

<b>Committee date</b>	Wednesday 4 March 2020
<b>Application reference</b> <b>Site address</b>	19/01365/FUL - South Lodge, Hempstead Road, Watford, WD17 4JX
<b>Proposal</b>	Construction of new four-bedroom dwelling with associated car parking and landscaping, alterations and extension to existing South Lodge dwelling and creation of a new shared vehicular access point from Hempstead Road.
<b>Applicant</b>	Woolbro Homes
<b>Agent</b>	ROK Planning
<b>Type of Application</b>	Full Planning Permission
<b>Reason for committee Item</b>	Number of Objections
<b>Target decision date</b>	5 March 2020
<b>Statutory publicity</b>	Watford Observer, Neighbour Letters and Site Notice
<b>Case officer</b>	Andrew Clarke, andrew.clarke@watford.gov.uk
<b>Ward</b>	Nascot

## 1. Recommendation

- 1.1 That planning permission be granted subject to conditions, as set out in section 8 of this report.

## 2. Site and surroundings

- 2.1 The northern section of Hempstead Road has two branches running parallel to each other. The main western road that carries a great deal of traffic (the A411) being one of the principal roads into Watford. The eastern road is significantly quieter road serving the surrounding residential area.
- 2.2 Between the two roads is an approximately 850 metre long, 25 metre wide linear strip of land which is wooded to the west with a wide grass verge to the east. The subject site is situated between these two roads and is approximately 60 metres in length. The subject site is one of two lodges on this strip of land, with the other known as West Lodge being situated approximately 380 metres to the north.
- 2.3 On the west side of the western (main) road lies the grounds of 'The Grove' which falls within the Green Belt. On the east side of the eastern road are a row of two storey detached houses.

- 2.4 The site is not designated as Green Belt, nor as a Conservation Area; and although there are many trees obscuring the lodge from the public realm, they are not protected by Tree Preservation Orders. Some trees are within the site, some are outside the site on public land.
- 2.5 The subject site, South Lodge is a nationally Listed Building (Grade II) dating from 1835. It was listed in 1983. The following text about it is taken from Historic England's records:

*"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."*

- 2.6 Since this listing a number of changes have occurred to the building. The roof has been tiled in concrete Redland 49 tiles, the walls have been painted pink, the window frames have been replaced with metal ones, two small extensions have been built (one with a flat one, one pitched) and a porch has been added in front of the kitchen door.
- 2.7 The result of all these changes is that the house has lost much of its original character.

### **3. Summary of the proposal**

#### **3.1 Proposal**

- 3.1.1 Construction of new four-bedroom dwelling with associated car parking and landscaping, alterations and extension to existing South Lodge dwelling and creation of a new shared vehicular access point from Hempstead Road.

#### **3.2 Conclusions**

- 3.2.1 The extensions and alterations to the grade 2 listed South Lodge are considered acceptable being sympathetic in their proportions, protecting and enhancing historic character.

3.2.2 The design of the proposed dwelling and the associated works are considered acceptable not harming the character and appearance of the area or the setting of the listed building.

#### **4. Relevant policies**

4.1 Members should refer to the background papers attached to the agenda. These highlight the policy framework under which this application is determined. Specific policy considerations with regard to this particular application are detailed in section 6 below.

#### **5. Relevant site history/background information**

5.1 On 07.07.2015 Listed Building Consent was granted on alterations and extensions to South Lodge (application reference: 15/00530/LBC). This was a delegated officer decision.

5.2 On 29.10.15 Householder Planning Permission was granted for alterations and extensions to South Lodge (application reference: 15/01207/FULH). This application accompanied the previously approved listed building consent (application reference: 15/00530/LBC). Full Planning Permission was refused for a new single storey dwelling within the South Lodge Site (application reference: 15/01208/FUL). These two decisions were made at the Watford Development Management Committee.

5.3 On 02.06.2016 The Planning inspectorate granted planning permission on appeal for the proposals refused as part of the previous planning application (application reference: 15/01208/FUL). The appeal (planning inspectorate reference: APP/Y1945/W/15/3141155), granted planning permission subject to 7 conditions. The applicant has asserted that works to this application have commenced at the site. The council contests this assertion and would consider this application to have expired on 02.06.2019.

5.4 This full planning application is similar to the development allowed at appeal. Unlike in 2015, this application does not separate consents for the alterations and extensions to South Lodge and the proposal for the new single storey dwelling within the South Lodge Site.

5.5 A Listed Building Consent application (application reference: 19/01402/LBC) accompanies this proposal.

#### **6. Main considerations**

6.1 The main issues to be considered in the determination of these applications are:

- (a) Principle of the development
- (b) Works to Locally Listed Building
- (c) The Proposed New Dwelling
- (d) Access
- (e) Trees and Proposed Planting
- (f) Impact on Amenity of Adjoining Residential Properties
- (g) Boundary Treatments

6.2 (a) Principle of the development

6.2.1 The principal of extensions and alterations to a Grade 2 listed building are considered acceptable, subject to careful consideration of the proposed design.

6.2.2 The principle of creating an additional dwelling within the site has been established by the planning appeal decision dated 02.06.2016. Nevertheless, the principle of the new dwelling within the site is accepted.

6.2.3 Saved Policy H9 of the Watford District Plan states that planning permission should only be granted for back garden developments where a proper means of access would be provided and where other policies regarding good design are complied with. In this case there would be an acceptable means of access by way of a direct vehicular access from Hempstead Road (eastern branch).

6.3 (b) Works to a Listed Building

6.3.1 The proposed extensions and alterations are largely the same as those previously allowed and approved by applications 15/01207/FUL and 15/00530/LBC. This proposal includes works for the repair and refurbishment of the Grade 2 listed building to ensure its long-term conservation. Additional benefits include the replacement of the unsympathetic roof tiles and rainwater goods with more in keeping alternatives which will enhance and better reveal the significance of the building. The chimney would be repaired, the walls would be repaired and the doors and windows replaced.

6.3.2 There are some alterations to the previously approved scheme. The removal of the proposed walls either side of the chimney and their replacement with bi-folding doors is an improvement to the scheme by better respecting the original layout of the building. The removal of walls largely relates to fabric of lower heritage significance.

- 6.3.3 The applicant proposed the removal of the existing external wall (between the proposed family bathroom and bedroom 3) in order to extend this north east projection. The removal of this section of wall was considered to be harmful by the historic buildings and conservation officer. The applicant amended this element and the removal of this section of original fabric has been removed from the proposal. This existing section of the original external wall would become internal. The extension of this projection by 3 metres with a matching pitched, hipped roof is considered acceptable.
- 6.3.4 The roof line of the existing extension to the northwest would be regularised by extending the original pitched and hipped roof shape over this part. This is considered an improvement on the existing extension.
- 6.3.5 As per the previously approved application, the flat roofed extension which aligns with the northeast and northwest projections would be rebuilt with a zinc roof below the original eaves lines.
- 6.3.6 The design and proportions of the extensions mirror those approved, the cross plan footprint of the building with the central triple chimney stack would remain. The small uncharacteristic entrance porch between the northwest and northeast projections would be removed.
- 6.3.7 The extensions and alterations to the Listed Building are considered acceptable subject to a condition requiring details of the external materials to be used.

#### 6.4 (c) The Proposed New Dwelling

- 6.4.1 The proposed new dwelling is similar to the proposal which was allowed at appeal (application reference: 15/01208/FUL). The footprint is similar and the height is the same and lower, with the new proposal being stepped with the northern part being lower. The new dwelling would be erected on land which is currently the northern end of the rear garden of South Lodge. The plot would be divided into two.
- 6.4.2 The new dwelling would be a single storey bungalow with four bedrooms as opposed to three in the previous proposal. The plans depict the property to have one double bedroom and three single bedrooms. The new dwelling would have a gross internal area of 99 square metres which would meet the minimum floor space requirements of 90 square metres for a single storey, four bedroom, five person dwelling.

- 6.4.3 The building would have a contemporary minimalist design, with a stepped flat roof, zinc fascias, yellow multi stock brick walls and many full height windows with timber surrounds. The highest part of the flat roof would be no higher than the eaves of the existing house. It has been positioned sufficiently distant from the listed building to minimise its visual impact on the setting of the Listed Building. This point has previously been accepted by the planning inspector.
- 6.4.4 Being a simple modernist style, the new dwelling does not attempt to compete with the listed building or draw attention away from it. It will have a living “green roof” of sedum plants. This has two benefits – environmental and aesthetic. This type of roof is low maintenance: it requires no soil, no watering except during a drought, it absorbs some rainwater run-off, it prevents the roof from overheating in summer, and it provides a habitat for insects and birds.
- 6.4.5 This is a minimalist design, the quality of which will depend largely on the quality of the materials. These further details are required by a condition.

#### 6.5 (d) Access

- 6.5.1 A new vehicular access point is proposed, which would cross the grass verge and connect with the residential section of the eastern branch of Hempstead Road. This would be a shared access for both South Lodge and the new house, and it would lead to a central shared parking area, with bin stores and sheds for each house. Each house would have two marked parking spaces. Policy T22 of the Watford District Plan outlines the maximum onsite parking requirements. South Lodge would require a maximum of 1.5 spaces and the new dwelling would have a maximum of 2. Although the proposed four parking spaces is considered overprovision by 0.5 spaces, it is noted that the existing dwelling has space for more than two vehicles. This new vehicular access would replace the current access point to the existing lodge which is from the main A411 section of Hempstead Road. That old access would be blocked with a fence, although a narrow gate would be set into that for pedestrian access only. Closing the existing access point is a benefit of the scheme and is included in the conditions.
- 6.5.2 The new access arrangements would make for safer access to the existing lodge. The parking provision is in accordance with the requirements outlined in Watford’s District Plan 2000 and the new access is considered acceptable by Hertfordshire County Council Highways.

6.5.3 The application depicts sufficient cycle and refuse storage for the existing lodge and the new dwelling.

#### 6.6 (e) Trees and Proposed Planting

6.6.1 The site is within a clearing which is surrounded by trees and shrubbery. The new building is positioned on the clearing within an area which is surrounded by trees. The applicant has proposed additional planting within the site.

6.6.2 On a site of this modest size which is surrounded by trees it is not considered necessary to request a landscaping plan. The previous appeal decision included a condition requesting the approval of a tree management plan by the local authority. This condition was discharged on 15 March 2019 (application reference: 19/00065/DISCON). The previously approved tree management plan has been updated and resubmitted with this application. Watford Borough Council's Arboricultural Officer is satisfied with the amended plan. A condition requiring accordance with the tree protection measures contained in the report will be added to any approval.

#### 6.7 (f) Impact on Amenity of Adjoining Residential Properties

6.7.1 The neighbouring houses on the east side of Hampstead Road stand on higher ground and they look over the site. As the new house will be so low it will not intrude on their view. If they look down on it from their upper windows they will be looking at the "green" roof, which will soften its appearance and help the development blend in with the greenery around the site.

6.7.2 The extensions to the listed building and the proposed new dwelling are sufficiently distanced from each other and from neighbouring dwellings that no loss of daylight or sunlight would result.

#### 6.8 (g) Boundary Treatments

6.8.1 The site is currently enclosed by a fence. This fence is in a poor state of repair with sections missing. A new fence in the same position is proposed, with an opening for the new access point. Details of the fencing would be required by condition.

### 7 Consultation responses received

#### 7.1 Statutory consultees and other organisations

Name of Statutory Consultee /	Comment
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<b>Other Organisation</b>	
Hertfordshire County Council (Highways Authority)	Does not wish to restrict planning permission. Conditions and informatives proposed to ensure access and suitable parking is provided.
Historic buildings and conservation advice	Supported application subject to the revision addressed in section 6.3.

## 7.2 Internal Consultees

<b>Name of Statutory Consultee / Other Organisation</b>	<b>Comment</b>
Watford Arboricultural Officer	Suggested a condition to ensure compliance with tree prosection measures proposed.
Watford Waste and Recycling	Responded. No comment.

## 7.3 Interested Parties

Letters were sent to properties on Hempstead Road. Five objections were received. The main comments are summarised below, the full letters are available to view online:

<b>Comments</b>	<b>Officer response</b>
Insufficient Parking	Two parking spaces for each dwelling is sufficient in accordance with the provisions of the Watford District Plan. See section 6.54 above.
Vehicle Manoeuvrability within site.	The plans show that vehicles have sufficient space to manoeuvre and enter and leave the site in a forward gear.
Loss of grass verge	The provision of a vehicle crossover over the grass verge allows for improved, safer access to the site and is accepted by Hertfordshire County Council Highways.
Overdevelopment	The principal of an additional dwelling is accepted. See section 6.2 above.
Design of the new dwelling and impact on the Listed building and Local Character	The contemporary design of the new building and its distance from the listed building is considered acceptable. See section 6.4 above.
Loss of Outlook	There is no significant loss of outlook from properties on Hempstead Road. See section 6.7 above.

Size of dwellings and gardens.	Both dwellings meet national space standards and the garden size requirements of Watford's Residential Design Guide.
Biodiversity	The proposal would not result in the loss of any trees. The adjacent trees will be protected by condition and additional planting is proposed. See section 6.6 above.
Covenants on Land	Covenants of land are not a planning consideration.

## 8 Recommendation

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

### Conditions

#### 1. Three Years

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. Approved Plans

The development hereby permitted shall be carried out in accordance with the following approved drawings and documents:

1627\_LP  
1627\_SP Rev: A  
S\_00  
S\_01  
1627\_P\_EX\_00  
1627\_RP\_EX\_00  
1627\_P\_00 Rev: C  
1627\_RP\_00 Rev: A  
1627\_P\_01 Rev: A  
1627\_RP\_01 Rev: A  
1627\_EXT\_00 Rev: A  
1627\_E\_00  
1627\_E\_01

1627\_E\_02  
1627\_E\_03 Rev: A  
1627\_E\_04  
1627\_E\_05  
1627\_E\_06 Rev: A  
1627\_E\_07  
1627\_E\_08  
1627\_E\_EX\_00  
1627\_E\_EX\_01  
1627\_E\_EX\_02  
1627\_E\_EX\_03  
1627\_E\_EXT\_0 Rev: A  
Arboricultural Method Statement  
Arboricultural Method Statement Addendum Note  
Heritage Statement

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

### 3. Materials

No development shall take place above the level of the foundations hereby permitted until samples of the external materials for both the listed lodge and new dwelling, to include, bricks, rendering, zinc fascias, roof tiles, the sedum roof, external door and window frames, rainwater goods, paving and boundary fence / gates have been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of the visual appearance of the site, pursuant to Policy UD1 (Delivering High Quality Design) of the Watford Core Strategy.

### 4. Tree Protection

The tree protection measures shall be carried out in full accordance with the recommendations detailed in the Arboricultural Method Statement Reference: AMS/MF/006/19 and the Arboricultural Method Statement Addendum Note Reference: AMS/MF/006/19/AAN1/271119 both by Marcus Foster Arboricultural Design & Consultancy.

Reason: To safeguard the trees, which represent an important visual amenity, during the period of construction works, in accordance with saved Policy SE37 of the Watford District Plan 2000.

## 5. Existing Vehicular Access

The new dwelling shall not be occupied until the existing vehicular access from the A411 has been stopped up to vehicles in accordance with drawing reference: 1627\_RP\_00 Rev: A.

Reason: In the interests of Highway Safety.

## 6. Permitted Development Rights

Notwithstanding the provisions of Article 3 of the Town and Country Planning (General Permitted Development) Order 2015 (or any modification or re-enactment thereof), no development permitted under Schedule 2, Part 1, Classes A, B, C, D, E, F, G or H of the Order shall be carried out to the new house without the prior written permission of the Local Planning Authority.

Reason: Reason: To enable the Local Planning Authority to ensure that any such developments are carried out in a manner which will not be harmful to the character and appearance of the new house, and that they will not prove detrimental to the setting of the listed building in accordance with Policies UD1 and UD2 of the Watford Local Plan Part 1.

## Informatives

1. Positive and proactive statement
2. Street naming and numbering
3. Building Regulations
4. Hours of Construction
5. Community Infrastructure Levy Liability
6. Highway Works
7. Storage of materials
8. Obstruction of the highway
9. Road Deposits