



# **Delegated Item Report**

**Description of Development: Two storey and single storey extension at 1 Horsedale Bonsall**

**Application Number:  
NP/DDD/0224/0148**

**P File Number: 924**

**Planning Case Officer: CB**

**Signature:** 

**Authorised By: AM**

**Signature:** 

**Date of Authorisation: 02/05/2024**

**National policy: NPPF & NPPG**

**Core Strategy policies: GSP1, GSP2, GSP3, CC1, DS1, L1, L2, L3,**

**Local Plan policies: DMC3, DMC5, DMC8, DMC11, DMC12, DMH7**

**List of Background Papers (not previously published)**

N/A

## **Human Rights**

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

## **Site and surroundings**

The site is located on the west edge of a residential area in the village of Bonsall. Land levels of the site fall from north to south towards 'Horsedale Lane'.

The building is a traditional two-storey detached dwelling, with a two-storey element extending off the rear elevation and a small porch extension to the front elevation. The building is constructed with white rendered walls sitting under a dual pitched slate roof. A detached garage lies to the east of the dwelling house.

The host dwelling is a traditional building which is considered to be a good example of the local, historic vernacular. The host building sits in a prominent position within the Bonsall Conservation Area. In accordance with the adopted Bonsall Conservation Area Appraisal March 2011, the building is considered to be a non-designated heritage asset, due to its age and architectural style.

The nearest neighbouring properties are Dale House, approximately 20 metres to the north, and Pear Tree Cottage, 30 metres to the east.

## **Proposal**

The proposal seeks planning permission for a two-storey dual pitched extension with an adjoined single storey dual pitched porch extension. The extension will project off the east

elevation of the existing rear projecting two storey element adjoining the rear elevation of original building. The proposed extension will project out past the eastern elevation of the host dwelling, resulting in the proposed extension being visible from views of the front elevation of the host building. The proposed extension will wrap around a section of the east gable wall of the host building.

### **Key Issues**

- Principle of development
- Impact on the character and appearance of the host property
- Impact on the heritage asset
- Impact on the Conservation Area
- Impact on residential amenity
- Impact on highways
- Impact on ecology

### **History**

WED/0177/006 - planning permission for the erection of a garage - Granted Conditionally

NP/DDD/0320/0275 - Proposed dwelling extension and associated works - Refused

### **Consultation**

Highways Authority: No highways objections.

Parish Council: No objections to the proposals.

District Council: No response to date

PDNPA Ecology;

*'This application triggered an ecology response.*

*A Preliminary Bat Roost Appraisal by WDEC (January 2024) has been submitted in support of the application. The bat survey report recommended further survey work to be undertaken to assess the use of the building and surroundings by bats.*

*The additional survey work is scheduled to be undertaken in May. However, it is not possible to approve the application subject to condition of the survey, because the additional information is required upfront in a planning decision as per ODPM Circular 06/05.'*

### **Representations**

During the consultation period, the Authority has received two letters of representation supporting the proposal.

## **Policy**

National Park designation is the highest level of landscape designation in the UK. The Environment Act 1995 sets out two statutory purposes for national parks in England and Wales:

- Conserve and enhance the natural beauty, wildlife and cultural heritage
- Promote opportunities for the understanding and enjoyment of the special qualities of national parks by the public

When national parks carry out these purposes they also have the duty to:

Seek to foster the economic and social well-being of local communities within the national parks.

## **National Planning Policy Framework**

The National Planning Policy Framework (NPPF) has been revised (2023). The Government's intention is that the document should be considered as a material consideration and carry particular weight where a development plan is absent, silent or relevant policies are out of date. In particular Paragraph 182 states that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, which have the highest status of protection in relation to these issues. National policy on the importance of biodiversity, cultural heritage and natural beauty is set out in sections 2; 15; and 16 of the NPPF (2023).

The Government continues to regard national park designation as conferring the highest status of protection as far as landscape and natural beauty is concerned. It also states that national parks make an important contribution to the cultural and natural heritage of the nation.

In the National Park the Development Plan comprises the Authority's Core Strategy 2011 and Development Management Policies (adopted May 2019). The Development Plan provide a clear starting point consistent with the National Park's statutory purposes for the determination of this application. It is considered that in this case there is no significant conflict between prevailing policies in the Development Plan and more recent government guidance in the NPPF.

Para 137. 'Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests.

Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.'

Para 180. 'Planning policies and decisions should contribute to and enhance the natural and local environment by:

(a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);

(b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;

(c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;

(d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;

(e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and

(f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.'

Para 182. 'Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads'.

Para 186. 'When determining planning applications, local planning authorities should apply the following principles:

(a) if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused;

(b) development on land within or outside a Site of Special Scientific Interest, and which is likely to have an adverse effect on it (either individually or in combination with other developments), should not normally be permitted. The only exception is where the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of Sites of Special Scientific Interest;

(c) development resulting in the loss or deterioration of irreplaceable habitats (such as ancient woodland and ancient or veteran trees) should be refused, unless there are wholly exceptional reasons and a suitable compensation strategy exists; and

(d) development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to improve biodiversity in and around developments should be integrated as part of their design, especially where this can secure measurable net gains for biodiversity or enhance public access to nature where this is appropriate.'

Para 195. 'Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that

they can be enjoyed for their contribution to the quality of life of existing and future generations’.

### Peak District National Park Core Strategy

Core Strategy Policy DS1 states that extensions to existing buildings in a settlement will be acceptable in principle in all settlements and areas outside of the ‘Natural Zone’. This site is not within the natural zone as defined by the proposals map.

GSP1 - Securing national park purposes and sustainable development. This policy sets out the broad principles for making decisions about sustainable development in the national park context. GSP1 sets out the broad strategy for achieving the National Park’s objectives having regard to the Sandford Principle, (that is, where there are conflicting desired outcomes in achieving national park purposes, greater priority must be given to the conservation of the natural beauty, wildlife and cultural heritage of the area, even at the cost of socio-economic benefits). GSP1 also sets out the need for sustainable development and to avoid major development unless it is essential, and the need to mitigate localised harm where essential major development is allowed.

GSP1, GSP2 - Securing National Park Purposes and sustainable development & Enhancing the National Park. These policies jointly seek to secure national park legal purposes and duties through the conservation and enhancement of the National Park’s landscape and its natural and heritage assets.

GSP3 – Development Management Principles. This policy sets out development management principles and states that all development must respect, conserve and enhance all valued characteristics of the site and buildings, paying particular attention to, amongst other elements, impact on the character and setting of buildings, scale of the development appropriate to the character and appearance of the National Park, design in accordance with the National Park Authority Design Guide and impact on living conditions of communities.

A. impact on the character and setting of buildings

B. scale of development appropriate to the character and appearance of the National Park

C. siting, landscaping and building materials

D. design in accordance with the National Park Authority Design Guide

CC1 – Climate change mitigation and adaptation. This policy aims to build in resilience to, and mitigate the causes of climate change. In order to achieve this the policy sets out that development must be efficient and sustainable in its use of land, buildings and natural resources. Particular reference given to CC1 (A): Make the most efficient and sustainable use of land, buildings and natural resources; and (B): Take account of the energy hierarchy.

DS1 - Development Strategy. This sets out what forms of development are acceptable in principle within the National Park.

L1 – Landscape character and valued characteristics. This identifies that development must conserve and enhance valued landscape character and valued characteristics, and other than in exceptional circumstances, proposals in the Natural Zone will not be permitted.

L2- Sites of biodiversity or geodiversity importance. This policy states development must conserve and enhance any sites, features or species of biodiversity importance and

where appropriate their setting. Other than in exceptional circumstances development will not be permitted where it is likely to have an adverse impact on any sites, features or species of biodiversity importance or their setting that have statutory designation or are of international or national importance for their biodiversity. Development must conserve and enhance any sites or features of geodiversity importance and where appropriate their setting. Other than in exceptional circumstances, development will not be permitted where it is likely to have an adverse impact on any sites or features of geodiversity importance or their setting that have statutory designation or are of international or national importance for their geodiversity.

L3 - Cultural heritage assets of archaeological, architectural, artistic or historic significance. This policy relates to cultural heritage assets and their settings. Both policies L1 and L3 say that development must conserve or enhance the landscape and cultural heritage of the National Park and other than in exceptional circumstances development that has a harmful impact will not be permitted.

#### Development Management Policies Document (2019)

DMC3: Siting, design, layout and landscaping. This policy states that where development is acceptable in principle, its detailed treatment will be of a high standard that respects, protects and enhances the area's natural beauty, quality and visual amenity of the landscape, including the wildlife and cultural heritage whilst contributing to the distinctive sense of place.

DMC5: Assessing the impact of development on designated and non-designated heritage assets and their settings. Heritage assets include both designated and non-designated heritage assets. This policy states planning applications must consider the significance of any heritage asset. Including the extent of any harm to, or loss of, the significance, character and appearance of a heritage asset.

Planning applications for development affecting a heritage asset, including its setting must clearly demonstrate: its significance including how any identified features of value will be conserved and where possible enhanced; and why the proposed development and related works are desirable or necessary.

The supporting evidence must be proportionate to the significance of the asset. It may be included as part of a Heritage Statement or Design and Access Statement where relevant. Proposals likely to affect heritage assets with archaeological and potential archaeological interest should be supported by appropriate information that identifies the impacts or a programme of archaeological works to a methodology approved by the Authority.

Non-designated heritage assets of archaeological interest demonstrably of equivalent significance to Scheduled Monuments will be considered in accordance with policies for designated heritage assets. If applicants fail to provide adequate or accurate detailed information to show the effect of the development on the significance, character and appearance of the heritage asset and its setting, the application will be refused.

Development of a designated or non-designated heritage asset will not be permitted if it would result in any harm to, or loss of, the significance, character and appearance of a heritage asset (from its alteration or destruction, or from development within its setting), unless: for designated heritage assets, clear and convincing justification is provided, to the

satisfaction of the Authority, that the: substantial harm or loss of significance is necessary to achieve substantial public benefits that outweigh that harm or loss; or in the case of less than substantial harm to its significance, the harm is weighed against the public benefits of the proposal, including securing its optimum viable use. For non-designated heritage assets, the development is considered by the Authority to be acceptable following a balanced judgement which takes into account the significance of the heritage asset.

DMH7 allows for extensions and alterations to dwellings provided that the proposal does not detract from the character or amenity of the original building, its setting or neighbouring buildings; does not dominate the host building especially where it is a designated or non-designated heritage asset; does not amount to a separate dwelling or annexe; and does not create or lead to undesirable changes to the landscape or other valued characteristic.

DMC8 - Conservation areas. This policy is relevant for development affecting heritage assets (and specifically conservation areas). These policies require applications to be supported by heritage assessments and for development to be of a high standard of design that conserves the significance of heritage assets and their setting. We have an adopted conservation area appraisal for the area and this is a material consideration in the determination of the application.

Policy DMC11: Safeguarding, recording and enhancing nature conservation interests. This policy states that proposals should aim to achieve net gains to biodiversity or geodiversity as a result of development. In considering whether a proposal conserves and enhances sites, features or species of wildlife, geological or geomorphological importance all reasonable measures must be taken to avoid net loss by demonstrating that in the below order of priority the following matters have been taken into consideration:

- (i) enhancement proportionate to the development;
- (ii) adverse effects have been avoided;
- (iii) the 'do nothing' option and alternative sites that cause less harm;
- (iv) appropriate mitigation; and
- (v) in rare cases, as a last resort, compensation measures to offset loss.

Details of appropriate safeguards and enhancement measures for a site, feature or species of nature conservation importance which could be affected by the development must be provided, in line with the Biodiversity Action Plan and any action plan for geodiversity sites, including provision for the beneficial future management of the interests. Development will not be permitted if applicants fail to provide adequate or accurate detailed information to show the impact of a development proposal on a site,

Feature or species including:

- (i) an assessment of the nature conservation importance of the site; and
- (ii) adequate information about the special interests of the site; and
- (iii) an assessment of the direct and indirect effects of the development; and
- (iv) details of any mitigating and/or compensatory measures and details setting out the degree to which net gain in biodiversity has been sought; and

(v) details of provisions made for the beneficial future management of the nature conservation interests of the site. Where the likely success of these measures is uncertain, development will not be permitted.

For all sites, features and species development proposals must also consider:

- (i) cumulative impacts of other developments or proposals; and
- (ii) the setting of the development in relation to other features of importance, taking into account historical, cultural and landscape context.

Policy DMC12: Sites, features or species of wildlife, geological or geomorphological importance. For Internationally designated or candidate sites, or European Protected Species, the exceptional circumstances where development may be permitted are those where it can be demonstrated that the legislative provisions to protect such sites or species can be fully met. For sites, features or species of national importance, exceptional circumstances are those where development is essential:

- (i) for the management of those sites, features or species; or
  - (ii) for the conservation and enhancement of the National Park's valued characteristics;
- or
- (iii) where the benefits of the development at a site clearly outweigh the impacts on the features of the site that make it of special scientific interest and any broader impacts on the national network of SSSIs.

For all other sites, features and species, development will only be permitted where:

- (i) significant harm can be avoided and the conservation status of the population of the species or habitat concerned is maintained; and
- (ii) the need for, and the benefits of, the development in that location clearly outweigh any adverse effect.

#### Supplementary Guidance

The Alterations and Extensions Detailed Design Guide Chapter 3 sets out the design principles for extensions in regard to massing, materials, detailing and style within the PDNPA. The key objective being that the original house retains its character and dominance.

The guidance is strongly related to the criteria within Development Management Policy DMC3. The specific matters relevant to this application include:

- Ensuring a complementary relationship with the existing building
- Ensuring that the scale and mass of an extension is smaller than the original building
- Ensuring that the shape and proportion of an extension matches the original building
- Ensuring that it does not impact on the primary elevation of the building
- Ensuring that materials reflect those used on the existing building and does not introduce complicated materials palettes



- Ensuring that the extension either reflects the local style, or takes a contemporary approach

## **Assessment**

### **Principle of the Development**

The principle of development is set out by policy DS1 of the Core Strategy, which states that extensions, are, in principle, an acceptable form of development within the National Park. Acceptability in principle is required, as a result of other policies, including Development Management policy DMH7, to be balanced against a number of other matters, which in this case include the impact on the character and appearance of the building, site and surroundings and impact on the Conservation Area.

Policy DMH7 asserts that an extension must not dominate the parent dwelling whilst policy DMC3 seeks to ensure that extensions respect the scale and character of the dwelling.

The Authority's adopted Design Guide accepts that it is sometimes possible to add modern alterations, but emphasises that it must be in harmony with the original building and which should not diminish its quality or integrity.

As an extension to the existing property, this proposal is deemed acceptable in principle providing that the proposal complies with national and local planning policies and adopted design guidance.

### **Impact on the character and appearance of the host property.**

Policy GSP3 of the Core Strategy and DMH7 of the Development Management Policies sets out the criteria for assessing the impact on the character and appearance of new developments and specifically extensions. Further guidance is set out within Extensions and Alterations SPD.

Policy DMC3 states that the detailed treatment of any proposal must conform to a high standard that respects and enhances the host building and the wider area. It seeks to ensure that any extension respects the scale and character of the dwelling, in accordance with the PDNPA design guidance.

The adopted design guide requires that extensions are set down and set back from the host dwelling, in order to ensure subservience to the host building.

In the course of the application the applicant has been advised that there is limited scope to extend the dwelling given its size and traditional character and that a more subservient single-story extension off one of the gable sides of the original dwelling may be acceptable. This would allow the building to retain its simple traditional form and would be likely to overcome the concerns with the current proposal. However, the applicant believes the current proposal is the best solution to extend this dwelling. The applicant has requested that the application is determined in its current form.

The proposal is considered not to be materially different from the proposal submitted under planning application NP/DDD/0320/0275, which was subsequently refused by the PDNPA Planning Committee in November 2020. Nonetheless, each application is considered on its own merits.

The host building, given its traditional architectural style and its contribution to the character and appearance of the area, including the setting of the Conservation Area, is considered to be of valued vernacular merit and a non-designated heritage asset.

The applicant disputes that the building has previously been extended. The adopted Bonsall Conservation Area Appraisal March 2011 states; *A number of properties within the Conservation Area were built and/ or adapted during the nineteenth century. These include the Beeches, Bankside Cottage and Horsedale.*

The existing rear two-storey element, off the rear elevation, is considered to be subservient, not visually prominent, and has a simple plan form that does not detract from the historic character and appearance of the building.

The proposed extension would project off the existing rear two-storey element and project off and along the rear of the host dwelling, significantly beyond the eastern elevation. As such, the proposed extension, with regard to scale, form, mass and bulk is considered not to be subservient to the host dwelling.

Further, the proposed extension is considered to be overly dominant, out of balance, poorly related and out of keeping with the host building.

The proportions are inappropriate and it would sit not comfortably with the proportions of the main dwelling. As such, the proposal is considered not to comply with Development Management policies and the SPD.

The proposed extension will run parallel with the main building creating a double pitch and valley roof. The plan form created is considered to be complex and not in harmony with the host building. As such, the plan form is considered to be contrary to one of the basic principles of the design guidance in regard to the local building tradition, which specifies a simple plan and roof shape. As a result of the proposed extension, the simple traditional form of the host building would be significantly undermined.

Given the above, the proposal would therefore clearly conflict with the local building traditions, local planning policies and adopted design guidance. The extension as proposed is considered to significantly diminishing the quality, integrity and traditional character of the host building.

#### Impact on the heritage asset

Policy L3 of the Core Strategy and DMC5 set out the criteria for assessing the acceptability of a proposal which effects a heritage asset. The policies introduce two broad tests;

1. That the development conserves and enhances the heritage assets and
2. That the extension does not dominate the original dwelling (the heritage asset).

Each is considered in turn below.

Firstly, the character of north, east and south elevations will be significantly altered in regard to changes to the built form. The proposed development does not reflect the design and character of the original building and its impact is considered to be significant.

On the second matter; the scale, form, mass and bulk of the proposed extension will appear overly dominant or overbearing. It will visual dominate the north, east and south elevations and will be readily visible and prominent from public vantage points. Therefore, the impact is considered to be significant.

In this regard and in the overall planning balance, the proposed development is considered to have a significantly adverse impact on the character and appearance heritage asset. As such the proposed extensions would conflict with Policy L3 of the Core Strategy and DMC5.

#### Impact on the Conservation Area

The host property is identified in the adopted Bonsall Conservation Area Appraisal March 2011. The host dwelling makes a positive contribution to the historic character of the Bonsall Conservation Area. The extension would be readily visible and prominent in views from the east and south, in its wider setting.

Given the design of the proposed extension, in regard to its scale, form, massing and location, it is considered that it would not to preserve and enhance the special architectural and historic interest of the Conservation Area.

Further, the proposed extension is considered to harmful to the character and appearance of the surrounding Conservation Area. There are considered to be no public benefits which outweigh the harm caused.

#### Impact on Residential Amenity.

There have been no objections from neighbouring properties in regards to the proposal. It is considered that given the intervening distance between the site and the nearest neighbouring properties, that there are no adverse amenity impacts on neighbouring properties, in regard to overlooking, overbearing or overshadowing.

#### Highways Impacts

The parking arrangements at the property would remain unchanged by the proposal. The local Highway Authority have raised no objections to the proposal. Therefore, there are no highways concerns.

#### Sustainability

Policy CC1 requires all development to make the most efficient and sustainable use of land, buildings and natural resources to achieve the highest possible standards of carbon reductions. All development must address this policy and validation requirements require a statement be provided for every application, the statement and the measures should be commensurate to the scale of the development.

A Sustainability Statement refers to the use of energy efficient measures in the design of the proposal, including the provision of;

- an energy efficient boiler
- efficient insulation measures
- natural ventilation, where possible
- low use, water-conserving fittings
- construction materials to be locally sourced
- recycled materials and sustainably sourced timber, where possible
- double-glazed windows
- rainwater harvesting measures

These measures are proportionate to the scale of the development proposed and the requirement of CC1 are considered to be met, subject to appropriate planning conditions.

### Impact on ecology

A Preliminary Bat Roost Appraisal by WDEC (January 2024) has been submitted in support of the application. The bat survey report recommended further survey work to be undertaken to assess the use of the building and surroundings by bats. The additional survey work is scheduled to be undertaken in May.

PDNPA Ecology have advised that it is not possible to approve the application subject to condition of the survey, because the additional information is required upfront in a planning decision as per ODPM Circular 06/05.

The presence of protected species and the extent to which they may be affected by the proposed development has not been established.

A planning application cannot be granted permission unless due consideration has been afforded to protected species. In the absence of such information it cannot be demonstrated at this time that the proposal would safeguard protected species. Further necessary survey work is required to inform a decision on the acceptability of the proposal. The proposal is therefore considered contrary to National Planning Policy and local planning policies GSP1, L1, L2, DMC11 and DMC12.

### Conclusions

The scale of the extension is considered to dominate the host dwelling in regard to its scale, form, mass and bulk and does not achieve visual subservience.

Overall, the proposed extension is considered to significantly diminish the quality, integrity and traditional simple character of the host building. There are significant negative impacts on the non-designated heritage asset and on the character and appearance of the north, east and south elevations, as a result of the proposed extension.

The proposal is considered to be harmful with regard to its impact on the character and appearance of Conservation Area.

Further, there is inadequate information before the Authority to demonstrate that the proposal would not negatively affect protected species on the site, namely roosting bats

It is considered, on balance, the proposed extension is so harmful to the host property as to warrant the refusal of planning permission in this instance. The proposal is considered to be contrary to the guidance within the NPPF and to the requirements of Policies DS1, GSP1, GSP2, GSP3, L2, L3 of the Core Strategy and Development Management Policies DMC3, DMC5, DMC8, DMC11, DMC12 and DMH7.

### Recommendation:

**That planning permission be refused for the following reasons:**

**The design of the proposed development, by virtue of its scale, form, mass and bulk, fails to harmonise with or adequately respect the traditional character and appearance of the existing dwelling, a non-designated heritage asset and significantly diminishes the quality, integrity and traditional character of the host building. As such, the development is not sensitive to the locally distinctive building traditions or the valued characteristic of the National Park.**

**The development would harm to the historic character and appearance of the designated Bonsall Conservation Area.**

**There is inadequate information before the Authority to demonstrate that the proposal would not negatively affect protected species on the site, namely roosting bats**

**The proposal is contrary to the National Planning Policy Framework, the Core Strategy Policies GSP1, GSP2, GSP3, DS1 and L2 and L3 and the Development Management Policies DMC3, DMC5, DMC8, DMC11, DMC12 and DMH7.**