OFFICER REPORT

Case No: 24/02229/HHFUL **Householder (Full)**

Proposal: Single storey extension.

Location: 33 Duck Street Elton Peterborough

Applicant: Mr & Mrs J Hampson

Grid Ref: 508633 294121

DESCRIPTION OF SITE AND APPLICATION

The application site at 33 Duck Street is occupied by a Grade II two-storey detached dwellinghouse located along a quiet residential street in Elton. The site falls within the Elton Conservation Area and there are a number of Listed Buildings along Duck Street.

The application seeks permission for the erection of a single storey extension.

A separate application for Listed Building Consent (24/02230/LBC) accompanies this application.

NATIONAL GUIDANCE

The National Planning Policy Framework (December 2024) (NPPF 2024) sets out the three objectives - economic, social and environmental - of the planning system to contribute to the achievement of sustainable development. The NPPF 2024 at paragraph 10 provides as follows: 'So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).'

The NPPF 2024 sets out the Government's planning policies for (amongst other things):

* delivering a sufficient supply of homes;
* building a strong, competitive economy;
* achieving well-designed, beautiful and safe places;
* conserving and enhancing the natural, built and historic environment.

Planning Practice Guidance and the National Design Guide 2021 are also relevant and material considerations.

For full details visit the government website: https://www.gov.uk

PLANNING POLICIES

Huntingdonshire's Local Plan to 2036 (Adopted 15th May 2019)

LP11: Design Context
LP12: Design Implementation
LP14: Amenity
LP34: Heritage Assets and their Settings

Huntingdonshire Landscape and Townscape Supplementary Planning Document (2022)

National Design Guide (2021)

Local policies are viewable at https://www.huntingdonshire.gov.uk

RELEVANT PLANNING HISTORY

Given the historic nature of the property there is an extensive planning history associated with it. The history from 1977 onwards is available to view on HDC's Public Access Site. The most recent, relevant planning history is detailed below:

77/00072/FUL - Extension (Permission)

79/01435/FUL - Extension (Permission)

80/01143/FUL - Extension to dwelling and garage (Permission)

0402306FUL - Erection of outbuilding (Permission)

0501407FUL - Extension to dwelling (Permission)

0501408LBC - Extension and alterations to dwelling (Consent)

24/00478/HHFUL - Erection of single storey extension to rear side of property to form garden room with roof terrace and metal external staircase (Withdrawn)

24/00479/LBC - Erection of single storey extension to rear side of property to form garden room with roof terrace and metal external staircase (Withdrawn)

24/02230/LBC - Single storey extension (Pending Consideration)

CONSULTATIONS

Elton Parish Council - No objections, recommend approval for the following reasons:

a) The proposed structure is merely a small, further extension to the earlier 1980/2005 extension; so there will be no structural impact on the original thatched cottage which is the Listed Building

b) The Duck Street Façade of the building will not be altered in any way.

c) As the proposed extension is single storey at the rear of the building and screened by the other parts of the building, tall wooden side gates, and the perimeter wall, trees and hedges of 35 Duck Street, the proposed extension would not be visible from Duck Street, and, therefore, will have no visual impact on the character or appearance of the Elton Conservation Area, Duck Street, and the northern entrance to the village via Duck Street, nor overlook neighbouring properties.

d) No trees or hedges will be harmed.

Officer Comments: Whilst the comments from the Parish have been noted, the LPA has a different view on the application, which will be discussed in the preceding sections of this report.

HDC Conservation Team - Objection, further details are presented in preceding sections of this report.

REPRESENTATIONS

None received at time of determination.

SUMMARY OF ISSUES

The main issues to consider in the determination of this application are:

- Design and Visual Amenity
- Impact on Heritage Assets
- Residential Amenity

* Design and Visual Amenity

33 Duck Street is a Grade II Listed thatched cottage with a part mid-to-late 1900s and part 2005 pantiled rear extension. The main cottage alongside the extension is built from limestone, which is characteristic of the buildings throughout the Conservation Area and village of Elton. The application dwelling can be seen as an obvious feature of Duck Street and contributes positively to the character and appearance of the Conservation Area. This is further enhanced by the proximity of the surrounding heritage assets and Listed Buildings, which also contribute to the building's significance. 33 Duck Street, alongside the Listed Building (22, 24 and 26) opposite provides an entrance to the Conservation Area at the north end of the village.

The proposal consists of an extension to the rear of the dwelling, projecting to the north from part of the 2005 extension as approved under 0501407FUL and 0501408LBC. The extension is a modern addition to the dwelling, with a proposed flat roof and wall materials to match the existing cottage and extension, and follows a previous scheme withdrawn in 2024 (listed above). The extension would measure 4 metres in width and 3.7 metres in length, with a height of 2.9 metres. The proposal includes metal balustrades on the flat roof, measuring 0.75 metres, taking the total height to 3.65 metres.

Whilst the proposed use coursed limestone walls match that of the existing dwelling and helps to integrate the proposal within the application site, the design and layout is unsympathetic to the current dwelling. The proposal introduces more modern features, including the flat roof and metal balustrade, which conflicts with the host dwelling and its surroundings. As a result, the proposal fails to integrate within the application site and surrounding area thus is contrary to Policies LP11 and LP12 of HDC's Local Plan to 2036, alongside Policy C2, I1 and I2 of the National Design Guide (2021). Additionally, Policy C1 of the National Design Guide (2021) states that well-designed development should understand and relate well to the site, including the sites layout, form and appearance. In this case, the proposal does not relate well to the site with regards to layout and form, with the proposal running parallel to the original cottage and changes the plan of the building into a U shape instead of the existing L shaped plan, therefore failing to meet Policy C1 of the National Design Guide (2021).

With regards to visual amenity, the proposed flat-roofed extension and balustrade would be prominent in views of the building from outside the property as it stands forward of the existing extension, which disrupts the relationship between the application site and the street scene, further impacting the character and appearance and fails to comply with Policy LP12 of HDC's Local Plan to 2036 and Policy I1 of the National Design Guide (2021).

Overall, taking the above factors into consideration the proposed development is not considered to be acceptable with regard to design and visual amenity and has a detrimental impact upon the character and appearance of the area. The proposal fails to accord with Policies LP11 and LP12 of Huntingdonshire's Local Plan to 2036 and parts C1, C2, I1 and I2 of the National Design Guide (2021) in this regard.

*Impact on Heritage Assets

As detailed in the preceding sections of this report, the building is Grade II Listed and within the Elton Conservation Area and as such the LPA gives regard to:

Section 16(2) of the Planning (LBCA) Act 1990 (as amended) requires special regard to be had to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 72 of the Planning (LBCA) Act 1990 (as amended) states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area.

Section 66 of the Planning (LBCA) Act 1990 states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Para. 205 of the NPPF set out that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'.

Para. 206 states that 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification'

Local Plan policy LP34 aligns with the statutory provisions and NPPF advice.

As this is the case, HDC's Conservation Team have been consulted and having reviewed the documents raise an objection to the proposal and have concerns regarding:

* The Impact on 33 Duck Street

* The Impact on the Conservation Area and setting of nearby Listed Buildings

The Conservation Officer comments are available to view in full on HDC's Public Access Site but are detailed below:

* Impact on 33 Duck Street

"The proposal creates a side wing which mirrors the original cottage in plan and runs parallel to it, changing the overall plan of the building into a U shape instead of the existing (and historic) L shaped plan. The existing building is constructed of the yellow/buff stone in courses, typical of the buildings of Elton village, with a thatched roof to the cottage and clay pantiles to the roof of the rear extension. The 2005 extension has an exterior of a similar appearance in stone with a pantiled roof. The significance of 33 Duck Street comes from its character as a two bay, one storey and attic, thatched stone cottage with traditional cottage features and a historic rear stone extension on an L plan. The scale of the existing extension, although comparatively large, is not over prominent against the original cottage. The position of the later additions to the cottage maintains their relationship with the cottage as the later, subservient extensions moving away from the original building and they incorporate the two single storey buildings or rooms which adjoined the earlier rear wing. Together the plan and layout, the construction, materials and features of the existing building provides a record of its history.

The proposal is considered to be harmful to the significance of the Listed Building 33 Duck Street as it does not maintain the significance or preserve the character of the building but adds an element which conflicts with the style and design of the historic cottage and rear wing using and unsympathetic design and features. The proposed extension would be prominent in views of the building from within and outside the property alongside the historic cottage, partly obscuring the rear elevation and features of the cottage. In addition, the proposed extension and balustrade would be visible with the historic building from outside the property as anomalies to its character."

* Impact on Conservation Area and setting of nearby Listed Buildings

"Number 33 Duck Street also contributes positively to the Conservation Area, located at the north end of the Conservation Area and forming part of a group of historic stone buildings characteristic of the buildings throughout the village. It stands in a particularly noticeable location with open land to the rear and to the front it stands forward of the road edge of Duck Street. It is an obvious feature of Duck Street and together with the Listed Building opposite (22, 24 and 26 Duck Street) provides a clear entrance to the main part of the Conservation Area.

Number 33 is also a positive element within the setting of the Listed Building 22, 24 and 26 Duck Street which stands opposite, and their character and appearance is similar so the addition of a conflicting feature to the character and significance of Number 33 introduces a feature which does not maintain the existing contribution which Number 33 makes to the setting of Number 22, 24 and 26.

As a historic thatched cottage Number 33 contributes positively to the character and appearance of the Conservation Area, and provides historic and evidential values which help to form its significance. Although the existing rear wing of Number 33 and its modern extension are not clearly visible from Duck Street, the upper floor and roof is visible in the background to the original thatched stone cottage and wider views of the rear wing are possible when the existing entrance gates are open. As the proposed extension stands forwards of the existing extension and nearer to the entrance it (particularly the upper part containing the balcony and balustrade) would be more clearly visible.

The proposal introduces modern features to the existing building which conflict with its historic character, appearance and features. Therefore, the proposal is not considered to preserve the character, appearance or significance of the Conservation Area, and for the same reasons is not considered to preserve the character of the Listed Building 22, 24 and 26 Duck Street nor sustain its significance. Although the harm to the heritage assets affected is considered to be 'less than substantial' for the purposes of the NPPF, there is no public benefit identified in the application to outweigh this harm, as required by the NPPF."

Conservation Officers consider that the application submitted is not considered to preserve the historic and architectural interest of the Listed Building and is considered harmful to its significance. Additionally, the proposal is not considered to preserve the character or appearance of the Conservation Area and is also considered harmful to its significance. Paragraph 215 of the NPPF (2024) requires any harm to a heritage asset to be outweighed by public benefit, which in this case there appears to be none from this proposal. The proposed extension is intended to be used as a garden room, which whilst is a benefit to the current owners, does not provide a public benefit.

Overall therefore, having regard to the plans and detail submitted, lack of public benefits of the scheme and the advice of specialists, the development is therefore considered harmful to the character and appearance of the Conservation Area and the significance of a Grade II Listed Building contrary to Policy LP34 of the Huntingdonshire Local Plan to 2036 (2019), the requirements of the NPPF (2024), the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) and Policies C2, I2 and I3 of the National Design Guide (2021).

*Residential Amenity

Given the scale and location of the extension at the rear of the dwelling, and having regard to the proximity and separation to the adjacent dwellings, it is not considered that there would be any unacceptable material impacts in terms of overbearing or loss of light, nor would there be any issues regarding loss of privacy or overlooking.

Overall, taking these factors into account the development would be considered acceptable in terms of overshadowing, overbearing impact, overlooking, loss of privacy, loss of light and would not have a significant impact upon residential amenity and therefore accords with Policy LP14 of Huntingdonshire's Local Plan to 2036 in this regard.

*Conclusion

The proposed development is not considered to be compliant with the relevant national and local policy as:

* The development by virtue of its siting, design, appearance, and features, including the proposed first floor balustrade and balcony, introduces an unsympathetic visual addition and would result in an extension which fail to assimilate itself with the design, appearance and proportions of the host dwelling and its surroundings, contrary to Policies LP11 and LP12 of Huntingdonshire's Local Plan to 2036 and parts C1, C2, I1 and I2 of the National Design Guide (2021) in this regard.

* The development by virtue of its scale, design and location on the dwelling introduces modern features to the existing building which conflict with its historic character, appearance and features. Therefore, the proposal is not considered to preserve the character, appearance or significance of the Conservation Area, and for the same reasons is not considered to preserve the character of the Listed Building nor sustain its significance. Further, there is no public benefit identified in the application to outweigh this harm, as required by Para 215 of the NPPF.

Taking national and local planning policies into account, and having regard for all relevant material considerations, it is recommended that planning permission be refused.

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CONTACT OFFICER:
Enquiries about this report to **Josh France**