

**REPORT OUTLINE FOR AREA PLANNING
COMMITTEES**

Report No.3

Date of Meeting	29th June 2016
Application Number	15/12235/FUL
Site Address	Home Farm House, Hoggington Lane, Southwick, Trowbridge, Wiltshire, BA14 9NR
Proposal	Change of use from a disused barn into two holiday cottages.
Applicant	Mr and Mrs S Jones
Town/Parish Council	SOUTHWICK
Electoral Division	SOUTHWICK – Councillor Prickett
Grid Ref	383049 155617
Type of application	Full Planning
Case Officer	Steven Sims

Reason for the application being considered by Committee

Councillor Prickett has requested that the application be considered by the Planning Committee for consideration of the following if officers were minded to refuse it:

- Scale of development
- Visual impact upon the surrounding area
- Relationship to adjoining properties
- Design - bulk, height, general appearance

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 recommend that the application be refused.

2. Report Summary

The main issues to consider are:

- Principle of development.
- Impact on the character of the area
- Impact on neighbouring amenity
- Impact on highway safety/parking

3. Site Description

The application site consists of a parcel of land located to the rear (northeast) of residential properties at Meadow View and Valhalla and to the northwest of Home Farm. A stable building is located to the north of the disused barn and a flat roof brick building to the east. Access to the site is via a driveway off Hoggington Lane.

4. Planning History

- W/06/01796/FUL To convert farm buildings into two semi detached two storey holiday flats – Refused
- W/02/00725/FUL New front and porch extension, alterations to stable – Approved
- W/96/01210/FUL Two storey extension to form granny annex and first floor extension for holiday flat – Approved
- W/89/00232/FUL Operating centre for two vehicles – Approved
- W/84/00466/FUL Storage yard to be open to the public for the sale of recycled building materials – Refused
- W/84/00141/FUL Two story extension – Approved
- W/74/00160/HIS Erection of one dwelling – Withdrawn

5. The Proposal

This application is for the conversion of a barn to two holiday cottages following partial demolition of the barn. Each holiday cottage would have 2 bedrooms a kitchen, lounge and dining area. The southern section of the existing barn would be demolished. 7 car parking spaces are proposed in total. Existing vehicular access to the site will remain unaltered. The barn was used to store hay.

The agent has stated the existing barn consists of:

- A steel frame portal
- Masonry panels with metal framed windows and a pair of steel double doors to front (southeast) elevation
- Galvanised sheet cladding secured to the steel framework to all other elevations
- Galvanised tin sheeting to roof
- 150mm thick concrete floor

The proposed works to the building consist of:

- New walls to all external elevations consisting of studwork or lightweight blockwork. These walls will be timber clad and will incorporate a damp proof course at ground floor level
- New first floor
- New first floor ceiling with associated insulation
- New party wall
- New internal partitions

- The existing corrugated steel roof will remain and will be repainted
- The existing steel frame portal will remain in place except for the section to be demolished and the existing corrugated steel walls to all elevations will be removed.

Materials proposed are:

- Timber cladding to all elevations (natural finish)
- The existing corrugated steel roof will be repainted

6. Local Planning Policy

Wiltshire Core Strategy

Core Policy 1 – Settlement Strategy

Core Policy 2 – Delivery Strategy

Core Policy 28 – Trowbridge Central Areas of Opportunity

Core Policy 39 – Tourist Development

Core Policy 48 – Supporting Rural Life

Core Policy 51– Landscape

Core Policy 57 – Ensuring High Quality Design and Place Shaping

Core Policy 60 – Sustainable Transport

National Planning Policy Framework (NPPF)

3. Supporting a Rural Economy

4. Promoting sustainable transport

7. Requiring Good Design

Saved Policies for the West Wiltshire District Local Plan (1st Alteration)

U1a Foul Water Disposal

Planning Practice Guidance (PPG)

Wiltshire Local Transport Plan 2011-2026

7. Summary of consultation responses

Southwick Parish Council: Support

Building Regulations Officer: Comments -

'I met Kerwin Cole and the building owner on site, on the 08/03/16. We discussed:

- The owner has photos of the building dating back to 1964.
- Kerwin says the building will be made smaller by demolishing the left hand side back to the first internal frame (viewed from yard). The gable frame is to be moved across to the new gable position.
- My inspection was made from ground level only. Stored materials inside the building were not moved to aid inspection.
- The roof is covered in corrugated tin supported on angle purlins and an angle eaves beam. The purlins are supported on curved top raised collar scissor trusses constructed out of angles and flats. The truss positions coincide with

the stanchion positions in the side walls. The roof sheeting has corroded in places. The roof is not braced and the frames are simple post and beam types with no reliance on portalisation. Redistribution of wind loads must rely mainly on the racking resistance of the corrugated tin itself. The structural arrangement of roof sheeting support did not exhibit any obvious significant defects and appears to have withstood the test of time. The proposal is to keep the existing arrangement of structural support and replace only the corrugated roof covering on a like for like basis. No additional load will be placed on the roof from insulation and ceiling, as these will be placed at eave level using an independent arrangement of timber joists spanning between spine wall and external walls. The new spine wall, new ceiling and new party wall also give the opportunity to provide additional support to the existing roof if required.

- The external walls on three elevations consist of corrugated tin sheeting on angle rails spanning between rsj stanchions. The top rail appears to support the cladding independently of the eaves beam. The sheeting is ragged and holed in places, but the walls/frames appear to be plumb and therefore to have adequately supported the wind and roof loads applied to them. The yard elevation has historically had the cladding/sheeting replaced with masonry panels built into the stanchions. The stanchion foundations are unknown, however as the masonry wall panels are uncracked, it suggests that no significant movement has occurred to these stanchions. There is no knee bracing or cross/diagonal bracing to the frames, so distribution of wind loads to ground must rely mainly on the racking resistance of the wall panels and corrugated sheeting itself. The proposal is to replace the corrugated sheeting and masonry wall panels with new cavity wall panels built off new foundations. The innerskin will be built into the existing stanchions and up under the eaves beam, thereby providing support to the new floor and ceiling as well as additional support to the roof. The outer skin will sail past the stanchions – the cavity providing protection against water ingress. I understand that openings in the walls will be positioned so to miss the frames. With this arrangement the remaining steel frame has no additional load applied to it and the racking resistance of the building will be greatly enhanced by the provision of the cavity walls and floor.
- The floor slab is concrete. Where inspection was possible, due to stored material etc, it appeared sound. The proposal is either to retain the floor and apply insulation/finishes over or to replace the floor with a suspended beam and block type floor to allow easy passage of services under. This may involve the removal of the existing slab to form the void or its retention as the subfloor void surface. Either way loading on the existing floor will be reduced and shouldn't be an issue. New internal load bearing walls would be given an independent foundation as per the new external walls.

Overall I do not see any significant structural implications, in the conversion proposals as outlined to me by Kerwin Cole.'

Highways Officer: Recommend refusal -

'The site is located outside of the Housing Policy Boundary, as depicted in the Local Development Framework. The proposal is therefore contrary to the sustainability

policies contained within the National Planning Policy Framework, the Adopted Wiltshire and Swindon Structure Plan 2016 and the Core Strategy for Wiltshire, which aims to reduce the need to travel, especially by private car.

Ecology Officer: No objections, subject to a condition for the provision for roosting bats and/or nesting birds be incorporated into the development and an informative advising the applicant of their legal obligations regarding bats, birds and barn owls.

Drainage Officer: Support subject to conditions

'Application form states foul drainage disposal will be via a package treatment plant – no details of how effluent disposal will be dealt with from the plant – assume plant size will be below that requiring formal discharge consent from EA. If to ground then formal permeability testing required to show appropriate. If to watercourse then separate LDC application and approval required

Application form states storm water disposal will be via soakaway – area is clay thus doubt if soakaways will work – needs permeability testing to BRE 365 to show this method can work – no details on how existing barn deals with storm disposal (assume straight to ground surface – not acceptable for dwellings)'

Economic Development: No objection

Wiltshire Fire and Rescue Service: The development should comply with Building Regulations

8. Publicity

The application was advertised by a site notice and neighbour notification letters. One letter of objection has been received with the following comments:

- Not a building worthy of converting or saving
- Existing building is not redundant
- Traffic pressure on Hoggington Lane

9. Planning Considerations

9.1 Principle of development

9.1.1 Core Policy 1 of the Wiltshire Core Strategy explains that there is a general presumption against development outside the defined limits of the Principle Settlements, Market Towns, Local Service Centres and Large Villages. Paragraph 4.17 goes on to explain that 'carefully managed development' may be allowed outside of settlement boundaries in specific cases which include tourist accommodation or supporting the rural economy.

9.1.2 Core Policy 2 of the Wiltshire Core Strategy states other than in circumstances as permitted by other policies within the plan, development will not be permitted outside the limits of development. These exceptions policies include Core Policy 39 'Tourist development'. The application site is located outside any settlement

boundary and within the open countryside therefore exceptions policy Core Policy 39 'Tourist development' is applicable in this case.

9.1.3 Core Policy 39 'Tourist development' states that outside the Principle Settlements and Market Towns tourist facilities should be located in or close to Local Service Centres or large and Small villages and, where practicable, be located in existing or replacement buildings. The proposed development lies less than 500 metres to the north of Southwick and approximately 1km from the centre of the village. Southwick is defined as a Large Village. The proposed development therefore is not located in or close to a Local Service Centre, Large or Small village. Core Policy 39 goes on to state in exceptional cases development may be supported away from the Principle Settlements, Market Towns, Local Service Centres and Large and Small Villages where it can be demonstrated that all of the following criteria are met:

- There is evidence that the facilities are in conjunction with a particular countryside attraction;
- No suitable alternative existing buildings or sites exist which are available for reuse;
- The scale, design and use of the proposal is compatible with its wider landscape setting and would not detract from the character or appearance of the landscape or settlement and would not be detrimental to the amenities of residential areas;
- The building is served by adequate access and infrastructure;
- The site has reasonable access to local services and a local employment base.

Officers therefore consider that it has not been demonstrated that the development complies with all the above criteria as clarified by section 9.1.4 and 9.1.5 below.

9.1.4 The application site is visible from open countryside to the west, north and east, and due to its height the disused barn is partially visible from Hoggington Lane to the south. The proposed building would be timber clad along its length and width and would have a galvanised tin sheeting roof. It is therefore considered that the design of the proposed building and materials used, in particular the volume of timber cladding to be used on the elevations, would appear incongruous in the landscape and out of character with residential development in the area in a site that is clearly visible from the surrounding countryside and public realm. In addition the conversion of the agricultural barn to holiday accommodation would have the effect of extending the area of built development and residential domestication into the open countryside. The proposed development is therefore not compatible with its wider landscape setting and would detract from the character and appearance of the landscape.

9.1.5 The application site is within the open countryside and remote from services and facilities. The nearest bus stop with a regular service is within Southwick and the site is not well served by pedestrian or cycle facilities. It is highly likely, therefore, that the occupiers of the holiday accommodation would use a private car to gain access to most day-to-day services. The building is therefore not served by adequate infrastructure and does not have reasonable access to local services.

9.1.6 Taking into account the above points it is considered that the application fails to meet all of the criteria set out in Core Policy 39.

9.1.7 Core Policy 48 'Supporting Rural Life' states that proposals to convert redundant rural buildings for tourism will be supported where it satisfies the following criteria:

- The building is structurally sound and capable of conversion without major rebuilding or modification which preserved the character of the original building.
- The use would not detract from the character or appearance of the landscape or amenities of residential areas.
- The building can be served by adequate access and infrastructure
- The site has reasonable access to local services.

9.1.8 The existing building is constructed of galvanised iron steel sheeting with a corrugated steel roof attached to a steel frame. The southeast facing wall of the building is constructed of concrete block work and would seem to be a latter addition to the barn. One section of the front (southeast) elevation lies open secured by steel double doors. The proposal includes the demolition of a southwest section of the existing barn and subsequent conversion of the remaining section of barn to form two holiday cottages. Considerable works would therefore have to be undertaken to make the building habitable as holiday accommodation. These works include, amongst others:

- New walls to all external elevations consisting of studwork or lightweight blockwork. These walls will be timber clad and will incorporate a damp proof course at ground floor level
- New first floor
- New first floor ceiling with associated insulation
- New party wall
- New internal partitions
- The existing steel frame portal will remain in place except for the section to be demolished

The existing steel frame portal will remain in place except for the section to be demolished while the existing corrugated roof will remain and will be repainted.

9.1.9 Therefore, the only structural elements remaining from the existing barn would be the steel frame and corrugated steel roof, and it is not considered that the building can be converted without major rebuilding works. In addition major modifications to the building would be undertaken including the demolition of the southwest section of the barn. The proposed development therefore does not comply with Core Policy 48 in that the building is not capable of conversion without major rebuilding or modification and the proposed conversion would not preserve the character of the original building. In addition it is not considered that the building is served by adequate infrastructure and the site does not have reasonable access to local services.

9.1.10 Taking into account the above points it is considered that the application fails to meet all of the criteria set out in Core Policy 48.

9.1.11 Core Policy 60 states the council will use its planning and transport powers to help reduce the need to travel particularly by private car by planning development in sustainable locations.

9.1.12 The application site is within the open countryside and remote from services and facilities. The nearest bus stop with a regular service is within Southwick and the site is not well served by pedestrian or cycle facilities. It is highly likely, therefore, that the occupiers of the holiday accommodation would use of a private car to gain access to most day-to-day services. The development would therefore not further the objectives of Core Policy 60 and is contrary to the sustainability policies contained within the NPPF.

9.1.13 In terms of national guidance, the advice within the NPPF has also been considered; in particular Section 3 which refers to supporting a prosperous rural economy. This supports sustainable growth of all types of business in rural areas through the conversion of existing buildings and well-designed new building. It also supports sustainable rural tourism that benefits the local area and respects the character of the countryside. However in this case it has not been demonstrated that there are significant ongoing benefits to the local rural economy that would outweigh the negative impacts identified above. The development therefore does not accord with the advice contained in the NPPF.

9.1.14 Officers consider that the proposed development therefore does not comply with Core Policy 1, Core Policy 2, Core Policy 39, Core Policy 48 and Core Policy 60 of the Wiltshire Core Strategy or advice contained in the NPPF and the principle of development has not been established.

9.2 Impact on the character of the area

9.2.1 Core Policy 51 states development should protect, conserve and where possible enhance landscape character and must not have a harmful impact upon landscape character and any negative impacts must be mitigated through sensible design and landscape measures. In particular development proposals must demonstrate that the local distinctive character of settlements and their landscape settings have been conserved and where possible enhanced. Core Policy 57 requires a high standard of design in all new developments and that development has regard to the compatibility of adjoining buildings and uses.

9.2.2 The site is located in the Trowbridge Rolling Clay Lowland landscape character area. The area is largely rural with sparse scattered settlements and farmsteads. Building materials are stone for the older buildings to the west, with some more brick and modern stone in more recent developments.

9.2.3 The proposed building would be timber clad along its length and width with concrete breeze block walls and would have a galvanised tin sheeting roof. It is therefore considered that the design of the proposed building and materials used, in particular the galvanised sheeting roof, would appear incongruous in the landscape

and has no reference to the locality in a site that is clearly visible from the surrounding countryside and public realm. The proposed development is therefore not compatible with its wider landscape setting and would detract from the character and appearance of the landscape.

9.2.4 The proposed development is therefore contrary to Core Policy 51 and Core Policy 57 of the Wiltshire Core Strategy,

9.3 Impact on neighbouring amenity

9.3.1 The proposed development would be a sufficient distance from neighbouring residents to have no adverse impact on their living conditions in terms of loss of privacy or overlooking.

9.4 Impact on highway safety/parking

9.4.1 Sufficient off road parking has been provided. It is unlikely vehicle trips associated with use of the building as holiday accommodation would result in a significant adverse impact on highway safety in the immediate area.

10. Conclusion (The Planning Balance)

Officers consider the proposed development does not comply with the relevant policies of the Local Plan and is recommended for refusal.

RECOMMENDATION

REFUSE, for the following reasons:

The proposal includes the demolition of a southwest section of the existing barn and subsequent

1. Extensive building works would have to be undertaken to make the building habitable as holiday accommodation including new walls to all elevations and new floors, in addition the southwest section of the existing barn would be demolished. It is not considered that the building can be converted without major works of rebuilding or modification and therefore the development is contrary to Core Policy 48 of the Wiltshire Core Strategy.
2. The proposed development, by virtue of its design and materials used, fails to effectively integrate into its landscape setting and would form an incongruous feature in this prominent position within the landscape, resulting in an adverse impact upon the character of the area. The proposal is therefore contrary to Core Policy 39, Core Policy 51 and Core Policy 57 of the Wiltshire Core Strategy and advice contained in section 7 of the National Planning Policy Framework.
3. The proposed building would be located outside the defined limits of development in the open countryside where development is strictly controlled to prevent unsustainable development and to protect the character of the countryside, in a location that has limited access to services or public

transport and where occupants would be reliant upon the private motor vehicle, and as such would increase the need to travel in this unsustainable location. The proposed development is therefore contrary to Core Policy 1, Core Policy 2, Core Policy 39, Core Policy 48 and Core Policy 60 of the Wiltshire Core Strategy and guidance contained in the National Planning Policy Framework.