

<b>Date of Meeting</b>	3 <sup>rd</sup> April 2014
<b>Application Number</b>	13/07057/FUL
<b>Site Address</b>	Homesteads Rivar Road Shalbourne Marlborough SN8 3QE
<b>Proposal</b>	Single storey extension and replacement garage
<b>Applicant</b>	Mr Phillip Newton
<b>Town/Parish Council</b>	SHALBOURNE
<b>Ward</b>	BURBAGE AND THE BEDWYNS
<b>Grid Ref</b>	431581 162515
<b>Type of application</b>	Full Planning
<b>Case Officer</b>	Ruaridh O'Donoghue

### **Reason for the application being considered by Committee:**

In light of officers concerns, this application is brought to committee at the request of Divisional Member, Cllr Wheeler to consider the following matters:

The Visual Impact upon the Surrounding Area  
 The Relationship to Adjoining Properties  
 The Design, Bulk, Height and General Appearance; and  
 In recognition that the proposals have been revised following the previous refusal, and are now deemed acceptable.

### **1. Purpose of Report**

To consider the recommendation that the application be refused.

### **2. Report Summary**

The key issues for consideration are considered to be:

- 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.

### **3. Site Description**

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.*

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



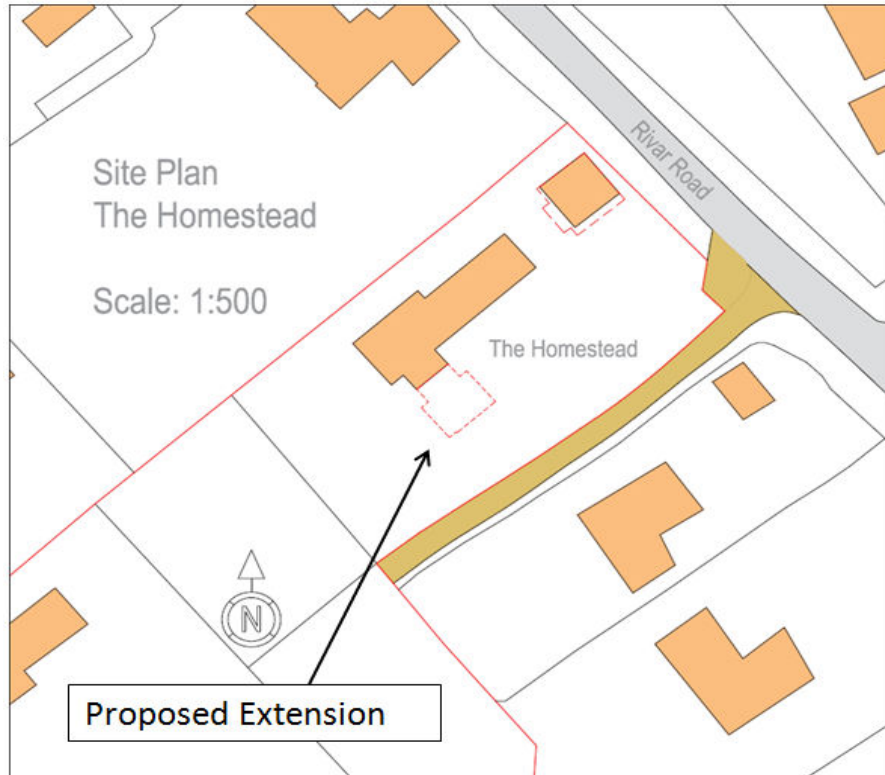
Existing Garage from Road

#### 4. Planning History

K/36845/L	Extension to existing cottage	Approved
K/36846	Extension to existing cottage	Approved
K/36884	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
13/00054/FUL	Single storey extension and garage conversion	Refused
13/00067/LBC	Single storey extension and garage conversion	Refused

## 5. The Proposal

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



ations



Existing South West Elevation  
(facing away from road)



Proposed South West Elevation  
(facing away from road)

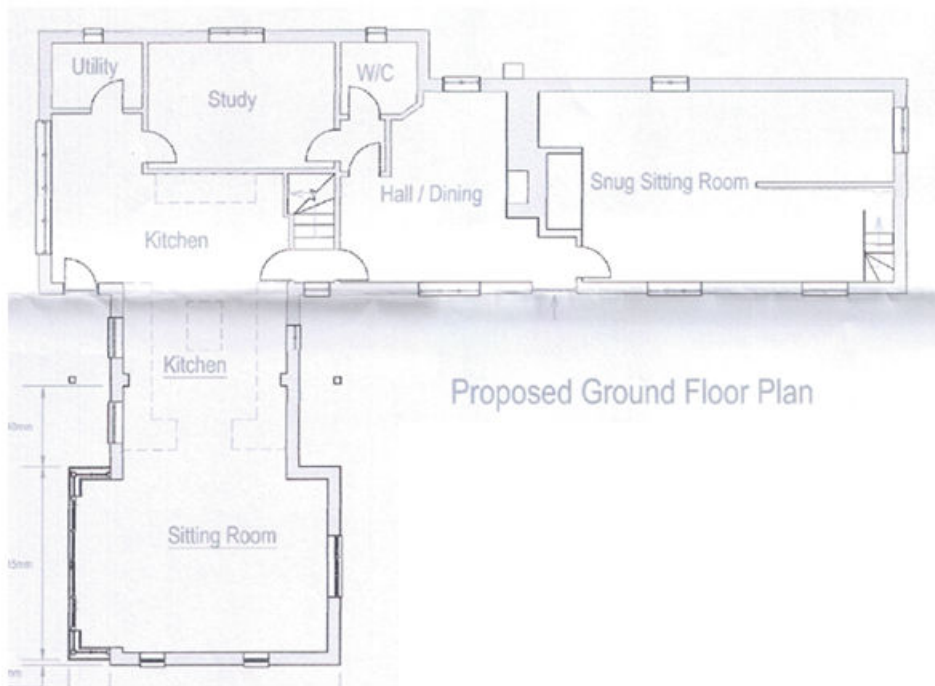
levations



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.

The Emerging Wiltshire Core Strategy – CP57 Ensuring High Quality Design and Place Shaping; and CP58 – Ensuring the Conservation of the Historic Environment.

## 7. Consultations

Shalbourne Parish Council – Strongly supports this application which will increase the attractiveness of the building as a family house. The listing has been irrelevant since the changes undertaken by the previous owners and approved by the former Kennet District Council. It is now difficult to discern the older “listed” part of the building. The proposed extension and replacement garage will not detract from the local scene.

Wiltshire Council Conservation Officer – Reports having met with the applicants agent on site to fully assess the proposals on 5<sup>th</sup> March 2014 and being aware of the planning history for the site, where previous applications were either withdrawn or resulted in a refusal (at committee level supporting officer recommendation). It is further noted that the former conservation officer involved with applications 13/00054/FUL and 13/00067/LBC provided the following commentary:

*“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 an 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.”*

It is appreciated that the current application have been amended to try and overcome the previous refusal reason, but unfortunately, they are not significant enough to overcome the concerns previously raised and the scale of the proposals remains virtually unaltered.

Sometimes there are listed buildings that really are limited in the changes or extensions that they are able to withstand without impacting upon their significance as a designated heritage asset. It is submitted that the extensions which have already been already allowed (and implemented) really are the maximum degree of extension that this building can withstand. Further extension(s) could act as a significant, further addition that would transform the building into something far removed from its humble vernacular origins. The degree and addition of further extensions is likely to have a harmful impact on the special interest of the listed building and therefore, the application should be refused.

Replacement garage:

There are no concerns over the principle of replacing the existing garage structure with something similar, but some concern is raised over the proposed roof design. The presence of dormers within the roof give a rather top-heavy appearance to it, making it visually

dominant in contrast to the cleaner, more subservient appearance of the thatched roof of the cottage. Replacing the dormers with flush rooflights would reduce the prominence of the garage and improve its stylistic relationship with the listed cottage.

## **8. Publicity**

The application has been advertised by way of a site notice, press advert and consultations with the neighbours. No third party representations were received.

## **9. Planning Considerations**

### 9.1 Garage conversion

As part of the application it is proposed to replace the existing garage with a new detached garage with ancillary living accommodation above. Under previous schemes it was proposed to convert the existing garage to achieve this and this was never objected to by the Council. The current design is for a larger garage with the introduction of dormer windows giving a top-heavy appearance. This would increase the prominence of the garage in relation to the listed building. The Council considers that the use of roof lights would be more appropriate in order to reduce the impact it has on the setting of the listed building and to reduce the harm caused to the heritage asset. Officers however submit that it is the proposed extension where the most harm would be caused.

### 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 would be attached to a modern addition to the historic cottage and therefore there is no issue with the proposal impacting upon any historic fabric. As such, the material 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 the 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 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 considered important that the significance of this building is not diminished by further large extensions to the building.

It is instructive to compare the current proposed extension with the earlier one that was considered to be unacceptable. The fact is that both are very similar. The refused proposal was of exactly the same height as now proposed and the length is only 49 cm shorter than the 7.21 metres that was refused, whilst the width of the extension has actually increased to 6.5 metres from the 5.975 metres in the refused application. In short, the reasons for refusal of the last application considered by the committee have not been addressed and the same issue still exists - the proposal is considered to be of such a scale – in terms of its 6.7m length, 6.5m width, 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.

Furthermore, the proposed extension would 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, officers duly assert that 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. However it is important to stress that the latter 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. 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, officers duly submit that 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. The 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 proposal is little different from that refused by the committee last year and has signally failed to address the reasons for refusal. No appeal against the original refusal has been submitted. As before, 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.