



TO: Planning Committee South

BY: Head of Development

DATE: 17 December 2019

DEVELOPMENT: Retention of metal cladding installed to eastern and northern elevations of main building together with roof of main building and southern and western elevations of detached car wash. Retention of 4x uPVC windows within eastern elevation of main building. Proposed removal of roller-shutter doors to 2x east facing bays and installation of replacement glazing together with additional metal cladding to reduce bay height. Proposed application of dark grey film to existing and proposed glazing within eastern elevation. Erection of freestanding hanging sign, 1.2m timber bin screen and provision of 4x planted containers within forecourt.

SITE: Setyres Ltd High Street Henfield West Sussex BN5 9DE

WARD: Henfield

APPLICATION: DC/19/1294

APPLICANT: **Name:** Mr J Sattin **Address:** Setyres, Setyres, High street. Henfield West Sussex Henfield, West Sussex BN5 9DE

REASON FOR INCLUSION ON THE AGENDA: More than eight persons in different households have made written representations raising material planning considerations that are inconsistent with the recommendation of the Head of Development.

RECOMMENDATION: To approve planning permission subject to conditions

1. THE PURPOSE OF THIS REPORT

To consider the planning application.

DESCRIPTION OF THE APPLICATION

- 1.1 Planning permission is sought for the remodelling of the garage building through the retention of external cladding and uPVC windows together with the proposed reduction in east-facing bays and the application of a dark grey film to existing and proposed glazing.
- 1.2 In addition to the proposed remodelling, permission is sought for the erection of a 1.2m timber bin screen, provision of planted containers and the installation of a freestanding timber sign within the garage forecourt.
- 1.3 Works to install external metal cladding and east-facing uPVC windows have already taken place, as such, these elements of the proposal are retrospective in nature. The application

seeks permission solely for operational development, as described above, and does not seek permission for any material change of use.

DESCRIPTION OF THE SITE

- 1.4 The application site occupies an area of approx.2190m² to the west of Henfield High Street encompassing a garage building and car wash with associated incidental curtilage. There is evidence of a filling station on the 1930s Ordnance Survey record for Henfield, with buildings predominantly established in their current format by the 1970 Ordnance Survey record. The detached car wash was provided in the early 1990s pursuant to application HF/133/89.
- 1.5 The garage building contains a retail unit, occupied by the Car Parts Alliance, and a car-repair workshop occupied by Setyres. The garage building is of a varied form and character, likely reflecting incremental additions/alterations to the structure since its original construction. The site as a whole possesses a utilitarian character, reflecting the commercial nature of retail, car wash and car repair activities undertaken within the site.
- 1.6 The site falls within the Henfield Conservation Area, opposite a series of Grade II and Grade II* Listed Buildings on the High Street. The site, furthermore, is a designated employment site, falls within a defined town/village centre boundary and within the primary retail frontage for Henfield.

2. INTRODUCTION

STATUTORY BACKGROUND

- 2.1 The Town and Country Planning Act 1990.

RELEVANT PLANNING POLICIES

The following Policies are considered to be relevant to the assessment of this application:

2.2 **National Planning Policy Framework**

2.3 **Horsham District Planning Framework (HDPF 2015)**

Policy 1 - Strategic Policy: Sustainable Development

Policy 2 - Strategic Policy: Strategic Development

Policy 3 - Strategic Policy: Development Hierarchy

Policy 7 - Strategic Policy: Economic Growth

Policy 9 - Employment Development

Policy 12 - Strategic Policy: Vitality and Viability of Existing Retail Centres

Policy 13 - Town Centre Uses

Policy 14 – Shop Fronts and Advertisements

Policy 24 - Strategic Policy: Environmental Protection

Policy 25 - Strategic Policy: The Natural Environment and Landscape Character

Policy 26 - Strategic Policy: Countryside Protection

Policy 31 - Green Infrastructure and Biodiversity

Policy 32 - Strategic Policy: The Quality of New Development

Policy 33 - Development Principles

Policy 34 - Cultural and Heritage Assets

Policy 35 - Strategic Policy: Climate Change

Policy 36 - Strategic Policy: Appropriate Energy Use

Policy 37 - Sustainable Construction

Policy 40 - Sustainable Transport

Policy 41 - Parking

Policy 42 - Strategic Policy: Inclusive Communities

2.4 **Henfield Neighbourhood Plan**

Henfield Parish Council formally submitted their draft Neighbourhood Plan 2017 - 2031 to Horsham District Council under Regulation 15 of the Neighbourhood Planning (General) 2012 (as amended) on 30 October 2019. In accordance with Regulation 16, Horsham District Council are running a consultation from Friday 8 November 2019 to 5pm on Friday 19 December 2019. The plan is currently of limited weight.

2.5 **Henfield Parish Design Statement**

2.6 **PLANNING HISTORY AND RELEVANT APPLICATIONS**

DC/15/1318	Redevelopment of site to provide new tyre, exhaust and MOT centre, 11 no. dwellings and 1 no. retail shop, served by two new accesses onto High Street (outline application)	Application Refused on 16.09.2015
HF/56/94	Installation of illuminated fascia and pole signs	Application Refused on 03.10.1994
HF/38/94	Forecourt alterations and new canopy	Application Refused on 20.07.1994
HF/85/91	Replacement windows & doors & rendering	Application Permitted on 19.02.1992
HF/133/89	Erection of car wash	Application Permitted on 09.11.1990
HF/98/86	Erection of 3 flag poles	Application Refused on 24.12.1986
HF/84/79	Pole sign	Application Refused on 14.02.1980
HF/83/79	Covered car display area	Application Refused on 21.02.1980
HF/8/79	Renewal hf/98/74 - petrol pumps	Application Permitted on 01.05.1979
HF/60/79	Re-develop forecourt	Application Permitted on 29.10.1979
HF/81/77	Extension to workshop	Application Permitted on 09.12.1977
HF/98/74	Renewal - 5 petrol pumps	Application Permitted on 12.02.1975
HF/56/70	Renewal of consent for 5 petrol pumps	Application Permitted on 18.09.1970

3. **OUTCOME OF CONSULTATIONS**

- 3.1 Where consultation responses have been summarised, it should be noted that Officers have had consideration of the full comments received, which are available to view on the public file at www.horsham.gov.uk

OUTSIDE AGENCIES

- 3.2 **WSCC – Highways:** No objection. The proposal would not have an unacceptable impact on highway safety or result in a 'severe' cumulative impact on the operation of the highway network and that there are no transport grounds to resist the proposal in line with paragraph 109 of the National Planning Policy Framework.
- 3.3 **Historic England:** No comment.

INTERNAL CONSULTATIONS

- 3.4 **HDC – Design and Conservation:** No objection. The garage is a utilitarian structure which neither reflects nor responds to the character of the Conservation Area and has a negative impact within the Conservation Area. On balance, the metal cladding and alterations and new windows on the east elevation are acceptable. The alterations have changed the appearance of the building, but this has resulted in a neater appearance compared to the tired and slightly dilapidated appearance it had previously. The alterations do not increase the harm caused by the building.

PARISH COUNCIL

- 3.5 **Henfield Parish Council:** No objection.

PUBLIC CONSULTATIONS

- 3.6 54 letters of representation from 38 different addresses were received in connection with the proposal. A public petition was additionally received in objection to the development with 28 signatures. The main grounds for objection can be summarised as:
- Conflict with Development Plan policy;
 - Use of materials not appropriate to Conservation Area or reflected in Conservation Area Appraisal and Management Plan (2018);
 - Inconsistent use of colours throughout site;
 - Harm to setting of Listed Buildings opposite and in vicinity of application site;
 - Proposed freestanding sign considered unnecessary and unduly prominent;
 - Proposed bin screens insufficient to obscure commercial bins and irrelevant within northern approaches to site;
 - Proposed planted containers considered inadequate;
 - Proposed planted containers would require permanent management;
 - Use of materials reflective of an industrial character not appropriate to the High Street and southern gateway to village;
 - Planted containers and freestanding sign would contribute to perception of clutter within the forecourt;
 - Detrimental impacts on vitality and viability of Henfield High Street resulting from unattractive state of application site;
 - Inaccuracies in accompanying Design and Access Statement in addition to plans detailing previous composition of building;
 - Works subject of this application fail to enhance the character of the Conservation Area;
 - Proposed alterations to roller-shutter doors would retain access to forecourt, influencing activities undertaken to front of building with resultant impacts on noise disturbance and traffic circulation;
 - Alleged changes of use within the application site;
 - Siting of bins and waste;
 - Parking and access arrangements;
 - Extent, design and colouring of signage;

- 3.6 1 representation of support was received, which can be summarised as:
- Enhanced and smartened appearance resulting from the installation of cladding.

4. HOW THE PROPOSED COURSE OF ACTION WILL PROMOTE HUMAN RIGHTS

- 4.1 Article 8 (Right to respect of a Private and Family Life) and Article 1 of the First Protocol (Protection of Property) of the Human Rights Act 1998 are relevant to this application, Consideration of Human rights forms part of the planning assessment below.

5. HOW THE PROPOSAL WILL HELP TO REDUCE CRIME AND DISORDER

- 5.1 It is not considered that the development would be likely to have any significant impact on crime and disorder.

6. PLANNING ASSESSMENTS

Character and appearance

- 6.1 Policies 32 and 33 of the HDPF require development to be of a high standard of design and layout. Development proposals must be locally distinctive in character and respect the character of their surroundings. Where relevant, the scale, massing and appearance of development will be required to relate sympathetically with its built-surroundings, landscape, open spaces and to consider any impact on the skyline and important views.
- 6.2 Policy 34 of the HDPF seeks to sustain and enhance the historic environment through the positive management of development affecting heritage assets. Development will be required to preserve and enhance the special character of heritage assets through appropriate siting, scale, form, design, materials and techniques. Development proposals must be designed to preserve a clear appreciation, and the legibility, of distinctive vernaculars, features and fabrics, whilst appropriate assessment should be undertaken to inform an understanding of the significance of the heritage asset.
- 6.3 The Setyres Garage is identified within the Henfield Conservation Area and Management Plan (2018) as a building that has a negative impact upon the quality of the Conservation Area, a view which is echoed by the response of the Council's Conservation Officer in relation to the current proposal. The building exhibits none of the vernacular of surrounding historic development and with little association in terms of colour and material palettes. Buildings within the site are set back a minimum of 8.1m from the publicly maintained highway, accommodating the forecourt of the former filling station, with a further parking/access area to the north of existing garaging. This arrangement represents an uncharacteristic break in the grain of semi-detached/terraced buildings to the north of the site and contrasts with primarily terraced development opposite the site on the High Street, where in both cases development mostly stands adjacent to the pavement; with some limited exceptions.
- 6.4 The nature of activity undertaken within the site further contrasts with surrounding development, characterised primarily by the utilitarian character of car-repair and car-wash businesses operating from the site, in contrast to more common prevalence of Class A1, A2, A3 and C3 uses in this section of the High Street.
- 6.5 It is considered that as a result of these factors the application site makes a limited contribution to the overall significance of the Conservation Area, and that the utilitarian character it possesses has limited impact on any public appreciation or understanding of

the significance of the Conservation Area or of Listed Building's opposite the site. On this basis, whilst the buildings found within the site possess little architectural quality, the remodelling of these structures as proposed under this application would be considered to result in little change to the already incongruous character, form and appearance of existing structures.

- 6.6 It is accepted that the introduction of a metal cladding does not reflect a traditional material palette, however, the use of such a material is considered appropriate in this instance. The introduction of a matt-grey metal cladding to the garage building and car wash has resulted in a more consistent and clean appearance that has positively impacted on the aesthetic quality of the site and would be deemed appropriate to the utilitarian character of existing buildings; a view which is shared by the Council's Conservation Officer.
- 6.7 It is recognised that the Conservation Area Management Plan (2018) encourages the use of traditional clay tile hanging or timber weatherboarding; such recommendations cannot though be regarded as prescriptive. As set out above, it is considered that the introduction of metal cladding has positively impacted on the appearance of the site and this element of the proposal has, as a minimum, preserved the character or appearance of the Conservation Area.
- 6.8 The alterations to fenestrations and east-facing roller shutter bays are not considered to result in any detrimental change in appearance to the garage building, and in respect of the reintroduction of glazing, would largely return the appearance of the façade to its composition prior to alterations being undertaken. It is not considered that such works are objectionable or would result in any detriment to the character or appearance of the building or its wider surroundings.
- 6.9 The proposal further seeks to introduce a freestanding dark-stained timber pole sign within the forecourt, in addition to a modest timber bin screen and planted containers adjacent to the pavement. The proposed timber pole sign would feature a hanging sign subject of the concurrent application for Advertisement Consent (DC/19/1211); the composition/design of the hanging sign itself is not subject of this application.
- 6.10 The pole sign would be sited centrally within the site, between the two highway accesses, with two planted containers positioned to either side. Although of a notable 4m height, the timber pole is traditionally formed and proposed to be finished in a dark staining with no internal or external illumination. It is considered that a pole sign does not represent an unexpected feature to a commercial garage, and further noted that there is evidence of a historic pole sign in association with the former filling station in a similar location to that proposed as per site visit photography attached to application HF/56/94.
- 6.11 The proposed pole sign is therefore considered of an appropriate design that would not detract from the prevailing character or appearance of the High Street, nor fail to preserve the significance of proximate heritage assets.
- 6.12 It is noted that representations have been received relating to the effectiveness of proposed bin screens and continued management of proposed planters. It is though considered that the inclusion of these elements provides some relief to the otherwise utilitarian character of the application site, providing a means of softening the frontage and better integrate with the wider surroundings.
- 6.13 Whilst it is accepted that the application site possesses a character and pattern of use that shares little association with its historic surroundings, this constitutes an established relationship which the alterations sought under this proposal would not exacerbate. It is, however, considered that the application of external cladding positively impacts upon the appearance of the main garage building. The proposal, would, therefore be deemed compliant with policies 32, 33 and 34 of the HDPF.

Impact on neighbouring amenity:

- 6.14 Policy 33 of the HDPF provides that development will be required to ensure a design that avoids unacceptable harm to the occupiers/users of nearby property and land with sufficient regard to the sensitivity of surrounding development.
- 6.15 The proposal does not entail the enlargement or addition to existing buildings and the nature of the proposed works would not have any greater material impact on neighbouring amenity than results from the current arrangement.
- 6.16 It is recognised that several representations refer to a change of activities within the forecourt, and the potential influence of the proposal in promoting a more intensive use of the forecourt through the provision of a sliding entrance within the primary façade connecting to a store/retail/reception area. The forecourt forms part of the established curtilage of the garage as a single planning unit, however, with any activities undertaken clearly incidental to the use of the site for garaging and retail purposes. No change of use is sought by this proposal, and there are no apparent pre-existing conditions restricting the specific activities which can be undertaken within the forecourt. The introduction of a sliding door between store/retail areas in the primary façade and forecourt may well promote a more intensive use of the forecourt area, however, this this would be within the remit of the lawful use of the site and subject to the existing daytime operating hours of the business. It would not be considered, therefore, that potential disturbance arising from a possible greater use of the forecourt area could be objectionable on planning grounds nor exceed a threshold of unacceptable harm warranting a reasonable refusal of planning permission.

Parking, Highway Safety and Operation:

- 6.17 Policy 40 of the HDPF states that transport access and ease of movement is a key factor in the performance of the local economy. The need for sustainable transport and safe access is vital to improve development across the district.
- 6.18 Policy 41 of the HDPF stipulates that development must provide adequate parking and facilities to meet the needs of anticipated users, with consideration given to the needs of cycle parking, motorcycle parking and electric/low emission vehicles. Development which involves the loss of existing parking spaces will only be allowed if suitable alternative provision has been secured elsewhere or the need for development overrides the loss of parking and where necessary measures are in place to mitigate against the impact.
- 6.19 The proposal entails no alteration to existing highway accesses or parking arrangements within the application site. Whilst it is recognised that representations have been received that raise concerns as to highway operation and safety in vicinity of the application site, these primarily concern activities undertaken within the site and pertain to alleged changes of use that are not subject of this application.
- 6.20 As considered by the Local Highways Authority, proposed signage and containers are positioned so as not to influence access or visibility. Physical changes to the garage building, and the provision of a non-illuminated sign, constitute works that would not materially influence highway safety, operation or parking provision. It is, consequently, considered that policies 40 and 41 of the HDPF would be satisfied in this instance and that there is no evidence that the operational development subject of this application would exacerbate highway safety or operation.

Conclusion

- 6.21 It is considered that the proposal would, having regard to the nature of the site and its relationship with surrounding development, preserve the character and appearance of the site and surrounding heritage assets. The nature of the proposal does not raise any concerns in respect of its impact on neighbouring amenity or highway safety. The proposal is considered acceptable in respect of all other material considerations.

7. RECOMMENDATIONS

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

1. A list of the approved plans

Background Papers: DC/19/1294
DC/19/1211