

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

Date of Meeting	3rd February 2022
Application Number	PL/2021/07817
Site Address	Church View, High Street, Hindon, Salisbury, SP3 6DJ
Proposal	Proposed single storey extension to rear to provide ground floor bedroom
Applicant	Mr & Mrs Budge
Town/Parish Council	HINDON
Electoral Division	Nadder Valley – Cllr Wayman 3rd February 2022
Grid Ref	
Type of application	Full Planning
Case Officer	Hayley Clark

Reason for the application being considered by Committee

Cllr Wayman has called the application into committee on the following reasons

- 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 consider the recommendation that the application be Refused.

2. Report Summary

The main issues which are to be considered to be material in the determination of this application are listed below:

- Principle of development
- Impact on heritage assets
- Neighbour amenity

The application has resulted in a letter of support from Hindon Parish Council - *This extension for a downstairs bedroom is needed for a person with a debilitating disease who is finding it progressively more difficult using the stairs to an upstairs bedroom. The outside wall at the rear of the property that the extension will be built away from is not visible to the village and is in the garden with no rear access. The Parish Council approves this application.*

There were no letters received from third parties.

3. Site Description

The application site relates to a mid-terraced residential dwelling located on the south west side of the High Street in Hindon. The site is located within an established residential area and lies within the main built area and settlement boundary of the large village of Hindon as defined by Wiltshire Core Strategy (WCS) core policies 1 (Settlement Strategy), 2 (Delivery Strategy) and 27 (Spatial Strategy for the Tisbury Community Area) and also within the designated Hindon Conservation Area.

The property is grade 2 listed and is one of many listed buildings which form the High Street as show below, red dot indicates the application site, black hatched properties are all listed.



Listing details

HINDON HIGH STREET ST 9032 (west side)

8/163 No 3 (Church View Cottage)

GV II

Pair of cottages, now one, in row. Circa 1800. English bond brick, tiled roof with brick stacks. Two-storey, 4-window. Planked door to right with board hood on carved brackets, 2-light casements and canted bay to left with 2-light casement in blocked doorway to left with 3-light casement to right and 2-light casement to left. First floor has four 2-light casements. Interior not inspected.

Listing NGR: ST9101832853

4. Planning History

S/1983/0024 L/B Application-construction of two dormers including bathroom extension forming Refused

S/1985/1405 L/B Application - construction of first floor dormer to accommodate a bathroom Approved

S/2005/1437 Single storey rear extension withdrawn

S/2005/1438 Single storey rear extension withdrawn

S/2005/2385 Single storey rear extension Approved

S/2005/2386 Single storey rear extension Approved
S/2006/2465 Addition of 2 dormer windows to front elevation Approved
S/2006/2466 Construction of internal staircase to attic and addition of 2 dormer windows to front elevation Approved
S/2007/0574 Single storey rear extension (retrospective) and internal alterations to form shower room in existing larder and extend drawing room by removing cloakroom, plus insertion of rooflight window Approved
S/2009/1399 Amendment to original planning consent s/2006/2465 for 2 no. dormer windows to alter design from 4 paned to 6 paned casements Approved
S/2009/1400 Amendment to original planning consent s/2006/2466 for 2 no. dormer windows to alter design from 4 paned to 6 paned casements Approved

5. The Proposal

The application is proposing to erect a single storey rear extension to provide a downstairs bedroom.

6. Local Planning Policy

Wiltshire Core Strategy

Core Policy 1: Settlement Strategy
Core Policy 2: Delivery Strategy
Core Policy 27: Spatial Strategy: Tisbury Community Area
Core Policy 51: Landscape
Core Policy 57: Ensuring high quality design and place shaping
Core Policy 58: Ensuring the conservation of the historic environment

Salisbury District Local Plan policies (Saved by Wiltshire Core Strategy):

C6 Special landscape area

Government Guidance

National Planning Policy Framework (NPPF)
National Planning Practice Guidance (NPPG)
National Design Guidance (Planning practice guidance for beautiful, enduring and successful places)

Planning (Listed Building and Conservation Areas) Act 1990s
Sections 16 & 66: Special considerations affecting planning functions (**LISTED BUILDINGS**)
Section 72: General duties of planning authorities (**CONSERVATION AREAS**)

Supplementary Planning Documents:

Creating Places Design Guide SPG (April 2006)
Cranborne Chase AONB Management Plan 2019-2024
Hindon Conservation Area Appraisal and Management Plan
Neighbourhood plan

7. Summary of consultation responses

Hindon Parish Council – This extension for a downstairs bedroom is needed for a person with a debilitating disease who is finding it progressively more difficult using the stairs to an upstairs bedroom. The outside wall at the rear of the property that the

extension will be built away from is not visible to the village and is in the garden with no rear access. The Parish Council approves this application.

Conservation Officer – Objection – The proposal is for a second single-storeyed extension to the rear, another gaining permission in 2005 and a subsequent retrospective revision in 2007. I note with some disappointment that the extension was not built in accordance with the approved plans, with noticeably higher ridge and eaves. The location of that extension was deemed the most suitable of the rear elevation due to the degree of previous alteration to the original brickwork that would be enclosed. The location of the current proposal would enclose an area of original brickwork that survives much better and although it has been repointed very poorly, it remains visibly historic and characterful. The idea of a new extension not out of the question though, with a glazed link between the historic rear of the property and the addition it would allow for better visibility and appreciation of the historic rear of the property, even if from reduced viewpoints. As submitted, it is considered that the extension would fail to preserve the character of the listed building contrary to ss16 & 66 of PLBCA Act 1990 and CP58. The NPPF stresses the presumption against harm to the significance of heritage assets and no significant public benefits are identified that might be considered to weigh against 'less than substantial' harm.

8. Publicity

The application was advertised via neighbour notification letters, site notice and press advert in the Salisbury Journal.

No third-party representations have been received from neighbouring occupants/owners.

9. Planning Considerations

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications must be made in accordance with the Development Plan, unless material considerations indicate otherwise.

9.1 Principle of development

The site is located within the large village of Hindon where development is considered to be acceptable in principle under CP1, CP2, and CP27 of the Wiltshire Core Strategy which set out a settlement and spatial strategy within which the principle of development in large villages is considered acceptable but is limited to that needed to help meet the housing needs of the settlement.

Furthermore, the site is already in use for residential purposes and the principle of extensions or additions to be used in association with the existing residential use of the site is accepted. This principal acceptability is however subject to the detail, such as its implications for the character of the area, impact on heritage assets and neighbouring amenities

9.2 Impact on heritage assets

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires 'special regard' to be given to the desirability of preserving a listed building or its setting.

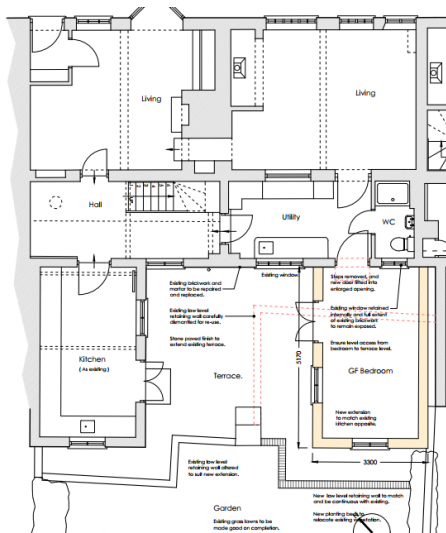
Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of any functions, with respect to any buildings or other land in a conservation area, under or by virtue of any of the provisions mentioned in this Section, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. In having 'special regard' (in relation to listed buildings) and/or in paying 'special attention' (in relation to conservation areas) the NPPF states that regard must be had as to whether the proposal will cause 'substantial harm', 'less than substantial harm' or no harm to the asset.

Core Policy 57 states that new development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality. Residential extensions/alterations such as this are acceptable in principle subject to there being no adverse impacts.

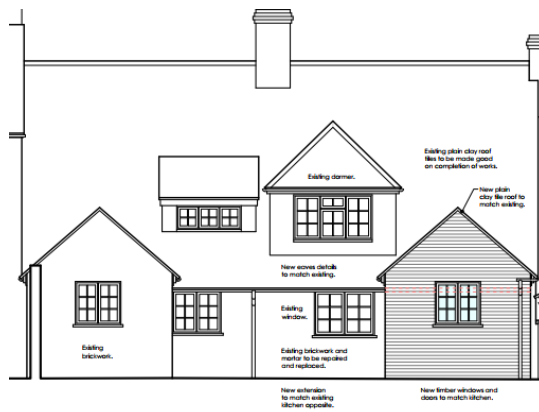
Core Policy 58 aims to ensure that Wiltshire's heritage assets such as the conservation area are protected and enhanced in order that they continue to make an important contribution to Wiltshire's environment and quality of life. It also, however, confirms that the designation of a Conservation Area or listed building does not necessarily preclude the possibility of new development and the Council is committed to working pragmatically with owners to find positive solutions which will allow adaptation of such buildings to reflect modern living aspirations.

The proposals are to erect a single storey rear extension alongside the boundary with adjoining dwelling Rosemary Cottage. This application follows extensive preapp discussions where the development as submitted was considered to be unacceptable but amendments that would be possible were discussed with the conservation officer and Agent and a favourable scheme agreed which would have minimal impacts on the listed building.

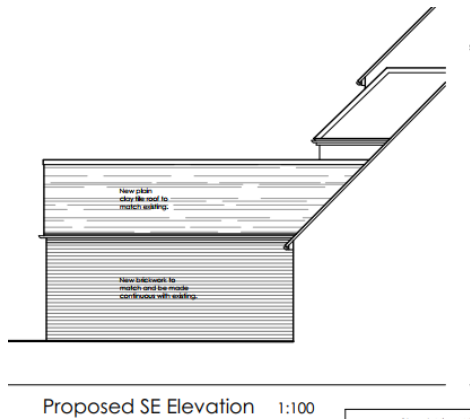
Proposed ground floor plan



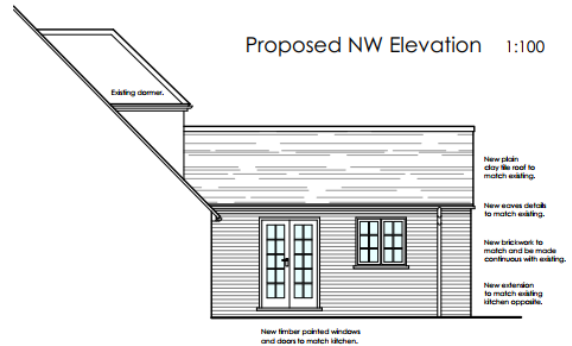
Proposed rear elevation



Proposed SE elevation



Proposed NW elevation



The development located to the rear will not be visible from the front of the site and High Street, views to the rear are very limited due to the character of the area, long gardens and topography. However, the impacts on the character and appearance of the property are more involved than just how it looks from the front. The comments below have been provided by the Council's conservation officer and provide an comprehensive assessment, the case officer concurs with the comments made below and conclusion regarding the harm the proposed extension will have to the character of the property and heritage assets: -

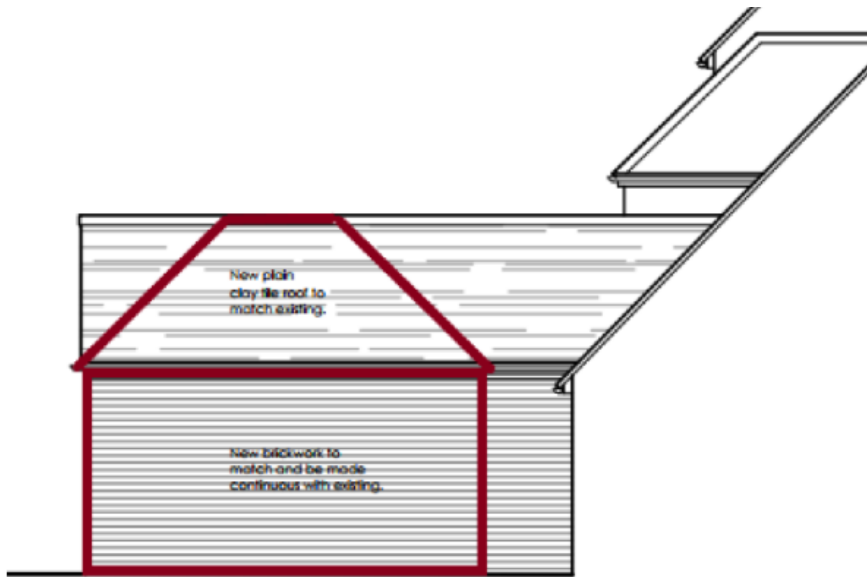
Church View Cottage is a grade II listed building in the Hindon Conservation Area, and is surrounded by other listed buildings. The historic form of many of the cottages of Hindon's remarkable High St is of a two-storeyed structure with a rear service area under a catslide roof, a continuous sweep of clay tiles from the ridge to the ground floor eaves. Church View was originally built as a pair of symmetrical cottages, part of a larger terrace, around 1800. The English bond brickwork of the front elevation is matched by that at the rear – there is evidence of repointing and some minor alterations but it is clearly the original wall, and there is no evidence that the footprint of the building had changed until the recent extension was added, either in the building or on mapping from the 1840s onwards. Prior to submission of the 2005 application, onsite discussions led to the selection of the location of the proposed extension as the least harmful to the historic fabric. The attached photographs shows that there had been greater alteration in that area – a blocked doorway and some rebuilding. The internal photo shows the original roof timbers of the catslide, and C20 internal alterations worked around them.

The simple appearance of the rear elevation has been disturbed by two differing modern dormers, and the recent extension to the left. Unfortunately the roof junctions of this were not built as per the approved plans of 2005; revisions were accepted retrospectively in 2007.



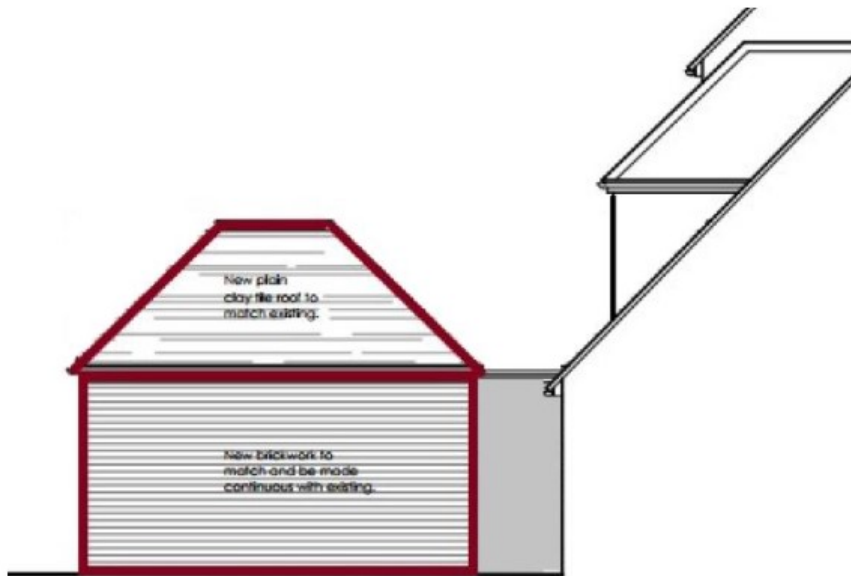
This more recent photo shows that the wall involved has been repointed since 2005, restoring the consistency and colouring of the original walling; close up, it could be tidier but the dominant impression is of an historic wall with typical low openings, below an historic tiled roof. The boarded timber door is almost certainly in its original position, given the closers in the brickwork adjacent, its style and scale also contributing to the character of the building. The unmistakable character and colour range of the original bricks shines through.

Recognising the wishes of the applicant for specific accommodation, constructive preapplication discussions between officers and the agent led to the evolution of a design which was considered to have the least impact on the historic character and fabric of the rear elevation while still providing the desired accommodation. This involved leaving a short gap between the masonry of the extension and the rear elevation, and putting a hipped roof on the extension. This arrangement means that there needs to be no connection with the historic roof and thereby leaves the catslide unaffected. It also means that there would be no brickwork attachment/abutment that would obscure a significant portion of the historic rear elevation and its external doorway, and although this area would still be enclosed by the glazed link, it would be possible to stand both outside and inside it and view it as part of the larger elevation. Curtains or a blind could of course be used to address any privacy concerns. In the current application, the roof would extend across and into the catslide, very close to the dormer, and leave nothing of the continuous run of tiles from ridge to eaves. The following sketch, with my markings in red on the submitted elevation, is an approximation of such a design, the reduction of volume of the new roof is clear. While not a particular heritage concern, the reduction of the roof would also allow for much less impact on the outlook from the adjacent dormer.



Proposed SE Elevation 1:100

PROJECT: Church Vie



Proposed SE Elevation 1:100

PROJECT: Church Vie

The PLBCA Act 1990 requires the authority to pay special regard to the desirability of preserving listed buildings and their setting, and special attention to the desirability of preserving or enhancing conservation areas. I am satisfied that there would not be a significant impact on the CA, however there would be physical and visual harm to the listed building. The NPPF advises that the authority should take account of available evidence and any necessary expertise, and that this should be taken into account when 'considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal'. (my underlining)

The NPPF goes on to emphasise that 'great weight should be given to the asset's conservation', irrespective of the level of harm. It does provide for a situation where clearly identifiable public benefits may be weighed against 'less than substantial harm', however a proposal such as this does not offer any such benefits. The personal benefits associated with the proposal could be achieved while causing much less harm.

It therefore follows that it is considered that the proposal would fail to preserve the character of the listed building in accordance with the expectations of sections 16 and 72 of PLBCA Act 1990, chapter 16 of the NPPF and CP58.

The proposal offers no public benefit, the extension would be private/personal benefit for the applicant only which results in less than substantial harm to the heritage assets and does not outweigh this harm. The proposals are considered contrary to the relevant sections within the Planning (Listed Building and Conservation Areas) Act 1990, core policies 57 and 58 of the Core Strategy and chapter 16 of the NPPF.

9.3 Impact on neighbour amenity

WCS policy CP57 (Ensuring High Quality Design & Space Shaping) requires that development should ensure the impact on the amenities of existing occupants/neighbours is acceptable and ensuring that appropriate levels of amenity are achievable within the development itself. The NPPF includes that planning should "always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings". Residential amenity is affected by significant changes to the environment including privacy, outlook, daylight and sunlight, and living areas within private gardens and this, therefore, needs to be carefully considered accordingly.

No letters of representation have been received for this application. The location of the proposed extension, its scale and design will have limited impact on neighbour amenity. However, the revisions as proposed by the Conservation Officer will reduce the bulk of the extension which will reduce the impacts on adjacent dwelling known as Rosemary Cottage and would be a positive move. That said, Officers would not wish to object to the scheme based on impacts on neighbour amenity.

10. Conclusion (The Planning Balance)

Whilst the needs of the applicant and their desire to have a downstairs bedroom have been taken into account, this need does not override the harm the extension will have in terms of the impact to the character and appearance of the property which is a significant building with listed status in a conservation area. With a modest design change, an acceptable extension can be built which will have minimal impacts on the listed building whilst providing the desired downstairs bedroom.

RECOMMENDATION: REFUSE FOR THE FOLLOWING REASON

Planning (Listed Building and Conservation Areas) Act 1990 requires the authority to pay special regard to the desirability of preserving listed buildings and their setting, and special attention to the desirability of preserving or enhancing conservation areas. The proposed extension will have a negative impact on the character and appearance of the host dwelling and will result in irreversible physical and visual harm to the listed building.

The NPPF advises that the authority should take account of available evidence and any necessary expertise, and that this should be taken into account when 'considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal'. The NPPF goes on to emphasise that 'great weight should be given to the asset's conservation', irrespective of the level of harm. It does provide for a situation where clearly identifiable public benefits may be weighed against 'less than substantial harm', however a proposal such as this does not offer any such benefits. The personal benefits associated with the proposal could be achieved while causing much less harm.

It is therefore considered that the proposal would fail to preserve the character of the existing dwelling in accordance with the expectations of sections 16, 66 and 72 of Planning (Listed Building and Conservation Areas) Act 1990, chapter 16 of the NPPF and Core Policies 57 and 58 of the Wiltshire Core Strategy.