

Deadline	31 st August 2010		
Application Number:	S/2010/1015		
Site Address:	BOWLES BARN AND YARD THE PORTWAY WINTERBOURNE GUNNER SALISBURY SP4 6JL		
Proposal:	CONVERSION AND EXTENSION OF EXISTING BARN TO FORM TWO BED DWELLING. REPAIR EXISTING AND REBUILD COLLAPSED YARD WALLS TO FORM ENCLOSED GARDEN AREA. BLOCK UP EXISTING ACCESS ONTO THE PORTWAY (C56) AND FORM NEW VEHICULAR ACCESS WITH IMPROVED VISIBILITY		
Applicant/ Agent:	MR RICHARD BRUCE-WHITE		
Parish:	WINTERBOURNEBOURNE/WOOD		
Grid Reference:	417548.405652165 135361.671845555		
Type of Application:	Full		
Conservation Area:		LB Grade:	
Case Officer:	Mrs J Wallace	Contact Number:	01722 434687

Application Number	S/2010/1015
Proposed Development	Conversion and extension of existing barn to form two bed dwelling. Repair existing and rebuild collapsed yard walls to form enclosed garden area. Block up existing access onto the Portway (C56) and form new vehicular access with improved visibility
Officer Report	

1. Reason for the application being considered by Committee
Councillor Hewitt has requested that this item be determined by Committee due to: Considerable local interest

Purpose of Report
To consider the above application and to recommend that planning permission be REFUSED
Neighbourhood Responses
No letters received objecting to the proposal
One letter of support received
Parish Council response
Support

2. Main Issues

The main issues to consider are :

Policy considerations, principle of residential conversion, scale, design and impact on character of the countryside
Neighbouring amenity
Protected species
Highway safety
Public open space policy R2

3. Site Description

The site is an existing redundant agricultural building located at the end of an access track, (also a public footpath FP19) to the south of 1 and 2 Bowles Cottages. The site lies within the designated open countryside, the Special Landscape Area, and Area of Special Archaeological Significance, and is linked by a footpath to Winterbourne Gunner (approx 250 metres to the south east). To the east of the site is a cricket ground, to the west are open fields, and to the north is the Portway.

4. Planning History

Application number	Proposal	Decision
10/0396	Conversion and extension of existing barn to form two bed dwelling. Repair existing and rebuild collapsed yard walls to form enclosed garden area. Block up existing vehicular access and form new access with improved visibility	WD 10/05/10

5. The Proposal

The applicant is seeking to change the use of the redundant building to create a two bedroom dwelling. The existing main barn building would be repaired, the associated collapsed/former attached stores removed and then an extension built over the footprint. The walls around the former yard would be rebuilt, so that the space would form a garden. A parking area is to be created. A new vehicular access onto Portway is proposed, crossing an adjacent field from the existing lane.

The existing flint and brickwork plinth of the building would be repaired, and the chalk cob walls repaired and lime rendered. The corrugated iron roof over the barn would be removed and replaced with natural slate. The extension would also be roofed with slate. Oak is proposed for the window and door frames.

The boundary walls of the yard which are of mixed materials would be repaired and re-built. They would be of brick and flint, with chalk cob, lime rendered blockwork. Compacted stone is

proposed for the new track which will be bounded by a new native species hedge and also for the parking area. Paving is proposed for the areas around the proposed dwelling, leaving the remainder of the yard as garden.

The main differences between this application and the earlier one (S/2010/0396) which was withdrawn, are the alteration to the position of the vehicular access on to Portway confirmation from a professional involved in building conservation that the proposal is for the repair of the existing fabric prior to its conversion confirmation that the dwelling would create a 'modest and affordable residential dwelling, to be retained by the applicant for either private letting, housing farm workers or short term holiday letting'.

Planning Policy

The following policies are considered relevant to this proposal

G2	General Principles for Development
R2	Public Open Space
C2, C22, C24	Countryside
C6	Special Landscape Area
H23, H26 and H27	Housing in the countryside
C12	Protected Species
SPG	The Conversion of Historic Farm Buildings in the Countryside
PPS7	Sustainable Development in Rural Areas
PPS4	Planning for Sustainable Economic Growth
PPS3	Housing

7. Consultations

Parish council
Support

Highways

Object. Recommend refusal on road safety grounds and sustainability contrary Planning Policy Guidance Note 13.

Conservation

No objections in terms of impact to the setting of the conservation area or listed buildings. The realignment of the access encroaches into the countryside. There is very little evidence provided to suggest the worthiness of the building for retention, nor evidence of consideration of alternative uses.

In light of the requirements of policy C22, suggest that the condition of the building is discussed with the relevant building control officer, as underpinning for building regs purposes may well lead to the partial collapse of the plinth and the structure above needing reconstruction.

Wessex Water

The development is located within a foul sewer area and there are water mains within the vicinity. A point of connection can be agreed at the detailed design stage

The Council should be satisfy itself with the disposal of surface water from sustainable drainage system The developer should check with Wessex Water to ascertain if there are any uncharted sewers or water mains within or very near to the site

Rights of way

No objection to proposed surfacing of FPno.19. There should be no gate across the footpath.

Ecologist

Not yet received

Building Control

Not yet received

8. Publicity

The application was advertised by site notice/neighbour notification with an expiry date of 12 August 2010

One letter of support has been received.

Summary of key points raised

Changes made satisfy our requirements

Approve of proposed refurbishment and use of building

9. Planning Considerations

9.1 Policy considerations

Principle of residential conversion, scale, design and impact on character of the countryside

PPS3 sets out the government's criteria for housing development and defines previously-developed land as follows: 'land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure.' The definition excludes gardens and land that is or has been occupied by agricultural or forestry buildings, and therefore, this site is not considered to be previously developed or brownfield land for policy purposes.

PPS7 also gives priority to the development of brownfield land in preference to green field sites. Paragraph 20 of the PPS states: The replacement of non-residential buildings with residential development in the countryside should be treated as new housing development in accordance with the policies in PPG3 and, where appropriate, paragraph 10 of the PPS. PPG3 has now been superseded by PPS3 but the aims and objectives of the guidance are unchanged. Paragraph 10 states that isolated new houses in the countryside will require special justification for planning permission to be granted. Where the special justification for an isolated new house relates to the essential need for a worker to live permanently at or near their place of work in the countryside, planning authorities should follow the advice in Annex A in the PPS. The proposed development whilst is stated to be 'modest and affordable' (presumably because a two bedrooomed dwelling is proposed) has not been shown to be either for 'local needs' or for an agricultural worker, and therefore fails to comply with this national guidance.

PPS4 which replaces large parts of PPS7 in relation to sustainable economic growth discusses guidance for the reuse and replacement of rural buildings for tourism or employment use. This proposal is apparently intended for residential use rather than development for an economic, tourism or other commercial use. Policy EC12.1 is relevant as it states that the re-use of buildings in the countryside for economic development purposes will usually be preferable, though residential conversions may be more appropriate in some locations and for some types of building. Planning Authorities are encouraged to approve planning applications for the conversion and re-use of existing buildings in the countryside for economic development, particularly those adjacent or closely related to towns or villages, where the benefits outweigh the harm. In this case there is no evidence that any consideration was given to the conversion of the building for economic development, and as the site is in the open countryside and no evidence has been provided to demonstrate that there is a need for a dwelling for an agricultural worker nor would the proposed dwelling be an 'affordable' unit for local needs, it is considered that the proposal fails to comply with this national guidance.

PPS 5 sets out the criteria for considering proposals affecting heritage assets, or buildings that have significance because of their historic or architectural interest. The statement covers assets that are not designated but are of heritage interest and thus it is a material planning consideration. Decisions must be based on the nature, extent and level of that interest and the asset must be put to an appropriate and viable use that is consistent with their conservation. Policy HE7 sets out the criteria for consideration of proposals affecting heritage buildings.

Together, with the local plan policies, the above government guidance is considered to be the most up to date policy guidance in relation to this proposal

Policy H23 of the Local Plan states that undeveloped land (see PPS3 above) outside a HPB and not identified for development in the local plan will be considered to be countryside where the erection of new dwellings will only be permitted where provided for by policies H26 (affordable housing) or H27 (housing for rural workers). Neither of these policies applies and in this case, Local Plan policy is totally consistent with national guidance as expressed in PPS3 and PPS7.

Policy C2 of the Local Plan states that development in the countryside will be strictly limited and will not be permitted unless it would benefit the local economy or maintain and enhance the environment. Policy C24 sets out the criteria for extensions in the countryside, which must be sympathetic in scale and character with the existing building and surroundings, and fall within the existing curtilage.

Policy C22 of the Local Plan discusses the criteria for the change of use of buildings. It states, "Where the proposal is for full residential use, the council will require the applicant to demonstrate that every reasonable attempt has been made to secure a suitable business or community reuse. This is usually demonstrated through a commercial marketing exercise, and in this case, no evidence has been provided to demonstrate that the building has been marketed for a non-residential use.

A report by Paul Tanner Associates was provided with both the earlier application and this later one. It is stated to be a visual inspection only and reports on the condition of the building. The report states that the building could be repaired and reroofed in appropriate materials. The structural repair requirements section of the report identifies works and repairs that would need to take place to the building. The repairs required would appear to be substantial, including rebuilding some 10% to 20% of the flint work plinth, replacement of missing cob sections, reinstatement of structural connections between the gable and main elevation, possible use of

stainless steel corner reinforcement, removal of cement render and replacement with lime, removal of the existing concrete slab and its replacement by a new concrete screed floor on a waterproof membrane and insulation layers over a new re-enforced concrete ground bearing slab, stabilise the walls, addition of new first floor and strengthening of beams with central fitch plates, new embedded tie timbers for the roof with temporary propping of to the gable ends to maintain stability, and strengthening of the roof structure to support a new roof structure.

It is clear from the report, that a substantial amount of repair and replacement work would be required to bring the barn up from agricultural to residential standards. When considering the previous application, officers were concerned that the barn was not capable of conversion without substantial reconstruction and that the submitted elevation drawings did not demonstrate that the resultant building would actually be a conversion. Officers also considered that it would be extremely difficult to prevent the total demolition or even collapse of the barn during the conversion process. But, with this revised application is a letter from Geoff Crawford of Witcher Crawford which states 'whilst the previous assessment regarding the amount of work involved in the project is true' i.e. there is a fair amount of work involved in reinstating and repairing the barn to make sure it is structurally sound and that the fabric of the building is free of decay; this by no means suggests that the walls cannot be repaired or have to be rebuilt. The careful sequencing and correct methodology will minimise the loss of the building fabric. A sequence of work is then outlined which it is stated, if followed would require only the repair and conservation of the existing structure. However, in view of the current state of the barn as demonstrated by the report from Witcher Crawford officers remain concerned that the barn might collapse during the conversion process.

The Conservation Officer comments that little evidence has been submitted with this application to demonstrate the worthiness of the building for retention. Whilst the building could be considered to be a heritage asset because of its historic interest, clearly the works required to stabilise and allow the conversion of the existing building to residential use could be considered to reduce its significance in heritage terms. Moreover it is as an agricultural building that the building has historical significance. Therefore, whilst the building is considered to be a heritage asset that would be worthy of retention for historical interest, the building is not considered to be sufficiently important to provide the special justification required for a departure from national and local policy to create a new residential development in the countryside.

Whilst the proposed extensions would fall within the former yard area, on the footprint of former structures, the extensions would significantly alter the size, bulk and appearance of the building from its existing state, and with a new extension and a new and intrusive vehicular access across the field the resultant building would be tantamount to a new dwelling in the countryside which with an intrusive new domestic access across the adjacent agricultural land would detrimentally effect the character of the surrounding countryside. The proposal would therefore be contrary to Policy C22, H23, H26, H27, and the guidance in PPS7, PPS3 and PPS4

9.2. Neighbouring Amenities

The development is approximately 70 metres from Bowles Cottages, and therefore, the proposed residential use would not detrimentally affect neighbouring amenities in terms of dominance, overlooking or undue disturbance. The proposed access would join the access lane close to the garages of the cottages. Whilst this may cause occasional inconvenience to users, it would not be sufficiently detrimental to existing amenities to warrant refusal under Local Plan policy G2.

9.3. Protected Species

An ecological assessment has been submitted and there is no evidence of bats, amphibians or reptiles on the site though extensive signs of barn owls were found. The survey recommends that alternative roosting sites and nesting opportunities are provided and an external barn owl box is proposed for a mature ash tree about 30m to the south east of the site.

Nesting birds have also used the barn and are likely to be present in the hedgerow which it is proposed be removed adjacent to the Portway in order to create the access. It is therefore recommended that works should take place between September and the end of February so as to avoid the breeding season and it is recommended that checks should be made on the hedgerow the day before any works take place. The applicant is proposing three new bird boxes for the site, or nearby trees.

It is therefore considered that this aspect of the proposal would comply with Local Plan policy C12, provided the recommendations in the survey are adhered to, through appropriate use of conditions.

9.4. Highway Safety

When previously considering a proposal for a new access in this area, your officers were advised that Highways were not satisfied that the proposed new access was located in a safe position, as it was located outside the 30mph speed limit, where the visibility of oncoming traffic, was not acceptable. They were also concerned about a new dwelling located outside housing policy limits and therefore recommended refusal on road safety grounds and distance from services, contrary to the key aims of Planning Policy Guidance Note 13

This revised scheme makes provision for parking for at least two vehicles on a car parking area adjacent to the barn. Currently the barn is accessed off a lane which serves nos.1 and 2 Bowles Cottage and is also a public right of way. However, a new access road is to be provided through the adjacent field to the west, which will debouch on to the Portway some 25m west of the existing access. The existing access would be stopped up and all vehicular traffic would use the new access.

In considering this second application, the Highways officer comments that the access position has been moved some 4metres further to the south west, moving the access point further from the 30mph limit into the derestricted speed zone. On this basis the earlier concerns of Highways about the position of the access point and the ability to provide adequate visibility remain. In the opinion of Highways, whilst some information has been provided by the applicant in support of the sustainability of the location, the site remains outside of the Housing Policy Boundary and therefore, the earlier concern about the transport sustainability of the location remains.

In conclusion, the recommendation for this proposal would be the same as for the earlier submission, S/10/0396. Refusal is therefore recommended on the following grounds:-

1. Obtainable visibility from the proposed new access position is considered to be inadequate for the volume and speed of traffic using the "C" class main road, presenting a serious road safety hazard for vehicles exiting the new access and for traffic movement along this important "C" class route.
2. The proposal, located remote from services, employment opportunities and being unlikely to be well served by public transport, is contrary to the key aims of Planning Policy Guidance Note 13 which seeks to reduce growth in the length and number of motorised journeys.

Given the advice of Wiltshire Council highways, which remains the same as for the last application, it is difficult for officers to advise any other course than that this proposal should be refused on the above grounds of highway safety and being contrary to the key aims of PPG13

9.5. Public Open Space

A contribution towards public open space will be required in accordance with policy R2.

10. Conclusion

No evidence of the commercial marketing of the property has been submitted to demonstrate that the building could not be used for an alternative agricultural, tourist commercial, economic or community use.

The site is in the open countryside where a newly constructed dwelling would not be permitted unless required for agriculture or local need and the applicant has not demonstrated that the proposed dwelling would be either affordable, or that there is a need for accommodation for an agricultural worker. Furthermore, the building is not considered to be sufficiently important to provide the special justification required for a departure from national and local policy to create a new residential development in the countryside.

It is felt that the agricultural building could still retain its historical significance and presence in another more acceptable form (Policy HE7.2 and para 10 of PPS7).

The proposed re-alignment of the vehicular access on the Portway extends the boundary of the proposed residential development further into the open countryside, effectively sterilising and removing from agricultural use, the north-eastern corner of the field and further encroaching into the open countryside.

There are highway concerns relating to the safety of the proposed new access which is located just outside the 30mph speed limit and where the visibility of oncoming traffic, is not acceptable.

Highways are also concerned that the development would be located outside the housing policy boundary at a distance from services, contrary to the key aims of Planning Policy Guidance Note 13.

Subject to no further substantive comments following the expiry of the advertisement of the application on 12 August 2010

Recommendation

It is recommended that planning permission is REFUSED for the following reasons:

1 The site lies outside the housing policy boundary, and is not considered to be previously developed land, due to its agricultural use. The guidance in PPS7 (para 10) requires special justification for planning permission to be granted for isolated new houses in the countryside. Whilst the building is identified as being of some historical interest, substantial reconstruction of the existing building is required together with a large single storey extension and an intrusive access across adjacent agricultural land to enable the conversion to residential use. The building is not considered to be sufficiently important to provide the special justification required by PPS7 to support conversion to full residential use. Furthermore, no commercial marketing evidence has been submitted to demonstrate that the building could not be used for an

alternative agricultural, tourism, commercial or community use. The development would therefore be contrary to the guidance in PPS3, PPS4, PPS5, PPS7, and the adopted policies C22, H23, H26 and H27.

2. Obtainable visibility from the proposed new access position is considered to be inadequate for the volume and speed of traffic using the "C" class main road, presenting a serious road safety hazard for vehicles exiting the new access and for traffic movement along this important "C" class route, contrary to Policy G2 of the adopted Salisbury District Local Plan.

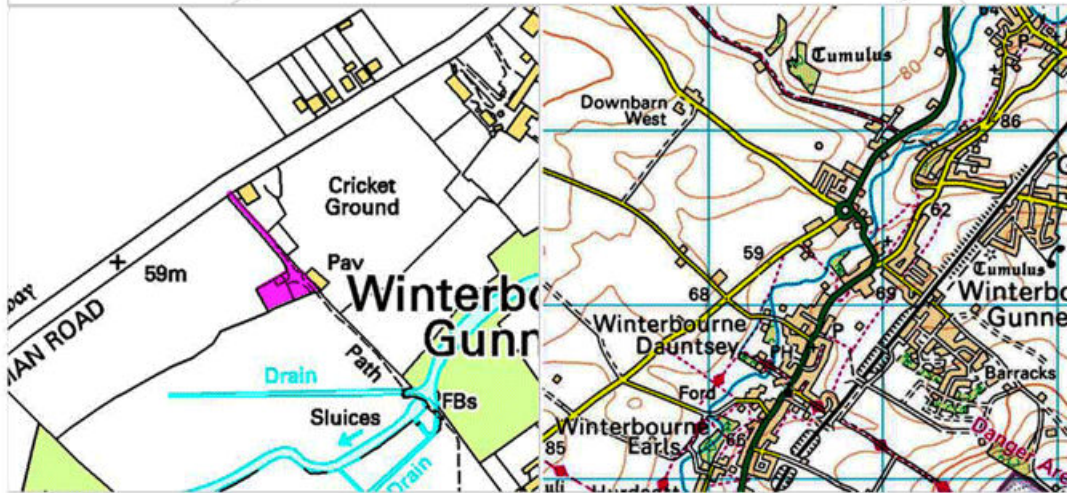
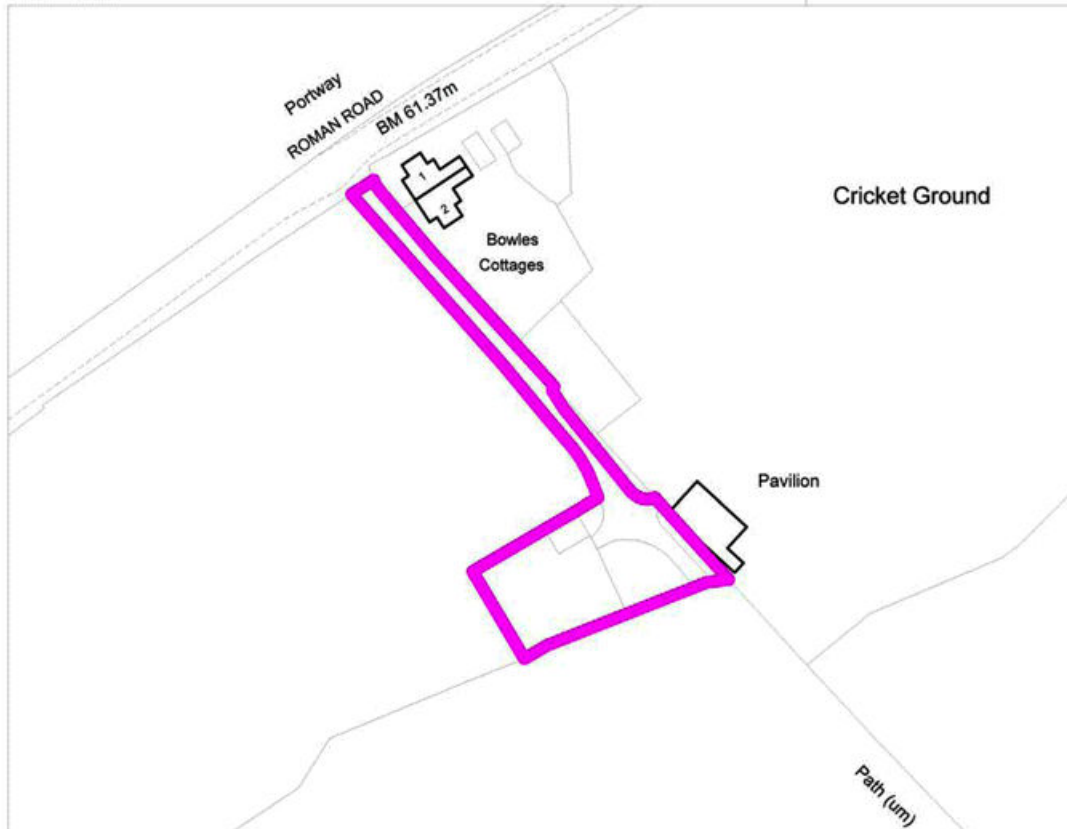
3. The proposal, located remote from services, employment opportunities and being unlikely to be well served by public transport, is contrary to the key aims of Planning Policy Guidance Note 13 which seeks to reduce growth in the length and number of motorised journeys and Policy G1 of the adopted Salisbury District Local Plan.

Appendices:	None
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Background Documents Used in the Preparation of this Report:	<p>Paul Tanner Associates Inspection of Structural Fabric, ref 1822b dated 18/11/08</p> <p>Letter from Paul Tanner Associates dated 3 October 2009</p> <p>Letter from The Lime Centre dated 31/03/09</p> <p>Ecological Assessment, received on 6/07/2010</p> <p>Construction and Demolition Method Statement received on 6/07/2010</p> <p>Design and access statement received on 6/07/2010</p> <p>Sustainability statement received on 6/07/2010</p> <p>Letter from Geoff Crawford of Witcher Crawford setting out sequencing of work dated 15 June 2010, received on 6/07/2010</p> <p>Site location plan received on 6/07/10</p> <p>Figured dimensions of site, and proposed buildings received on 6/07/2010</p> <p>Typical cross-section of access track received on 6/07/2010</p> <p>Drawing ref.no. W1198 P01 received on 6/07/2010</p> <p>Drawing ref.no. W1198 P02 received on 6/07/2010</p> <p>Drawing ref.no. W1198 P03 received on 6/07/2010</p> <p>Drawing ref.no. W1198 P04 Rev B received on 6/07/2010</p> <p>Drawing ref.no. W1198 P05 Rev B received on 6/07/2010</p> <p>Drawing ref.no. W1198 P06 Rev B received on 6/07/2010</p>
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CONVERSION AND EXTENSION OF EXISTING BARN TO FORM TWO BED DWELLING. REPAIR EXISTING AND REBUILD COLLAPSED YARD

S/2010/1015



Wiltshire Council
Where everybody matters

BOWLES BARN AND YARD, SP4 6JL

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