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PLANNING, HERITAGE AND DESIGN & ACCESS STATEMENT

PROPOSAL : ERECTION OF A TWO STOREY FRONT EXTENSION

ADDRESS : HUGO HOUSE, 5 HUGO STREET, LEEK, STAFFORDSHIRE, ST13 5PE

APPLICANT : EDITH SHAW CARE CENTRE

DATE : JULY 2018 **JOB No. : 2018-2345**

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1.0 INTRODUCTION

Sammons Architectural Ltd have been appointed by Edith Shaw Care Centre to prepare and submit a planning application to Staffordshire Moorlands District Council for the erection of a two storey front extension at Hugo House, 5 Hugo Street, Leek. The application is accompanied by a full set of planning drawings which should be read in conjunction with this statement.

This statement analyses the site, the proposal and the policy context within which it is made. Thereafter it provides justification for approval of the proposed development primarily on the basis that the scheme would constitute appropriate sustainable development which would allow the existing and authorised use of the site to be maintained and developed. The proposed development has been sensitively designed so that it appears as a secondary and subservient addition both in relation to the host building and the existing side extension. The use of good quality natural materials will also ensure that it is quickly assimilated into its surroundings. The proposed development would not raise any adverse amenity issues or affect neighbouring land uses nor would it be detrimental to highway safety or detract from the character and appearance of the Conservation Area within which it is located.

2.0 SITE DESCRIPTON

The application site comprises of a detached late 19th century three storey former dwelling which is currently in use as a care home. Constructed from red brick with stone cills and headers under a blue slate roof the building has previously been extended. The site lies within an established residential area at the junction of Hugo Street with Dampier Street. For the purposes of the development plan it lies within the development boundary where there is a general presumption in favour of development. It also lies within Leek Conservation Area.

3.0 PROPOSAL

This is a full application which seeks consent for the erection of a two storey front extension. The proposed extension which would provide a quiet area at ground floor level with a therapy room above would be positioned in a recessed area between the side wall of the original building and that of an existing two storey extension. The proposed extension, which would have a footprint of 9 sq metres would have an eaves height of and an overall ridge height of would be constructed from materials to match that on the existing building.

4.0 PLANNING POLICY

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, the decision maker must make their determination in accordance with the Development Plan unless material considerations indicate otherwise. Given this obligation, this chapter therefore considers national guidance relevant to the application as well as the Core Strategy Development Plan Document (March 2014). The following is considered relevant:

Core Strategy,

S01 Spatial Objectives

SS1 Development Principles

SS1a Presumption in Favour of Sustainable Development

DC1 Design Considerations

DC2 The Historic Environment

In terms of design and amenity, Policy DC1 expects all new development to be well designed to respect the site and it's surrounding; having regard to matters of scale, density, layout, siting, landscaping, character and appearance. New development should protect the amenity of the area, in terms of satisfactory daylight, sunlight, outlook, privacy and soft landscaping.

The site is located within the Leek Conservation Area. Policy DC2 states that the Council will safeguard and, where possible, enhance the historic environment, areas of historic landscape character and interests of acknowledged importance. This is to be achieved by resisting development that would harm or be detrimental to the special character and historic heritage of the District's towns and villages; promoting development which sustains, respects or enhances buildings and features which contribute to the character or heritage of an area; and by preventing the loss of buildings and feature which make a positive contribution to the character or heritage of an area through appropriate reuse and sensitive development.

In accordance with Chapter 12 of the National Planning Policy Framework (NPPF), 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a Grade II Listed building should be exceptional.

National Planning Policy Framework

There is considerable planning policy and guidance relevant to the planning application proposal at both local and national levels. The NPPF is significant as it sets out the Government's commitment for a positive response to planning proposals that would deliver sustainable development in order to assist growth to the economy. It has been made clear that the planning system has a key role in facilitating growth and development should be supported with a presumption in favour of granting planning permission. This change of emphasis provides an important background to the application proposal.

National Planning Policy Framework places a strong emphasis on promoting economic growth and sets out policies for the control of development. The guidance contained within the National Planning Policy Framework is also relevant, in particular the following Chapters:

Paragraphs 1 – 17.
Chapter 7 Requiring good design
Chapter 11 Conserving and enhancing the natural environment
Chapter 12 Conserving and enhancing the historic environment

Within the NPPF it is also worth noting the following relevant paragraphs:

- Planning decisions must be taken in accordance with the development plan unless material considerations indicate otherwise (para 2).
- Plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas, (para 10)
- Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise, (para 11).
- At the heart of the NPPF is a presumption in favour of sustainable development. LPA's should approve proposals which accord with the development plan without delay (para 14).
- The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future (para 18)
- The Government is committed to ensuring that the planning system does everything it can

to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore, significant weight should be placed on the need to support economic growth through the planning system (para 19)

- Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites (para 49).
- To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities (para 50)
- The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people (para 56)
- Chapter 7 of the Framework relates to design. Paragraph 58 advises that decision makers should aim to ensure that developments respond to local character and history, reflect the identity of local surroundings and materials and are visually attractive as a result of good architecture and appropriate landscaping.
- Paragraph 61 makes it clear that good design goes beyond purely aesthetic considerations and also relates to how development is integrated into the natural and built environment . Paragraph 63 encourages design which raises the quality of the built environment in its setting.
- Section 12 of the NPPF relates to heritage assets. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation (para 128)
- Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (para 134).

5.0 PLANNING CONSIDERATIONS

The application site lies within the town settlement boundary where there is a general presumption in favour of development. The principle of an extension to the building is therefore considered acceptable subject to its detailed design and consideration of other factors.

The specific design policies of the CS also seek to promote local distinctiveness and positively contribute to the area as is similarly reflected in the NPPF which confirms that the Government attaches great importance to the design of the built environment. It furthermore states that good design is a key aspect of sustainable development; is indivisible from good planning; and should contribute positively to making places better for people. Developments should function well and establish a strong sense of place creating attractive and comfortable places to live, work and visit. Proposals should also optimise the potential of the site to accommodate development and respond to local character and history including local materials and the use of good architecture and appropriate landscaping. Developments should also create safe and accessible environments where crime and disorder and the fear of crime do not undermine quality of life or community cohesion.

The proposed extension is modest in terms of its overall size and scale and its form and design respects and reflects that of the host building. The proposed extension has been recessed back from the front elevation of both the original building and the adjacent side extension ensuring that it is secondary and subservient and allowing the host building to dominate. It also means that the relationship between the host building and the existing side extension is maintained. The use of good quality natural materials will also ensure that it is quickly assimilated into its surroundings. In this respect the proposal accords with CS policy DC1 and the guidance contained in the NPPF more generally.

Residential Amenity

The National Planning Policy Framework (Chapter 7) emphasises that good design is indivisible from good planning and should contribute positively to making places better for people. The NPPF also states that developments should function well and add to the overall quality of the area. Core Strategy policy DC1 requires that all development proposals should 'protect the amenity of the area, including residential amenity, in terms of satisfactory daylight, sunlight, outlook, privacy and soft landscaping.' The Council's Supplementary Planning Guidance 'Space About Dwellings' details standards that should be considered and met to ensure privacy for existing and proposed residents.

Due to its modest size and scale and intended use it is not considered that the proposed extension would result in any overlooking or loss of privacy issues and in this respect it is not considered that it would be prejudicial to the reasonable enjoyment of any of the surrounding residential dwellings or neighbouring land uses. In this respect the proposal is considered to be in accordance with policy DC1 of the Core Strategy and guidance contained in the NPPF.

Highways

Paragraph 32 of the NPPF states: Plans and decisions should take account of whether: the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure; safe and suitable access to the site can be achieved for all people and improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe is reflected in CS Policy T1 Development and Sustainable Transport.

The proposed development would not due to its positioning of the proposed extension in a recessed area at the front of the dwelling raise any highway safety issues. The existing vehicular access will be maintained and the proposed development would not result in the loss of any on site parking or manoeuvring facilities. There would therefore be no significant conflict with CS Policy T1 or guidance contained in the NPPF.

6.0 HERITAGE & SIGNIFICANCE STATEMENT

1) A description of the heritage asset, its history and its setting

5 Hugo Street was built in the late 19th century and sites in the south west section of the Leek Conservation Area in the suburban" area. Its architectural style is typical of the period and probably built for one of the silk mill managers to reflect their social standing and its detachment from the more densely built up areas around the towns wealth of mills.

In the Conservation Area Appraisal the streets in this area (Hugo Street, Hartington Street, Spencer Street, Dampier Street and Daintry Street) are described as "substantial houses set in tree lined streets" and "a different work" to the unbroken mill workers terraces of Alsop Street and King Street around Albion Mill further up the hill . Built for the "more affluent members of Leek's society in the late 19th or early 20th Centuries" these streets feature "substantial houses set in generous grounds". This suburban setting and the demonstrable use of "good quality

craftmanship and design" and the varying styles of houses, many with surviving original sash doors and windows ensure that this area remains one of Leek's most desirable places to live.

Conservation Areas are designated by Local Authorities under fulfilment of duties imposed by Section 69 of the Planning (Listed Buildings and Conservation Area) Act 1990. This defines Conservation Areas as:

> *'areas of special architectural or historic interest of the character and appearance of the of which it is desirable to preserve or enhance'*

Conservation Area status is a material consideration in the evaluation of planning applications. Section 72 of the 1990 Act requires local planning authorities to pay special attention to the desirability of achieving preservation or enhancement through their decision making. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 makes it a duty for the Local Planning Authority, in reaching its decision, to 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.

2) An assessment of significance

NPPF paragraph 131 says that, in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and (inter alia) putting them to viable uses consistent with their conservation. NPPF paragraph 132 says that, "great weight should be given to the asset's conservation" and that significance can be harmed or lost through alteration or destruction of the heritage asset or development within it setting. Paragraph 134 states that where a development would lead to "less than substantial harm to the significance of a designated heritage asset this harm should be weighed against the public benefit of the proposal including securing its optimal viable use".

Heritage 'significance' is defined in the NPPF as "The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

National Planning Practice Guidance (NPPG) states that "It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting." It goes on, "Works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. Public

benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

The application site occupies a prominent position on this tree lined street at its junction with Dampier Street and its architectural character exhibited by the consistent use of brick and stone detailing means that it contributes positively to the character and appearance of the Conservation Area. Its large grounds is typical of dwellings for this period and style and whilst the building does make a positive contribution to the historic character of the conservation area and street scene there is no reason why further extension could not be supported provided that this is done sensitively.

3) An explanation of the design concept for the proposed development.

The new development proposals have been carefully assessed to review the potential to minimise harmful heritage impacts that such development may have on the heritage significance of the area, the setting of the nearby listed buildings and the conservation area.

The proposed extension, which is required to provide enhanced facilities to serve the existing and established use of the building as a care home has been positioned in a recessed area at the front of the building. Its overall form and design including solid to void ratio and window detailing reflect that on the existing building and the use of good quality matching materials means that it will be in keeping with the character and appearance of the host building.

4) Describing the impact of the proposed development

The new development proposal has been carefully assessed to review the potential to minimise harmful heritage impacts that such development may have on the heritage significance of the area, the setting of the nearby listed buildings and the conservation area. A wide range of design options has been considered, which have resulted in the final design presented in the current proposal.

The proposed extension is modest in terms of its footprint and its overall size and scale and appears as a secondary and subservient addition to both the main host building and the existing two storey side extension. The use of good quality matching materials will ensure that it reflects and respects the character and appearance of the host building and that it will be quickly assimilated into its surroundings. As such it is not considered that the proposals would harm the character and appearance of the main building nor will it adversely harm the conservation area.

Neither will it adversely harm the setting of any nearby listed buildings or other key heritage assets.

7.0 CONCLUSION

The Government has a strong commitment to growth and provides a strong presumption in favour of development and is committed to increasing levels of growth. Paragraph 186 of the NPPF states that local planning authorities should approach decision-taking in a positive way to foster the delivery of sustainable development. It goes on to state in paragraph 187 that local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible.

In paragraph 131 of the NPPF it states that LPA's should take into account the desirability of sustaining and enhancing the significance of heritage assets and putting them to a viable uses consistent with their conservation.

The proposed extension is considered to be a sustainable form of development which is required in order to maintain and improve facilities at an existing and established care home. Furthermore, it is considered that the proposed extension is acceptable in terms of its size and scale and its overall form and design would respect and reflect the character and appearance of the host building. There would therefore be no detrimental impact on the host building or the wider street scene including the conservation area within which it is located. The proposed development would not raise any adverse amenity issues nor would it be prejudicial to neighbouring land uses or detrimental to highway safety. The application is therefore considered to accord with policies in the Development Plan and guidance contained within the National Planning Policy Framework.

8.0 DESIGN & ACCESS STATEMENT

USE

The application proposes a very modest two storey extension to a former dwellinghouse currently used as a care home.

AMOUNT

The proposal is for a two storey extension which would measure 2.6m x 3.480m thereby resulting in a 9.0 square metre footprint.

LAYOUT

The proposed extension would be located in a recessed area at the front of the existing side storey extension.

SCALE

The scale of the proposed extension is two storey with a ridge and eaves line which are both secondary and subservient to those of the main dwelling.

LANDSCAPING

The site already benefits from site planting and no additional landscaping is proposed as part of this application.

APPEARANCE

The proposed development will be in a traditional form and style that will compliment the host property and surrounding area.

ACCESS

No alterations to the existing access have been proposed as part of this application.