

4.7 – SE/13/01408/LBCALT Date expired 15 July 2013

PROPOSAL:                                  Erection of a single storey extension with roof lantern on the west end of the building.

LOCATION:                                    Village House, Church Road, Halstead, Sevenoaks  
TN14 7HF

WARD(S):                                    Halstead, Knockholt & Badgers Mount

#### **ITEM FOR DECISION**

Councillor Williamson has referred this application to Development Control Committee to consider whether the scheme visually enhances the character and appearance of the listed building in comparison to the approved scheme under reference SE/13/01056/LBCALT.

**RECOMMENDATION:** That planning permission be REFUSED for the following reasons:-

It is considered that by virtue of the disproportionate size of the proposed extension it would have a harmful impact upon the character and appearance of this Grade II listed building. As harm can be identified, this proposal does not conform to the aims and objectives of paragraphs 131, 132 of the NPPF as the development would not conserve or enhance the character and appearance of this heritage asset.

#### Description of Proposal

- 1        It is proposed to erect a single storey extension to the north-western elevation of the building. The extension will be single storey in height and will measure 8m x 9.4m.
- 2        To facilitate the extension, an existing window opening will be re-sized to create a new doorway from the existing building into the new extension.
- 3        It is proposed the extension would use materials to match that of the existing building.

#### Description of Site

- 4        The site relates to a detached 19th Century, three storey, grade II listed building located on the periphery to Halstead Village, within the western limits of Halstead Conservation Area.
- 5        The property has had various additions applied to it over the years. The property is of a typical Georgian architectural style.
- 6        The property is set within modest landscaped grounds that extend to an area of approx. 2ha. It can be accessed from Church Lane and can be partially seen from public vantage points.

- 7 The property is set within an area that has grown over the years, adopting various architectural styles and a diverse mix of buildings that contribute to the overall visual character and appearance of the area.

#### Constraints

- 8 Halstead Conservation Area;
- 9 Grade II buildings;
- 10 Metropolitan Green Belt

#### Policies

##### *Sevenoaks District Local Plan*

- 11 Policies – EN1, EN23

##### *Sevenoaks Core Strategy*

- 12 Policies – SP1, L08

#### *Other*

- 13 National Planning Policy Framework: 14, 131, 132
- 14 Halstead Conservation Area Appraisal
- 15 PPS5 Practice Guide – *(note - The references to PPS5 policies in the document are obviously now redundant, but the policies in the NPPF are very similar and the intent is the same, so the Practice Guide remains almost entirely relevant and useful in the application of the NPPF).*

#### Planning History

- 16 89/01809 - Change of use of land from agriculture to private recreational purposes - GRANTED
- 90/01198 - Demolition of isolated, detached garage (8 bays), construction of new 8 bay garage adjacent to main house – GRANTED
- 98/00612 - Replacement of old conservatory with a new conservatory – GRANTED
- 13/01056 - The erection of a single storey extension on the west end of the building. – GRANTED

#### Consultations

##### *SDC Conservation Officer*

- 17 *“This scheme is a revised version of SE/13/01056/LBCALT which has been granted LB Consent. The approved plans show a side extension 6.4 metres wide, whereas the new plans show a width of 8 metres. This would make a significant difference to the scale and proportions of the building.*

- 18 *The Village House mostly dates from the early 19th Century, but has an older core and later additions. Originally it was the Dower House to Halstead Place, demolished in the 1950s, and is therefore of especial importance in the history of the village. This is acknowledged in the Village Design Statement on pages 16 and 22. Set back from the road frontage, the house is open to view in the Conservation Area, within its ample garden, most of which lies to the right hand side, given the built up nature of the house frontage on the other side.*
- 19 *The house itself is of brick construction with hipped slate roofs to the two main elements.. The style could be described as ‘classical’, as it has a symmetrical arrangement of windows with multi-paned sash windows. There is a main three storey block, a two storey addition to the right hand side (looking from the front elevation facing the road) and a smaller flat roofed addition with a parapet to the left hand side. Beyond the latter are more recent attached garage additions c. 1990s. Thus the total width of the house and garaging etc. at present is about 36.7 metres. (not all shown in the submitted elevations).*
- 20 *The approved addition, a flat roofed ‘orangery’ style structure with brick walling to match the house, would ‘mirror’ the addition on the other side as it would be almost the same width as the latter. Therefore the symmetry and proportions of the house would be retained and the new addition be in character.*
- 21 *The revised scheme, at a width of 8 metres, would be out of proportion in this context and thus damaging to the overall character. It would also have a dominance not warranted by its subservient function. With regard to the setting of the building in the Conservation Area, the addition would necessarily reduce the open space to the side of the house. The significance of the designated heritage asset would be damaged by this proposal.*
- 22 *The likely impact of an extension to the greater width now proposed can readily be seen by comparing the approved and proposed elevations side by side.*
- 23 *The revised scheme conflicts with the NPPF paragraph 133, and with paragraph 178 of the PPS5 Planning Practice Guide.”*

*Halstead Parish Council*

- 24 Halstead Parish Council – No objection

Representations

- 25 None received

**Chief Planning Officer’s Appraisal**

- 26 The main considerations of this proposal are:

- The impact upon the character and appearance of listed Building Conservation Area.

*The impact upon the character and appearance of listed Building/Conservation Area*

- 27 Under the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990, in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State should have

special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

28 The National Planning Policy Framework (NPPF), emphasises the need to preserve the character and setting of the listed buildings. This guidance specifically states that in determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

29 The NPPF states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. In particular it is considered that the proposed works to the listed building will preserve the character of the building, and will meet the test in the Listed Building and Conservation Area Act 1990 and the advice and guidance in the NPPF.

30 This consent relates to a grade II listed heritage asset, therefore the above applies.

31 Paragraph 180 of PPS5 Practice Note allows for physical alterations to the historic fabric to buildings. It states:

*“New openings need to be considered in the context of the architectural and historic significance of that part of the asset. Where new work or additions make elements with significance redundant, such as doors or decorative features, there is likely to be less impact on the asset's aesthetic, historic or evidential value if they are left in place.”*

32 With regard to this proposal, a new doorway would be created in the existing northwest elevation. It is not considered that any significant part of the historic fabric of the building would be lost in order for the works to proceed, as the only intrusive work required is the reinstatement of a former doorway that provides access into the proposed extension. Accordingly, this part of the scheme would comply with the above.

33 In terms of the proposal as a whole and its impact upon the character and appearance of the listed building, the Council's Conservation Officer raises an objection.

34 Paragraph 178 of PPS5 Practice Note states:

*“The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, are proportion, height, massing, bulk, use of materials, use, relationship with adjacent assets, alignment and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be acceptable for new work to dominate the original*

asset or its setting in either scale, material or as a result of its siting. Assessment of an asset's significance and its relationship to its setting will usually suggest the forms of extension that might be appropriate."

- 35 An objection has been raised in relation to the proportion (or length of projection) of the proposed extension. The proposal involves the creation of an 8m projection from the north-western elevation of the listed building. The basis gives rise to the Conservation Officers objection, that the extension would be visually appear 'out-of-proportion' with the original built form of the property. As shown by Figure One, by visually breaking down the existing and proposed additions into separate elements, it is clear that the proposed single storey extension would be 'out-of-proportion' with the existing built form.

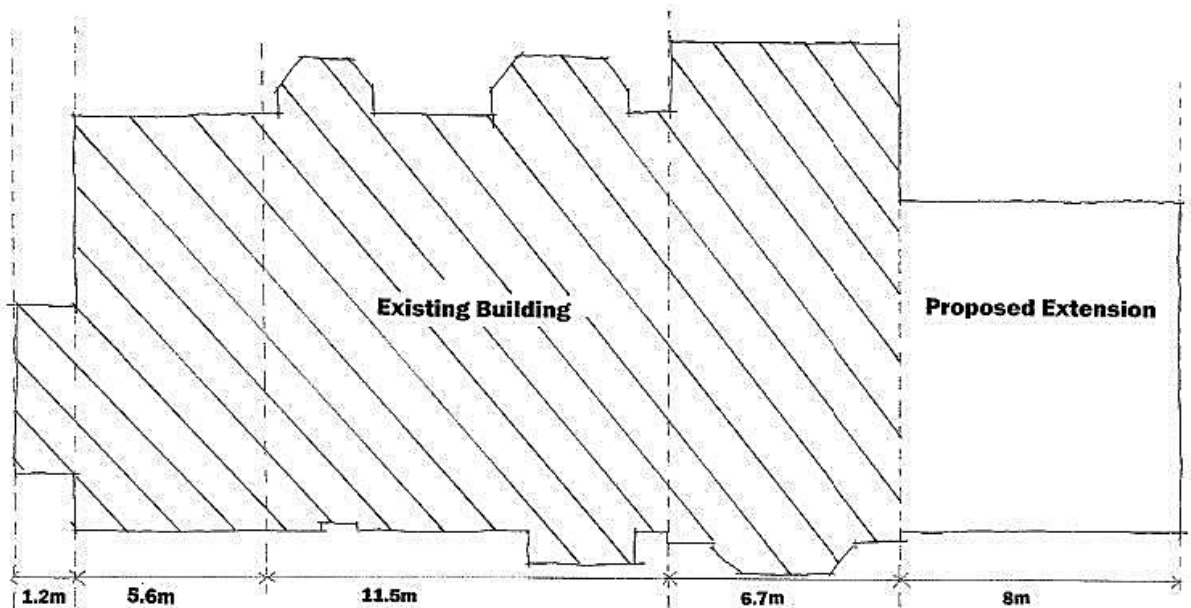


Figure One: showing existing plan of Village House broken down into individual elements (Not to scale)

- 36 An addition of the proportion and projection proposed would become a visually dominant feature that would detract from original visual character and appearance of this heritage asset, and the importance and proportions of the original dwelling, contrary to previous Planning Policy Guidance and paragraph 131 of the NPPF.
- 37 Notwithstanding the above, it is noted that listed building consent has been given for a 6.4m projection from the same elevation under listed building consent reference SE/13/01056/LBCALT. However, that scheme was considered to be 'in-proportion' with the existing building and additions and it was demonstrated that this proposal would not harm the original character and appearance of the listed building.
- 38 Taking into consideration of the above, whilst in comparison with the approved scheme, this extension proposes an additional 1.2m in its length, this addition, tips the balance in terms of its proportionality. It is considered that its overall projection, fails to demonstrate that it would preserve or enhance the character and appearance of this heritage asset, by virtue of its disproportionate dimensions. The proposed scheme is contrary to paragraph 131 of the NPPF and

fails the test of acceptability under the provision of the Listed Building and Conservation Area Act 1990.

- 39 In terms of the impact of the development upon the character and appearance of the setting of the listed building and Halstead Conservation Area, it is acknowledged that the open space would be reduced by the inclusion of an addition. This incursion into the surrounding open area is not significant, as to justify an objection.
- 40 It is recognised that there would be a loss of two apple trees. As these trees have low amenity value, as they do not positively contribute to neither the character of the area or the setting of the listed building, their loss would have an insignificant impact upon the setting of the listed building and character and appearance of the Conservation Area.
- 41 The overall impact of the proposed development upon the character and appearance of the Conservation Area would be minimal and therefore this heritage asset would be conserved.
- 42 Overall the proposed development would not have a detrimental impact upon the character and appearance of the Conservation Area and preserves the historic fabric of this Grade II listed building. However, as harm can be identified by the introduction of a disproportionate addition, that neither preserves nor enhances the overall character and appearance of the listed building, the development would not comply with policy SP1 of the Core Strategy and the aims and objectives of preserving and enhancing heritage assets as set out the NPPF.

#### Other matters

- 43 This item has been reported to committee to consider whether this proposal is a visual improvement over the approved scheme, by the introduction of a further window which enhances its overall appearance of the proposed development. Whilst this might be the case to a certain extent, that amendments to the approved scheme could be achieved to obtain the same desired effect without compromising the character and appearance of the listed building.
- 44 It is noted that this site is within the Metropolitan Green Belt and planning permission would be required. The examination of the green belt issues is for any forthcoming planning application to determine and in this instance, is not a relevant consideration.

#### **Conclusion**

- 45 For the above reasons above, it is recommended that this application should be refused as it does not conform to relevant Development Plan policies and the provisions of the Listed Building and Conservation Areas Act 1990.

#### **Background Papers**

Site and Block plans

Contact Officer(s):

Sean Mitchell Extension: 7349

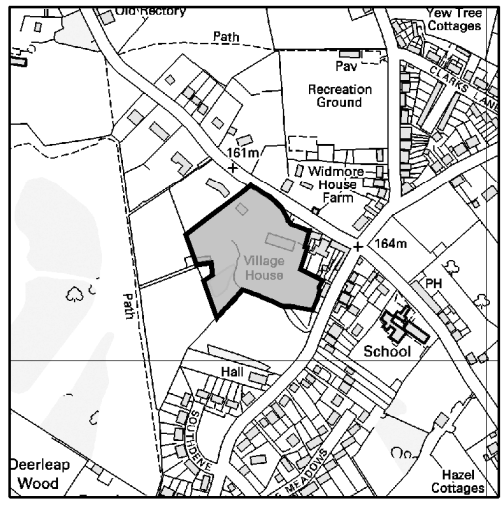
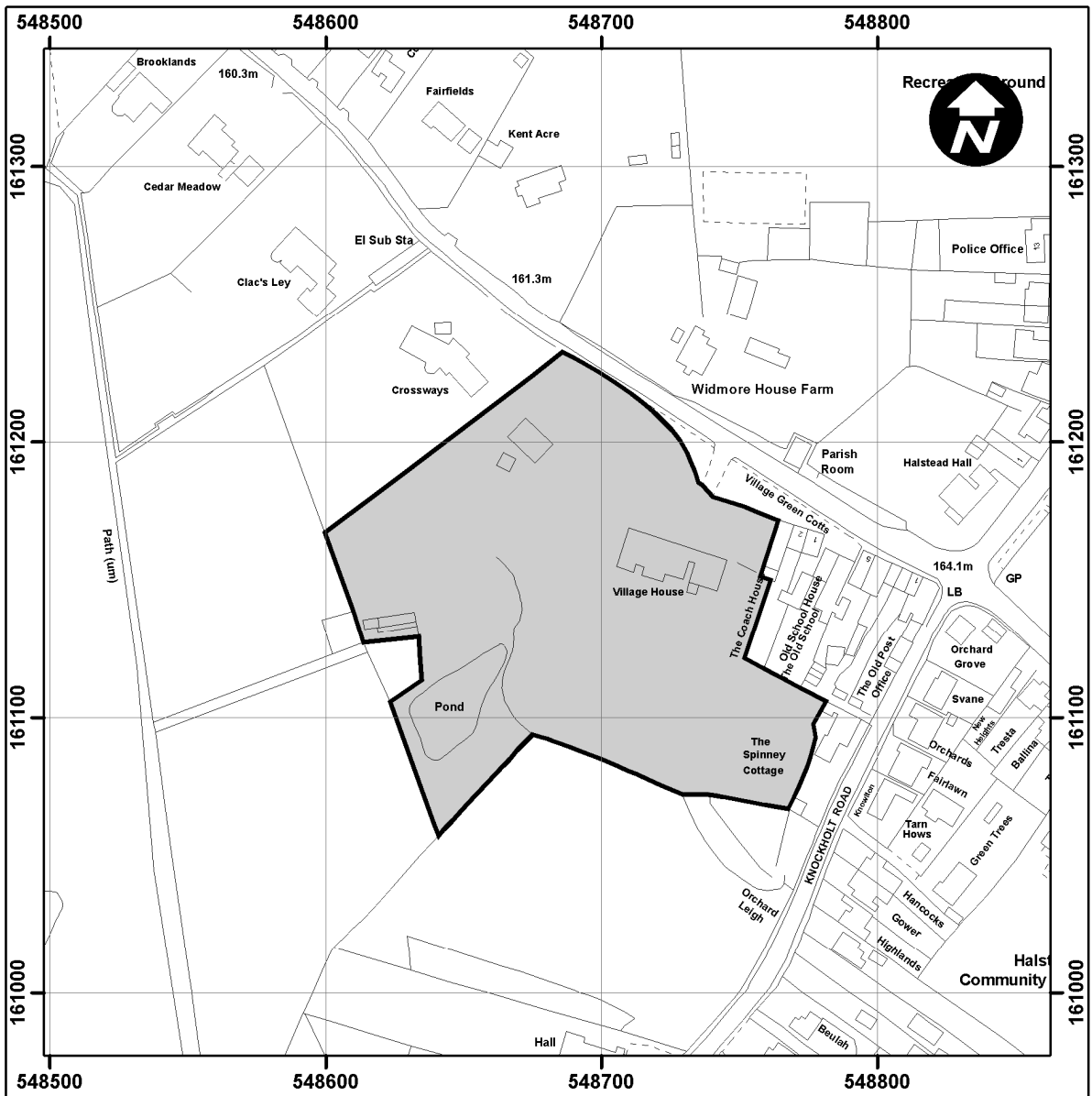
**Richard Morris**  
**Chief Planning Officer**

Link to application details:

<http://pa.sevenoaks.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=MMKM5MBK8V000>

Link to associated documents

<http://pa.sevenoaks.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=MMKM5MBK8V000>



# Site Plan

Scale 1:2,500  
 Date 20/08/2013



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**BLOCK PLAN**

