

<b>PART A</b>	
Report of: <b>Development Management Section Head</b>	
Date of Committee	<b>29<sup>th</sup> October 2015</b>
Site address:	<b>South Lodge Hempstead Road, Watford, Hertfordshire, WD17 4JX</b>
Reference number:	<b>15/01207/FULH</b>
Description of development:	<b>Planning permission for proposed alterations and extensions to listed building.</b>
Applicants:	<b>Mr K. Frimley and Ms S. Hunt South Lodge, Hempstead Road, Watford, Hertfordshire, WD17 4JX</b>
Date received:	<b>26<sup>th</sup> August 2015</b>
8 week date (minor):	<b>22<sup>nd</sup> October 2015</b>
Ward:	<b>Nascot</b>

## **SUMMARY**

The site is a bungalow which is a Grade II listed building, although it has already been extended and altered and it now looks quite different to its original appearance. Planning permission is sought for further extensions and alterations to the bungalow. These are considered acceptable in terms of their design, which is generally sympathetic to the character of the listed building.

Because the proposal is to alter and extend a Listed Building it is necessary for the applicants to obtain both Planning Permission and Listed Building Consent. Usually this is done by means of a double application, using a joint application form, whereby both types of consent can be either approved or refused together – albeit they will have individual reference numbers and decision notices. However in this case Watford Borough Council

has already granted Listed Building Consent for the proposed works – that was done several months ago in July 2015 under reference 15/00530/LBC. That decision was made under delegated powers by the Head of Regeneration and Development. The drawings that have been submitted for the current application (applying for Planning Permission) are the same as those that the Council has already granted Listed Building Consent for.

The Development Management Section Head recommends to the members of the Development Management Committee that the application be approved as set out in the report.

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## **BACKGROUND**

The reason why we are now in the unusual situation of having to consider an application for Planning Permission that is identical to an application for Listed Building Consent that has already been approved (rather than considering both at the same time) is as follows.

Earlier this year the applicants applied for Listed Building Consent (15/00530/LBC) and for Planning Permission (15/00529/FUL) using the joint application form. The joint application form is intended for the convenience of the applicant, but the Local Planning Authority must consider the two applications individually as separate cases. The application for Listed Building Consent was for extensions and alterations to the listed building, and the proposal was identical to that which we are now considering in the current application for planning permission. The application for Planning Permission (15/00529/FUL) was for those same works and it also included a proposal to erect a two storey detached house in the rear garden.

Planning Officers and the Head of Regeneration and Development considered that the proposed works to the existing house were acceptable, and only one member of the public wrote to object to the application for Listed Building Consent, and therefore that

application was approved under delegated powers by the Head of Regeneration and Development on 07.07.2015.

On the other hand the application for Planning Permission was more controversial and a number of objections were received from members of the public who objected to it – mainly because they disliked the proposed new two storey house, and also because they were worried about the vehicular access and parking arrangements that were proposed.

Planning officers were concerned about the impact that a new two storey building would have had on the setting of the Listed Building (though not about the proposed works to the existing bungalow or the vehicular access and parking). It is not possible for a Local Planning Authority to issue a split decision on an application for Planning Permission, and therefore the applicants' agent was warned that their application for planning permission was likely to be refused - albeit the application for Listed Building Consent was likely to be approved. The applicants decided to withdraw their application for planning permission on 29.06.2015, but their application for Listed Building Consent was not withdrawn and that was approved on 07.07.2015.

The situation now is that the applicants still wish to extend the existing house and to erect a new house in the rear garden, but this time they have proposed them as two separate applications for planning permission. Keeping the two developments separate in this way (rather than putting them on a single application for planning permission as they did before) has the advantage that it is possible for the Local Planning Authority to consider them separately and approve one but refuse the other. This application (15/01207/FULH) is for planning permission to extend and alter the existing bungalow. A separate application (15/01208/FUL) is for planning permission for the erection of a new house in the rear garden – but this time it is for a flat roofed bungalow in a modern style, rather than being a two storey house in a conventional style as had previously been proposed. This report deals only with the proposed works to the existing house.

## **Site and surroundings**

Where the Hempstead Road approaches the edge of the borough it has two branches running parallel to each other. The main part is the original road that carries a great deal of traffic (the A411) being one of the principal roads into Watford, but there are very few houses on this section of that road. On the west side of the road lie the grounds of The Grove hotel and golf club, and that land is designated as Green Belt. On the east side of the road there is a belt of trees. On the other side of those trees there is a grass verge, and beyond that a parallel road (also called Hempstead Road) is a quiet residential street with detached houses on the other side, facing the verge and the belt of trees (incidentally this is the newer of the two roads – it is not “Old Hempstead Road” as is written on the site location plan that has been submitted). Those houses stand on higher ground. This residential section of the road is a cul de sac. There are only two houses that stand on the land that separates the two parallel roads, and they are both bungalows which are former lodge houses to land that was once a farm estate. One is called West Lodge and that is at the dead-end of the cul de sac; it is a Locally Listed building dating from 1911. The other is South Lodge, which is not far from the junction with The Drive and with the entrance to The Grove estate. South Lodge is a nationally Listed Building (Grade II) dating from 1835, and it is the subject of this report.

The long, narrow stretch of land on which the two lodges stand, which lies between the two parts of Hempstead Road, has no other buildings – it consists only of a grass verge and a belt of trees. It is not designated as Green Belt, nor as a Conservation Area, and although there are many trees there, they are not protected by Tree Preservation Orders. The distance separating the two lodges is approximately 380 metres.

This application relates to South Lodge, which is a Grade II listed building. It was listed in 1983. The following text about it is taken from our document *Nationally Listed Buildings In Watford (2014)*:

*Circa 1835 painted brick lodge to Russell's. Originally Russell Farm Lodge and illustrated clad in patterns of split logs in Britton's Account of Cassiobury 1837. One storey cross*

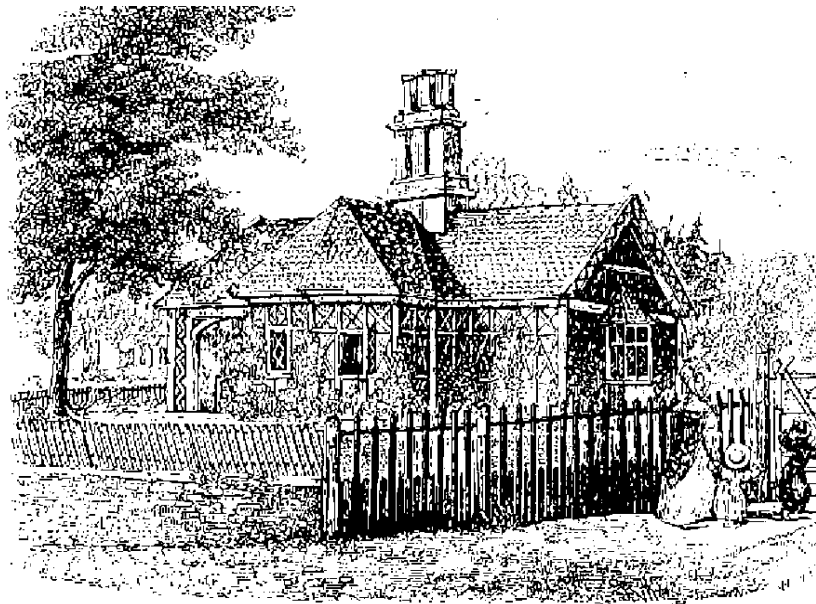
*plan with central triple chimney stack with moulded cornice and base. Fish-scale tiles. Gable ends to north and south, 3-sided canted bay to west and hipped gable to east. Plain chamfered window surrounds to west bay, renewed bargeboards to south gable and small projecting 3 sided window bay with tiled roof, and leaded casements with top lights. Blank panel with chamfered border above. Further along Hempstead Road towards Hunton Bridge is another lodge to Russell's House, which is Locally Listed and called West Lodge.*

Note that the description in the document seems to be out of date as regards the roof tiles – they are not fish-scale tiles now. They are concrete Redland 49 tiles, which are among the cheapest type of modern tile, and they have clearly been on the roof for many years. They are not in keeping with the original character of the building, and it seems likely that the replacement of the original roof tiles was an unlawful development.

The building has had a number of alterations done to it besides the replacement of the roof tiles, and it now looks quite different to its original appearance. Britton's Account of Cassiobury (1837) includes a drawing showing that originally it was clad in split logs, and that its garden was surrounded by a picket fence. To understand what this would have looked like one can still see an estate building of a similar period that is clad in split logs at 67 Gade Avenue (next to the Ford car dealership on Rickmansworth Road). Now South Lodge's walls are painted pink (some parts are painted render, other parts are painted bricks). The window frames would once have been timber but now they are metal. Some small extensions have been added to the house, and its main entrance is now in one of those extensions. One is the flat-roofed extension that the front door is currently set into. Another extension is on the side of the house that faces its own rear garden. An open-sided porch has also been added outside the kitchen door. The result of all these changes to the roof, the walls, the windows, and the position of the main entrance is that the house has lost much of its original character.

We have a photograph on file which was sent to us by a member of the public, who apparently took it in October 1990. It shows the house with new concrete roof tiles and

freshly rendered and white painted walls. It shows the flat-roofed extension with the main entrance door set into it, and a builder's skip outside. This suggests that the extension was built and the roof tiles replaced in 1990. The building was already listed at that time, and we have no record of Listed Building Consent having been granted for those works. A later photograph from 1997 shows that in the intervening seven years the colour of the walls had changed from white to pink.



*J. Thompson, del.*

RUSSELL FARM LODGE.

*J. Wright, sc.*

Illustration from Britton's Account of Cassiobury 1837.



Photograph from Oct 1990 submitted by a member of the public.



Current appearance 2015

## **Proposed works**

Planning Permission is sought for the following works:

- Two existing arms of this cruciform building are to be extended, one being the wing that reaches towards the private garden, and the other being the wing that reach towards the residential part of the Hempstead Rd. They both have hipped roofs currently, and the proposal is to extend those hipped roofs.
- A flat roofed extension was long ago added to the building (possibly in 1990) and the existing main entrance is set into that extension. The proposal is to widen this extension and to give it a flat zinc roof.
- Flat zinc roofs are also to be installed on two other small extensions.
- The walls, which are currently brickwork that is painted pink (originally they were timber clad) are to be rendered.

## **Determination deadline extension**

This application was submitted on 29 August 2015 and its eight week determination deadline was set at 21 October. Because of the number of objections that have been received, it has been necessary to refer this case to the Development Management Committee for determination (rather than determining it under delegated powers). To allow for this the applicants' agent has agreed to an extension of the deadline until 4 November 2015.

## **Planning history**

South Lodge dates from 1835. We have the following Planning records on our database:

95/0389/9 – Conditional planning permission was granted on 01.11.1995 - Installation of a freestanding pouch (post) box



15/00529/FUL – Withdrawn on 29.06.2015 - Planning permission for proposed alterations and extensions to listed building, and construction of a new 4 bedroom detached dwelling, with new shared vehicular access

15/00530/LBC – Granted listed building consent on 07.07.2015 - Listed building consent for alterations and extensions to South Lodge (a Grade II listed building).

15/01208/FUL – Pending a decision (to be considered by the DM Committee) - Construction of a new single storey dwelling. Creation of a shared vehicular access from the eastern residential section of Hempstead Road to replace the existing vehicular access from the A411 Hempstead Road.

### **Relevant Policies**

#### **National Planning Policy Framework**

Section 6 – Delivering a wide choice of high quality homes

Section 7 – Requiring good design

Section 12 – Conserving the historic environment

#### **Hertfordshire Waste Core Strategy And Development Management Policies Document 2011-2026**

No relevant policies.

#### **Hertfordshire Minerals Local Plan Review 2002-2016**

No relevant policies.

#### **Watford Local Plan Core Strategy 2006-31**

SD1 Sustainable Design

SS1 Spatial Strategy

UD1 Delivering High Quality Design

UD2 Built Heritage Conservation

## **Watford District Plan 2000**

SE7	Waste storage, recovery and recycling in new development
SE36	Replacement trees and hedgerows
SE37	Protection of trees, woodlands and hedgerows
T10	Cycle parking standards
T21	Access and servicing
T22	Car parking standards
T24	Residential development

## **Supplementary Planning Documents**

Residential Design Guide (adopted July 2014)

Watford Character of Area Study (adopted December 2011)

## **Background Documents**

Nationally Listed Buildings In Watford (2011)

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## **CONSULTATIONS**

### **Neighbour consultations**

We wrote to nearby neighbouring properties and also to those members of the public who had made representations in the case of the previous applications on this site earlier this year. 32 properties were notified on Hempstead Road, 4 on The Drive and a letter was also sent to a person living on Langley Road who had expressed an interest. Two site notices were put up for this application on 07.09.2015, and a press notice was published in the Watford Observer local newspaper on 11.09.2015.

At the time of writing this report we have received 13 objections, 5 of which were from

members of a single household. One person has written to express an interest (neither objecting nor supporting the application). The Committee will be informed of any further representations that are received up to the date of the committee meeting.

## **Consultations**

### Arboricultural Officer

The following comments have been received from the Council's arboricultural officer:

*The proposed extension and alterations to the building will not affect any trees.*

### Conservation Manager

The Conservation team within the council's Planning Policy section were consulted on the application for Listed Building Consent which we considered a few months ago, and which was an identical proposal to that which is now before us. The following comments were received from the Conservation Manager. She wrote a letter that dealt not only with the proposed works to the existing house, but also with the other proposal (which was subsequently withdrawn) for the erection of a two storey house in the rear garden. The following excerpts are the sections of her letter that relate to the proposed works on the existing building:

*South Lodge is a grade II listed building (added to the list in 1983) and was the earliest of three lodges to the former Russells House being built in 1837. It has been altered losing the original windows; roof material and external finish. There have been some later additions to the lodge but these are relatively small. The building has lost some of its original fabric and is currently in a run down state following a period of poor maintenance. Its condition is not sufficient to warrant inclusion on the Buildings at Risk Register being in "fair" condition by the BAR standards and occupied. However, there may be cause for concern if the lack of maintenance continues.*

*The proposed works to the building have two purposes; the first is to restore some of the fabric which has been lost with more sympathetic materials such as plain clay tiles on the roof rather than the existing cement tiles; improved replacement windows with those which look more like those shown on early images of the building; the loss of the split log decoration is more difficult to replace but it is proposed to repair the existing render finish and use a more sympathetic colour. I am happy to leave the materials sign off for rainwater goods and the roof to a condition.*

*There is an issue with the level of detail provided regarding the windows - I have asked the applicant's agent to supply more information on the exact windows to be used but I am not happy with the level of information supplied – I would prefer to have a more specific window identified along with details of how the window is to be set into the opening. As it is a leaded window and will be double glazed these are important issues to establish at this stage rather than find out at the point of discharging a condition that this is not a good solution for the building. I note that the one of the pre-application drawings we were sent did show details of the replacement windows (No 601) and this has not been submitted with the applications – it would be helpful to have this drawing as part of these applications.*

*In terms of the extensions proposed, there is a rationalisation of the existing “lean to” on the south elevation involving an extension of the existing roof to properly cover this area. Secondly, there is a new extension to the east elevation which extends the existing roof by about 3m and incorporating the more recent entrance hall area on the north and east elevation; there is a flat roofed section which will be covered with a zinc material. This approach to the roof form for the extensions is acceptable as it retains the original roof form and extends this where sensible to do so; the additional area has a simple but contemporary flat roof which clearly defines this from the original roof form. The existing roof material will be replaced with a plain clay tile which is closer to the original material than the existing tiles as far as we can tell from early images of the building.*

*On balance it is considered that the proposed alterations to the listed building are acceptable and will ensure that the building continues as a viable residential unit in the 21st century.*

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## **APPRAISAL**

In accordance with s.38 of the Planning and Compulsory Purchase Act 2004, the Development Plan for Watford comprises:

- (a) *Watford Local Plan Part 1: Core Strategy 2006-31 (adopted Jan 2013)*
- (b) the continuing “saved” policies of the *Watford District Plan 2000*
- (c) the *Hertfordshire Waste Core Strategy And Development Management Policies Document 2011-2026*
- (d) the *Hertfordshire Minerals Local Plan Review 2002-2016*

## **Principle**

The fact that a building is Listed does not necessarily mean that extensions and alterations should never be allowed, but rather that the appropriateness of any such works should be carefully considered. Listed Building Consent has already been granted for the proposed works.

## **Design**

In her comments (see above) the Urban Design and Conservation Manager noted that South Lodge has already been much altered, and it is worth bearing in mind that we are not faced with an application to take a pristine building in its original form and change it into something else. It has already been extended on two sides, its windows and roof tiles have been replaced, and its original timber cladding has been removed and the walls have been painted pink. Some of the proposals are seeking to return the building to a state that would be closer to the original character – particularly the proposal to replace the concrete roof tiles (which are not original) with clay tiles.

It is true that the house will be extended beyond its original size, but not greatly. Two of the wings of the original cruciform plan would be lengthened. The wing that faces the service road would become 3m longer, and a flat (zinc clad) roofed element would stand beside it (i.e. the existing flat roofed extension that the main door is currently set into would be enlarged). The wing that faces the private rear garden would be lengthened by 3m. These are modest increases that are not considered unreasonable – particularly given that this house stands alone with no adjoining neighbours. The approach is generally to retain the original style of the roof (i.e. ridges ending in hips) and not to increase its height.

Currently the walls (which would once have been clad in rustic split logs) are partly brickwork and partly render, all of which is painted pink. The proposal is to render the walls. A condition can be used to require that details of the render be submitted, and at that stage we can consider what colour would be best (probably white, off-white or cream).

The Urban Design and Conservation Manager's expert advice has been sought in relation to this application, and in her comments (see above) she writes that, while some of the materials can be approved at a later date, she would prefer that fuller details of the windows be submitted for approval as part of the process of considering this application. No window samples have been submitted; but the application has specified that steel windows are to be installed (type W20) and the drawings show that they would have lattice-type leaded light designs. The Case Officer and the Development Management Section Head consider that steel windows are acceptable in principle. Whether leaded lights are desirable seems to be a moot point among experts – The Urban Design and Conservation Manager favours them, but a local historian wrote to tell us (in relation to the application for Listed Building Consent) that she is dubious as to whether they would be appropriate. At any rate we will need further details – for instance we will need to be sure that the window frames will be set into a reveal, rather than being mounted flush with the front of the wall, and we will need to see a sample window so that we can be assured that the colour and finish will be acceptable, and that any leaded-light effect appears convincing; but there is no reason why we cannot approved the application now with a

condition attached to require the submission of further details and a sample window prior to any work commencing on site. We are satisfied that it is at least possible to install acceptable steel windows; and while it would have been preferable to have had all the details before us now, there is no reason in this case why they cannot be considered at a later date.

### **Impact on neighbours**

When assessing a typical application for an extension to a house we must consider its potential impact on neighbours – such as whether it would obstruct natural light to their windows or obstruct their outlook or threaten their privacy. However this site is fortunate in that it stands alone with no adjoining neighbours. The proposed extensions and alterations will not cause any significant harm to the amenity of any neighbour.

The houses on this section of Hempstead Road are only on the “service road” section that runs parallel to the A411 – there are none on the A411 itself. Those houses stand on higher ground than South Lodge. This means that, in addition to being some distance away from the site on the other side of the road, and well set back, those houses also look over the top of South Lodge (which is a bungalow). The proposed works would not involve making the bungalow any taller than it is now.

### **Consideration of objections received**

At the time of writing this report we have received 13 objections; several of those were from a single household. One other person (a local historian) has written to express an interest in the application and to ask to be kept informed of the outcome. The Committee will be informed of any further representations that are received up to the date of the committee meeting.

<b>Points Raised</b>	<b>Officer's Response</b>
<p>The proposed works would distort the original appearance and character of the Listed Building.</p>	<p>The original building has already had its original shape altered by two extensions that were carried out a long time ago (probably 1990). One is the extension that the front door is currently set into. Another is on the side of the house that faces its own rear garden. An open-sided porch has also been added outside the kitchen door.</p>
<p>The development could also damage the protected woodland surrounding the site, and the wildlife that is thought to live in it.</p>	<p>There is no reason to suppose that adding some modest extensions to this bungalow would jeopardise the woodland that stands next to the site. There are no Tree Preservation Orders here.</p>
<p>South Lodge is the only one of the old Russells estate lodges that remains as it was originally designed, and therefore no changes should be allowed that would change its character.</p>	<p>This is not correct. The building now looks very different to its original appearance. It has a different finish to its walls (painted brick and render rather than split logs) its original clay fish-scale roof tiles have been replaced with cheap modern concrete tiles, its window frames have been replaced, it has had two extensions added which have changed the shape of the house. The main entrance door has moved to a different part of the building, where it is set into an extension, rather than being in an original part of the house.</p>
<p>Blocking off the original entrance door and moving it to a different part of the building would change the house's original character and so they should not be allowed.</p>	<p>The original entrance door has already been blocked off and moved to a different part of the building – that was done a long time ago. The current entrance door is not</p>



	in an original part of the house but rather it is in an extension.
Materials should be in keeping with the period of the building.	The original cladding for this building was split logs (of the type that can still be seen at 67 Gade Avenue) but those have long since been lost. Currently the walls are painted pink. The proposal to use render is considered acceptable.
Currently the house is largely hidden from the houses on the opposite side of the Hempstead Road service road by bushes. Neighbours worry that if those bushes are removed and replaced by a picket fence the site will be more exposed and no longer hidden from view.	These bushes are not protected by Tree Preservation Orders and the site is not in a Conservation Area, so the owners have the right to remove any bushes that belong to them without having to make any application to the Council for permission. The illustration from 1837 shows the garden as being open, with only one tree, and surrounded by a picket fence.
Local residents are worried that builders might park their vehicles in the street or on the verge during the works. If permission is granted a condition should prohibit lorries from using this street during hours when children are being taken to or from Holy Rood School.	This is not a Planning consideration. This street is a public highway, it is not a Controlled Parking Zone, and any licensed vehicle has the right to park there. It is not possible to use a condition on a planning permission to restrict activity off the site itself (such as prohibiting lorries from using a public highway).
Building work might cause a noise nuisance if it is carried out at unreasonable hours.	A condition should be applied to the planning permission to limit the hours of work. This is usual practice when a site is in a residential area.
Some respondents included comments on a proposed new vehicular access. One	That proposal is not part of this application, but is considered separately under

<p>objector is of the opinion that they should not be considered separately because this application depends on the new access that is proposed by the other application.</p>	<p>application 15/01208/FUL. The proposed extensions that are the subject of this application are not dependent on the new vehicular access point that is proposed by the other application because they would not obstruct the existing vehicular access and so it would be possible to carry out these extensions and alterations without changing the vehicular access arrangements.</p>
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### **Conclusion**

The site is a bungalow which is a Grade II listed building, although it has already been extended and altered and it now looks quite different to its original appearance. Planning permission is sought for further extensions and alterations to the bungalow. These are considered acceptable in terms of their design, which is generally sympathetic to the character of the listed building.

Listed Building Consent has recently been granted for the works that this application now seeks Planning Permission for (both types of consent being required). The drawings are the same as those that we approved with that application.

The Development Management Section Head recommends to the members of the Development Management Committee that the application be approved as set out in the report.

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### **HUMAN RIGHTS IMPLICATIONS**

The Local Planning Authority is justified in interfering with the applicant's Human Rights in order to alleviate any adverse effect on adjoining properties and their occupiers and on general public amenity. With regard to any infringement of third party Human Rights, these

are not considered to be of such a nature and degree as to override the Human Rights of the applicant and therefore warrant refusal of planning permission.

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## **RECOMMENDATION**

That planning permission be granted, subject to the following conditions:

### Conditions

1 The development to which this permission relates shall be begun within a period of three years commencing on the date of this permission.

Reason: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2 Construction of the development hereby permitted shall not take place before 8am or after 6pm Mondays to Fridays, before 8am or after 1pm on Saturdays and not at all on Sundays and Public Holidays.

Reason: To safeguard the amenities and quiet enjoyment of neighbouring properties during the time that the development is being constructed, pursuant to Policy SE22 of the Watford District Plan 2000.

3 The development shall be carried out in accordance with the following drawings, unless otherwise approved in writing by the Local Planning Authority: 100 revision A, 102A, 111, 120, 200 revision C.

Reason: For the avoidance of doubt and in the interests of proper planning.

4 No work shall commence on site until full details of the materials listed as follows have been submitted to and approved in writing by the Local Planning Authority. Physical samples labelled with the manufacturer and model shall be submitted of the following: the

rainwater goods, the roof tiles, the roofing zinc, the windows and window frames. Written details accompanied by colour photographs shall be submitted of the following: the render, the doors and door-frames. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the visual appearance of the site and the historic integrity of the Listed Building, pursuant to Policy UD2 (Built Heritage Conservation) of the Watford Local Plan (Part 1: Core Strategy) 2006-2031.

### Informatives

1 In dealing with this application, Watford Borough Council has considered the proposal in a positive and proactive manner having regard to the policies of the development plan as well as paragraphs 186 and 187 of the National Planning Policy Framework and other material considerations, and in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015.

### Drawing Numbers

Drawing no. 100 revision A

Drawing no. 102A

Drawing no. 111

Drawing no. 120

Drawing no. 200 revision C

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