

Date of Meeting	01/09/2016
Application Number	16/05522/FUL
Site Address	Poppy Cottage, 7 High Street, Downton, Wiltshire, SP5 3PG
Proposal	2 story rear extension to create larger kitchen/dinning and WC/utility on the ground floor and an additional bedroom at 1st floor
Applicant	Mr and Mrs Mussell
Town/Parish Council	DOWNTON
Electoral Division	DOWNTON AND EBBLE VALLEY – Cllr Julian Johnson
Grid Ref	418069 121530
Type of application	Full Planning
Case Officer	Matthew Legge

Reason for the application being considered by Committee:

The head of development management has agreed this application be put before the Southern Area Planning Committee due to the local support present for the application and the unavailability of Cllr Julian Johnson to consider the application.

1. Purpose of Report

The purpose of the report is to assess the merits of the proposal against the policies of the development plan and other material considerations and to consider the recommendation that the application be refused.

2. Report Summary

The application dwelling is a grade II listed building located within the Downton Conservation Area. The proposed development would involve the loss of a rear outshut and will result in the creation of a two storey rear extension (with flat roof dormer). The fact that the development does not affect the public view is not a principal consideration, given that anything which affects the character of a listed building, whether visible by the public or not, has to be assessed for its long-term impact on the designated heritage asset. The development is judged to result in 'less than substantial harm' to the listed building but such harm should only be accepted where the development results in a public benefit. It is not considered there is a public benefit for this proposal. The development is considered to be contrary to Core Policy 58 of the Adopted Wiltshire Core Strategy and Paragraph 134 of the National Planning Policy Framework.

3. Site Description

No. 7 High Street (Poppy Cottage) is a grade II listed building which is located in the centre of the Downton village also being located in the Downton Conservation Area. The dwelling is a semi-detached brick cottage with a thatched roof. To the rear of the dwelling is a slate mono-pitched roof which spans both semi-detached dwellings. Within the rear garden of the

application site is a separately listed barn building which has an existing approval for conversion to holiday let accommodation.

4. Planning History

14/05342/FUL & 05345/LBC: Conversion of existing garden barn to rear of property to holiday let accommodation. Approved with conditions

S/2004/0717: Sub division of property to two dwellings. Demolition and rebuilding single storey rear extension and internal alterations. Approved with conditions

S/2004/0718: Sub division of property to two dwellings. Demolish and rebuild, extend single storey, rear extension and internal alterations. Sub division of garden. Approved with conditions

5. The Proposal

This application proposes to demolish an existing single storey rear extension and to construct a two storey rear extension with a first floor flat roof dormer. The proposed rear extension results in an increased ground floor area having a further rear projection of 1.2m out from the existing rear elevation.

6. Local Planning Policy

The Wiltshire Core Strategy (WCS) - adopted by Full Council on the 20th January 2015:

CP1 (Settlement Strategy)

CP2 (Delivery Strategy)

CP24 (Spatial Strategy for the Downton Community Area)

CP50 (Biodiversity and Geodiversity)

CP57 (Ensuring High Quality Design and Place Shaping)

CP58 (Ensuring the Conservation of the Historic Environment)

Wiltshire Local Transport Plan 2011-2026:

Car Parking Strategy

Government Guidance:

National Planning Policy Framework (NPPF) March 2012

National Planning Policy Guidance (NPPG)

Supplementary Planning Guidance:

Adopted Supplementary Planning Document 'Creating Places Design Guide' April 2006

7. Summary of consultation responses

Parish Council – *No objection to this application on the grounds that it did not consider there would be any detrimental impact on the High Street.*

WC Conservation – Object

WC Public Protection – No objection subject to condition

English Heritage – None received

8. Publicity

4 letters of support:

- *“The property has previously undergone alternations to enhance its usability and I see no issue with further enhancements in order to ensure that a much valued and community focused family can continue to reside in the village. The proposals will have only minor impact on the heritage of the property in the village.”*
- *“It is important to keep existing growing families in the village”.*
- *“and extensions need to be looked at favourably to accommodate growing families particularly in this instance where it will not have impact on the front external view or neighbours.”*

1 letter of support from the Downton Society:

- *“...buildings need to evolve with time and meet the reasonable needs of occupants as long as design is undertaken sympathetically and does not negatively impact on neighbouring properties or the character of the conservation area”*

1 letter of objection from the Salisbury Civic Society:

- *“The change being sought for the rear of Poppy Cottage goes beyond what is reasonable for a listed building, and the Society's view is therefore that the proposal, as it currently stands, should not be approved.”*

1 letter of comment from John Glen MP (following the Applicant's visit to MP surgery):

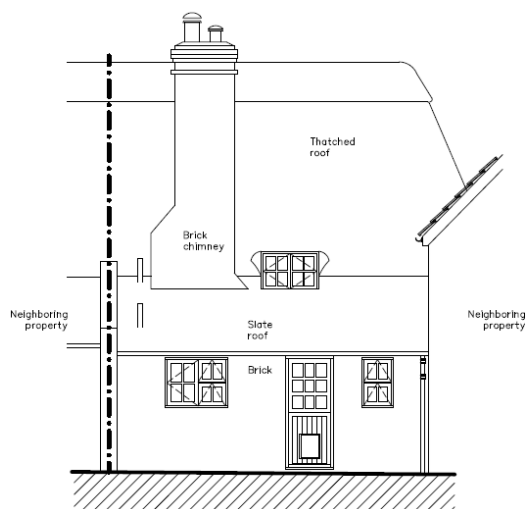
- Reiteration of Applicant's concerns over the comments submitted objecting to the application.
- Reiteration of Applicant's desire to stay in the village and need for increased accommodation area.
- Support of young family who feel an injustice in terms of their application when compared to other recent development having been allowed.

9. Planning Considerations

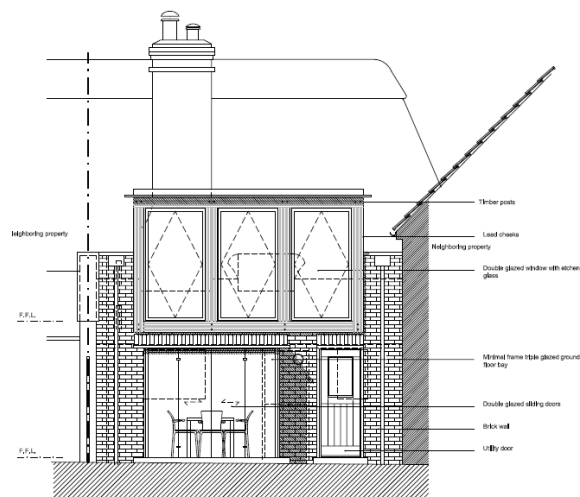
Impact on grade II Listed building and Conservation Area

This application seeks to demolish an existing single storey mono pitched rear extension and to construct a two storey rear extension with flat roof dormer and increased foot print area.

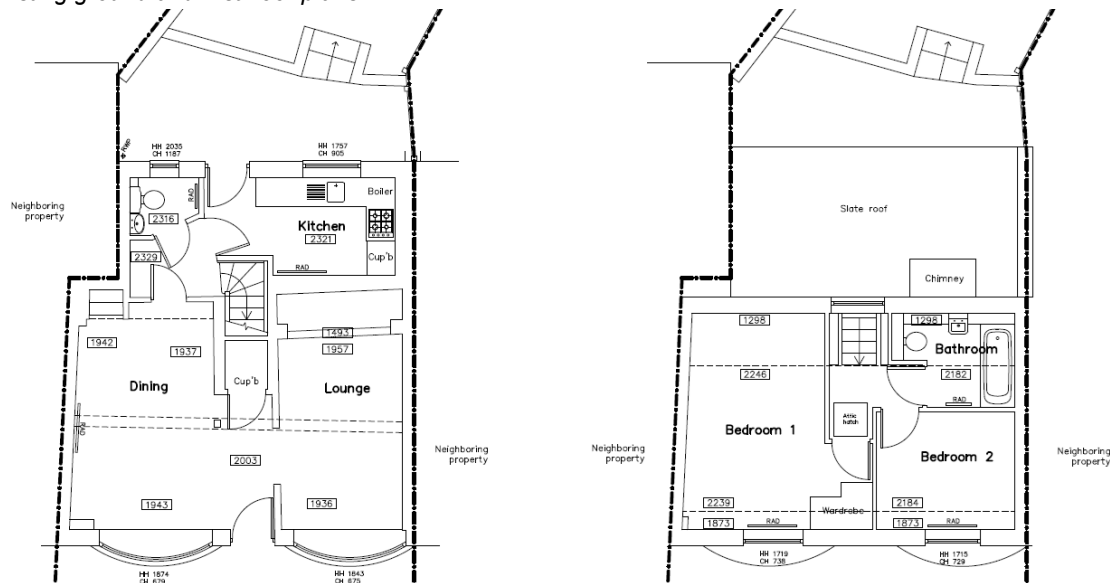
Existing rear elevation



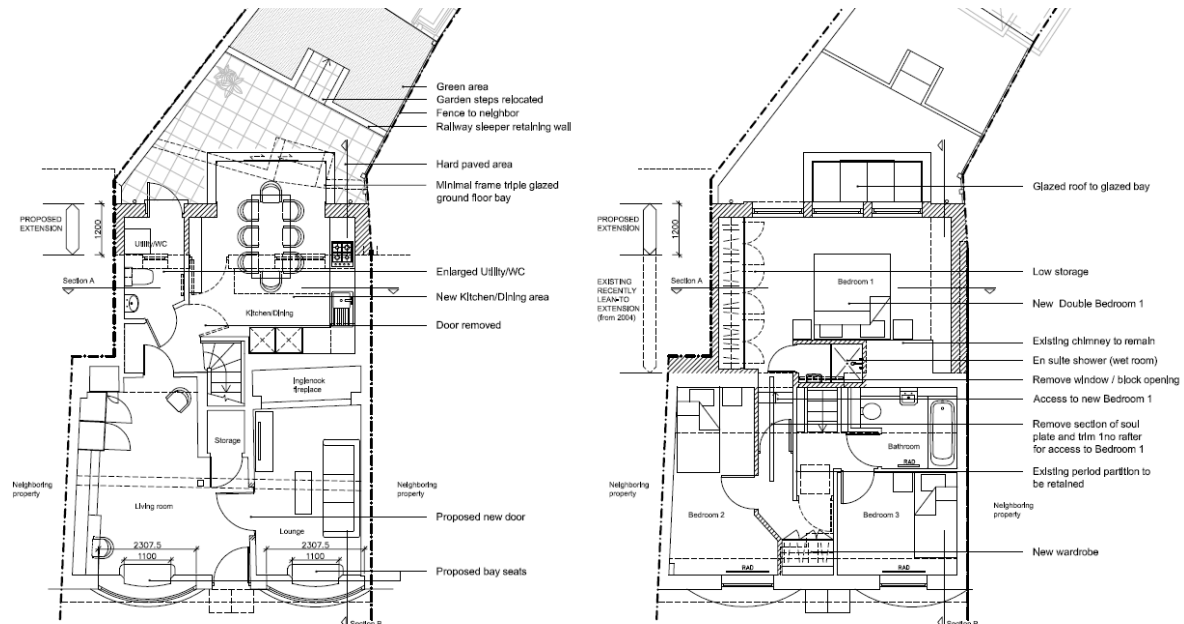
Proposed rear elevation



Existing ground and first floor plans



Proposed ground and first floor plans



Wiltshire Council's Conservation Officer has objected to the scheme having provided the following comments:

"I cannot support this scheme on the basis that the proposed two storey rear extension would have an adverse impact on the character and setting of this grade II listed building and would therefore impact negatively on its special significance. We have presumably been presented with a flat roofed option to overcome my previous objections to the pitched roof scheme which we saw at pre-app. Whilst this scheme sees the retention of the chimney stack, the approach is completely at odds with the character of the existing thatched host building and barn within the garden. And as expressed at pre-application stage, the proposals still entail the loss of an outshut which I consider to be of significance even though it has been rebuilt (refer to my preapp comments)."

I note that we have a Heritage Impact Assessment from Cotswold Archaeology which notes 'modest harm'. Translated into NPPF terms I would suggest that this is 'less than substantial harm' (ie trimming of original pole rafters and intersection of new roof; removal of part of the original wall-plate, loss of the outshut etc). Indeed, the consultant uses the same term in the conclusion. Given this is 'less than substantial harm', then in NPPF terms (para 134) we

should only accept such harm if there is a public benefit and there is none in this case (personal benefit does not equate with public).

I also consider the proposals have an adverse impact on the setting of the separately listed barn within the garden and are therefore contrary to guidance contained within the NPPF (para. 132 namely that significance can be harmed through development within the setting of a listed building).

I recommend REFUSAL of this application on the basis that it is at odds with CP58 and, if built, would involve the loss of significance of a grade II listed building and would therefore be at odds with para 132 of the NPPF."

It is clear from the above comments that the Conservation Officer has considered the proposal and has assessed the development's impact as harmful to the grade II listed building. The Salisbury Civic Society has also objected to this scheme, commenting that *"The Civic Society has a long-standing policy relating to cottages, which says that what start out as simple cottages should not be altered or extended in ways that mean they lose their original character. This is particularly so in the case of listed cottages. The addition of a third bedroom to Poppy Cottage is being sought in a way which clearly has a negative effect on the rear elevation, by imposing a non-traditional and overscaled elevational treatment. The fact that this does not affect the public view is not a principal consideration, given that anything which affects the character of a listed building, whether visible by the public or not, has to be assessed for its long-term impact on the designated heritage asset."*

In considering the comments submitted, Officers also acknowledge that this application has received local support from the Parish Council who comment *"Downton Parish Council RESOLVED to raise no objection to this application on the grounds that it did not consider there would be any detrimental impact on the High Street"* and support from 4 residents of Downton who support the application and the Applicant's desire to remain within the village.

The Downton Society also supported the scheme commenting *"In the case of listed buildings, and those within a conservation area, we are mindful of negative impacts. However, buildings need to evolve with time and meet the reasonable needs of occupants as long as design is undertaken sympathetically and does not negatively impact on neighbouring properties or the character of the conservation area. We feel that, overall, an appropriate balance has been achieved in this case."*

Officers consider that there is no material planning consideration that could support the retention of a family within a particular village. As mentioned by the Salisbury Civic Society, the fact that the development does not affect the public view is not a principal consideration, given that anything which affects the character of a listed building, whether visible by the public or not, has to be assessed for its long-term impact on the designated heritage asset. Officers are also aware of the recent (15th August 2016) Appeal Decision (APP/Y3940/W/16/3148588) located at Titchbourne Farm, Redlynch, Salisbury in which the Inspector has supported this view:

5. The site of the proposed extension is not evident in public views. The small group of dwellings of which the appeal property forms part is served by a track leading from Moor Lane. From Moor Lane, the roof and gable of the former barn can be seen as well as The Granary, another converted building and the chimneys of Titchborne Farmhouse. As a group these buildings continue to provide evidence of the former farm complex. The significance of listed buildings is not determined by their visibility or public accessibility. Buildings are listed for their special architectural or historic interest. In addition to the barn being listed for its intrinsic interest, its significance is enhanced by it forming part of a group of buildings with a related purpose.

The Inspector also comments:

10. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant listed building consent for any works special regard shall be paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Section 66 of the same Act imposes a similar duty in respect of applications for planning permission. The proposed extension would harm the architectural and historic interest of the listed building and so would fail to preserve it.

12. Section 12 of the National Planning Policy Framework (Framework) addresses the historic environment and emphasises the importance of heritage assets. When assessed in the context of paragraphs 132 – 134 of the Framework, the appeal proposal would result in less than substantial harm to the listed building. In such cases the harm should be assessed against the public benefits of the proposal. I note the appellant's contention that there would be a public benefit arising from the building meeting modern day living standards. I also saw during my site visit that the space outside the dwelling is constrained. However, I am not persuaded that the long term conservation of the building is at risk and I find that any public benefits are limited and would not outweigh the harm I have identified and to which I give considerable weight. The proposals therefore do not comply with the policies of the Framework.

It is considered that the proposed two storey rear extension will result in less than substantial harm' to the designated heritage asset but harm (NPPF terms of Para 134) should only be accepted if there is a public benefit and there is none in this case (personal benefit does not equate with public). The Council is not aware of any known issues concerning the long term conservation of the building and consider that any public benefit resulting from the development is limited and does not outweigh the harm.

Notwithstanding the considered harm to the designated heritage asset the rear located development will not be readily visible within the Conservation Area and whilst there is harm to the heritage asset it is a balanced view that the rear development will not result in demonstrable harmful to the wider setting of the Conservation Area.

Neighbour amenity

The proposed creation of the two storey rear extension does not propose any side elevation openings which would look towards neighbouring properties. The development will result in the creation of relatively large first floor glazed windows which have an outlook towards the rear garden and the garden barn building. Given the close proximity of neighbouring dwellings and a noted exposed neighbouring balcony, Officers consider that there is an existing situation of overlooking between neighbouring dwellings and the insertion of the first floor opening is unlikely to introduce any undue harm to neighbouring amenity. Officers also note that this application has not resulted in an objection or comments from consulted neighbouring dwellings.

10. Conclusion

The proposed development would involve the unacceptable loss of the rear outshut which has significance to the character of the listed building. The creation of the two storey rear extension together with the flat roof dormer is judged to have an undue impact to the setting and significance of the designated Heritage Asset. The proposed development does not result in any public benefit where harm to the heritage asset is permissible.

RECOMMENDATION

Refusal

The application dwelling is a grade II listed building located within the Downton Conservation Area. The proposed development would involve the loss of a rear outshut and will result in the creation of a two storey rear extension (with flat roof dormer). The fact that the development does not affect the public view is not a principal consideration, given that anything which affects the character of a listed building, whether visible by the public or not, has to be assessed for its long-term impact on the designated heritage asset. The development is judged to result in 'less than substantial harm' to the listed building but such harm should only be accepted where the development results in a public benefit. It is not considered there is a public benefit for this proposal. The development is considered to be contrary to Core Policy 58 of the Adopted Wiltshire Core Strategy and Paragraph 134 of the National Planning Policy Framework.