character of the conservation area. Additionally, they would be able to be added to neighbouring roof slopes at any time without the need for planning permission.

The proposal would therefore be considered to avoid harming the character of the conservation area and the setting of the listed building. It would therefore comply with the relevant policy requirements given above and be acceptable in these respects.

Living Conditions

The application site adjoins a considerable number of residential properties. The assessment will cover the impacts on those at Barker's Road, Ladysmith Avenue and Edgebrook Road.

The nearest Barker's Road property to the bungalow is No 41, which is separated by a minimum distance of 14.5m (approximate) from dwelling to dwelling. The angled relationship with neighbouring properties means that 14.5metre is the minimum separation distance with Barker's Road neighbours. The properties at Barker's Road are approximately at the same level as the application building. The modified roof's ridge would reach a level approximately equating to a point mid-way up the first floor/s of the rear elevation of the Barker's Road adjoining neighbours.

This relationship would be considered to ensure that overbearing impacts to Barker's Road properties were avoided. This conclusion draws from the Supplementary Planning Guidance covering House Extensions, which identifies a 12m minimum separation distance between dwellings and 2 storey blank elevations at neighbouring properties.

Some loss of sunlight may be experienced at the rear of Barker's Road properties when the sun is low in the sky. However, the extent of the impacts would not be considered to be sufficiently harmful to support a reason for refusal.

Some concerns have been raised connecting to loss of privacy. The revised drawing shows that roof lights would be set 1.7m above the internal floor level. This would prevent users looking horizontally outwards to the west. Upward angled views would nonetheless be possible, but due to the roof lights' sizes and the restricted size of the rooms, the potential for these angled views being towards neighbouring windows would be extremely limited. The roof lights would be approximately 21metres from the nearest habitable room window in No 41 Barker's Road. Therefore, the proposal would meet the relevant guidelines for window to window distances in any event, and avoid harmful impacts in this regard.

The nearest Ladysmith Avenue property is No 14, and is separated by a minimum of 18metres (approximate). The proposed ridge level would sit below the eaves level of No 14 Ladysmith Avenue. Given this separation distance, the additional roof form would not be considered to result in an overbearing impact upon any occupiers of No 14.

The single storey front extension would include a living room window in the front elevation. The wall and hedge separating the two sites would not be tall enough to prevent views from the new windows to the first floor windows at No14. The separation distance to the nearest neighbouring windows would be approximately 16metres which would be less than the normally required 21metres required for separation. The application property window would be at a lower level than the existing neighbouring window, so the proximity would be more likely to impact on privacy within the bungalow as opposed to the neighbouring dwelling.

This window would be 2.4metres closer to No 14 than the existing equivalent window. Of the potentially affected rooms at No14 only the kitchen would be a habitable room, with the others being bathroom and landing type area. The kitchen is a very narrow space and the window itself is small, and wouldn't function in quite the same way as a kitchen/dining space elsewhere. As views from this window would be limited to the upper portion of the proposed window and given the context of the existing situation, it is not considered that the proposal would lead to unacceptable impacts upon privacy of No 14 Ladysmith Avenue.

The proposal involves a number of roof lights facing towards No 14 Ladysmith Avenue. Again, given their height above the internal floor level, and the limited scope for outward looking the potential for overlooking towards No14 would not be considered to be significant. Therefore, the roof lights would not be considered to undermine privacy in this respect.

The relative orientation, existing neighbouring buildings, separation distance and use of the space at the rear of No14 Ladysmith Avenue mean that a harmful loss of direct light to No14 would not be expected.

Edgebrook Road properties are located to the south, the nearest of which would be No's 17 and 19. The existing bungalow is separated by approximately 3.0metres from the site's southern boundary, meaning that the proposed south facing gable would be 3.0metres from the boundary. The rear garden spaces at Edgebrook Road are approximately 10.5metres in length, and therefore the combined separation distance would be approximately 13.5metres to the dwelling. The ridge level would not however exceed the eaves level of the Edgebrook Road properties. Whilst the roof alterations would result in a vertical component at close proximity to the boundary, the separation distance would meet the required 12metre separation distance given in the House Extensions Supplementary Planning Guidance. Additionally, the gable shape over a single storey would have a lesser presence than a full two storey elevation plus gable / hipped roof as referred to in the relevant guidance.

This property is northward of Edgebrook Road so wouldn't have any potential impact upon sunlight. Also this elevation is blank, so wouldn't cause any potential overlooking.

A number of concerns have been raised about loss of views over the site, towards neighbouring roof slopes and of street trees beyond. The proposal is considered to avoid detrimental overbearing impacts, so it would not be possible to argue that the building would have such a significant presence that it unacceptably impacts upon neighbour's living conditions. Therefore, the loss of views wouldn't form an issue which would warrant the refusal of the application. Whilst the collective appreciation of the Conservation Area has been considered above, the loss of a private view is not a material planning consideration.

Overall, the proposal would be considered to have an acceptable impact upon the living conditions of neighbouring occupiers. Therefore, H14 and the relevant Supplementary Planning Guidance requirements would be satisfied.

Landscaping and Ecology

The rear garden space of the application site has been well maintained, so there are a number of garden trees and mature shrubs. The proposed single storey extensions would be set sufficiently from these to avoid any undermining impacts.

However, it should be noted that shrubs and trees below certain sizes are not given any protection merely by their location in the conservation area. There wouldn't be any planning power to prevent their removal, and this allowance would apply in this case.

The screening presence of the trees hasn't been a deciding factor in relation to the scheme's impacts on neighbours. So the potential for loss of shrubbery wouldn't represent an adequate reason to resist the granting of consent in this case.

Some comments have been made about the site, or perhaps more specifically the triangular area formed by gardens of Barker's Road, Edgebrook Road and Ladysmith Avenue properties, being a green haven for wildlife. The proposal would not be considered to undermine the capacity of the space to provide a green habitat as it doesn't lead to any significant reduction in the green network. Therefore, the proposal would be considered to have acceptable impacts in terms of ecology.

Highways

The site is currently accessed via an access driveway between Nos 12 and 14 Ladysmith Avenue. This is also the vehicular access for the four flats at No 14, with their parking being at the rear.

The property currently includes 3 bedrooms and the proposal would result in a 4 bedroom property. The proposed increase in accommodation wouldn't be expected to result in a significant increase in vehicular movements to/from the property. It is therefore considered that there wouldn't be any implications upon highway safety arising from the proposed works.

On this basis the proposal would be considered to meet the relevant element of UDP policy H14.

RESPONSE TO REPRESENTATIONS

The majority of comments raised in representations have been covered in the above assessment.

In relation to the outstanding points the following comments can be made:

- The Conservation Area Appraisal does identify insensitive infilling, and backland development as having the potential to alter the historic layout of the area, change its apparent density and townscape quality. However in this case, the substantive development already exists and this proposal involves relatively minor additions which of themselves do not fundamentally affect the character of the area.

- All dormer window additions in conservation areas need planning consent, as they are not permitted development. However, planning permissions are not routinely resisted and have been granted for suitably designed dormers in the conservation area.
- The additional drawings do give confirmation that the roof light cill level will be at 1.7m above internal floor level, by raising those serving habitable rooms by approximately 0.4m.
- The submitted information provides sufficient detail to assess the application. The section drawings do not show the nearest Barker's Road dwellings. However, they give useful information on building heights (of the properties shown and by implication of other, non-illustrated neighbours), so are useful in assessing the proposal's impacts.
- The details of restrictive covenants and freehold arrangements do not represent material planning considerations, and would need to be dealt with separately via civil legislation.
- The existence of a bungalow would not represent a reason to resist granting consent as bungalows can potentially be converted to two storey accommodation without any planning permissions being required. As such it would not be possible to resist the application due to its possible implications upon the availability of bungalow accommodation and the community's diversity.
- Neighbour notification and site notice advertisement was carried out in compliance with statutory requirements and the Authority's Statement of Community Involvement.

SUMMARY AND RECOMMENDATION

The application relates to an existing bungalow and seeks full planning permission to raise the ridge and provide gable ends to form accommodation at first floor level, and erect single storey front and rear extensions.

The proposed additions would be considered to avoid having a significant harmful impact upon neighbours' living conditions, and to avoid harmful impacts upon the Conservation Area. It would therefore be considered to meet the requirements of paragraph 196 of the NPPF and to preserve the Conservation Area. It would also avoid any detrimental impacts upon highway safety.

The relevant UDP and Core Strategy policies and NPPF requirements are considered to be satisfied by the proposal. As a result, the proposal is considered to be acceptable and conditional approval is therefore recommended.

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