

Highmead, Lower Tockington Road,
South Gloucestershire, BS32 4LF
Appeal Heritage Statement

October 2022



Highmead, Lower Tockington Road Appeal Heritage Statement

Client	Ben Rudrum
Project Number	A2557
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Reviewed By	Nick Bishop

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1. INTRODUCTION

- 1.1.1 Avalon Planning & Heritage have been instructed by Mr Ben Rudrum to produce this Appeal Heritage Statement in response to the refusal of an outline planning application (ref: P22/01384/O) to erect a new dwelling with detached garage and a garage ancillary to Highmead in the land to the rear of Highmead, Lower Tockington Road.
- 1.1.2 Highmead is a detached residential dwelling with large rear garden located within the Tockington Conservation Area.
- 1.1.3 This statement comprises the following sections:
- Section 2 provides a description of the site and surroundings
 - Section 3 Provides an overview of relevant national and local policy
 - Section 4 describes the site's history and significance and the surrounding Conservation Area.
 - Section 5 provides a description of the proposal
 - Section 6 explores relevant planning precedents and looks at the impact of the proposal on the Conservation Area which explains why the appeal should be allowed, having regard to the reasons of refusal and the applicable statutory and policy considerations.
 - Section 7 provides conclusions

1.2 Limitations

- 1.2.1 This report has been prepared under instruction and solely for the use of Mr Ben Rudrum, and any associated parties they elect to share this information with.
- 1.2.2 Measurements and distances in this report are approximations only and should not be used for detailed design purposes.
- 1.2.3 All work undertaken is based upon any relevant legislation, standards and guidance at the time of writing and on the professional judgment of Avalon Planning & Heritage. Avalon Planning & Heritage cannot be held responsible for implications arising from potential future changes in any of these areas.

1.2.4 This report relies on information obtained from third party sources. Avalon Planning & Heritage takes no responsibility for the accuracy of such information.

2. SITE LOCATION AND DESCRIPTION

- 2.1.1 Highmead is located to the south of Tockington Village centre, on the east side of Lower Tockington Road. Highmead is a large detached dwelling house located on the East Side of Lower Tockington Road.
- 2.1.2 Highmead is a painted and rendered building with two full height square bays with hanging tile sections and pitched gables. The symmetrical frontage includes a covered entrance and central window with brick quoin details. It has been substantially extended with side and rear extensions.
- 2.1.3 The house is set back from the road by a front garden/parking area and is bounded by a rubble stone wall.
- 2.1.4 To the rear is a very large garden which is accessed via a gravelled driveway to the north of Highmead from Lower Tockington Road. The garden is mainly laid to lawn and bounded by dense trees and shrubs to the south and east and a rubble stone wall with trees and hedging to the north.



Figure 1.1 Google Earth Image of the application site (outlined in red)



Figure 1.2 Bing OS Map of site location

3. POLICY REVIEW

3.1 National Policy

- 3.1.1 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Local Authority to pay special attention to the desirability of preserving (i.e., not harming) or enhancing the character or appearance of Conservation Areas.
- 3.1.2 This requirement is maintained at section 16 of the NPPF which addresses the conservation and enhancement of the historic environment. Conservation Areas are defined as 'designated heritage assets' (NPPF glossary), and paragraph 194 requires that great weight be given to their conservation. Proposals that preserve elements of setting that make a positive contribution to an asset or better reveal its significance should be treated favourably (paragraph 206) and loss of elements which contribute positively should be treated as harmful.
- 3.1.3 Relevant local planning policy is contained in the **South Gloucestershire Local Plan Core Strategy 2006 – 2027 (adopted 2013)**.
- Policy CS1: High Quality Design
Development proposals will be required to demonstrate that existing heritage values are safeguarded and enhanced through incorporation and that their design is respectful of the local character and context.
 - Policy CS9: Managing the Environment and Heritage
New developments will be expected to (1) ensure that heritage assets are conserved, respected and enhanced in a manner appropriate to their significance.
- 3.1.4 Further policies are also given in the accompanying **South Gloucestershire Local Plan Policies, Sites and Places Plan (adopted 2017)**.
- Policy PSP17 – Heritage Assets and the Historic Environment

Conserving and Enhancing: Development proposals should serve to protect, and where appropriate, enhance or better reveal the significance of heritage assets and their settings. They should be conserved in a manner that is appropriate to their significance.

Listed Buildings: Alterations, extensions or changes of use to listed buildings, or development within their setting, will be expected to preserve and, where appropriate, enhance those elements which contribute to their special architectural or historic interest, including their settings. Where development proposals affect listed buildings whose architectural or heritage significance has been degraded or eroded, the Council may seek the implementation of measures and/or management plans to secure the restoration of the heritage assets and/or their setting or contributions towards such works.

Conservation Areas: Development within or affecting the setting of a conservation area will be expected to:

- preserve or, where appropriate, enhance those elements which contribute to their special character or appearance; and
- pay particular attention to opportunities to enhance negative parts of conservation areas and to draw on local character and distinctiveness.

Understanding the Heritage Asset and the Impact of Development: Development proposals involving or affecting heritage assets should demonstrate:

- the significance of the heritage asset(s) affected;
- the impact of the proposal on the significance of the heritage asset(s) and their setting(s); and
- how the development will protect, enhance or better reveal the significance of the heritage asset(s) and their setting(s).

The level of detail should be proportionate to the significance of the heritage asset(s) affected and the nature of the works.

Assessment of development which affects the conservation or enhancement of a heritage asset: The conservation of South Gloucestershire's heritage assets is a priority for the Council and, as a consequence, where development would

result in harm to the significance of a heritage asset or its setting, planning permission will only be granted when it can be clearly demonstrated that all of the following can be met:

- the proposal results in public benefits that outweigh the harm to the heritage asset, considering the balance between the significance of the asset affected, the degree of harm and the public benefits achieved;
- there is no other means of delivering similar public benefits through development of an alternative site;
- the harm to the heritage asset is minimised and mitigated through the form and design of the development and the provision of heritage enhancements; and
- the heritage asset will be properly recorded to professionally accepted standards.

3.1.5 This statement has also taken into account South Gloucestershire's Technical Advice Notes on Heritage Statements (2018) and Understanding heritage Assets (2016)

4. HISTORY AND DEVELOPMENT OF THE SITE

- 4.1.1 Tockington is a small Village to the north west of Bristol which developed from agricultural origins to a popular commuter village.
- 4.1.2 Recorded in the Domesday Survey as a substantial Village of 43 households and in the direct possession of King William in 1086, its proximity to Bristol no doubt contributed to its development and fortunes. The Enclosure of the open field system, which culminated in the Inclosures Act of 1836 likely had a significant impact on the field systems surrounding the village and would have seen the older medieval field systems re-ordered.
- 4.1.3 The earliest historic mapping is the 1840s tithe apportionment map (fig 4.1), which shows The Site formed part of a larger area (plot 319) which is described as House and Orchard occupied by Thomas Boulton and owned by William Danvers Ward Esq. Thomas is recorded in the 1841 census as a Farmer (36), living alone, he also leased three other plots in the area recorded as Leaze (likely meadow or pasture) in the Tithe Apportionment.
- 4.1.4 The area immediately bounding the road and marked as plot 306a was recorded as allotments associated with the house and plot 306 (The Grove) to the south, in separate occupation.



Figure 4.1: The 1840s Tithe Map shows The Site once formed part of a larger plot (319) The Genealogist - <https://www.thegenealogist.co.uk/>

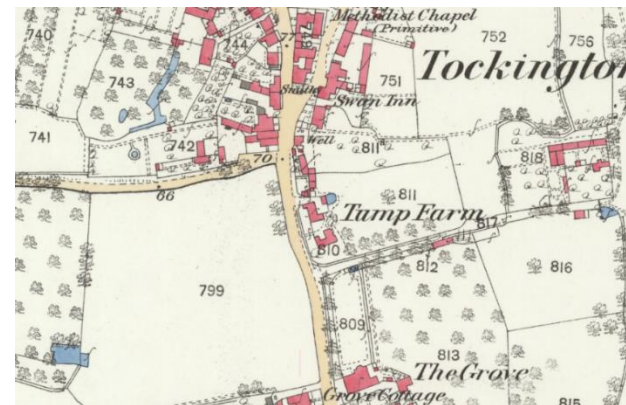


Figure 4.2: The 1881 OS Map shows The Site formed part of Tump Farm. Know Your Place - <https://maps.bristol.gov.uk/kyp/?edition=southglos#>

- 4.1.5 Plot 319 likely included both buildings shown and the description suggests only one of these was a dwelling, the other (most likely the one where Highmead is located) may have been a barn or store of some kind, which was later adapted or rebuilt as a dwelling.
- 4.1.6 The 1881 OS Map (Fig 4.2) identifies the plot as Tump Farm and included what is now Hollytree Cottage to the north, Highmead and The Knoll, which is believed to be the original farmhouse. Only a single line of trees to the south of the plot is shown along with a lone central specimen, which indicates the site was no longer Orchard. The pond to the east of Highmead suggests grazing of livestock may have been the primary use. Both buildings on site appear to have been extended and a row of 3 cottages has appeared to the north (two of these now form Hollytree Cottage)

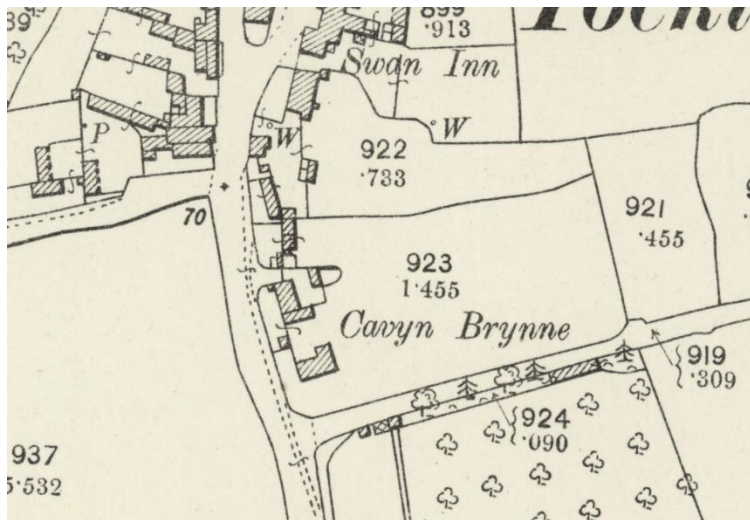


Figure 4.3: The 1902 OS Map shows site still as one, now called Cavyn Brynne. National Library of Scotland - <https://maps.nls.uk/view/109728925>

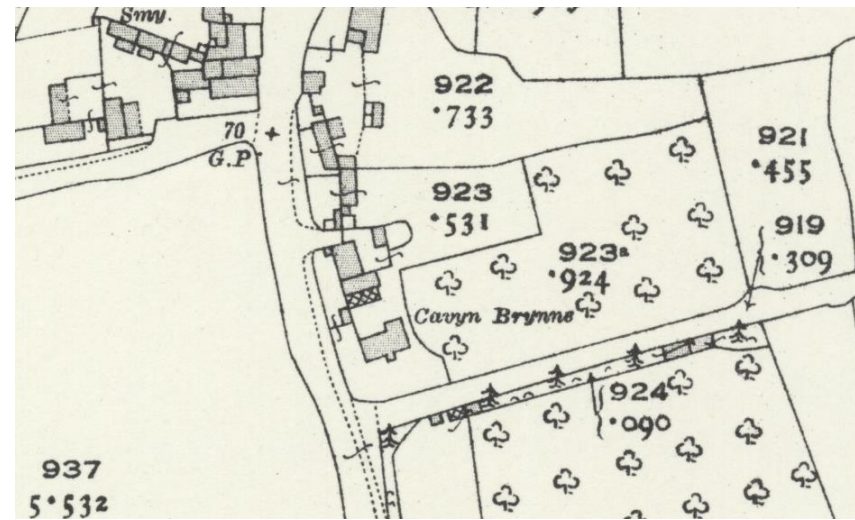


Figure 4.4: The 1921 OS Map shows some internal division of the plot and the reinstatement of orchard. National Library of Scotland - <https://maps.nls.uk/view/109728928>

- 4.1.7 The 1902 OS Map (Fig 4.3) shows little change to the buildings or layout. Again, no trees are indicated which denotes that it was not in use as an orchard at this point – other areas are marked as such, such as plot 924 to the south. In 1910 The Knoll was occupied by William Stoneham noted as a Fishmonger on the 1911 Census, who also had a house in Clifton, Bristol. An article in the Bristol Times and Mirror from 15th May 1909 records the sale of several houses and pieces of land to Mr Stoneham in Tockington. While none of the descriptions appear to match that of Cavyn Brynne, it's possible he purchased the property at a similar time and likely owned all three properties and land.
- 4.1.8 The 1921 OS Map (Fig 4.4) shows the plot had been divided and part of it reinstated as orchard. Highmead had been extended with a conservatory to the south and the cottages to the north appear to have been amalgamated into one. William Stoneham of The Knoll died in 1930 aged 79, and it may be at this point that the three properties were formally divided up and sold off separately, as the 1953 aerial photography shows the further division of the land to form private gardens between Highmead and The Knoll.

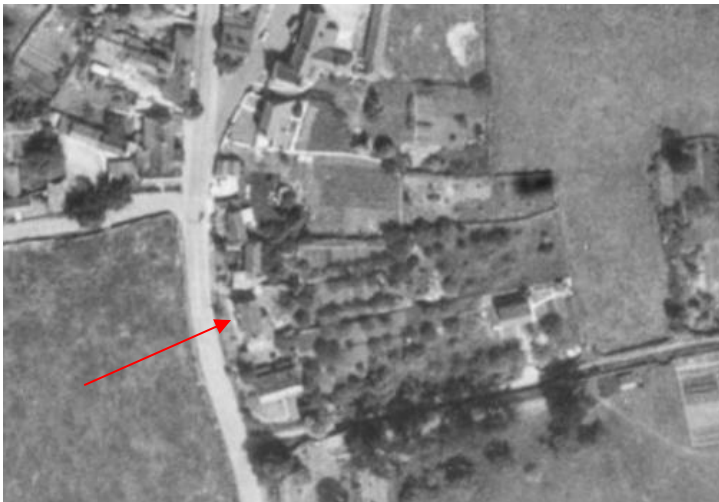


Figure 4.5: Aerial Photography from 1953 shows the plot had been further divided to provide private gardens. Highmead is marked with the red arrow. RAF/58/1136

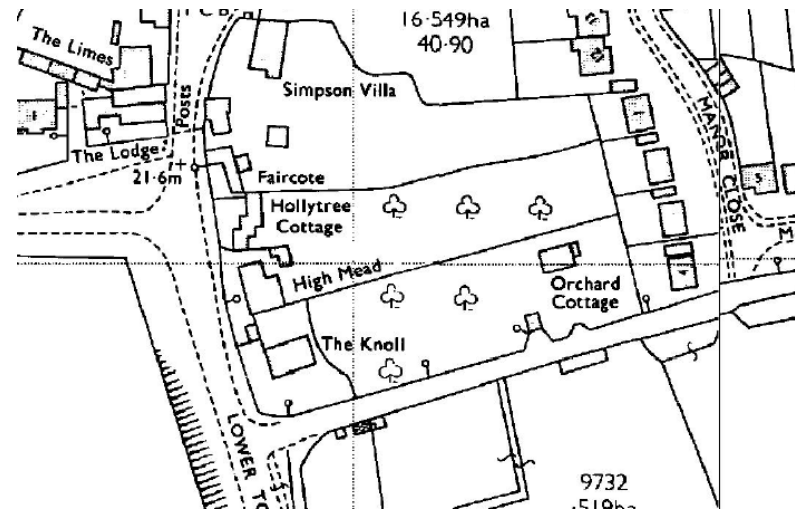


Figure 4.6: The 1970-71 OS Map shows the plot division much as it is today and the new development of Manor Close to the east. (ProMap)

- 4.1.9 By 1953, the garden to The Knoll had been further divided and a new dwelling built to the east - Orchard Cottage.
- 4.1.10 The new development Manor Park, which peers over the treeline to the east of The Site was built by 1970.
- 4.1.11 Highmead was altered and extended in 2015, at which point an existing outbuilding was demolished.

4.2 Significance

- 4.1.1 The NPPF glossary defines significance as 'the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic, or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.' The setting is the surroundings in which an asset is experienced.
- 4.1.2 Historic England's Conservation Principles (2008), which pre-dated the NPPF, provides a slightly different set of heritage values:

Evidential value: the potential of a place to yield evidence about past human activity.

Historical value: the ways in which past people, events and aspects of life can be connected through a place to the present - it tends to be illustrative or associative

Aesthetic value: the ways in which people draw sensory and intellectual stimulation from a place

Communal value: the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory.

4.3 Tockington Conservation Area

- 4.3.1 The Tockington Conservation Area Appraisal briefly sets out the setting and character of the Conservation Area, but makes no specific assessment of significance.
- 4.3.2 The Conservation Area's significance derives predominantly from the historic core around Tockington Green and historic 'T' shaped pattern of development. The houses flanking the Green are closely grouped and feature a mix of attractive stone vernacular cottages and houses with several larger detached polite houses along the northern side. The density of houses reduces as you move further away from the Green, the lane to the south of the Knoll marking a distinction between the main

core of the Village and the much more sparse dwellings at the very southern end of the Conservation Area. The agricultural roots of the village are evident in the surrounding open country side and verdant feel.

- 4.3.3 Modern development has encroached upon the historic agricultural character of the Village with a significant development to the east and further housing along Hardy's Lane. Despite its close proximity to Bristol, new development has been fairly modest and the Village retains a wealth of traditional character. Despite this, there are only a handful of listed and locally listed buildings identified scattered throughout the Conservation Area. Although it should be noted, none are in close proximity to The Site.
- 4.3.1 Highmead, Hollytree Cottage and The Knoll are not identified as a Key Buildings of Interest or even mentioned in the Conservation Area Appraisal and although they uphold the traditional character of the village do not represent any particular architectural merit within the Conservation Area. The open space to the rear offers a modest contribution to the characteristic settlement morphology of smallholdings and orchards, but the arrangement has changed over the course of the 19th and 20th centuries being subdivided and encroached upon by the modern development to the east. It is clear the garden area does not represent an early medieval layout and has undergone extensive change in the 19th and 20th centuries
- 4.3.2 The majority of the village cottages were owned by wealthy landowners who rented them to the villagers, most of who had professions associated with Agriculture. This is important in understanding the social and economic development of the village.

5. DESCRIPTION OF THE PROPOSAL

- 5.1.1 The proposal is an outline application for a single detached dwelling and associated garage to the rear of Highmead and a separate garage ancillary to the existing dwelling (Highmead). The Site is within the Tockington Development boundary.
- 5.1.2 This proposal follows a previous application (P19/11300/F) which was refused for 2 detached dwellings and associated garages and sought to address the reasons for refusal.
- 5.1.3 The new dwelling has been positioned well back in the plot in line with Orchard Cottage with the outbuildings nearby (see fig 5.1)
- 5.1.4 As an outline application, appearance and landscaping are reserved for future determination, however an indicative drawing and landscaping plan has been submitted to provide an idea of the intended approach.
- 5.1.5 The scale and massing of the building has been designed to reflect those immediately around The Site and would be of a character which reflects the local vernacular and would reinforce local distinctiveness.

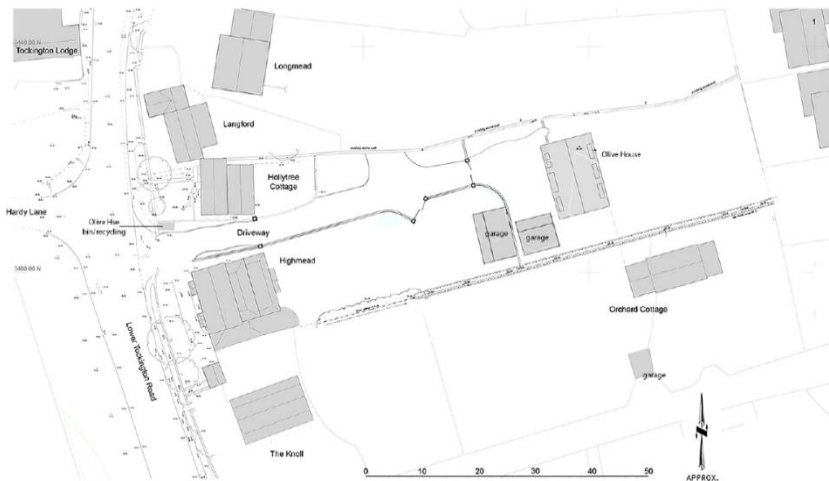


Figure 5.1: Proposed Site Plan



Figure 5.2: Indicative design approach - agrarian

6. ASSESSMENT OF IMPACT ON THE CONSERVATION AREA & STATEMENT OF CASE

6.1 Officer Report and response

6.1.1 The Decision Notice for the refusal of application P22/01384/O sets out 3 reasons why the application was refused. Item 3 deals with the Heritage Impacts:

3. The site is within the Tockington Conservation Area, the character and appearance of which it is desirable to preserve or enhance. It is considered that the proposal, by virtue of its siting and scale, would fail to have proper regard to the distinctive character and appearance of the site and the Tockington Conservation Area, Furthermore, it is considered that the proposal fails to respect the form and pattern of the historic settlement, and results in a loss of green open space. Less than substantial harm has been identified to a designated heritage asset and there is not considered to be any public benefit to the proposal that outweighs this. It is considered that this would cause harm to the character and appearance of the Conservation Area contrary to section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990; as well as Policy CS1 and CS9 of the South Gloucestershire Local Plan: Core Strategy (Adopted December 2013); Policy PSP17 of the South Gloucestershire Local Plan: Policies, Sites and Places Plan (Adopted November 2017); and the provisions of the National Planning Policy Framework.

6.1.2 The Delegated Report (DR) expands on the Decision Notice, concluding that the proposal results in less than substantial harm, towards the lower end of the spectrum, which is not outweighed by any public benefits.

6.1.3 The delegated report sets out their reasons for refusal. These are summarised as:

- The development would be contrary to the historic pattern of development, citing the 'T' form of the Village as a strong and important characteristic of the village along with the rural setting and pockets of green, open space.
- The proposal would reduce the green and open character of the site – which it cites contributes to the green and tranquil setting of the public footpath to the south of The Knoll.
- The proposal represents a significant overdevelopment of the site in a historic context which would be detrimental to the character and appearance of the conservation area.

- The ancillary garage to Highmead would be isolated from its host and within a green and open area of the garden – again they site it as a contributor to the open, green and tranquil setting of the footpath south of The Knoll.
- The siting and scale would not preserve or enhance the character or appearance of Tockington Conservation Area

6.1.4 The following assessment will address each of these point in turn and demonstrate how the proposal meets the requirements of the policies laid out in Section 3.

6.1.5 The Site lies to the south of the Historic Village Core and within the Conservation Area boundary. The closest Listed Buildings are the Swan Inn to the north and The Grove to the south, both are sufficiently visually disparate as to not be affected by the proposal. There are also no identified locally listed buildings in close proximity, the impact of the proposal is therefore only concerned with the Conservation Area.

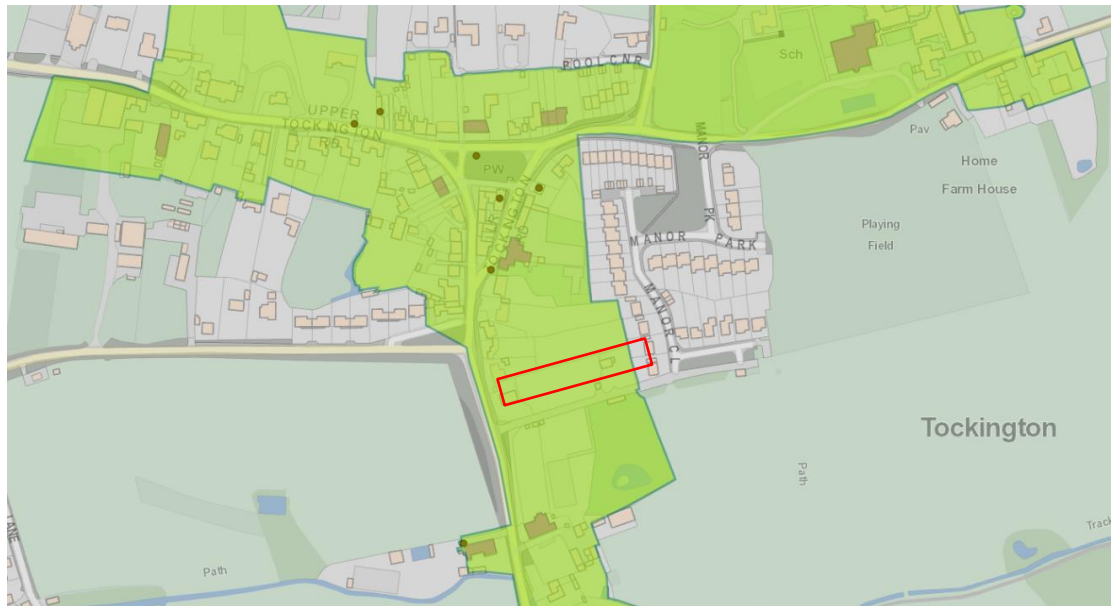


Figure 6.1: Tockington Conservation Area outlined in green, listed buildings highlighted in pink and locally listed buildings marked with brown dots. (Know Your Place - <https://maps.bristol.gov.uk/kyp/?edition=southglos#>)

Historic Development Pattern

- 6.1.6 The original historic plot has been significantly altered over the 19th and 20th centuries, the plot has been subdivided to form private gardens for several properties including The Orchard, built in the 1950s and significantly extended in the last few years. The open fields to the east of the Site were developed in the 1960s/70s as the village expanded and the character of the plot is significantly changed from its original rural feel.
- 6.1.7 The current proposal preserves the important characteristics of the Conservation Area including the spaces between the buildings and the primacy of the building line facing the roads. While Manor Park and The Orchard represent a more modern pattern of development, it is consistent with the natural growth of a village over time, necessary to ensure it continues to prosper. The proposal represents a single additional dwelling to this already largely urban setting, upholding the characteristics of detached buildings in spacious plots which is found in this particular area.
- 6.1.8 There are more recent example of new development in Tockington which have pushed the typography of the historic building grain, such as the recently approved new dwelling to the rear of Tockington House (P21/02766/F). While this lies outside the Conservation Area, it is immediately adjacent to it and represents a very similar scenario where the proposed building is behind the main line of development fronting the street, in the large rear plot of an established house. It is an area which is much less enclosed by other development than The Site and backs on to the open countryside. Glimpses of the property from the road and from the public footpath would be possible yet there was no objection by South Somerset raised that the proposal would have any harmful impact on the Conservation Area, however the level of impact is directly comparable.
- 6.1.9 The area to the rear of properties on the south side of Upper Tockington Road has also undergone significant change and the long rear plots have been developed including Stoneleigh Down (P98/2183) which was approved in 1998 and Applefields (behind Close House) in 1985 (P85/2334). While these pre-date current planning policy, they are after the designation of the Conservation Area (1975) and they demonstrate the continued development of the village and evolution of these secondary lines of development behind the line of buildings fronting the roads.

6.1.10 These secondary lines of development are characteristic throughout the village and have meant the more modern development is positioned behind the historic street-scene which preserves the appearance of the Conservation Area and maintains the rural feel by avoiding the sprawling extension of the village along the 'T' shape. The proposal would continue this tradition and is not uncharacteristic for the village.



Figure 6.2: Secondary building lines are found to the rear areas of many of the buildings fronting the main roads through Tockington, many can be glimpsed from the public realm



Figure 6.3: There are many examples of development to the rear of the principle development line, as demonstrated here in blue. The purple area shows the site of the recent approval P21/02766/FUL

Reduction of the green, open space

6.1.11 The current rear garden to Highmead is a part of what was once a larger field, it has been divided as the properties became separate dwellings to form private gardens. This has resulted in a very long and narrow garden, which is bounded by the modern development at Manor Park. It is also closely bounded by neighbouring properties and gardens and does not

represent a significant open space that contributes towards the Conservation Area, being largely enclosed on all sides. The Impact of the development on the Conservation Area would be limited to glimpsed views between Highmead and Hollytree Cottage, where the significant set back would largely preserve the sense of space behind these properties.

- 6.1.12 Currently these glimpsed views of The Site between Highmead and Hollymead Cottage culminate in a dense barrier of leylandi type screening, which would not have been a type of planting common historically, above which can clearly be seen the modern forms of the 1970s housing estate. The proposal offers an opportunity to redefine these glimpsed views with something much more attractive and sympathetic to the character of the Conservation Area.
- 6.1.13 More oblique views between Highmead and Hollytree Cottage terminate in The Orchard, the recent extension has increased the prominence of this building. This results in a more urban than rural feel to the rear of Highmead. It should be noted the space between the properties fronting the road is an important characteristic of this less dense area of development, this would be preserved by the new development. The addition of a single similarly proportioned building that is set far back in the plot would maintain this feel and preserve a sense of space and openness when experienced from the road. It will also break up the uniformity of the Manor Close development when experienced from the Conservation Area and add an extra dimension within the perspective view which more closely follows the more irregular spacing and orientation characteristic of the conservation area.
- 6.1.14 While a large area of the garden to Highmead would be retained, preserving the sense of space and openness behind the primary building line, it would create a more manageable garden for both properties which would encourage ongoing maintenance which will add to the charm and well cared for feel of the village.
- 6.1.15 While it is true that in some cases open space is worthy of retention and contributes to the character of the conservation area, in this instance where there is limited intervisibility between public areas and the enclosed plot, this contribution is relatively low. The more important space between Highmead and Hollytree cottage which does contribute to this feel and the character of the streetscene is preserved and offers an opportunity to improve the culminating view between the buildings. Furthermore, the positioning of the building to match the edge of Orchard Cottage would retain a very generous open space to the rear of Highmead, which would preserve the spacious character of the site.



Figure 6.4: View towards The Site from Hardy Lane. The Site can be glimpsed between Highmead and Hollytree Cottage



Figure 6.5: The view between the buildings currently terminates in an uncharacteristic Leylandi type hedge and the formulaic rooflines of the modern development at Manor Park



Figure 6.6: View from rear of Highmead. Orchard Cottage can be seen to the far right, the proposal would have a similar building line which would be a significant distance from Highmead, preserving the sense of space

6.1.16 It should be noted the delegated report appears to indicate the importance of the open space is in relation to the experience of the Conservation Area from the public footpath/track to the south of The Knoll, however the site has little discernible impact on this path. The path is sunken from years of use, which, along with the sloping topography of the area, sets its level lower than The Knoll and The Orchard. This coupled with the tall boundary wall which runs alongside the track means that the site is not visible for pedestrians using the path.

6.1.17 There is also dense planting between The Knoll/The Orchard and The Site and several mature trees, which means even users on horseback would have little visible interplay with the site and would only afford occasional glimpses of the roofline between the foliage. Again given the close proximity of other buildings including those on Manor Park, a single additional roofline would not have an adverse impact on the way this area is experienced as it is clear the area is of a more urban feel. The proposed building is well spaced maintaining the sense of openness and space between buildings and would not represent an overly dense cluster of development when glimpsed from occasional vantage points and would be typical of the low density housing in this area.



Figure 6.7: View up the footpath/track to the south of The Knoll, whose driveway can be seen to the left



Figure 6.8: The view towards the site from the west end of the track, which is behind the hedge to middle left, it is well screened from this viewpoint



Figure 6.9: Looking towards the Site from the middle of the track. The Orchard can be seen to the right. The height of the wall and mature planting would largely screen the building, allowing a glimpse of the roofline behind The Orchard

Overdevelopment of The Site

- 6.1.18 The existing garden is disproportionately large compared to most other properties in the village and has ample space to accommodate an additional dwelling while retaining the sense of openness and leafy character in this area. The plot is of a sufficient size to be able to accommodate a building of this size while maintaining generous distances between the surrounding buildings.
- 6.1.19 The proposal represents a single dwelling, set within a generous plot and ensuring Highmead also retains a very generous garden, which could not be said to be a significant increase in the density of buildings in this area.

Siting and Scale

- 6.1.20 As previously mentioned the size and massing of the building has been informed by the buildings immediately adjacent and is of a similar scale to Highmead, The Knoll and The Orchard.

- 6.1.21 There is potential for a well resolved design to integrate well in this context and provide an attractive and sensitive addition to the Conservation Area which would at the very least preserve the Conservation Area.
- 6.1.22 Although the proposal is for outline permission only, the suggested scheme provided has opted for a barn conversion aesthetic to compliment the rural roots of Tockington and the sites former use as a farm. The proposed barn conversion aesthetic would provide an attractive and sympathetic form which would respect the villages' agricultural roots.
- 6.1.23 As previously mentioned the proposed building will be set well back in the plot along the same building line as The Orchard, which establishes a secondary building line, which are found consistently through the Conservation Area (see fig 6.3). These secondary development lines have ensured the primacy of the more traditional buildings fronting the main roads through the village, remain prominent. The Site represent a fairly discreet and low impact place to contain new development which has very little visual impact on the Conservation Area.
- 6.1.24 The extant trees and additional planting will reinforce the green and leafy feel and provide additional screening between the neighbouring properties and from the Conservation Area.
- 6.1.25 The driveway to the north of Highmead is already extant and an extension will have a negligible impact on the CA.
- Garage isolated and in open area
- 6.1.26 The ancillary garage to Highmead, located to the rear of the property would not be uncharacteristic and there are many examples of buildings to the rear of their host dwellings where garages have been added.
- 6.1.27 It would also have the benefit of ensuring cars are parked to the rear of the property rather than to the front, where they add modern clutter to the Conservation Area.
- 6.1.28 The garage would be mostly screened by Highmead, ensuring there is little visual impact on the Conservation Area.



Figure 6.10: Garage to the rear of Close House on Upper Tockington Road

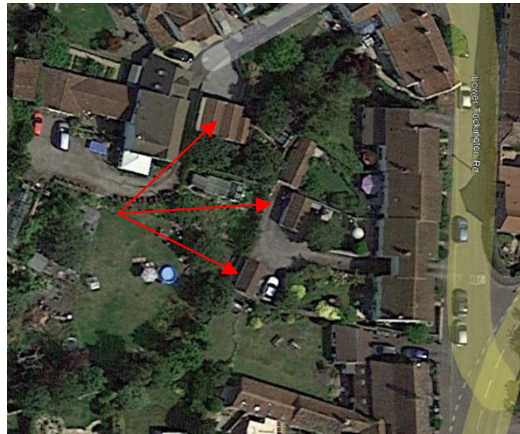


Figure 6.11: Garages to the rear of properties fronting Lower Tockington Road

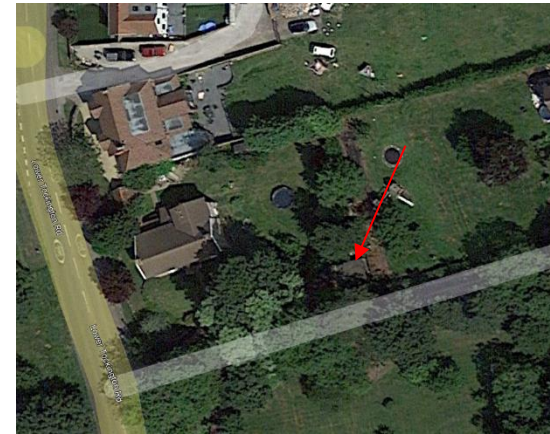


Figure 6.12: Garage to The Knoll is also placed back within the plot in an 'open' area of the garden

Assessment of Harm

- 6.1.29 Our assessment concludes the proposal will have a neutral impact on the Conservation Area. The proposal represents a single new dwelling to the rear area of Highmead. The scale has been dictated by the surrounding dwellings and its position, set well back in the plot preserves the open feel behind Highmead, which is only glimpsed from the road. The design has the potential to add to a sense of local distinctiveness and contribute to the character of the village and would therefore preserve the significance of the Conservation Area.
- 6.1.30 We would also add the delegated report did not consider there to be any public benefits to the proposal, however the provision of a new open market house would contribute to the Housing Supply and the construction of the property would have a modest economic benefit by supporting local trades. The intention to repair the front boundary wall and improve the driveway as part of the project along with considered planting and replacing fencing with stone walling would also have a modest enhancing impact on the appearance of The Site from the public realm, which would also constitute a public benefit.

- 6.1.31 It should also be reiterated that there is no requirement for new development to 'enhance' the conservation area, merely to preserve it as set out in Section 72 of the Planning (Listed Buildings and Areas) Act 1990 states that '...special attention shall be paid to the desirability of *preserving* or *enhancing* the character or appearance...' of a conservation area. Relevant case law sets out that: '*Neither 'preserving' nor 'enhancing' is used in any meaning other than its ordinary English meaning. The court is not here concerned with enhancement, but the ordinary meaning of 'preserve' as a transitive verb is 'to keep safe from harm or injury; to keep in safety, save, take care of, guard': Oxford English Dictionary, 2nd ed. (1989), vol. XII, p. 404. In my judgment character or appearance can be said to be preserved where they are not harmed.....The statutorily desirable object of preserving the character or appearance of an area is achieved either by a positive contribution to preservation or by development which leaves character or appearance unharmed, that is to say, preserved.*¹'
- 6.1.32 A new building within a Conservation Area does not automatically constitute harm, and a well-designed building which respects the local character can both preserve and enhance. The proposal constitutes a single new dwelling in a developed area of the conservation area, surrounded on all sides by development, its positioning and scale respect the local grain of development and surrounding scale of properties and the design will be resolved to reinforce local distinctiveness.

6.2 Comments and response

- 6.2.1 A number of comments were received in response to the application, these refer to a number of issues, however this statement is concerned only with Heritage issues and these are summarised below.
- 6.2.2 Olveston Parish Council raised no objection to the scheme (Minutes 15th March 2022).
- 6.2.3 There were 12 comments received from Neighbours and Members of the Public. A summary of the issues they raised (with regards to heritage matters) include:
- Would result in a loss of green space
 - Change the distinctive character and appearance of the site

¹ South Lakeland District Council v Secretary of State for the Environment and another [1992] 1 ALL ER 573

- Fails to respect the form and pattern of the historic settlement
- Unwanted development of a much cherished historic Orchard Site, that contributes a huge amount towards the open and natural feel of the CA. Fails to preserve the character and appearance of the CA
- Loss of Historic Orchard
- Development fails to respect the strong sense of historical, architectural and environmental character.
- Does not meet Policy PSP17
- Does not positively enhance the heritage, character, historic interest, distinctiveness or appearance of the conservation area
- Site is visible from a number of general vantage points in the village and is a treasured part of the outlook of many properties in the CA

6.2.4 Response: The vast majority of these comments refer to the loss of green space and the departure from the historic development pattern. These issues have been discussed in detail in the previous section and will not be repeated here.

6.2.5 A number of the comments refer to a loss of the Orchard, however it is maintained the rear garden to Highmead has been a domestic Garden for a significant amount of time and the original use of the land as historic orchard had ceased by 1880 and was only reinstated in the 1900s. It has been subsequently divided and landscaped as mainly lawned areas to serve the respective properties. There is no requirement for the occupants to retain the garden as an Orchard, but a number of fruit trees have been planted in what would become the rear garden of the proposed dwelling.

6.2.6 As previously noted, the site is largely enclosed and well screened by the surrounding buildings and planting. The main views of the new development would be between Highmead and Hollytree Cottage which currently culminates in the modern development. It does not constitute a 'cherished outlook' for many properties, due to the previously mentioned screening. The private outlook of these houses is not representative of a local cherished outlook of the Conservation Area and the appraisal identifies key views and open spaces where these can be appreciated and experienced more widely.

6.2.7 The contribution of this area to the Conservation Area is low, it is largely enclosed by the surrounding developments and has been altered over the course of the 19th and 20th centuries. It is only appreciated from glimpses between Hollytree Cottage and Highmead, where the view culminates in development. It is not identified as intrinsic to any key views or associated with any buildings of key interest as identified in the Conservation Area Assessment.

6.3 Planning Precedents

6.3.1 A review of the planning register shows there have been very few new residential properties approved in Tockington over the last 10 years, despite the population of South Gloucestershire being expected to increase by over 16% in the next 15 years². Rural villages will have their part to play in contributing to the increasing need for new houses and individual, well designed developments will have less impact than larger allocated sites. This proposal represents an opportunity to create a new open market dwelling within the existing development boundary with very little impact on the Conservation Area and character of the village.

[Proposed New Dwelling to garden of Orchard Cottage Ref: PT11/0796/F & APP/P0119/A/11/2155527](#)

6.3.2 While this proposal was refused at appeal and it was judged against a different policy background, the Inspector makes some useful points about what is considered to preserve or enhance the Conservation Area.

6.3.3 It should also be noted this proposal was for a large dwelling and would have had a much more readily perceived impact on both the streetscene due to its more prominent position on a well-used public footpath/track and the loss of a stone boundary wall which contributes to the character of the unmade lane to the south. It also required the loss of a number of trees on the site which again contributed to the character of this area.

6.3.4 The inspector states: '*6. To make a judgement on any effect upon the character or appearance of the Conservation Area it is necessary to decide what that character and appearance is. I found that the essential character is one of a rural settlement*

² Planning for new homes - <https://beta.southglos.gov.uk/publications/local-plan-2020-phase-1-issues-and-approaches/issues-and-priorities/>

undoubtedly based on farming formerly. It has a spacious, rural character deriving from the spaces between the older buildings informally scattered along the main north-south thoroughfare through the village, from which the track to Orchard Cottage branches.' We would agree with this assessment and would note that the Inspector placed more importance on the open spaces between the buildings. The proposed single dwelling set well back within the plot and enclosed by buildings or other garden on all sides would not interfere with this spacious, rural character.

6.3.5 He goes on to say: 'The new dwelling would utilise a space within the Conservation Area which is valuable to the street scene as a building... I can do no better than the appellants' Arboricultural Report which describes the site as 'providing a mature setting and contributing towards screening and softening the adjacent properties and hard landscape features.' It is worth noting that the proposal site is tucked behind the existing buildings and therefore contributes little to the streetscene. It would preserve the important space between the buildings and the siting and position would ensure the sense of openness behind is largely retained.

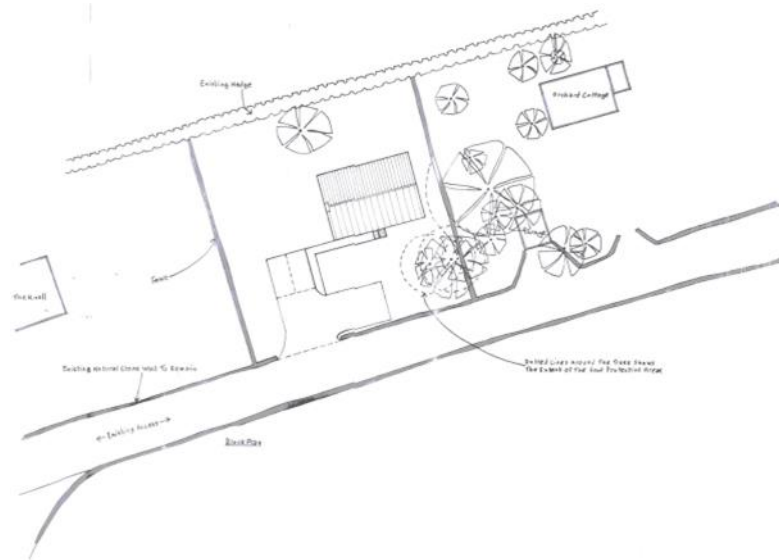


Figure 6.13: Plan for PT11/0796/F (Willis & Co). The proposal site is to the north

P21/02766/F – Erection of a new dwelling to the rear of Tockington House, Upper Tockington Road.

- 6.3.6 This recently approved new dwelling, previously mentioned at 6.1.8, is relevant for a number of reasons. While the site is outside the Conservation Area it is immediately adjacent to the Conservation Area boundary and is within the rear garden of a property within the boundary and therefore has the same potential to impact the Conservation Area as the proposal site.
- 6.3.7 The development site is more visible from public vantage points, from the public footpath to the north, which follows the site boundary and is higher above due to the sloping topography. It is also less clearly defined within the existing pattern of development, loosely following the line set behind Mustay House, but separated by an area of open land and bounded to the west and north by open fields.
- 6.3.8 Despite these similar settings issues, there was no objection raised by the Conservation Officer in this instance for any impact on the Conservation Area. The Conservation Officers report stating: *'No objection was raised from a heritage perspective to the previous 1.5 storey dwelling (PT18/6001/F) and the planning appeal was dismissed purely on Green Belt terms as being inappropriate development that would also cause further harm as a result of the loss of openness. The reduced height of this scheme may be an attempt to overcome part of this refusal, but it has created a building with a longer footprint and has resulted in a weaker design generally. As before, there will be an increase in the urban feeling of the existing curtilage as a result of the creation of a new detached dwelling, but it is still an improvement to the first scheme under PT18/0881/F, and it would be difficult to sustain an objection to the proposal on the grounds of harm to the setting of the conservation area.'*
- 6.3.9 It is also worth noting the previous scheme (PT18/6001/F) noted by the Conservation officer was for a Barn conversion style property which was considered to preserve the Conservation Area: *'With a more convincing converted barn/ mews style design now proposed, it is considered that the relationship the proposed building will have with its surroundings house will be far more comfortable. In regard to the relationship with the existing house, due to the contrasting styles and scales, there will now be a clear hierarchy discernible. Consequently in light of the amendments made to the design and scale to the proposed dwelling, the level of visual intrusion could be greatly reduced.'*

The high quality materials are also noted which include stone slates. This would help reinforce the desired aesthetic character of a rural vernacular building despite the form not exactly being correct for what is intended to appear as a threshing barn.

Therefore, although the proposed scheme would increase the urban feel of the existing curtilage by the introduction of built form, in light of the revisions that have been made to the scheme it is considered that an objection on the grounds of harm to the setting of the conservation area would be difficult to sustain.'

6.3.10 This demonstrates that a well resolved design can be seen to preserve or enhance the Conservation Area and that the urbanisation of the rear plot was not seen to cause harm.



Figure 6.14: Scheme submitted under PT18/6001/F which was supported by the Conservation Officer



Figure 6.15: The approved scheme, while considered less successful than the previous scheme was still supported by the Conservation Officer

7. SUMMARY AND CONCLUSIONS

- 7.1.1 Avalon Planning & Heritage have prepared this Heritage Impact Assessment to accompany an Appeal against the refusal of outline permission P22/01384/O for the erection of a single dwelling and associated garage and an ancillary garage to Highmead.
- 7.1.2 This document sets out the history and significance of The Site and the Tockington Conservation Area.
- 7.1.3 The site, a former smallholding known as Tump Farm, has been altered and subdivided over the 19th and 20th centuries and new development has encroached to the south and east, changing the character from a rural aspect to a low density urban feel.
- 7.1.4 The main concerns relate to the historic pattern of development and the loss of open space to the rear of Highmead.
- 7.1.5 The village has grown slowly despite its close proximity to Bristol and the Historic Core and strong 'T' form of the village have been largely preserved due to new development often following a secondary line behind the principle buildings fronting the main roads. The evolution of the village in this way has preserved the compact form of the village and the more sparsely sited houses to the extremes. The proposal would follow this existing pattern, offering a new open market house, which has a minimal visual impact and preserves the spaces between properties fronting the roads.
- 7.1.6 The length and sense of openness of the rear garden has been modestly affected, but this has been mitigated with the building being pushed back far into the plot, preserving the sense of openness behind Highmead and generously spaced with the adjacent buildings of Manor Park and The Orchard to retain the low density and spacious feel of this area. It therefore preserves the character of space and openness and has a neutral impact on the Conservation Area.
- 7.1.7 While the design is to be resolved at reserved matters, there is a clear intention to design something that is sympathetic to the setting of the surrounding village and reinforces local distinctiveness which will also seek to preserve the aesthetic qualities of the Conservation Area.
- 7.1.8 Historic England sets out that a Conservation Area: 'is not a device for preventing change or new development. Every conservation area contains places which have changed. Often these changes are features of the character which we wish

to protect; often, too, further changes have to be accommodated if we are to ensure such places have a viable and beneficial future.³

- 7.1.9 The impact on the Conservation Area is minimal, the design preserves the special qualities of the conservation area through retaining a sense of openness behind Highmead, which has been shown to be a fairly modern curtilage, while the traditional and high quality materials and detailing proposed reinforces the local character of the area and sits comfortably within this area.
- 7.1.10 Overall the scheme offers an appropriate and proportionate design which preserves the Conservation Area and does not harm its special interest. The dwelling's size, mass and position fits with the local grain of development and character of the area and its position set back within a fairly enclosed site ensures it has little impact on vistas or key views within the Conservation Area.

³ *Valuing Places: Good Practice in Conservation Areas – Historic England 2011*

8. SOURCES

- 8.1.1 Historic Mapping – Know Your Place Devon available via: <https://maps.bristol.gov.uk/kyp/?edition=southglos> [accessed 16-09-2022]
- 8.1.2 Historic Mapping – National Library of Scotland Maps, available via: <https://maps.nls.uk/geo/find/marker/#zoom=16&lat=51.5764&lon=-2.5656&f=0&z=1&marker=51.5719,-2.5673&from=1500&to=1970> [accessed 16-09-2022]
- 8.1.3 Census and Tithe Apportionment – The Genealogists, available via: <https://www.thegenealogist.co.uk/> [accessed 16-09-2022]
- 8.1.4 Various Newspaper Articles – British Newspaper Archive, available via: <https://www.britishnewspaperarchive.co.uk/> [accessed 16-09-2022]
- 8.1.5 South Gloucestershire Council - Tockington Conservation Area eDoc (no date) available via: <https://edocs.southglos.gov.uk/tockingtonconservationarea/> [accessed 16-09-2022]