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| Date of Meeting | 4 th June 2015 |
| Application Number | 15/04125/FUL |
| Site Address | Bridge House, Martinslade, Seend, SN12 6RT |
| Proposal | First floor extension to outbuilding |
| Applicant | Mrs June May |
| Parish Council | SEEND |
| Division | SUMMERHAM AND SEEND |
| Grid Ref | 395587 161882 |
| Type of application | Full Planning |
| Case Officer | Morgan Jones |

Reason for the application being considered by Committee

This application is brought to committee at the request of the division member, Councillor Jonathon Seed, on the following grounds:

- Visual impact upon surrounding area;
- Relationship to adjoining properties;
- Design – bulk, height, general appearance;
- Environmental/highway impact;
- Car parking;
- Overdevelopment of the site;
- Listed building implications and curtilage.

1. Purpose of Report

To assess the merits of the proposal and to consider the recommendation that the decision to refuse planning permission should be deferred and delegated to the Area Development Manager subject to the receipt of no further observations which raise new material planning considerations up until the end of the public consultation period.

2. Report Summary

The key issues for consideration are:

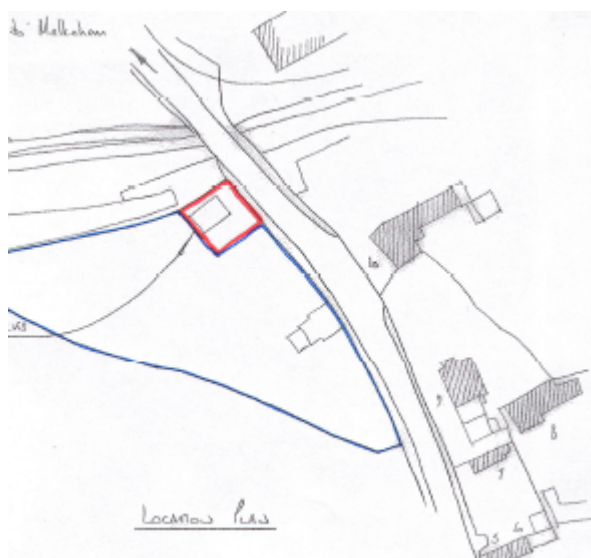
- Principle of development;
- Layout, design and visual impact;
- Impact on heritage assets.

3. Site Description

The outbuilding lies on the western flank of the A365 next to the Kennet & Avon Canal to the east of the village of Sells Green. The main house to which this is an outbuilding is grade II listed. The list description states:

'Pair of cottages, early C19, ashlar with slate pyramid roof and apex stack. Two storeys, back-to-back with identical elevations to north and south of two 16-pane sashes each floor, centre door with hood on brackets, all in flush ashlar surrounds, and raised string course. Houses were supposedly built for employees of Wragg's Wharf opposite. Back-to-back is a rarity in rural Wiltshire.'

The cottages were listed in 1987 and in 1991 permission was granted, and implemented, for conversion of the cottages into one dwelling. The house is located within a large plot which borders the canal on the north boundary. The house itself located against the north east facing boundary, very closely positioned next to the main road which runs through the village.



Site Location Plan

This application relates specifically to a single storey outbuilding/garage which is located close to the north boundary of the property opposite the canal and public right of way ref SEEN2.

4. Planning History

As noted above, the original pair of cottages were listed in 1987 and in 1991 permission (ref K/18129/L) was granted for conversion of the cottages into one dwelling. Permission (ref K/34110 & K/34109/L) was then granted in 1997 for the two storey extension to the south west elevation. This extension reflects the architecture of the former cottages, with ashlar stone walls, raised string course, hipped slate roof and sash windows.

In 2012 permission (E/2012/1304/LBC) was granted for the replacement of patio doors and all windows with hardwood sash windows. In 2013 a further single storey garden room extension to the rear of the dwelling was granted consent (ref 13/00559/FUL & 13/00561/LBC) and in 2014 (ref 14/04387/LBC) permission for a glass canopy over a doorway.

Within the curtilage of the property, permission (ref E/2012/1306/FUL) was granted in 2012 for the replacement of a dilapidated timber garden shed and retrospective permission for timber post, rail fences and gates and small area of decking and chicken runs. The outbuilding/garage which is the subject of this application was granted permission (ref K/15400) on the 30th January 1990. The historic maps show there was a building in this

location at the end of the 19th century and formed the termination of two footpaths across the fields to the south east (ref SEEN2 & SEEN3).

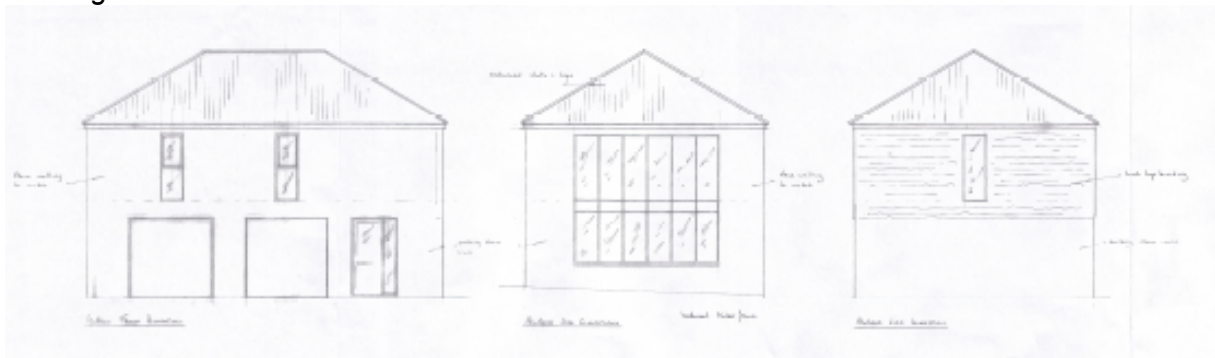
5. The Proposal

The application seeks full planning permission to construct a first floor extension over the existing outbuilding. The existing outbuilding is constructed of natural stonework and has a hipped slate roof. The building measures 9.4m in length by 6.4m in width and stands at a height of 2.1m to the eaves and 4.2m to the ridge above ground level.

The proposed extension turns this single storey outbuilding into a two storey building that is the size of a house. It will more than double the height of the outbuilding at eaves level to 4.6m and 6.65m to the ridge. The first floor will have stone walls to be in-keeping with the existing however larch lap timber horizontal boarding will be installed at first floor level on the north-east side elevation of the building. A large two-storey glazed opening will be installed within the south-west side elevation of the building. The roof will be finished with natural slate.



Existing Front & Side Elevations



Proposed Front & Side Elevations

The plans indicate that the first floor level would be used as a garden lounge as a general domestic recreational area. Two parking spaces would be retained at ground floor level however a WC would be installed within a section of the existing storage area.

6. Planning Policy

The **National Planning Policy Framework (NPPF)** with particular regard to Chapters 7 'Requiring Good Design', 11 'Conserving & Enhancing the Natural Environment' and 12 'Conserving & Enhancing the Historic Environment'.

The adopted **Wiltshire Core Strategy** with particular regard to:

- Core Policy 1 'Settlement Strategy';
- Core Policy 2 'Delivery Strategy';
- Core Policy 15 'Melksham 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'.

7. Consultations

Council's Conservation Officer – Objection on the grounds of design and impact on heritage assets.

Seend Parish Council – No observations received to date.

8. Publicity

The application has been publicised via press and site notices and letters sent to properties within close proximity of the site. No observations have been received to date as a result of the publicity.

9. Planning Considerations

The relevant adopted local development plan is the adopted Wiltshire Core Strategy (WCS). Core Policy 57 'Ensuring High Quality Design and Place Shaping' outlines that a high standard of design is required in all new developments. Applications for new development must demonstrate how the proposal will make a positive contribution to the character of Wiltshire through enhancing local distinctiveness by responding to the value of the natural and historic environment, relating positively to its landscape setting and the existing pattern of development. Furthermore, in section 7 of the NPPF the Government places importance on the need for high quality design and promotion of local distinctiveness.

The application site lies within the curtilage of a listed building and adjacent to the Kennet & Avon Canal and bridge which are also heritage assets. One of the core planning principles of the NPPF is to conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations (par 17). As such, Core Policy 58 'Ensuring the Conservation of the Historic Environment' of the WCS seeks to ensure that all development proposals protect, conserve and where possible enhance the historic environment.

The proposed development must therefore comply with the aims and objectives of Core Policies 57 and 58 of the WCS. In terms of design of any extension in close proximity to heritage assets it is necessary to consider: proportion, height, bulk, use of materials, use, and relationship with adjacent assets, alignment and treatment of setting.

Detached outbuildings can have a significant impact on local character and amenity and they require a careful approach to design.

The existing outbuilding is of a similar form and design to the listed dwelling and at its current height is clearly subordinate and non-intrusive. However, the introduction of a first floor would greatly increase the overall mass and scale of the outbuilding. The building would become a very prominent feature when viewed from the public realm and from within the application property. The outbuilding would not be subordinate or proportionate to the scale of the existing dwelling. The extended outbuilding would be as large as the original pair of cottages. The dwelling stands at a height of 4.65m to the eaves and 6.6m to the ridge and the front of the dwelling measures approximately 7.5m and in it has a depth is 8.8m (footprint of 66square metres). The outbuilding measures 9.4m in length by 6.4m in width (footprint of 60square metres) and its height will be increased to 4.6m to the eaves and 6.65m to the ridge.

In addition to the concerns with the scale and height of the outbuilding, there are also concerns in relation to the design detailing and appearance of the outbuilding. The scale and proportions of the windows and the use of cladding to the east gable are not informed by the local vernacular. The proposed windows are narrow two paned timber windows whereas the windows of the house and the existing ones in the garage are multi paned timber windows. The proposed two storey glazed feature within the side elevation will also be a very prominent feature and appear dominant in views from the canal footpath and public right of way which crosses the application property. The dwelling and buildings in the locality are constructed of stone or brick and therefore the use of timber cladding on the roadside gable is considered inappropriate.

As the application property is listed, a primary consideration from the point of view of the historic environment is the duty placed on the Council under sections 16 and 66 of the Planning (Listed Building 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 setting of the adjacent canal and bridge is also important particularly as they are heritage assets.

The NPPF advises that *“when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting”* (par 132). Furthermore the NPPF advises that *“the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application”* (par 135).

The setting of a heritage asset is defined within the NPPF as the surroundings in which a heritage asset is experienced. It is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

The Council’s Conservation Officer has raised concerns with the proposed height and bulk of the outbuilding and in particular its impact on the setting of the bridge and canal but also on the approach to the dwelling itself. The visual impact of the outbuilding in views from the canal and bridge will be greatly increased. *“At present the building sits at a low level in comparison with the bridge and the canal. The bridges along the canal are significant heritage assets punctuating the route of the Canal which is a highly significant heritage asset. Buildings associated with the canal tend to be small scale and many are single storey such as the single storey house next to the bridge at Bollands Hill. The increase in height and bulk of this property will have an adverse impact on the setting of the listed building and the adjacent heritage assets – bridge and canal”*.

The outbuilding and dwelling are clearly viewed from the A365 and at present the outbuilding appears subordinate to the dwelling and respects its character and appearance. It is not considered that the proposed appearance of the proposed outbuilding would complement the dwelling or preserve nor enhance the character of the property or setting of the dwelling.

In light of the above, it is considered that the proposed scheme would have a harmful impact on the setting of the heritage assets. The NPPF advises 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”*. There are no public benefits which would outweigh the harm to the designated heritage assets. The proposed development is considered to be in conflict with

the national planning policy and the aims and objectives of Core Policies 57 and 58 of the WCS.

The NPPF advises that “*in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting*” (par 128). Unfortunately, the statement accompanying the application does not demonstrate that this analysis has been undertaken even after the applicant was advised during the pre-application stage that the proposed development would be likely to have an adverse impact on the surrounding heritage assets and conflict with the aforementioned policies.

10. Conclusion

The application seeks full planning permission for the construction of a first floor extension on the existing outbuilding. The outbuilding is within the grounds of a Grade II Listed building and adjacent to the Kennet & Avon Canal and road bridge which are non-designated heritage assets.

The scale and design of the proposed extension is considered inappropriate for the context of the site. The outbuilding, due to its height and overall mass, would not appear subordinate or be proportionate to the scale of the associated dwelling. There are also elements of the design, appearance and certain materials which do not respect the local vernacular and as a result the outbuilding would appear out of place within its setting. The proposed development would also have an adverse impact on the setting of the heritage assets noted above due to the inappropriate scale and design of the outbuilding.

In light of the above, the proposed development is considered to be contrary to sections 7 ‘Requiring Good Design’ and 12 ‘Conserving & Enhancing the Historic Environment’ of the NPPF and Core Policies 57 ‘Ensuring High Quality Design and Place Shaping’ and 58 ‘Ensuring the Conservation of the Historic Environment’ of the Wiltshire Council Core Strategy.

RECOMMENDATION

It is recommended that planning permission be **refused** for the following reasons:

1. The proposed development would result in an outbuilding which would be of an inappropriate scale and design for the context of the site. The outbuilding, due to its significantly increased height and overall mass, would not appear subordinate or respect the proportion of the associated dwelling. The proportions of the proposed windows would be at odds with the local vernacular and the use of timber cladding would be out of keeping with the traditional local building materials.

As such, the proposal would be contrary to both national and local planning policies, which seek to promote good design, namely section 7 ‘Requiring Good Design’ of the NPPF and Core Policy 57 ‘Ensuring High Quality Design and Place Shaping’ of the adopted Wiltshire Council Core Strategy.

2. The proposed development would be detrimental to the appearance of the area and would harm the setting of the surrounding heritage assets. The outbuilding is considered to be of an inappropriate design and due to its position and overall mass, would appear overly prominent and intrusive when seen from the public realm and within the application property, to the detriment of the setting of the Grade II Listed dwelling and the adjoining Kennet & Avon Canal.

As such, the proposal would be contrary to both national and local planning policies, which seek to preserve or enhance the historic environment, namely section 12 'Conserving & Enhancing the Historic Environment' of the NPPF and Core Policy 58 'Ensuring the Conservation of the Historic Environment' of the adopted Wiltshire Council Core Strategy.