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| MEETING: | PLANNING AND REGULATORY COMMITTEE |
| DATE: | 11 APRIL 2018 |
| TITLE OF REPORT: | 180077 - PROPOSED DEMOLITION OF EXISTING DWELLING AND ERECTION OF A REPLACEMENT DWELLING AT 1 HIGHFIELD CLOSE, KINGSLAND, HEREFORDSHIRE For: Mr & Mrs Taylor per Mr Jim Hicks, Second Floor Offices, 46 Bridge Street, Hereford, Herefordshire, HR4 9DG |
| WEBSITE LINK: | https://www.herefordshire.gov.uk/info/200142/planning_services/planning_application_search/details?id=180077&search=180077 |
| Reason Application submitted to Committee – redirection | |

Date Received: 9 January 2018

Ward: Bircher

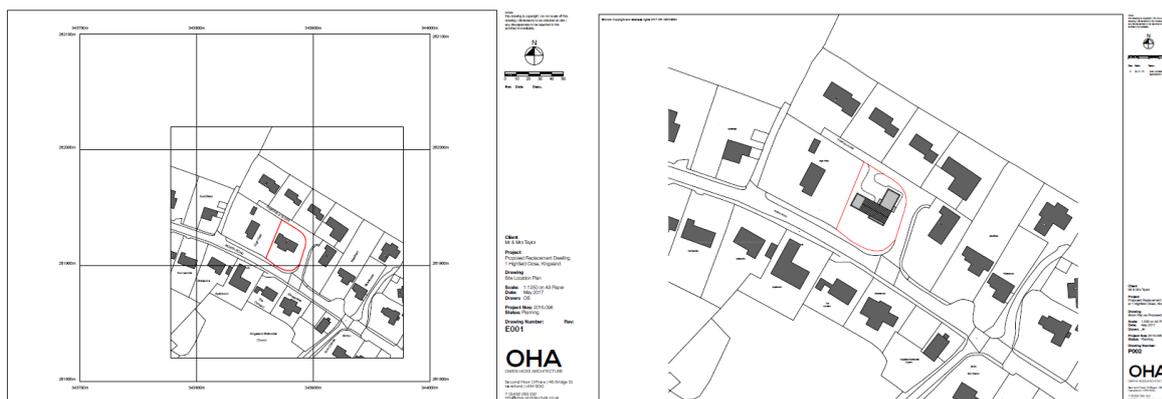
Grid Ref: 343876,261917

Expiry Date: 16 March 2018

Local Member: Councillor WLS Bowen

1. Site Description and Proposal

- 1.1 1 Highfield Close is a detached 1970s brick bungalow, occupying a rectangular parcel of land, located in the north-west of the rural settlement of Kingsland. 1 Highfield Close is currently accessed off the B4360, the main thoroughfare which runs through Kingsland, and is within a residential close of seven dwellings, all of which utilise access from the U93025, the private access road for Highfield Close.
- 1.2 The site is seen as domestic in its characteristics, through its maintained lawns, paving and mature ornamental vegetation, which currently borders the site boundary. The surrounding residential properties of Highfield Close are all detached, with a mixture of single- and two-storey dwellings, comprised of predominantly brick, along with aspects of stonework (prevalent on the other single-storey bungalows in Highfield Close).
- 1.3 The application is for the demolition of the existing dwelling and the erection of a replacement two-storey dwelling, occupying a L-shaped layout, comprised of white render and dark stained timber cladding for the walls, wood and aluminium composite for the doors and windows, and a metal standing seam roof. Vehicular access is proposed to be gained through a tarmac/block paved drive from an existing gate, providing access to a double garage with two car parking spaces at the north-west elevation.



(Existing Site Location)

(Proposed Site Location)

- 1.4 The proposed elevations are for the main dwelling to measure 17.3 metres along the south-east elevation, the rear elevation measuring 19 metres, and at the north-west elevation, the main dwelling measures 12.3 metres, before the building is interrupted by the proposed double garage with hall and utility room link to the remainder of the proposed replacement dwelling. The double garage will be attached to the main dwelling, occupying a size of 6.7 metres x 6.7 metres, with ridge at 2.9 metres. The roof eaves of the proposed dwelling measures 5 metres with ridge measuring 8.5 metres. The site area footprint measures 964 m².

2. Policies

2.1 Herefordshire Local Plan: Core Strategy

| | | |
|-----|---|--|
| SS1 | – | Presumption in Favour of Sustainable Development |
| SS6 | – | Environmental Quality and Local Distinctiveness |
| RA2 | – | Housing in Settlements Outside Hereford and the Market Towns |
| LD1 | – | Landscape and Townscape |
| LD4 | – | Historic Environment and Heritage Assets |
| SD1 | – | Sustainable Design and Energy Efficiency |

2.2 National Planning Policy Framework (NPPF)

The following chapters of the National Planning Policy Framework are of particular relevance:

| | | |
|------------|---|---|
| Chapter 7 | – | Requiring Good Design |
| Chapter 12 | – | Conserving and Enhancing the Historic Environment |

2.3 Neighbourhood Development Plan (NDP)

The site is located within the Kingsland Neighbourhood area. The Kingsland Neighbourhood Development Plan was adopted on 16th October 2017 and now forms part of the Development Plan for Herefordshire. The following policies are of particular relevance:

| | | |
|-------|---|---|
| KNDP1 | – | Promoting a Sustainable Community |
| KNDP2 | – | Development Strategy |
| KNDP3 | – | Sustainable Design |
| KNDP4 | – | Retaining the Rural Character of Kingsland Parish |
| KNDP6 | – | Kingsland Village and Conservation Area |
| KNDP8 | – | Highways and Transport Infrastructure |

https://www.herefordshire.gov.uk/downloads/file/11288/neighbourhood_development_plan_june_2017

- 2.4 The Core Strategy policies together with any relevant supplementary planning documentation can be viewed on the Council's website by using the following link:-

https://www.herefordshire.gov.uk/info/200185/local_plan/137/adopted_core_strategy

3. Planning History

- 3.1 DCH770430/A30 – Erection of one bungalow with garage and vehicular access thereto, on Plot 1, North Road, Kingsland – application approved.

4. Consultation Summary

Statutory Consultations

- 4.1 Welsh Water - No Objection:

“We have reviewed the information submitted as part of this application and note that the intention is to utilise sustainable drainage systems or soakaways. With regards to foul water we have no objection to the communication to the public sewerage network. We do however draw the applicant's attention to the fact that the site is crossed by a public sewer with the approximate position being marked on the attached Statutory Public Sewer Record. Under the Water Industry Act 1991 Dwr Cymru Welsh Water has rights of access to its apparatus at all times. No development (including the raising or lowering of ground levels) will be permitted within 3 metres either side of the centreline of the public sewer”. Welsh Water recommends a condition, which is included in the recommendation section below.

- 4.2 Natural England - No objection:

“Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on designated sites and have no objection”.

Internal Council Consultations

- 4.3 Building Conservation Officer - No objection:

The purpose in the designation of a conservation area is to protect the elements within it which contribute positively to its character. Although Highfield Close is within the Kingsland Conservation Area, the only features which enhance this part of the conservation area are the trees and hedgerows fronting North Road. The post war bungalows have no architectural distinctiveness and do not contribute to the special character of the conservation area. The house to be demolished is typical of this type of housing and so its demolition will cause no harm either to any nearby listed buildings or the character of the area in general. The proposed replacement is of two stories, which is more typical of the buildings which do add to the character of the conservation area. The scale and proportions are suitable for its plot. The materials reflect the palette of materials used in the older buildings in the core of the village which enhance the character of the conservation area, but the modern design means the proposed dwelling avoids being seen as a pastiche of the traditional buildings. The proposed new building is more sensitive to the elements that enhance Kingsland Conservation Area than the dwelling it is proposed to replace, and it will not harm the setting of any nearby listed buildings. Therefore we have no objection to this proposal.

4.4 Principal Countryside Officer for Strategy and Development (Ecology) – Approve with conditions:

“I note that existing foul and surface water management is being retained and I can identify NO unmitigated Likely Significant Effects on the River Lugg (River Wye) SSSI & SAC. The bird and bat report is noted along with plans clearly identifying the existing trees and hedgerows to be retained and protected during construction. I would request that the recommendation, including proposed biodiversity enhancements are subject to an implementation condition that also includes the required construction process protection for retained trees and hedgerow.” The condition is attached to the recommendation section below.

4.5 Transportation – No objection:

Proposal acceptable (no conditions and/or informatives required).

5. Representations

5.1 Kingsland Parish Council – Objection:

- The proposed dwelling does not preserve or enhance the Kingsland Conservation Area (KNDP6).
- The dwellings at Highfield Close were built in a similar style and the character and appearance of the Close should be protected.
- The proposed dwelling is not in keeping with the neighbouring properties.

5.2 11 representations have been received which object to the application on the following summarised grounds:

- The demolition of a perfectly habitable bungalow is senseless.
- Highfield Close was built with a unified design in keeping with the original brick-built house known as Highfield House.
- The proposed property is not in keeping with other properties in close proximity. The design looks like a badly converted barn or industrial unit, not in keeping within an established residential area. The proposal is unsympathetic in design and materials to the other buildings in the Close, and disproportionate to the surrounding buildings.
- A house would be very intrusive in the Close which is not in keeping with Kingsland Village.
- Any proposal should fit in harmoniously within the context and character of the Kingsland Conservation Area as stated in Kingsland Neighbourhood Development Plan (KNDP6).
- The upheaval to everyone in the Close and nearby is going to be quite considerable with machinery and vehicles required to carry out this unnecessary operation.
- Application does not comply with the requirements for a development in a conservation area, Policy LD1.
- The application does not comply with Policy LD4.
- The proposed design has been designed to minimise costs rather than enhance the environment, using inappropriate materials such as profiled steel roofing for which there is no precedent in Kingsland. This is clearly an uneconomic development given the value of the existing building and the costs of demolition and will therefore lead to an unsatisfactory result in a prominent location at the entrance to the village.
- The granting of permission for the construction methods demonstrated in this design will provide a precedent for lower quality design and construction when other areas of Kingsland conservation area are developed in future.
- It will look out of place in this location and do not believe it is in keeping with the surrounding properties.
- It is a bit over-powering for this site.

- Concerns with current proposals, as it outside the context of Policy SS6, outside policy proposals within the NDP and Policy LD1.
- If considered in the context of surrounding area, proposed design does not accord to local designs and materials.
- Understanding that the design is trying to use clues such as barn conversions and materials you would find in such a building. However, there are no barns in the immediate area to consider, so it is out of context.
- External finishes and materials should be re-considered.
- If planning permission is granted, a request is asked for no further development being permitted to the single storey elevation to the west of the property (i.e. adjacent to High Field), on the basis that further development would adversely affect the amenity of neighbouring properties due to overlooking and overshadowing and the loss of existing views would adversely affect these properties.

5.3 The consultation responses can be viewed on the Council's website by using the following link:

https://www.herefordshire.gov.uk/info/200142/planning_services/planning_application_search/details?id=180077&search=180077

Internet access is available at the Council's Customer Service Centres:

<https://www.herefordshire.gov.uk/government-citizens-and-rights/customer-services-enquiries/contact-details?q=customer&type=suggestedpage>

6. Officer's Appraisal

- 6.1 The application seeks permission for the demolition of the existing dwelling and the erection of a replacement two-storey dwelling on the site of 1 Highfield Close. Occupying a L-shaped layout, and comprised of white render and dark stained timber cladding for the walls, wood and aluminium composite for the doors and windows, and the roof being a metal standing seam roof.
- 6.2 The main considerations identified in this application, and where the majority of objections have been raised, concern how the proposal may affect nearby neighbouring properties, details regarding the design of the proposed development, and the impact the proposal has on Kingsland settlement. Primarily this can be addressed through discussing the principles surrounding the proposed development.

Principle of the Development

- 6.3 The site of the proposal is located in Kingsland, a settlement identified as suitable for proportionate housing growth within the adopted Herefordshire Local Plan: Core Strategy under policy RA2, housing in settlements outside Hereford and the market towns. This is referenced under figure 4.14, where Kingsland is seen as a main focus for proportionate housing development in the rural areas. To maintain and strengthen locally sustainable communities across rural Herefordshire, sustainable housing growth is permitted where the following criteria are met:
1. Their design and layout should reflect the size, role and function of each settlement and be located within or adjacent to the main built up area. In relation to smaller settlements identified in figure 4.14 of the Herefordshire Core Strategy, proposals will be expected to demonstrate particular attention to the form, layout, character and setting of the site and its location in that settlement and/or they result in development that contributes to or is essential to the social well-being of the settlement concerned;
 2. Their locations make best and full use of sustainable brownfield sites wherever possible;

3. They result in the development of high quality, sustainable schemes which are appropriate to their context and make a positive contribution to the surrounding environment and its landscape setting; and
4. They result in the delivery of schemes that generate the size, type, tenure and range of housing that is required in particular settlements, reflecting local demand.

6.4 When assessing the proposal against policies contained within the Herefordshire Core Strategy, it can be seen that the proposal accords with RA2, on the basis that the result of the proposed scheme would comprise a replacement dwelling. The proposed development is of a comparable size and scale with other dwellings which are currently located within Highfield Close, as there are a large proportion of two-storey dwellings, and so this is considered to be of an acceptable and appropriate nature when assessed against policy RA2.

6.5 Additionally, this application conforms with all of the relevant criteria outlined in RA2 as the proposed design will make use of the existing site of 1 Highfield Close, and furthermore, it is felt the proposal will produce a positive contribution to the Kingsland settlement, adopting colours for the materials which matches and subsequently, reflects in the historic core of other dwellings throughout Kingsland, effectively resulting in the delivery of a scheme which can reflect local character with a variety of housing which is both suitable and sustainable. It can be argued this supports what the Kingsland NDP aims to achieve. I refer to the Kingsland NDP, and the introduction to the NDP, which quotes, "This plan sets out to allow for a range of housing sizes and styles, which suit their individual settings, location and purpose and the historic pattern of development". This proposal undoubtedly achieves this vision as the proposal would incorporate a housing style, which is located close to the outskirts of Kingsland, and through the colours and use of materials, is identified as a type of architecturally imposing dwelling, which the Kingsland NDP identifies that it can accept. It is referenced from the NDP, point 1.17, that architecturally imposing dwelling retains an important aspect of the current housing stock, seen as "an eclectic mix" of housing types to meet circumstances. The proposal demonstrates intentions to reflect the material and colour pallet of the historic core, particularly illustrated by the proposed 3D Visualisation Plans, which were submitted as part of this proposal.



(3D visualisation view from the north-west – seen as the main access to the proposed replacement dwelling at 1 Highfield Close)



(3D visualisation view from the rear of the proposed replacement dwelling at 1 Highfield Close)



(View from the north-east coming into Highfield Close, depicting the setting of the proposed replacement dwelling at 1 Highfield Close)

Design and Context

- 6.6 Kingsland NDP Policy KNDP1: Promoting a Sustainable Community, makes clear reference to ensuring that all development proposals throughout the Kingsland settlement should address the following high-level priorities considered essential for maintaining a cohesive and resilient community, identified as:
- a) The conservation and enhancement of the rural character and local distinctiveness within the parish. This includes the settings and amenity within its settlements, particularly in relation to the preservation of the Kingsland Conservation Area and its associated character, landscape and views.
 - b) Development should be accommodated within infrastructure limits in particular for sewage treatment, highway safety, resilience from flooding, and measures brought forward for adapting to or mitigating climate change.
 - c) Improvements to community facilities will be sought for the wellbeing of the whole community.
 - d) Housing provision should meet the on-going identified needs of the community with a suitable mix of size, style and tenure.
 - e) Emphasis should be on promoting employment which is appropriate in terms of scale and contributes positively to the character of the parish.

- 6.7 Furthermore, Chapter 7 of the NPPF states that the Government attaches great importance to the design of the built environment. Good design is considered as a key aspect comprising sustainable development, indivisible from good planning, and contributes positively towards making places better for people. Similarly, Policy LD1 of the Herefordshire Core Strategy seeks that proposals must demonstrate that the character of the landscape has positively influenced the design, scale and nature of the development.
- 6.8 It can be considered that the scale and siting of the proposal is of an acceptable nature, and as such, the proposal complies with Policy LD1 and KNDP1 on the basis that although the siting of the proposed dwelling is somewhat in contrast to the existing dwelling location, the proposal will be sited more centrally within the site, located slightly further from neighbouring dwellings, no closer to the main thoroughfare of the B4360, and does not result in any perceived overshadowing or overlooking to neighbouring dwellings in Highfield Close, namely High Field. It is considered that the proposed siting is therefore suitable, providing a more efficient use for the site. This is demonstrated in the supplied elevation plans, indicating that the proposal is clearly appropriate in context and does not result in massing of development upon the site.



(Proposed elevations for replacement dwelling at 1 Highfield Close)

- 6.9 It is imperative to note that there are important details provided in the representation from the Building Conservation Officer, who quotes: “the materials reflect the palette of materials used in the older buildings in the core of the village which enhance the character of the conservation area, but the modern design means the proposed dwelling avoids being seen as a pastiche of the traditional buildings. The proposed new building is more sensitive to the elements that enhance Kingsland Conservation Area than the dwelling it is proposed to replace, and it will not harm the setting of any nearby listed buildings”.
- 6.10 Whilst the comments objecting to the proposal are of material consideration, in providing a balanced perspective, I draw attention to the 1975 Conservation Area Designation Report, which states, “whilst new development elsewhere in the village is maturing into the existing landscape, with the removal of the hedgerows at the front of the new bungalow development on both sides of the road, a completely new street scene is created quite at odds with the overall character of the village...these variable buildings with their superficial finish, and the sudden open aspect of them all together, are completely unconnected to the village and its character,

and as such, must be excluded from the conservation area". The proposal will ensure an asset of value to the Kingsland Conservation Area, through reflecting the material and colour pallet of the historic core, as not only are the 1970s developments, including Highfield Close, excluded from the conservation area considerations, as clearly outlined in the aforementioned report, but the design ensures a advantageous opportunity to reference Kingsland's more distinctive architecture and historic character, which as explained previously, is identified in the NDP.

- 6.11 Objective One of the NDP illustrates that "visual effect of all development preserves and enhances the traditional character of the parish and protects our landscape and historic character". As part of NDP Policy KNDP4, proposals should conserve the character and the setting of historic and traditional rural buildings, the historic landscape and archaeological sites. The proposal does not inaugurate a down-grading in potential construction and design. It is perceived that certainly the proposal helps to conserve the distinctive and enhance the rural character of Kingsland. In echoing the judgement of the Buildings Conservation Officer, this innovative design not only prevents it being recognised as a pastiche of the traditional buildings of Kingsland, but moreover, is sensitive in its elements, ensuring the proposal does not harm the elements which could provide an unduly detrimental impact on the Kingsland Conservation Area.
- 6.12 The relevance that this proposal is within a designated heritage asset, this being the Kingsland Conservation Area, means that it is essential to evaluate the harm the proposal may cause to the significance of heritage assets. I refer to the NPPF Paragraph 134, which identifies that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, such harm should be weighed against the public benefits of the proposal, including the securing of its optimum viable use. It is felt that the significance of a non-designated heritage asset should be taken into consideration before determining an application. When comparing the proposal against HCS Policy LD4, historic environment and heritage assets, I feel that the proposal will help to protect and enhance the heritage asset of the Kingsland Conservation Area. This is on the basis that the proposal is sympathetic in terms of uses and design, which will help to contribute to the character and local distinctiveness of the wider environment and the settlement of Kingsland. To this extent policy LD4 is satisfied and NPPF 134 is engaged. This is supported by the Building Conservation Manager. Therefore the proposal is considered to pass the 134 test of the NPPF.
- 6.13 NDP Policy KNDP6 refers that "the sense of enclosure within the village historic core formed principally around the staggered crossroads at the Corners Inn with its concentration of listed buildings, extending south east to Fairfield Cottage, north east to Myrtle Cottage, north-west to Lilac Cottage and south west to Kingsland House (the old Rectory)". This is seen as a valued characteristic of the area, which this proposal does not affect, whilst demonstrating high quality design for a new building, respecting massing and the scale of the dwelling, choice of materials and keeping a clear vision of being sensitive to the landscape. Hence, the proposed design retains connectivity with the special character of the conservation area, complying with KNDP6, as well as conforming to the Herefordshire Core Strategy Policies LD4 and SS6, and the NPPF, under paragraphs 60, 61, 64 and 126.
- 6.14 Further attempts towards achieving inclusive design have been proposed, whereby the layout internally will be positively welcoming of both wheelchair and ambulant disabled users with a minimum 750mm clear opening doors, towards achieving increased accessibility and movement. In accordance with The Building Regulations Part M, an accessible ground floor WC and electrical sockets and switches positioned between 450mm and 1200mm from the finished ground floor level is proposed. This will additionally allow for enhanced accessibilities and openness within the proposed dwelling.

Access, Parking, Connectivity

- 6.17 Transportation was consulted with respect to the possible potential for increased traffic movements due to the increased size of dwelling and site footprint. Policy MT1 states proposals should ensure the local road network is capable of accommodating traffic impacts, designed and laid out to ensure adequate operational and manoeuvring space and have regard to the parking standards contained within the council's Highways Development Design Guide. The proposed access arrangements are acceptable, notwithstanding possible increases in traffic movements, safeguarding and guaranteeing there are not any highway/transportation concerns relating to this proposal. Hence, this application is in compliance with MT1 of the Herefordshire Core Strategy and KNDP8 of the NDP, as the existing gate would be used for access to the proposed double garage.

Drainage

- 6.18 The submitted application specified that the building would dispose foul sewerage through a mains sewer connected to the existing drainage system, by supplying drawing P003-A with the existing sewer manhole location. No objections have been raised with regards to this aspect of the proposal, albeit the comments received from Welsh Water recommending a safeguarding condition, and so this aspect of the proposal is considered acceptable.

Sustainability

- 6.19 With regards to the building envelope, this will be constructed from PEFC certified and responsibly sourced pre-fabricated timber frame panels from a local supplier, and insulated to achieve thermal performance. This is undoubtedly in excess of Building Regulation requirements, which means that combined with undertaking a natural rather than man-made appearance with the materials, which are proposed to reduce embodied CO₂ and also subsequently achieve an external appearance which will naturally soften and mellow over time, appropriate sustainability measures have been adopted. Further to this, potable water use is to be limited to 105 litres per occupant per day as part of attempts towards achieving water saving measures, whereby this will include aerated 'low flow' taps and shower heads, and surface water run off to be sustainably managed through a suite of SUDs techniques.

Summary

- 6.20 The proposal conforms to relevant planning policies both at a national and local level, whilst preserving and potentially enhancing the Conservation Area, based particularly on the representations received from the Buildings Conservation Officer, as well as from the Ecologist. Whilst the objections raised by third parties are noted, having regard to the lack of objection from technical consultees and the ability to control and mitigate the impact of the development through conditions attached to the recommendation, it is considered that the proposal is worthy of support. As such on the basis of the assessment set out above, approval is recommended for this application.

RECOMMENDATION

That planning permission be granted subject to the following conditions and any other further conditions considered necessary by officers named in the scheme of delegation to officers:

- 1. A01 - Time Limit for Commencement (Full Permission)**
- 2. B02 - Development in Accordance with Approved Plans and Materials**
- 3. I16 - Restriction of Hours during Construction**

4. **F08 - No Conversion of Garage to Habitable Accommodation**
5. **No surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage network.**

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment.

6. **The ecological recommendations and Biodiversity Enhancements in the Bat and Bird Nesting Assessment by Star Ecology dated May 2017 and the retained tree and hedgerow protection identified on supplied plans shall be implemented in full as stated unless otherwise approved in writing by the local planning authority.**

Reason: To ensure that all species are protected and habitats enhanced having regard to the Wildlife and Countryside Act 1981 (as amended), the Conservation (Natural Habitats, &c) Regulations 1994 (as amended) and Policy LD2 of the Herefordshire Local Plan – Core Strategy and the National Planning Policy Framework, NERC 2006.

7. **No further development is permitted to the west of the property (i.e. adjacent to High Field).**

Reason: Further development would have an adverse effect on the amenity of neighbouring properties due to overlooking and overshadowing.

8. **F14 – Removal of permitted development rights.**

INFORMATIVES:

1. **The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against planning policy and any other material considerations, including any representations that have been received. It has subsequently determined to grant planning permission in accordance with the presumption in favour of sustainable development as set out within the National Planning Policy Framework.**

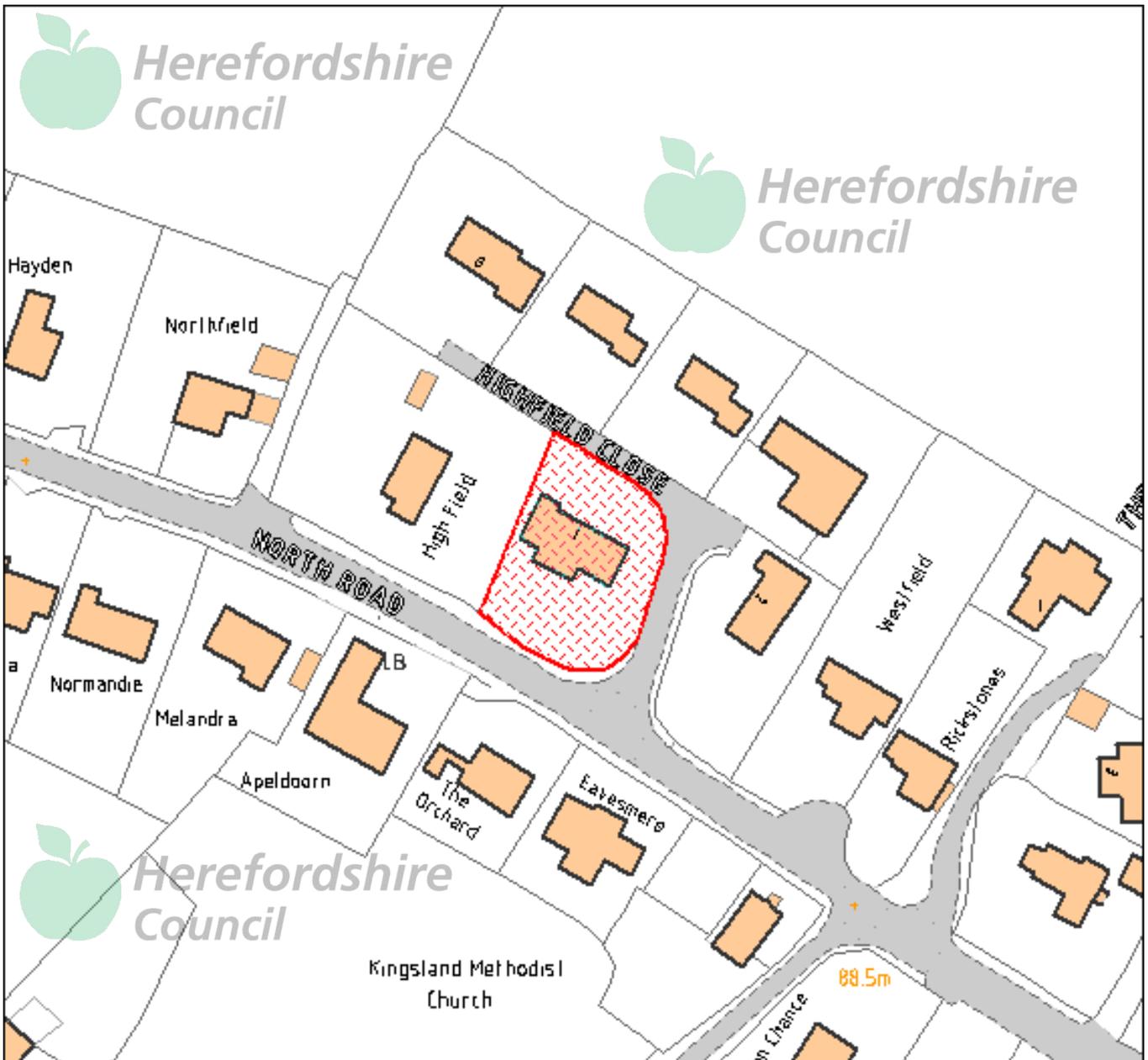
Decision:

Notes:

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Background Papers

Internal departmental consultation replies.



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APPLICATION NO: 180077

SITE ADDRESS : 1 HIGHFIELD CLOSE, KINGSLAND, HEREFORDSHIRE

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