

Date of Meeting	20 th June 2013
Application Number	13/00054/FUL
Site Address	Homesteads, Rivar Road, Shalbourne, Marlborough, SN8 3QE
Proposal	Single storey extension and garage conversion
Applicants	Mr Philip Newton
Town/Parish Council	SHALBOURNE
Grid Ref	431554 162559
Type of application	Full Planning
Case Officer	Ruaridh O'Donoghue

Reason for the application being considered by Committee:

This application is brought to committee at the request of Divisional Member, Cllr Wheeler.

1. Purpose of Report

To consider the recommendation that the application be refused planning permission.

2. Report Summary

The key issues for consideration are:

- a) Whether the proposal would preserve the character and setting of the listed building;
- b) Whether the proposal would preserve or enhance the character or appearance of the Shalbourne Conservation Area.

Given the nature of the site and the relationship the property has with neighbouring dwellings it is not considered that there are any other planning issues that need to be addressed in this report. Members should note that a garage conversion forms part of the application. Officers have no objections to this element of the proposal and therefore the report will concentrate on the proposed extension.

3. Site Description

Below is a location map with photographs that show the context of the site.



South East Elevation



South West Elevation



South East Elevation



Original Dwellinghouse



Existing Garage



Existing Garage from Road

The Homestead is a grade II listed building situated on Rivar Road in the southern part of the village of Shalbourne. It is located within the built-up area in the Shalbourne Conservation Area. The site and its surroundings are also located within the North Wessex Downs Area of Outstanding Natural Beauty.

The listing description states: “Cottage. C17. Timber framed, rendered externally and thatched roof. Single-storey and attic. Two bays with gable stacks, gable to road, and extended by further bay to left. Timber door, leaded glazing to timber windows. Roof half hipped to right, hipped over left extension and swept over 1 dormer. Interior has timber framed partitions. Chamfered spine beam. Fire lintel with small ogee stops”.

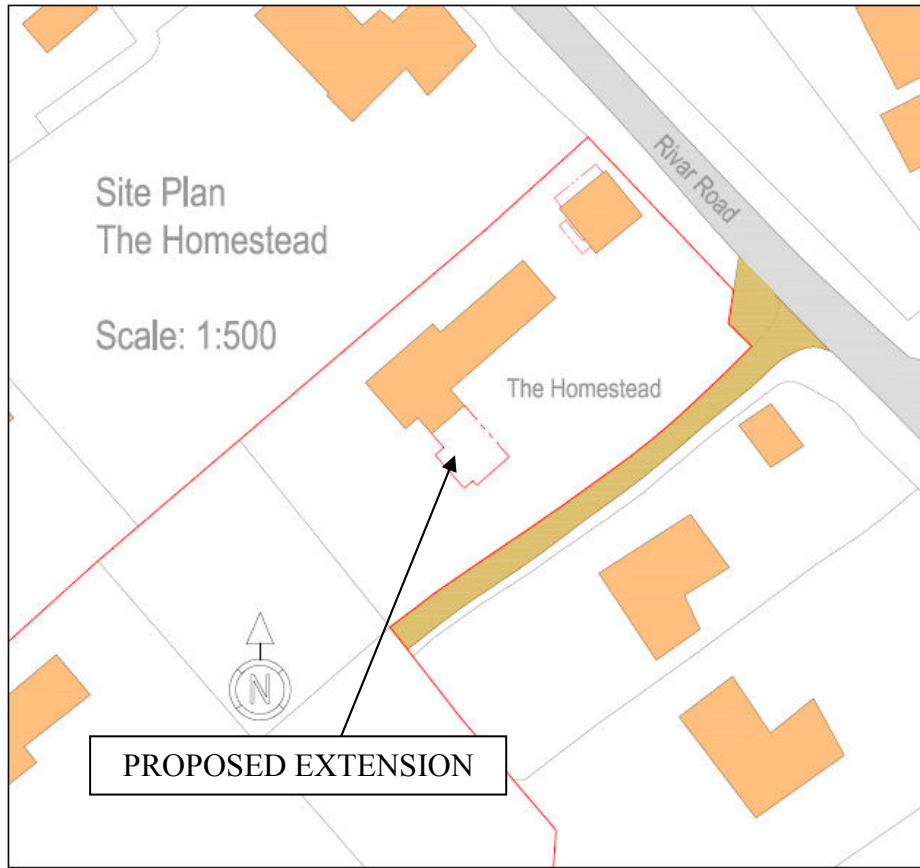
Approximately 12 years ago, the cottage was extended to its south-west end.

4. Planning History

K/36845/L	Extension to cottage	Approved
K/36846/F	Extension to cottage	Approved
K/36884/F	Replacement garage	Approved
E/2012/1471/LBC	Single storey extension and garage conversion	WITHDRAWN
E/2012/1469/FUL	Single storey extension and garage conversion	WITHDRAWN

5. The Proposal

The application proposes the erection of a single storey extension and the conversion of the existing garage. Plans of the development are show below.



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Existing South West Elevation
(facing away from road)

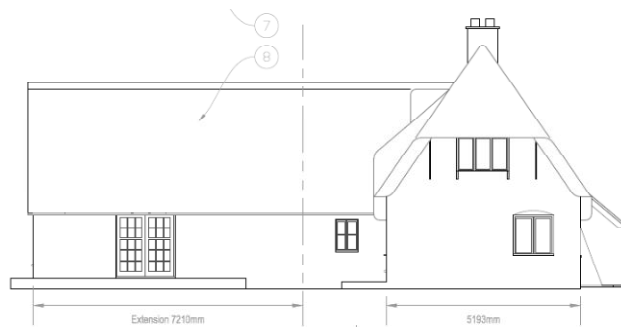


Proposed South West Elevation
(facing away from road)

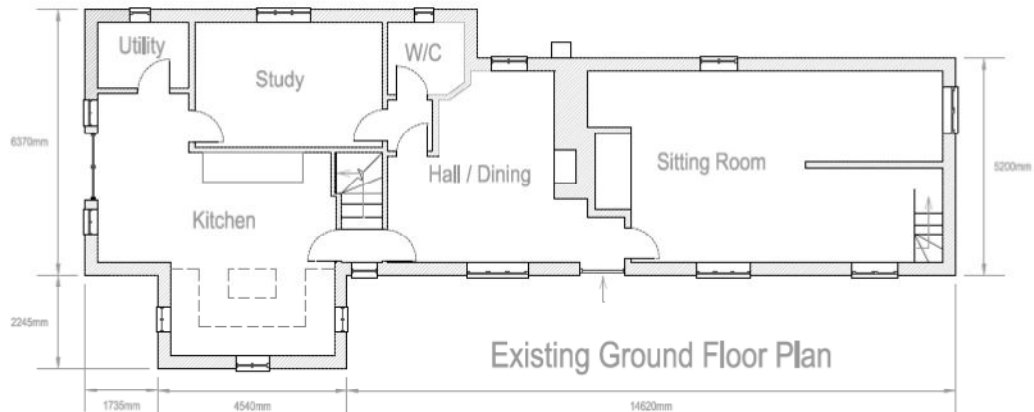
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Existing North East Elevation
(facing towards road)



Proposed North East Elevation
(facing towards road)



6. Planning Policy

Kennet Local Plan 2011 – Policy PD1 (general development principles).

The statutory duty placed on the Council under The Planning (Listed Buildings and Conservation Areas) Act to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

The duty placed on the Council under S72 of the Planning (Listed Buildings and Conservation Areas) Act to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.

Relevant policies within the National Planning Policy Framework and guidance contained within the saved Planning Policy Statement 5 Practice Guide.

The Shalbourne Conservation Area Statement provides additional guidance.

7. Consultations

Wiltshire Council Conservation Officer – objects to the proposed extension (comments are from the previous scheme E/2012/1469/FUL & E/2012/1471/LBC which was for exactly the same development).

“The conservation considerations are the impact on the listed building and its setting and the impact on the character and appearance of the conservation area. The extension will be located on a modern addition to the historic cottage and therefore there are no issues relating to the alteration of historic fabric. However, the issues are the scale and positioning of the extension and the impact that further extension has on the special interest of the listed building. Although the extension is a continuation of the existing gabled front wing to the modern extension, this extension is significant and brings the wing out to form a L shaped plan to the house. This is at odds with the linear nature of the historic building and the modern extension attached to it. The increase in extension also diminishes the significance of the historic, thatched cottage, which is detrimental to its special interest.

“Whilst a small increase in scale of the existing modern garage building does not seem objectionable, that proposed is awkwardly designed (for example, with a concealed flat roof section) and I cannot be convinced that this is appropriate (particularly where the garage is in close visual context with the listed building and also where it is visible from outside the site). However, the overall change may be seen as a relatively minimal alteration to the building, where materials and general form are not significantly different from the existing situation.”

Shalbourne Parish Council

The Shalbourne Parish Council has no objections to these proposals, but, as this is a listed building, we would ask that, as far as is possible, suitable material is used for the work, to blend in with the existing property.

8. Publicity

The application has been advertised by way of a site notice and consultations with the neighbours. One letter of support has been received from the owner/occupiers of Shalbourne Cottage. They ask that Tudor Tiles be used on all tiled roofs.

9. Planning Considerations

9.1 Garage conversion

As part of the application it is proposed to convert the existing garage into ancillary living accommodation. This was also proposed under the previous two applications that were withdrawn for the same development (E/2012/1469/FUL & E/2012/1471/LBC). However, officers never raised an objection to this element of the scheme and therefore it does not need to be discussed in detail in this report.

9.2 Impact upon the listed building - Extension

The local planning authority has a duty placed upon it to protect the character and setting of the listed building and any features of architectural or historical interest that it may possess.

In this case, the extension will be attached to the modern addition to the historic cottage and therefore there is no issue with the proposal impacting upon any historic fabric. As such, the only consideration is the impact upon the character and setting of Homesteads and in particular the scale of the extension, its positioning on the building and cumulative impact

with previous extensions.

Paragraph 178 of PPS5: Planning for the Historic Environment Practice Guide states that the main considerations for additions and alterations to heritage assets are:

“...proportion, height, massing, bulk, use of materials, use, relationship with adjacent assets, alignment and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be acceptable for new work to dominate the original asset or its setting in either scale, material or as a result of its siting. Assessment of an asset’s significance and its relationship to its setting will usually suggest the forms of extension that might be appropriate.”

The Shalbourne Conservation Area Statement reflects the above advice, stating that *“All extensions should be in scale and character with the building to which they are added and should not dominate”*.

It is clear from the above that scale is a particularly important aspect to consider and that any new proposal to extend a listed building should not as a result of its size dominate the original asset or its setting. Paragraph 120 of the same guidance goes on to state that: *“when assessing any application for development within the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change...”*. In this case, the special interest of the building lies within the original, historic thatched cottage and therefore it is important that the significance of this building is not diminished by further large extensions to the building. The current proposal is considered to be of such a scale – in terms of its 7.2m length, 5.6m height and 1½ storey massing - that it would dominate the original building to the detriment of its character and setting. The cumulative impact with previous extensions is particularly harmful. This goes directly against government guidance and Conservation Area Statement advice.

Further to the above issue, the proposed extension will deviate from the established plan form of the original dwellinghouse. Government guidance contained within the PPS5 Practical Guide states in Paragraph 182 that: *“the plan form of a building is frequently one of its most important characteristics”*. The deviation from this would harm the special interest of the listed building by confusing and obscuring its historic plan form and creating an addition that would be at odds with the original dwelling. Indeed, it is one of the few surviving properties in Shalbourne that has maintained its linear form with a gable end that fronts onto the road.

The NPPF makes a distinction between proposals which cause ‘substantial harm’ to a designated heritage asset and those which lead to ‘less than substantial harm’. The former category is reserved for situations such as the complete demolition of a listed building whereas the latter is more applicable in cases such as this. It does not automatically mean that less than substantial harm is more acceptable, it simply means that a different test is applied. Paragraph 134 of the NPPF states that *“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use”*.

The current proposal would not give rise to any public benefits. For example, the extension is not required to secure the long term viability of the building as it already functions as a dwelling and has a perfectly workable internal layout. Accordingly, the harm cannot be justified in policy terms.

9.3 Impact upon conservation area - Extension

The existing listed building is an important element of the conservation area and contributes towards its character and appearance and significance as a heritage asset. Extension of the cottage in the manner being proposed would harm the character and setting of the listed building and lessen its contribution to the conservation area. As such it would fail to preserve or enhance the character or appearance of the conservation area which is the statutory test to be applied in this case.

10. Conclusion

The scale of the proposed extension in relation to the original dwelling and the deviation away from the established plan form would harm the character and setting of the listed building and diminish its significance as a designated heritage asset. The extension would also fail to preserve the character or appearance of the conservation area. As such, the proposal is contrary to government policy contained within Section 12 of the NPPF and policy PD1 of the adopted Kennet Local Plan 2011.

RECOMMENDATION

That planning permission be REFUSED for the following reason:

The scale of the proposed extension in relation to the original dwelling and the deviation away from the established plan form would harm the character and setting of the listed building and diminish its significance as a designated heritage asset. The extension would also fail to preserve the character or appearance of the conservation area. As such, the proposal is contrary to government policy contained within Section 12 of the NPPF, guidance contained in the PPS5 Practice Guide, policy PD1 of the adopted Kennet Local Plan 2011 and supplementary planning guidance contained in the Shalbourne Conservation Area Statement.