

SITE PLAN ATTACHED

08. 23 HIGH STREET INGATESTONE ESSEX CM4 9DU

PARTIAL DEMOLITION OF LISTED BUILDING. CHANGE OF USE FROM OFFICES TO 5 FLATS (1 X 1 BEDROOM, 4 X 2 BEDROOMS), AND ERECTION OF 2 BEDROOM COTTAGE WITH ASSOCIATED CAR PARKING, CYCLE AND BIN STORAGE, AND EXTERNAL ALTERATIONS , INCLUDING NEW DORMERS.

APPLICATION NO: 14/00594/LBC

WARD	Ingatestone, Fryerning & Mountnessing	8/13 WEEK DATE	17.07.2014
PARISH	Ingatestone & Fryerning	POLICIES	NPPF NPPG CP1 C14 C15 C16 C17
CASE OFFICER	Charlotte Allen	01277 312536	
Drawing no(s) relevant to this decision:	DESIGN AND ACCESS STATEMENT ; KEMSLEY LETTER ; 1 OF 6 ; 2 OF 6 ; 3 OF 6 ; 4 OF 6 ; 5 OF 6 ; 6 OF 6 ; 1 OF 3 ; 2 OF 3 ; 3 OF 3 ; SJG1079 1/1 ; SJG1079 1/1 ; SJG1079 1/1 ; SJG1079 1/1 ; SJG1079 1/1 ; REPORT ; 02 /B; 1 /A; 3 /A; 4 /A;		

This application was referred by Cllr Cloke from Weekly Report No 1649 for consideration by the Committee. The reason(s) are as follows:

The new two storey dwelling on the boundary of the application site by way of its size, scale, mass and bulk constitutes inappropriate development as it will have an overbearing impact on the neighbouring property contrary to Section CP1 of the Adopted Brentwood Local Replacement Plan and sits in the Conservation Area. It is also contrary to the Ingatestone Village Design Statement as accepted by Brentwood Borough Council.

Update since publication of Weekly List 1649

This application was previously presented to Committee alongside a full application for planning permission for the change of use of the building to residential flats and the construction of a new dwelling (reference 14/00593/FUL. After a full debate on the merits of the full planning application, the Committee resolved to refuse the applications. A decision notice has been issued for the planning application. Officers are seeking to establish the Committee's view on the Listed Building Consent application for works to the Listed Building. The Committee may either refuse the application, based on the advice given by officers on the effect of the works to the Listed Building, or may approve the application for works to the listed building, with conditions where appropriate. The approval of the Listed Building Consent application would not effect the outcome of the refused planning application.

1. Proposals

Listed Building Consent is sought for the change of use of the offices into 5 flats; 1x 1 bedroom flat and 4x 2 bedroom flats. As part of this proposal a single storey element to the rear elevation will be replaced with a two storey rear addition. Three dormers within the roof space are proposed to the front elevation.

It is also proposed to construct a two storey dwelling to the rear of the site.

Car parking, cycle and bin storage is also proposed.

2. Policy Context

The National Planning Policy Framework (NPPF) came into effect on 27 March 2012 and is now a material consideration in planning decisions. The weight to be given to it will be a matter for the decision makers planning judgement in each particular case. This Framework replaces all the national planning guidance documents as stated in the NPPF, including Planning Policy Guidance Notes and Planning Policy Statements. Notwithstanding this, the NPPF granted a one year period of grace for existing adopted Local Plan policies which has now ended, but, the NPPF advises that following this 12 month period, due weight should be given to relevant policies in existing plans according to their degree of consistency with the Framework, (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given). The National Planning Practice Guidance (NPPG) is a material consideration in the determination of this application.

CP1 - General Development Criteria

C14 - Development Affecting Conservation Areas

C15 - Listed Buildings - Demolition, Alterations or Extensions

C16 - Development within the Vicinity of a Listed Building

C17 - Change of use of a Listed Building

3. Relevant History

- 14/00593/FUL: Partial demolition of Listed Building. Change of use from offices to 5 flats (1 x 1 bedroom, 4 x 2 bedrooms), and erection of 2 bedroom cottage with associated car parking, cycle and bin storage, and external alterations , including new dormers. -Application Refused

4. Neighbour Responses

51 neighbour letters were sent out, a site notice displayed and the application advertised in the press.

To date 5x letters of objection have been received which make the following comments:

- Loss of natural light; new dwelling would be located adjacent to three windows at The Barn, blocking out light, including 2x bedrooms and a bathroom (which has no other external window)
- Loss of view to High Street and skyline.
- Loss of telephone connectivity.
- Noise; located next to bedrooms and noise from development would disturb our rest.
- Loss of privacy; would have direct sight into house and garden.
- Inadequate parking.
- Cars coming and going would create noise and obstructions in Stock Lane.
- Unorthodox overhanging car port is out of keeping with the Conservation Area.
- Would break the historic link between 23 High Street and The Barn which were originally part of the same property.
- Additional traffic; Stock Lane is dangerous; increased traffic entering the proposed development would increase the already quite high risk of an accident.
- Potential to disrupt enjoyment of our property.
- Speculative.
- Overdevelopment of the site.
- Does not meet planning requirements such as car parking, cycle storage and amenity space.
- Vehicles have to back out onto a busy junction.
- Front door of cottage directly faces onto the road with almost no public footpath.
- Cottage will create a tunnel effect.
- Dormer windows add no architectural merit.
- Overbearing impact.
- Already suffers from parking congestion.
- Traditional joinery and appropriate materials should be used e.g. no UPVC windows and plastic rainwater goods.
- New dwelling will obscure right to light and cause loss of privacy.

- Not in-keeping with existing buildings
- Would further clutter the high density in the area.
- Increased vehicles would increase likelihood of pedestrian accident or collision.

5. Consultation Responses

- **Parish Council:**

OBJECTS to the erection of a new two bedroom cottage on the boundary of the application site and the adjacent property as it will create an overbearing impact on the neighbour contrary to the requirements of Section CP1 of the Local Plan.

In the case of the work required to be carried out to the grade 2 listed property the Parish Council has NO OBJECTION subject to heritage approving the work required.

- **Historic Buildings And Conservation Officer:**

Significance

23 High Street is a Grade II listed building with the Ingatestone High Street Conservation Area, character zone 1. The building originates from C17th, with a stucco Georgian façade, large sash windows and portico (Tuscan columns).

Proposal

Partial demolition of listed building. Change of use from offices to 5 flats (1x1 bedroom, 4x2 bedrooms) and erection of 2 bedroom cottage with associated car parking, cycle and bin storage, and external alterations, including new dormers.

Discussion

The existing building is Georgian, originating from C17th and formally listed as No.98 Corner House.20th. It is considered to be harmonious with the character of the Conservation Area and is located on an important corner within the village at the junction of High Street and Stock Lane.

Pre-application advice has been conducted, and the applicant has proactively sought to provide a well informed scheme with a sensitive regard for the heritage and significance of the heritage assets which would be impacted upon through this application. Having reviewed all of the information submitted please find my comments as follows:

The proposed cottage:

My comments previous comments included the following:

The proposed new development

Historical maps evidence the footprint of a building at the site of the proposed development. I would regard the bulk and scale as being crucial in any reinstatement of architectural form at this location, but the principle is acceptable in terms of the historical context. The urban grain is tight at this location with the junction of Stock Lane; it is a pinch point, quite typical of the Ingatestone Conservation Area.

The proposed architectural style is not out of keeping with the area, good materials and detailing of the fenestration would enable such to blend in to the setting and not be unsupportive of the Listed Building, this is apparent from the initial proposals from the architect although the ridge line presently looks too high and needs refinement, this was conveyed at the site meeting.

The proposed cottage upon the thoroughfare of Stock Lane I do not regard as being harmful to the Conservation Area nor the setting of the host listed building, however I would advise that height of the cottage needs reducing marginally (as stated in my previous advice) in order to be successfully implemented, at present it is still pushing the boundaries in terms of its bulk and presence within the street scene. The design narrative proposed is supportive of character, provided good materials and detailing are apportioned; the cottage would integrate well within the Conservation Area and have longevity of design. The rooflights should be black metal conservation type set flush into the roof and all rainwater goods cast metal painted black.

Change of Use

The host listed building is currently unoccupied and was formerly used as offices. Full inspections of the building have been undertaken. Having reviewed the information in terms for the subdivision of the building into flats my comments are as follows;

There is a level of variation in the sizes of the proposed units, importantly the sub-division has been led by the building. There are aspects where minor elements of historic fabric will be altered or removed and detailed information has been submitted within this application to both justify and mitigate the extent of such; it is important that a full recording of the building is undertaken prior to sub-division with each proposed unit allocated an up to date record of fixtures which must not be removed or altered without the consent of the Local Authority.

New fenestration is proposed to be inserted upon the Proposed Stock Lane elevation (see drawing 71813.04 Rev A), this is acceptable given the justification, however full details must be conditioned in order to ensure a high quality which does not undermine the host asset. Where existing fenestration is proposed to be blocked-up, this must be evident by recessing any blocked up apertures, any exposed lintels to be left intact to provide the ability to read the changes made to the heritage asset.

The staircase to the Attic space is an unusual reversed 'S' stair; this I would regard as being of high significance within the listed building; care in its restoration must be undertaken and under no circumstances should this element be altered or removed. Within the Attic space there are repair works necessary to strengthen the integrity of the Listed building (See report by Elphin & Brenda Watkin p.2); it is important that these are undertaken as a priority should permission be granted under this application, e.g. the eastern section of the roof space is un-floored at present. To ensure all repair works are undertaken with sensitivity I advise a watching brief is apportioned to these restorative works. I have no objections to the raising of the collars given the information submitted within the historic report.

Summary

In terms of the internal works to facilitate the sub-division, careful detailing and high quality materials must be used. It is imperative a full recording of the building is undertaken prior to any sub-division, that all fixtures and fittings of significance (as highlighted by the recording) are retained in order to protect the integrity of the statutory designated asset. A watching brief should be apportioned in the interest of the preservation of heritage assets. Provided the works are carried out sensitively and with due regard for both the host listed building and the Conservation Area, I have no objections on Conservation Grounds to the proposed works at 23 High Street.

I do have concerns as to the ridge height of the proposed cottage where a marginal reduction should be requested.

Recommendation

For the above reasons I am unable to fully support this application, however should permission be granted I would recommend conditions to include the following;

- The local planning authority shall be notified in writing of the date on which works are proposed to commence on site at least 14 days prior to such commencement in order to provide an opportunity, as required, for a site meeting involving a representative from the local planning authority, the applicant, agent and contractor to consider detailed elements of the works and to allow for a watching brief throughout the period of works.

- Notwithstanding the details illustrated on the approved plans and accompanying documentation, prior to the commencement of works a schedule showing the retention of elements, including reuse and new doors, ironmongery, railings, doorcases, fire surrounds, decorative boarding any panelling within the phase hereby permitted shall be submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken in strict accordance with the agreed details. Such details are not included in the application as submitted and are required in the interests of the architectural and historic interests of the building
- Notwithstanding the details illustrated on the approved plans and accompanying documentation, prior to the commencement of works detailed plans and particulars of all proposed new windows, doors, staircases, handrails, inserted partitions and floor structures, structural alterations, rooflights (including positions), eaves, verges and cills to be used drawn by section and elevation at scales between 1:20 and 1:1 as appropriate shall be submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken in strict accordance with the agreed details, this is in the interest of the character and integrity of the listed building.)
- The rooflights shall be of low profile conservation type, the specification to be approved by the local planning authority before work starts.
- Development shall not be commenced until samples of the materials to be used on the external finishes have been submitted to and approved in writing by the local planning authority.
- No electricity, gas or water meter boxes, soil ventilation pipes, air extraction pipes, boiler flues, ventilation grills or ducting shall be fixed to the exterior of the building without prior written approval of the local planning authority.
- No part of the fabric of the building, including any timber framing or infill panels shall be removed without the prior written approval of the local planning authority, unless specifically approved under this application.

6. Summary of Issues

The application site is located on the southern side of High Street, on the Corner with Stock Lane. The site is currently occupied by a detached Grade II Listed Building. The rear of the site is currently hardsurfaced for parking purposes with vehicular access gained from Stock Lane. The site is located within an area allocated for residential/office/shop purposes and is within the Conservation Area. There are a number of Listed Buildings in the vicinity of the application site, including the Grade I Listed Church of St Edmund and St Mary.

This application is for listed building consent and as such the only consideration is the impact of the proposal on the Listed Building. In this regard the Historic Buildings Consultant has commented that at pre-application stage concerns were raised about the height of the proposed new dwelling and it was stated that the ridge line needs refinement, although as historical maps evidence the footprint of a building at the site, reinstatement of architectural form at this location is acceptable in principle. The HBC comments that the proposed cottage would not be harmful to the setting of the Listed Building or the Conservation Area, however, advises that the height of the dwelling should be reduced marginally. The design narrative is supportive of character and would integrate within the Conservation Area and have longevity of design. Following these comments, the Agent has reduced the overall height of the new dwelling which the HBC has confirmed is now acceptable.

With regard to the change of use of the Listed Building, the HBC has commented that the sub-division has been led by the building, but where minor elements of the historic fabric are to be altered, detailed information has been submitted which to justify and mitigate the works. However, careful detailing and high quality materials must be used, and subject to conditions the HBC has no objections to the proposal.

Following revised plans, the HBC supports the application and subject to conditions the proposal is considered to be of an acceptable design which would not adversely impact the heritage assets and as such no objection is therefore raised in terms of Chapters 7 and 12 of the NPPF or Policies CP1, C14, C15, C16 or C17 of the Local Plan.

Other Matters

The reason for referral by Cllr Cloke refers to the impact of the new two storey dwelling in terms of size, scale, mass and bulk which would have an overbearing impact on the neighbouring property. However, it should be noted that during the course of the application, Officers secured a reduction in height of the new building which results in the new dwelling being of a very similar height to that of the existing adjoining dwelling. The windows at the adjoining dwelling which face the new dwelling serve a corridor/hallway which is a space which is not occupied for significant lengths of time and which are already fairly significantly screened by the existing high close-boarded fence on this boundary.

In the referral Cllr Cloke also states that the proposal is contrary to the Ingatestone Village Design Statement. However, the Planning Policy team have confirmed that that the Ingatestone Village Design Statement has not been formally adopted by the Council and as such the document holds little weight. However, it should be noted that this statement clearly outlines that;

- The majority of housing in Ingatestone is situated in a 'Residential Envelope'... Some limited development could still be possible within this envelope (Para. 2.1)
- Guideline 3.10: In the central High Street shopping area, any new buildings or re-development should front directly onto the pavement.
- Guideline 3.11: Any conversion of historic buildings should be carried out with great care to retain their appearance and special interest.

It is not considered that the proposed development would conflict with the Village Design Statement; however, as stated this document holds little weight.

In any case, this application is for Listed Building Consent and as such the only consideration is the impact of the proposal on the Listed Building.

7. Recommendation

The Application be APPROVED subject to the following conditions:-

1 TIM05 Standard Time - Listed Building Consent

The works hereby granted consent shall be begun on or before the expiration of three years from the date of this permission.

Reason: To comply with Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 1990.

2 DRA01A Development in accordance with drawings

The development hereby permitted shall not be carried out except in complete accordance with the approved drawing(s) listed above and specifications.

Reason: To ensure that the development is as permitted by the local planning authority and for the avoidance of doubt.

3 U08191

The local planning authority shall be notified in writing of the date on which works are proposed to commence on site at least 14 days prior to such commencement in order to provide an opportunity, as required, for a site meeting involving a representative from the local planning authority, the applicant, agent and contractor to consider detailed elements of the works and to allow for a watching brief throughout the period of works.

Reason: In order to preserve the character and integrity of the heritage assets.

4 U08192

Notwithstanding the details illustrated on the approved plans and accompanying documentation, prior to the commencement of works a schedule showing the retention of elements, including reuse and new doors, ironmongery, railings, doorcases, fire surrounds, decorative boarding any panelling within the phase hereby permitted shall be submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken in strict accordance with the agreed details.

Reason: in the interests of the architectural and historic interests of the building

5 U08193

Notwithstanding the details illustrated on the approved plans and accompanying documentation, prior to the commencement of works detailed plans and particulars of all proposed new windows, doors, staircases, handrails, inserted partitions and floor structures, structural alterations, rooflights (including positions), eaves, verges and cills to be used drawn by section and elevation at scales between 1:20 and 1:1 as appropriate shall be submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken in strict accordance with the agreed details, this is in the interest of the character and integrity of the listed building.)

Reason: In order to preserve the character and integrity of the heritage assets.

6 LBCV06 Conservation area roof lights

The roof lights indicated on the approved plans shall be cast iron conservation lights, details of which shall be submitted to and approved by the Local Planning Authority prior to commencement of the works.

Reason:- To at least preserve the character and appearance of the conservation area.

7 U08195

No electricity, gas or water meter boxes, soil ventilation pipes, air extraction pipes, boiler flues, ventilation grills or ducting shall be fixed to the exterior of the building without prior written approval of the local planning authority.

Reason: In order to preserve the character and integrity of the heritage assets.

8 U08196

No part of the fabric of the building, including any timber framing or infill panels shall be removed without the prior written approval of the local planning authority, unless specifically approved under this application.

Reason: in the interests of the architectural and historic interests of the building

Informative(s)

1 INF04

The permitted development must be carried out in accordance with the approved drawings and specification. If you wish to amend your proposal you will need formal permission from the Council. The method of obtaining permission depends on the nature of the amendment and you are advised to refer to the Council's web site or take professional advice before making your application.

2 INF05

The following development plan policies contained in the Brentwood Replacement Local Plan 2005 are relevant to this decision: CP1, C14, C15, C16, C17 the National Planning Policy Framework 2012 and NPPG 2014.

3 INF22

The Local Planning Authority has acted positively and proactively in determining this application by identifying matters of concern within the application (as originally submitted) and negotiating, with the Applicant, acceptable amendments to the proposal to address those concerns. As a result, the Local Planning Authority has been able to grant planning permission for an acceptable proposal, in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.

BACKGROUND DOCUMENTS

DECIDED: