

REPORT OUTLINE FOR AREA PLANNING COMMITTEES**Report No.**

Date of Meeting	26 October 2016
Application Number	16/03641/FUL
Site Address	Southside Manor Farm Main Road Corston Wiltshire SN16 0HF
Proposal	Conversion and Extension of 2no. Barns to Residential Use with Associated Parking, Turning and Access, Private Amenity Space and Landscaping.
Applicant	Mr & Mrs J Eavis
Town/Parish Council	ST PAUL MALMESBURY WITHOUT
Electoral Division	SHERSTON – Cllr Thomson
Grid Ref	392379 183837
Type of application	Full Planning
Case Officer	Alex Smith

Reason for the application being considered by Committee**1. Purpose of Report**

To consider the above application and to recommend that planning permission be REFUSED

The application has been called into planning committee by Cllr Thomson on the following grounds

- To consider the scale of the extension of the existing structures on site in relation to Core Policy 48
- To consider the impact of new structures on the setting of heritage assets at the site and in the vicinity.

2. Report Summary

The application was advertised by site notice and neighbour consultation. This resulted in no consultation responses from members of the public. St Paul's Malmesbury Without Parish Council raised no objection.

The main issues in the consideration of this application are as follows:

- The Principle of Development;

- Preservation of Character of the Building
- Impact to character or appearance of the area
- Impact to the amenity of neighbouring occupiers
- Access and Infrastructure
- Proximity to Services / Sustainability
- Impact to Heritage Assets
- Ecological Issues

3. Site Description

The application relates to a roughly rectangular plot of land measuring approximately 4,600 square metres located on the southwestern side of the highway of Main Road, Corston. The site forms part of the landholding of Manor (aka Southside) Farm, Corston and contains two buildings. Barn A which is a single storey long range of three attached elements. The south-western element is a three bay shelter shed, the central section is a one storey enclosed barn with loft and the north-eastern section of the building is a 5 bay open fronted shed with further space to the rear.

The second building, Barn B, is a two storey agricultural building including hayloft above, which is accessed from an external staircase on the north-eastern and south-eastern elevations.

The submitted heritage statement shows that buildings in this location were first noted on ordinance survey maps in 1834 and suggests that the buildings date from the early and late 19th Century with possible early 20th Century rebuilding to the pigsty. The Heritage Assessment also concludes that the buildings should be considered as undesignated heritage assets and within the setting of the Listed Farmhouse.

Access into the site is from an existing vehicular crossover from Main Street on the north-western boundary line of the site. Planning Permission has been granted in 2015 for the erection of 10 detached dwellings on the land to the southeast of the application site. Whilst some of the agricultural buildings had been demolished in the adjoining land, work has not commenced on the erection of the adjoining dwellings to date.

On the opposite side of the Main Street is the two storey detached dwellinghouse associated to Southside (Manor) Farm, which was granted Grade II Listed Status in 1987. Barn A & Barn B are not specified within the Listing for this building and given the highway which separates these buildings from the Listed Building, the barns are not considered to be curtilage Listed.

The site is located within Corston, which is designated as a Small Village under Core Policy 13 of the Wiltshire Core Strategy and, as such, does not have a settlement boundary. The site has no other designations under the Wiltshire Core Strategy.

4. Planning History

Planning Permission was granted in 2008 and renewed in 2012 for the conversion of Barn A into 3 dwellings & Barn B into 2 dwellings.

N/06/02304/FUL - B1 (Business) and B8 (Storage/Distribution) Use of Replacement Buildings – Approved

N/08/01802/FUL - Conversion, Adaptation & Extension Of Existing Farm Buildings To Provide 5 No New Dwellings – Resubmission – Approved with Conditions

08/01815/LBC - Conversion, Adaptation & Extension Of Existing Farm Buildings To Provide 5 No New Dwellings – Resubmission – Approved with Conditions

N/12/00327/FUL - Conversion, Adaptation & Extension Of Existing Farm Buildings To Provide 5 No New Dwellings (Renewal of 08/01802/FUL) – Approved with Conditions

N/12/00328/LBC - Conversion, Adaptation & Extension Of Existing Farm Buildings To Provide 5 No New Dwellings (Renewal of 08/01815/LBC) – Approved with Conditions

14/05470/FUL - Erection of 13 Dwellings, Parking & Associated Works (Following Demolition of Existing Agricultural Structures - Approved

15/11955/VAR - Variation of Conditions 2 & 6 of Planning Permission 14/05470/FUL - Approved

5. The Proposal

The application seeks Planning Permission for the conversion and extension of 2 No. barns to residential use with associated parking, turning and access, private amenity space and landscaping.

The proposed alterations to Barn A would include a single storey rear extension which would measure between approximately 3.8m to 6.8 metres in depth and would increase in the internal floor area of the building from 230 square metres to approximately 360 square metres. The designs of the extension would require the roof to the rear of the north-eastern range to be removed and rebuilt with a differing roof pitch. The central and western areas of the building would be extended by a single storey addition with two gable end features in the rear elevation and a butterfly hipped roof with valley covering the extension. The front elevation would be infilled using a range of stone to match the existing and timber boarding, with tiles to match the existing used for the roofing. The proposed development would provide a 3 bedroom dwelling (two with en-suites), living room, family room, dining room, kitchen / diner, study, utility room, boot room, 2 x W.C and a shower room.

The proposed alterations to Barn B would include a single storey side extension and the re-roofing of an existing lean-to extension. The external staircase would be removed and the existing sliding door openings on the north-eastern elevation block up. The building would provide a kitchen / diner, living room and utility room at ground floor level and 3 bedrooms (1 with en-suite) and bathroom at first floor level. The proposed extension would be erected from stonewalling and tiles to match the existing.

The proposal would also include the erection of store and cartshed / open car port for Barn A and a garage for Barn B, both located to the rear of each of the respective buildings. These would be erected from stone with tiled roofs.

6. Planning Policy

Wiltshire Core Strategy

Core Policy 1 – Settlement Strategy

Core Policy 2 – Delivery Strategy

Core Policy 48 – Supporting Rural Life

Core Policy 50 – Geodiversity & Biodiversity

Core Policy 57 – Ensuring High Quality Design and Place Shaping

Core Policy 58 – Ensuring the Conservation of the Historic Environment

Core Policy 60 – Sustainable Transport

Core Policy 61 – Transport and Development

Core Policy 67 – Flood Risk

National Planning Policy Framework

Paragraph 7 – Three Dimensions of Sustainable Development

Paragraph 14 – Presumption in Favour of Sustainable Development

Paragraph 17 – Core Planning Principles

Paragraph 32 – Highways Impacts

Paragraph 131–135 Impact to Designated and Undesignated Heritage Assets

7. Consultations

St Paul's Malmesbury Without Parish Council: No Objection

Conservation Officer: Objection: The development would result in an over development of Barn A and would result in less than significant harm to this heritage asset. The proposed garages would also harm the setting of the undesignated heritage assets and it is considered that the conversion to Barn B can be achieved without a further extension to this barn. Therefore, the development is considered to result in less than substantial harm to the undesignated heritage assets.

Highways: No objection; subject to conditions.

Ecology: No objection:

Archaeology: No comment.

Fire Service: No objection.

Drainage Officer: Site is in Flood Zone 1 according to the EA on line mapping but the road just north of the site is shown to be Flood Zone 2/3 therefore there may be access issues from that direction. Holding objection until additional information is providing demonstrating how access to the site will be achieved in the event of a flood of the adj road. Standard drainage details also required. Officers consider that given the site history it is possible to address such information provision requirements through the use of conditions.

EA map for surface water flood risk shows flooding risk in road immediately outside of site and running in both directions for a considerable distance with a small area within the site.

8. Publicity

The application was advertised by site notice and neighbour consultation. This resulted in no consultation responses from members of the public.

9. Planning Considerations

Principle of Development

The application seeks planning permission for the conversion of two agricultural buildings into residential use. Core Policy 48 of the Wiltshire Core Strategy states that:

“Proposals to convert and re-use rural buildings for employment, tourism, cultural and community uses will be supported where they satisfy the following criteria:

- i. The building(s) is/are structurally sound and capable of conversion without major rebuilding, and with only necessary extension or modification which preserves the character of the original building; and*
- ii. The use would not detract from the character or appearance of the landscape or settlement would not be detrimental to the amenities of residential areas; and*
- iii. The building can be served by adequate access and infrastructure; and*
- iv. The site has reasonable access to local service; or*
- v. The conversion or re-use of a heritage asset would lead to its viable long term safeguarding.*

Where there is clear evidence that the above uses are not practical propositions, residential development may be appropriate where it meets the above criteria. In isolated locations, the re-use of redundant or disused buildings for residential purposes may be permitted where justified by special circumstances, in line with national policy.”

Core Policy 48 requires a hierarchal approach to the conversion of rural buildings, with a preference for employment, tourism, cultural and community uses, before a residential use may be considered. However, in the case of the agricultural buildings subject of this application, planning permission has twice been granted previously for their conversion into residential use, in 2008 and then again in 2012. Whilst the latter consent lapsed on 25th January 2016, it is considered that the principle of residential conversion of these buildings to residential has been established by the historic consents

and is acceptable in principle. It should also be noted that the 2008 and 2012 consent granted the conversion of these buildings into 5 units, three within barn A and two within barn B.

Whilst the principle of residential conversion is acceptable, the development is required to meet the other aspects of Core Policy 48 of the Wiltshire Core Strategy:

i) The building(s) is/are structurally sound and capable of conversion without major rebuilding, and with only necessary extension or modification which preserves the character of the original building:

The proposed barns are in sound structural condition and consent has twice been granted to allow for residential conversion. However, the residential conversion proposed for barn A is considered to not be achieved using only necessary extension or modification and would not preserve the character of the building. The proposed conversion would entail a rear extension which would span the entire width of the building at a depth of between 3.8 and 6.8 metres in depth. The overall size and scale of the extension would overwhelm the existing building and the entire original rear elevation would no longer be visible. The proposal would see an increase in the floor space of the building from 230 square metres to 360 square metres, an increase of approximately 56%. The extent of the extension is considered unnecessary to allow for a conversion to residential use and it is noted that the 2008 and 2012 approvals allowed for Barn A to be converted into three residential units, with much smaller extensions and alterations to the building. The proposal would create a three bedroom unit (two with en-suite) and a 43 square metre living room, 36 square metre kitchen diner, family room, dining room, study along with a substantial utility room. The overall size of the dwelling with proposed extension is excessive in the context of the CP48 policy of constraint and the 230 square metre footprint of the converted building without extension on this scale would allow for a substantial family dwelling to be provided with sufficient residential accommodation to provide an appropriate and acceptable level of amenity.

The overall modifications and extensions are not considered to preserve the character of the original building of Barn A. The modest appearance of the range building would be lost by the proposed development, when viewed from the rear. The development requires a butterfly hipped roof to be created with a valley between, which would appear alien against the simply proportioned existing building. Therefore, the proposed alterations to Barn A are considered to be contrary to Core Policies 48, 57 & 58 of the Wiltshire Core Strategy and paragraphs 17, 131, 135 of the NPPF and would result in unacceptable harm to the character and appearance of the existing undesignated heritage asset and is required to be considered in the balancing exercise.

The Conservation Officer has also raised an objection to the extension to Barn B and the impact on the character and appearance of this building. Whilst the objections of the Conservation Officer are noted, it has to be acknowledged that this building is currently attached to a significant modern green sheet metal barn on its south-western elevation. This barn would be required to be removed to allow for the extension to be erected. Given the removal of the barn, the proposed extension is considered to result in an improvement to the visual amenities of the surrounding area and the benefits of this are considered to outweigh any harm associated to the small scale extension to the building. Therefore, the development is considered to be acceptable in this regard. Likewise, the remaining alterations would be small scale amendments to the fenestration and the removal of the external metal staircase. These alterations are considered to preserve and enhance the appearance of the original building are considered acceptable.

ii) The use would not detract from the character or appearance of the landscape or settlement would not be detrimental to the amenities of residential areas:

As outlined above, the proposed extension to Barn A is considered to detract from the character and appearance of the existing building and would be harmful to the visual amenities of the surrounding area.

However, the use of the site for residential purposes is not considered to detract from the character or appearance of the landscape, given the approval for 13 residential units on the land adjoining to the south-east and the historic consents for residential conversion of these buildings. It is noted that the Conservation Officer has raised an objection to the outbuildings being proposed, due to the harm to

the setting of the non-designated heritage assets from the proposed development. However, given the large dwellings and garages which have been approved as part of the residential development to the south, these proposed outbuildings are not considered to be any more harmful to the significance of the undesignated heritage assets than the approved residential development. Therefore, the proposed outbuildings are considered to be acceptable in this regard.

The proposed dwellings would be sufficiently distanced from any neighbouring occupier to ensure no significant harm to the residential amenity of the adjoining occupiers would occur. Furthermore, the proposed dwellings would provide an acceptable level of residential amenity for future occupiers.

iii) The building can be served by adequate access and infrastructure

The proposed development would use the existing access into the site and the Highways Officer has reviewed this arrangement and raised no objection to the proposed development on highways grounds. Each dwelling would be provided with sufficient space to park at least 2 cars and would meet the Council's adopted parking standards.

The barns are located in close proximity to buildings with drainage and utilities supplied, ensuring that sufficient infrastructure could be provided to support the development.

It is noted that the Drainage Officer has raised a holding objection to the development in the absence of certain information in respect of site access and standard drainage details, as the highway of Main Street falls within Flood Zone 2/3. However, this is an existing situation and the proposed development would seek extensions on land which is set away from the highway and a significant distance from Flood Zone 2/3. The Drainage Officer has noted that the land around the buildings are at risk from increased surface water flooding also.

Therefore, the Drainage Officer has advised that the following additional information is required for consideration.

- 1) Access/Egress - Information of how occupants/emergency services will access/egress property when road is flooded
- 2) Flood protection measures for the proposed dwellings;
- 3) Surface water drainage plans to serve the application proposal to ensure no increase in flood risk at the site.

The information with regards to flood protection measures for the building and surface water drainage plans can be overcome by a suitably worded condition. Likewise, a condition requiring details for emergency evacuation procedures for the site could also be applied, to ensure there are clear measures for evacuation of the site, in case of flooding of the public highway.

Therefore, subject to suitable conditions stated above, the proposal is considered to be supported by sufficient access and infrastructure.

iv) The site has reasonable access to local service; or v) The conversion or re-use of a heritage asset would lead to its viable long term safeguarding.

The proposed development is located within the Small Village of Corston. Core Policy 1 of the WCS states that Small Villages have a low level of services and facilities, and few employment opportunities. However, Core Policy 2 and Paragraph 4.34 of the Wiltshire Core Strategy identify that infill development of a few dwellings would be supported in Small Villages. Therefore, it is considered that the provision of two dwellings would be suitable in the proposed location and would have reasonable access to local services. Furthermore, consent was granted in 2015 for the erection of 13 dwellings to the rear of the application site and also the previous conversion of these buildings into residential use and no objection was raised in relation to the proximity of these dwellings to local services.

Impact to Heritage Assets

Core Policy 58 of the Wiltshire Core Strategy states that development should protect, conserve and where possible enhance the historic environment.

Paragraph 135 of the National Planning Policy Framework states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset

The proposed extension and alterations to Barn A would result in harmful impact to the undesignated heritage asset and would fail to conserve its appearance, for the reasons previously stated. Therefore, the development is considered to be contrary to Core Policies 57(i) and 58 and Paragraphs 131 & 135 of the National Planning Policy Framework.

The proposed alterations to the dwelling would be located within the setting of the Grade II Listed Building on the opposite side of Main Street. However, given the intervening highway and distance of separation, the proposals are not considered to result in harm to the setting of this heritage asset.

Ecological Impacts

The application was supported by a bat survey of the two barns which the application relates to. The Council's Ecologist has reviewed the surveys and no evidence of roosting bats was found. Therefore they have no objection in relation to ecology.

10. Conclusion (The Balancing Exercise)

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 states that "*determination must be made in accordance with the plan unless material considerations indicate otherwise*". Paragraphs 2 & 11 of the NPPF reiterate and confirm this requirement. The Wiltshire Core Strategy Adopted January 2015 forms the local component of the current development plan.

Paragraph 14 of the National Planning Policy Framework states the presumption in favour of sustainable development, whilst paragraph 7 outlines that the three dimensions of sustainable development are environmental, social and economic factors.

The proposed development would be limited in terms of benefits. These are considered to be the social benefit of the creation of two new dwellings and the economic benefits of jobs during construction and additional council tax revenues to the Council. These benefits are weighed against the social and environmental harm from the overdevelopment of the existing undesignated heritage asset and the environmental harms of the impact to the visual amenities of the surrounding area. The harms associated to the development are considered to be in conflict with Core Policies 48, 57(i) & 58 of the Wiltshire Core Strategy and Paragraphs 17, 131 & 135 of the National Planning Policy Framework. Therefore, it is considered that the harms associated with the development would not be outweighed by the benefits and the application is recommended for refusal.

RECOMMENDATION

REFUSAL; for the following reason:

- 1 The proposed extension and alterations to Barn A would, by reason of their size, scale and design, fail to preserve the character of the agricultural building and would result in harm to the character and appearance of the building which is assessed to be an undesignated heritage asset. The proposal would also result in harm to the visual amenities of the surrounding area. Therefore, the development is contrary to Core Policies 48, 57(i) & 58 of the Wiltshire Core

Strategy and Paragraphs 17, 131 & 135 of the National Planning Policy Framework.