

Date of Meeting	16 th November 2017
Application Numbers	Planning application 17/05344/FUL and listed building application 17/05345/LBC
Site Address	Garden Cottage, Penruddocke Arms, Hindon Road, Dinton, Wiltshire, SP3 5EL
Proposal	Erection of single storey rear extension and a new pitched roof
Applicant	Mr John Ring
Town/Parish Council	DINTON
Electoral Division	NADDER AND EAST KNOYLE – (Cllr Wayman)
Grid Ref	403181 131328
Type of application	Full Planning
Case Officer	Lucy Minting

Reason for the applications being considered by Committee

Councillor Wayman has called in the applications for the following reasons:

- Scale of development
- 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 of the Head of Development Management that planning permission and listed building consent should be APPROVED subject to conditions.

2. Report Summary

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

- Background/site history/appeal decisions
- Principle of development
- Impact to the setting and significance of the curtilage listed building (Garden Cottage) and the principal listed building (Penruddocke Arms) and the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty
- Impact on neighbour amenity
- Parking
- Flood Risk

The application has generated 7 third party representations of support, and an objection from Dinton Parish Council

3. Site Description

The application site is located to the rear of the Grade II listed Penruddocke Arms.

The Penruddocke Arms is a grade II listed building and dates from the early nineteenth century. Built of stone under a slate roof, it has painted elevations and its plan is little altered since the late 19th century. The main part of the property is two storey with ancillary

subservient single storey additions. There is a detached single storey outbuilding running along the west boundary of the site. There is a large car park to the east of the building.

The building in question was originally a small single-storey outbuilding and is curtilage listed.

4. Planning History

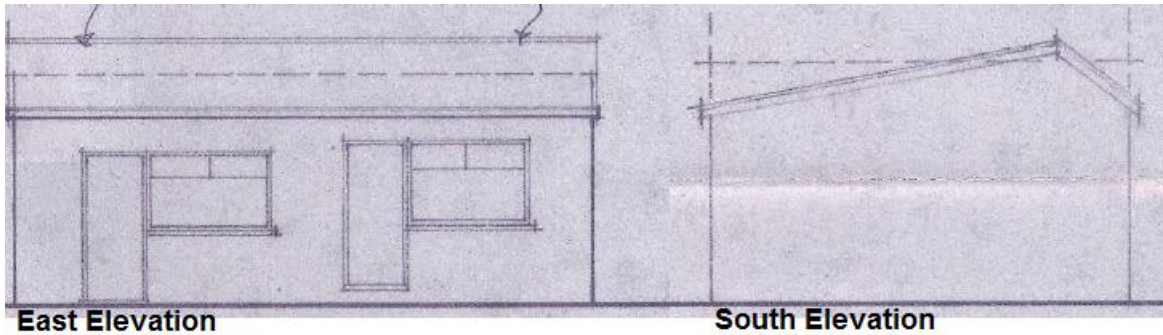
Application ref	Proposal	Decision
15/06643/FUL	Extension to form a kitchen and additional bed rooms	Refused 07/03/2016 Appeal Dismissed 02/11/2016
15/02806/LBC	Extension to form a kitchen and additional bed rooms	Refused 07/03/2016 Appeal Dismissed 02/11/2016
15/00415/FUL	Extension to form a kitchen and additional bed rooms	Refused 09/04/2015
14/04785/CLE	Certificate of lawfulness for the use of the dwelling as separate to the Penruddocke Arms	Approved 22/12/2014
14/02275/FUL	Extension to form a kitchen and additional bed rooms	Withdrawn 23/04/2014

Planning permission was sought in 2014 to extend the building (14/02275/FUL). This application was later withdrawn when it was established that the use of the building as a separate dwelling did not benefit from planning permission.

A certificate of Lawful Development (14/04785/CLE) was then applied for and issued for the use of the building (now known as Garden Cottage) as a separate dwelling. This conclusion was reached based on sufficient evidence being submitted to prove, on the balance of probabilities, that Garden Cottage had been used as a separate dwelling for in excess of 4 continuous years, and therefore the lack of planning permission for the change of use was immune from enforcement action.

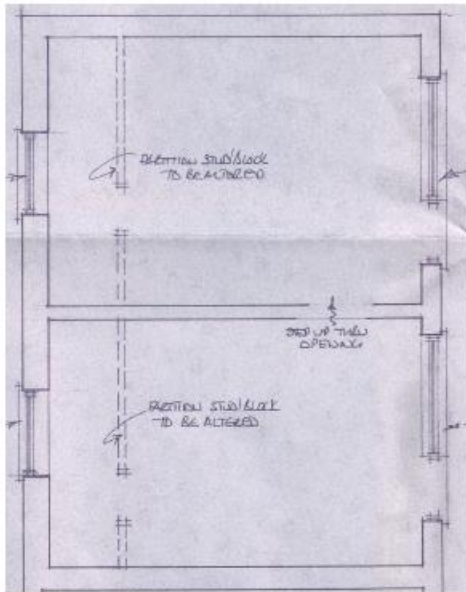


The building as it stood on 31/03/2014 – the subject of the CLE application.



East Elevation

South Elevation

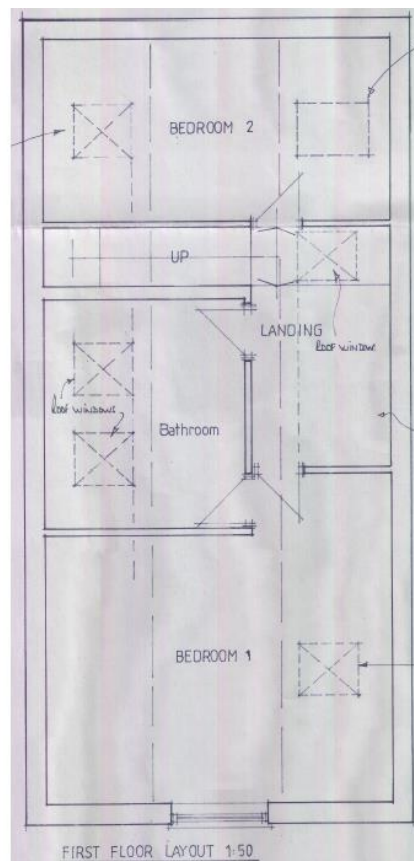
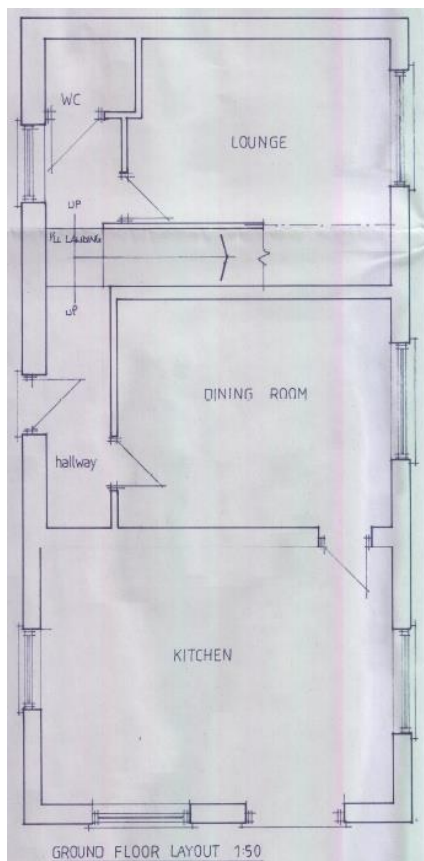
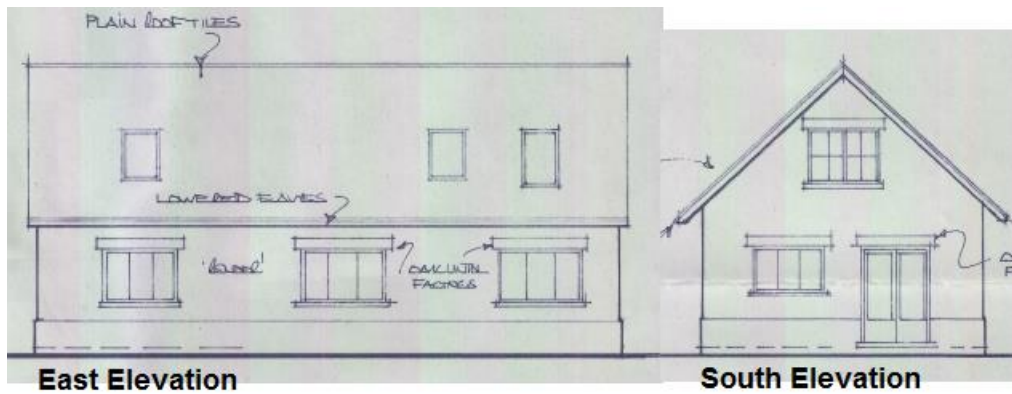


Floor Plan

Plans of the building as it was previously are attached above. The building was a modest single storey outbuilding originally of two rooms (with studwork partitioned sections at each end) and built of local greensand stone. The asymmetric roof form had a steep but narrow frontage, with a gently sloping rear roofslope. The building had a very adhoc appearance as a result of the unauthorised conversion works that had been undertaken (including later additions of brickwork, blockwork and UPVC windows and a satellite dish fixed to the rear elevation). There had been no application for listed building consent for these alterations when the building was originally converted to a dwelling.

Planning permission was then sought in 2015 (15/00415/FUL) for the substantial expansion of Garden Cottage, to create a two-storey dwelling with additional footprint. This application was refused.

Planning and listed building consent were then sought under 15/06643/FUL and 15/02806/LBC for extensions and alterations Garden Cottage, to form a 1.5 storey dwelling with increased footprint. Extracts from the proposed plans have been included below:



These applications were both refused and dismissed at appeal. The appeal Inspector's decision is attached at appendix A and is a material consideration to these applications. The appeal Inspector identified the main issues where whether the proposed alterations and extensions would preserve the setting and significance of the principal listed building and the effect of the proposal on the natural beauty and character of the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty (AONB).

There have also been two applications for the erection of additional guest accommodation within the car park of the Penruddocke Arms (S/2012/1566 and 14/08025/FUL) both of which were refused and also dismissed at appeal. Both appeal Inspectors identified that the main issues of concern was whether that particular scheme represented sustainable development having particularly in mind the effect on the character and appearance of the rural area (in the Cranborne Chase and West Wiltshire Downs AONB) and the setting of the grade II listed Penruddocke Arms.

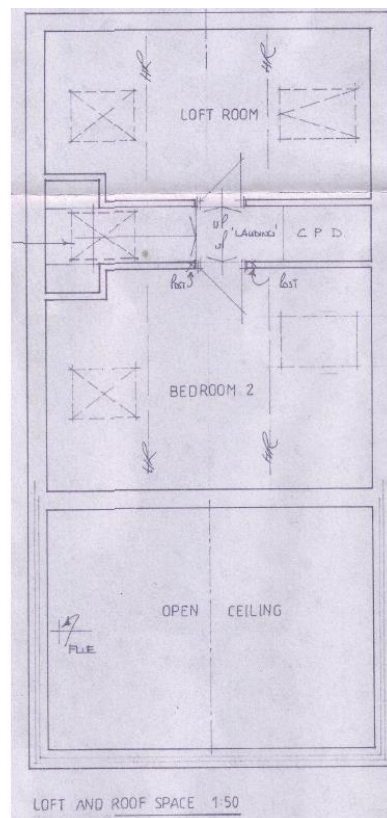
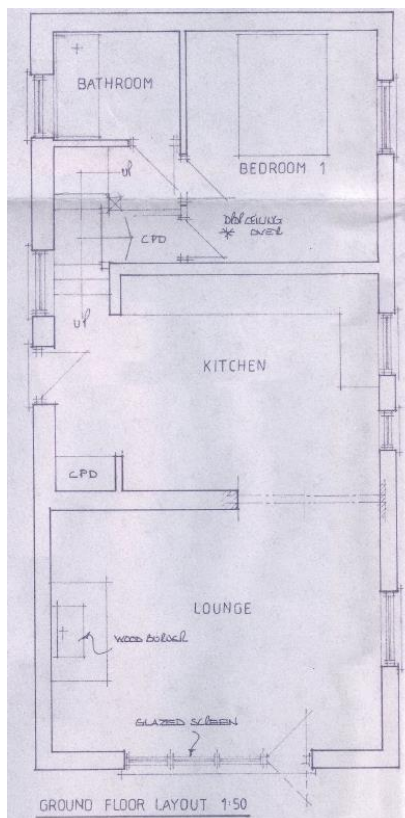
Work has already commenced, although the works which has already been undertaken do not benefit from consent. The proposals currently under consideration are for a different scheme to the property as it is currently built.

Carrying out work without the necessary listed building consent (whereby such works materially affect the historic or architectural significance of the building) is an offence under section 9 of the Planning (Listed Building and Conservations) Act 1990 and carrying out work without the required planning permission is an offence under section 196D of the Town and Country Planning Act 1990.

There is an open enforcement case on the site, although this is pending the determination of these planning and listed building consent applications.

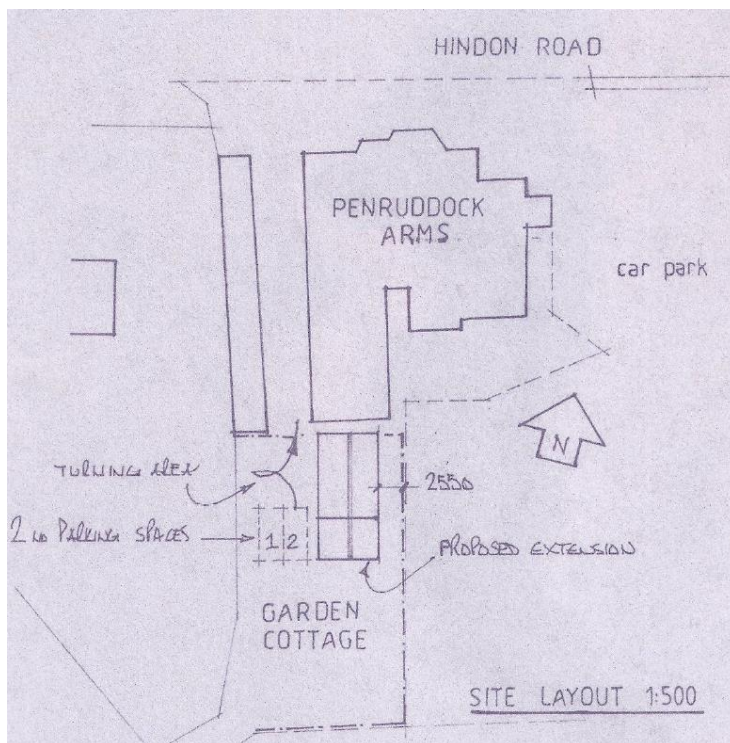
5. The Proposal

The proposal is for extensions and alterations to Garden Cottage, to include the addition of a pitched roof to create a 1.5 storey dwelling and a single storey extension



Proposed Floor Plans

Two parking spaces are provided adjacent to the dwelling:



6. Local Planning Policy

Planning (Listed Building and Conservation Areas) Act 1990:

- Section 16: Listed Building Decisions
- Section 66: Special considerations affecting planning functions

Wiltshire Core Strategy (WCS):

- Core Policy 1: Settlement Strategy
- Core Policy 2: Delivery Strategy
- Core Policy 33: Spatial Strategy: Wilton 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
- Core Policy 64: Demand Management

Saved policies of the Salisbury District Local Plan:

- H31: Extensions to dwellings in the countryside

Wiltshire Local Transport Plan – Car Parking Strategy:

- Chapter 7: Parking Standards

Supplementary Planning Documents:

The AONB Management Plan (2014-2019)

Creating Places Design Guide

Government Guidance:

Planning Practice Guidance

National Planning Policy Framework (NPPF) March 2012

- In particular, chapter 7: Requiring good design (paragraphs 58 and 61), chapter 10: Meeting the challenge of climate change, flooding and coastal change (paragraphs 100 and 101), chapter 11: Conserving and enhancing the natural environment (paragraphs 109 & 115) and chapter 12: Conserving and enhancing the historic environment (paragraphs 128, 129, 131, 132, 133 & 134) of the framework are considered particularly relevant.

7. Summary of consultation responses

Conservation: No objections subject to conditions (materials and large scale window/rooflight/door details)

Dinton Parish Council: Object

- The proposed building does not comply with building regulations.
- Site is outside of the housing policy boundary
- The proposed sky lights are contrary to the Cranbourne Chase and west Wiltshire AONB dark skies status.
- The proposed ridge height is higher than the wing of the adjacent Grade 2 listed building.
- Property is too close to the Grade 2 listed building.

If Officers are minded to approve, Dinton PC request that the application is called into committee.

8. Publicity

The application was advertised by site notice, press advert and neighbour consultation letters.

7 third party representations have been received supporting the scheme (summarised):

- The new building is not overbearing
- The property/land before any work was undertaken was in a very sorry state and blot on the landscape
- Proposals are in keeping with the listed building and will improve the look and views of the area, the public house, the landscape and will not cause any harm
- More houses are needed in Wiltshire
- Development is compliant with building regulations and Wiltshire Council requirements (including amending and redesigning plans resulting in financial losses for applicants)
- Objection on grounds of skylights is unreasonable given public house has lights on in the evening; there are numerous other properties within the catchment that have lights on in the evenings; the proposed skylights are small and bedroom light would only be on for a minimal amount of time each day

Comments from the applicant responding to parish and third party comments (summarised):

- Wiltshire Council building control have signed off each phase of building works
- Site is in the parish boundary of Baverstock
- Regarding objection to Skylights to bedroom would only be on for short time and there are 100s of skylights in Dinton Village on old and new properties
- The revised plans reduce the ridge height
- Property has not been moved and was always close to the listed building
- Dinton Parish council has not considered the revised plans

9. Planning Considerations

9.1 Principle of development

The National Planning Policy Framework (NPPF) came into force on 27th March 2012 and makes it clear that planning law (Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004) requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise. Paragraph 12 of the NPPF confirms that the 'NPPF does not change the statutory status of the development plan as the starting point for decision making' and proposed development that is in accordance with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise.

The proposals are therefore to be considered in the context of the National Planning Policy Framework (NPPF) which sets out Central Government's planning policies, and the adopted Wiltshire Core Strategy (WCS) which also includes some saved policies of the Salisbury District Local Plan (SDLP).

At the heart of the NPPF is a presumption in favour of sustainable development and the Adopted Wiltshire Core Strategy seeks to build resilient communities and support rural communities but this must not be at the expense of sustainable development principles and the Settlement and Delivery Strategies of the Core Strategy are designed to ensure new development fulfils the fundamental principles of sustainability.

This means focusing growth around settlements with a range of facilities, where local housing, service and employment needs can be met in a sustainable manner. A hierarchy has been identified based on the size and function of settlements, which is the basis for setting out how the Spatial Strategy will deliver the levels of growth.

The site is within the Wilton Community Area and Core Policy 33 confirms that '*Development in the Wilton Community Area should be in accordance with the Settlement Strategy set out in Core Policy 1.*'

Core Policy 1 of the Wiltshire Core Strategy sets out the '*Settlement Strategy*' for the county, and identifies four tiers of settlement - Principal Settlements, Market Towns, Local Service Centres, and Large and Small Villages. Only the Principal Settlements, Market Towns, Local Service Centres and Large Villages have defined limits of development/settlement boundaries, and there is a general presumption against development outside of these.

Core Policy 2 of the Wiltshire Core Strategy sets out the '*Delivery Strategy*'. It identifies the scale of growth appropriate within each settlement tier, stating that within the limits of development, as defined on the policies map, there is a presumption in favour of sustainable development at the Principal Settlements, Market Towns, Local Service Centres and Large Villages.

The site is located outside of any designated Settlement Boundary is therefore deemed to be within Open Countryside which is considered to be the most unsustainable location for new growth and where development is strictly controlled.

However saved policy 31 of the Salisbury District Local Plan does apply to extensions to dwellings in the countryside and will therefore apply:

H31 In the countryside extensions to existing dwellings will be permitted provided that:

- (i) the extension is subservient in size to the existing dwelling and house plot and does not substantially alter the character of the dwelling;*
- (ii) the design of the extension is in keeping with that of the existing dwelling and uses complementary materials; and*
- (iii) the extension would not create, or be capable of creating, a separate dwelling.*

It is also necessary to consider the other relevant planning policies and the normal range of material considerations that have to be taken into account when determining a planning application and a judgement is necessary in terms of all the development impacts considered below.

9.2 Impact to the setting and significance of the curtilage listed building (Garden Cottage) and the principal listed building (Penruddocke Arms) and the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty

Sections 16 and 66 of the Planning (Listed Building and Conservation Areas) Act 1990 place a duty on the local planning authority to have special regard to the desirability of preserving listed buildings and their settings:

'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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.'

Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

In paying '*special regard*' an assessment must be made as to whether the proposals cause '*substantial harm*', '*less than substantial harm*' or no harm to the heritage asset.

The National Planning Policy Framework (NPPF) outlines government policy, including its policy in respect of the historic environment (Section 12). The policy requires that great weight be given to the conservation of heritage assets (para 132) and advises a balanced approach with the public benefits which may result from proposals being weighed against any harm caused (paragraph 134).

Core Policy 58 '*Ensuring the conservation of the historic environment*' requires that '*designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance.*'

Core Policy 57 of the WCS requires a high standard of design in all new developments through, in particular, enhancing local distinctiveness, retaining and enhancing existing important features, being sympathetic to and conserving historic buildings and landscapes, making efficient use of land, and ensuring compatibility of uses (including in terms of ensuring residential amenity is safeguarded).

The NPPF states that the planning system should also contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes which include AONBs. Core Policy 51 of the WCS seeks to protect, conserve and enhance Wiltshire's distinctive landscape character and development '*must not have a harmful impact upon landscape character, while any negative impacts must be mitigated as far as possible through sensitive design and landscape measures.*' Development proposed in AONB should demonstrate particular regard to the character and appearance of the landscape setting.

The appeal Inspector considered that the rear setting of the Penruddocke Arms is an informal area, reflecting its service role and that the descending hierarchy of extensions and buildings make a contribution to the historic significance of the country roadside Inn. The appeal Inspector considered that the quality of this setting has suffered over time due to unsympathetic side extensions and that whilst Garden Cottage was of distinctly poor architectural quality, it was small and low.

The appeal Inspector considered that the high and long roof of the previous scheme would be at odds with the descending rooflines of the existing outbuildings and that the overall design (which had a wide eaves overhang) and proportions would not relate to any building type or construction in the area and overall would fail to preserve the setting or significance of the listed building and would harm the wider landscape setting of the heritage asset contrary to the aims of the AONB Management Plan (the aims of which include protection of the area's natural beauty and the conservation of the historic, archaeological and cultural features within the area).

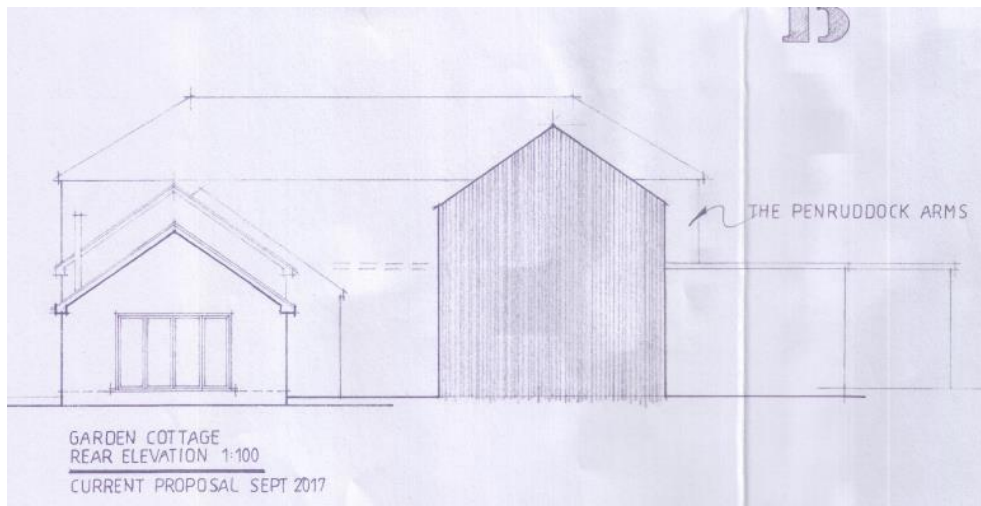
In conclusion and weighing up the harm identified by the appeal Inspector against any public benefits of the proposal; the appeal Inspector considered the provision of a larger dwelling would improve the amenity of the occupiers but considered that the dwelling *'could be improved and extended using other design approaches which would not have the harmful effects I have identified'* and the appeals were dismissed.

This revised scheme proposes a smaller building than the previous refused and dismissed at appeal scheme, with the southern bay reduced to single storey (with no glazing above ground floor level), the ridge height lowered and the angle of the roof pitch and the eaves revised.

Additional section drawings have also been provided showing a comparison of the proposed scheme against the existing southern wing of the public house. This shows that the angle of pitch of the roof matches that of the wing of the public house, the ridge height of the proposal is only slightly higher than the wing, and the reduction in scale of the southern third of the building with a single storey section with lower eaves height reduces the visual differences between the two buildings and the prominence of Garden Cottage against the public house.

Timber windows are also proposed of more traditional proportions considered to be an improvement over the existing building.





Following the receipt of these section drawings showing how the new proposal would relate to the existing SW wing of the pub, the conservation officer considers that the revised drawings show a greatly improved roof pitch, eaves and a better relationship between Garden Cottage and the public house (with the step-down making a huge difference to its impact), and has raised no objections to the scheme subject to conditions (materials and large scale window/rooflight/door details).

It is considered that the revised scheme with reduction in scale, revised roof pitch and eaves details and descending roofline would not harm the setting or significance of the principal listed building or the wider open landscape of the AONB.

9.3 The impact on the living conditions of nearby properties

Core Policy 57 also requires that development should ensure the impact on the amenities of existing occupants is acceptable, and ensuring that appropriate levels of amenity are achievable within the development itself, and the NPPF's Core Planning Principles (paragraph 17) 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.'*

No third party objections have been raised to the scheme and the occupier of the nearest dwelling 'The Barn' has supported the proposal.

Whilst the proposal creates additional bulk to the dwelling and the addition of three rooflight windows on the west facing roofslope to a bedroom, storeroom and stairwell (facing towards the garden of the adjacent dwelling, known as The Barn), there is intervening boundary vegetation within the adjacent garden screening the site and it is considered that the proposal is of sufficient distance from the built form of the neighbouring dwelling to not have any overshadowing, overbearing or significant overlooking impacts.

9.4 Parking

The supporting text to Core Policy 64 refers to a parking study, commissioned by the council in January 2010, which included a comprehensive review of parking standards, charges and policy within both the plan area and neighbouring areas. The resulting LTP3 Car Parking Strategy was adopted by the council in February 2011 and includes policy PS6 – Residential parking standards and policy PS4 - Private non-residential standards. The parking standards for new dwellings are set out in the Wiltshire Local Transport Plan 2011-2026 – car parking strategy:

Table 7.1 Minimum parking standards (allocated parking)

Bedrooms	Minimum spaces
1	1 space
2 to 3	2 spaces
4+	3 spaces
Visitor parking	0.2 spaces per dwelling (unallocated)

The proposed extensions will create a 2-bed dwelling. The proposed two parking spaces shown on the site layout plan therefore satisfy the requirement of the LTP3.

9.5 Flood Risk

The application site is located within Flood Zones 2 and 3. Paragraph 100 of the NPPF states *'Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere'* The NPPF also highlights that the Environment Agency advice should be adhered to. The Environment Agency's standing advice for householder developments such as this requires proposals to have matching floor-levels to the existing dwelling and that flood proofing measures will be incorporated in the development where appropriate.

A Flood Risk Assessment has been submitted as part of the application documents. This states that the new ground floor level of the single storey extension will be no lower than the existing ground-floor level and also describes flood proofing measures, such as electrical sockets at suitable heights.

These flood mitigations methods are considered to comply with the Environment Agency's standing advice.

9.6 Other issues

The parish council objections include that the building does not comply with building regulations. This is not a material planning consideration/relevant to the consideration of the applications, as building regulations is covered under separate legislation to planning.

The parish council has also objected to the proposed skylights due to the impact to dark skies in the AONB. The AONB Partnership is currently bidding for Dark Skies status, although their website confirms that there is no legislation that can be enforced to protect dark night skies and as such, it is considered unreasonable to recommend the application for refusal on the grounds that rooflights are proposed. It is also considered that a condition requiring the rooflight windows to be fitted with louvres/blinds so that these can be closed to prevent light pollution would not meet the tests for conditions as set out in the NPPF (by reason of lack of enforceability), this advice can however be provided to the applicant as an informative to any planning permission.

10. Conclusion

It is considered that the proposals will not harm residential amenity or highway safety and subject to conditioning window/door/rooflight details and materials and finishes; it is considered that the revised scheme with a reduction in massing and a descending roofline

(in comparison with the previous refused and dismissed at appeal scheme) would not harm the setting or significance of the listed buildings or the wider open landscape of the AONB.

RECOMMENDATION: That the applications for planning permission and listed building consent be granted, subject to the following Conditions:

In respect of planning application 17/05344/FUL:

(1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

REASON: To comply with the provisions of Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

(2) The development hereby permitted shall be carried out in accordance with the following approved plans:

Plan Reference: DRWG 8 Arrangement to rear of public house dated September 2017, received by this office 20/10/2017

Plan Reference: 1:1250 Site Location Plan, received by this office, received by this office 29/06/2017

Plan Reference: DRWG 7 Extension & Alterations dated May 2017, received by this office 29/06/2017

REASON: For the avoidance of doubt and in the interests of proper planning.

INFORMATIVE TO APPLICANT:

The application site is located within the countryside of the AONB which is currently bidding for 'Dark Sky Reserve Status' (further information can be found via - <http://www.ccwwdaonb.org.uk/our-work/dark-night-skies>). It is therefore recommended the applicant consider a scheme of screening/louvres to be attached to and used on all approved rooflight windows in the interests of the amenities of the area and to minimise unnecessary light spillage above and outside the development site.

In respect of listed building consent application 17/05345/LBC:

(1) The works for which Listed Building Consent is hereby granted shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

(2) The development hereby permitted shall be carried out in accordance with the following approved plans:

Plan Reference: DRWG 8 Arrangement to rear of public house dated September 2017, received by this office 20/10/2017

Plan Reference: 1:1250 Site Location Plan, received by this office, received by this office 29/06/2017

Plan Reference: DRWG 7 Extension & Alterations dated May 2017, received by this office 29/06/2017

REASON: For the avoidance of doubt and in the interests of proper planning.

(3) No development shall commence on site until the exact details and samples of the materials and finishes to be used for the external walls and roofs have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

REASON: The application contained insufficient information to enable this matter to be considered prior to granting planning permission and the matter is required to be agreed with

the Local Planning Authority before development commences in order that the development is undertaken in an acceptable manner, in the interests of visual amenity and the character and appearance of the area and the setting of listed building.

(4) No development shall commence on site until large scale drawings to include 1:5 scale elevations and 1:2 scale horizontal and vertical sections of all windows (including head, sill and window reveal details), external doors and rooflight windows (which shall be set in plane with the roof covering), together with details of rainwater goods have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

REASON: The application contained insufficient information to enable this matter to be considered prior to granting planning permission and the matter is required to be agreed with the Local Planning Authority before development commences in order that the development is undertaken in an acceptable manner, in the interests of preserving the character and appearance of the listed building and its setting.

INFORMATIVE TO APPLICANT: Material Samples

Please note that Council offices do not have the facility to receive material samples. Please deliver material samples to site and inform the Planning Officer where they are to be found.

Appeal Decisions

Hearing held on 29 September 2016

Site visit made on 29 September 2016

by **Jacqueline Wilkinson Reg. Architect IHBC**

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 02 November 2016

Appeal Ref: APP/Y3940/W/16/3151379

Garden Cottage, Penruddocke Arms, Hindon Road, Dinton, Salisbury, SP3 5EL

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr John Ring against the decision of Wiltshire Council.
 - The application Ref 15/06643/FUL, dated 24 July 2015, was refused by notice dated 7 March 2016.
 - The development proposed is to extend a curtilage listed building (extend and form a kitchen and additional bedrooms).
-

Appeal Ref: APP/Y3940 /Y/16/3151381

Garden Cottage, Penruddocke Arms, Hindon Road, Dinton, Salisbury, SP3 5EL

- The appeal is made under section 20 of the Planning (Listed Buildings and Conservation Areas) Act 1990 against a refusal to grant listed building consent.
 - The appeal is made by Mr John Ring against the decision of Wiltshire Council.
 - The application Ref 15/02806/LBC, dated 24 July 2015, was refused by notice dated 7 March 2016.
 - The works proposed are to extend a curtilage listed building (extend and form a kitchen and additional bedrooms).
-

Preliminary matters

1. A significant amount of construction has taken place which differs from the submitted plans in a number of ways and a number of fences, gates and sheds have been erected at the appeal site. The rubble stone wall (the west elevation of the appeal building) has been substantially rebuilt/altere. These are all matters for the Council and I have not taken them into account when assessing these appeals.
2. For the avoidance of doubt, I have assessed these appeals with reference to the submitted plans as I am required to do and I have referred to them as the as the proposed plans.

Decision

3. The appeals are dismissed.

Main Issues

4. The appellant makes the case that the appeal building does not fall into the definition of a curtilage listed building set out in above Act¹. However, an outbuilding is shown on 1939 Ordnance Survey map approximately in the position of the current building. Its original function is likely to have been a piggery, as indicated by the small walled yards facing south. The 1978 map shows that it was altered by then to a horticultural use, as indicated by the glazed area over the yards. It was then later converted to staff accommodation. Photographs show that this clearly involved significant rebuilding and alteration, but as the building was there in 1948, it was reasonable for the Council to take the view that it was listed by virtue of its curtilage connection with the principal listed building. However, reasonable evidence was submitted to demonstrate that the alterations to convert it to accommodation took place before the date of listing (December 1986).
5. In its heavily altered form the historic interest of the staff accommodation building was solely due to the coursed rubble stonework in the west wall, which was the only part of this building which was there in 1948. This section of wall therefore remained within the definition of a curtilage listed structure. The Council did not object to the proposed alterations to the wall as shown on the submitted plans. Due to the isolated and altered context of this wall the proposed works to it would not harm the setting or significance of the principal listed building.
6. I have assessed the main issues in these appeals on the basis of advice given by Historic England², which is that "curtilage structures should be considered in proportion to their significance". Given the very limited significance of the appeal building, I have identified the main issues as i) whether the proposed alterations and extensions would preserve the setting, and therefore significance of the principal listed building and ii) the effect of the proposal on the natural beauty and character of the Cranborne Chase and West Wiltshire Downs Area of Outstanding Natural Beauty (AONB).

Reasons

Setting of listed building

7. The Penruddocke Arms is a Grade 2 listed early nineteenth century roadside inn. As would be expected, its main and more formal façade faces the road, with a distinctive wide double canted bay. The rear elevation is dominated by a large two storey late 19th century wing, with former stabling entered from the west side. Two other outbuildings were shown on the 1939 map, but they had gone by 1978. By contrast to the formal front, this rear setting is an informal area, reflecting its service role to the roadside inn. The lost outbuildings were small and would have been relatively unobtrusive in the wider setting of the inn. The quality of this setting has suffered over time due to an unattractive flat roofed rear extension and the unsympathetic 20th century side extensions, as well as the use of suburban timber fencing. The former staff building (the appeal building as it was), was of distinctly poor architectural quality.
8. The primary setting for the listed inn is its roadside approaches from both directions. There is sporadic development here and there along the road, and

¹ Section 1(5) (b)

² Section 15 Managing Significance in Decision -Taking in the Historic Environment. 2015

there are two dwellings to the west, although these are well set back and are low. Nevertheless, the listed inn still retains its wider open landscape setting, giving it a sense of its relative isolation. This is especially apparent in views looking towards the appeal building across the open car park. This openness is important because it contributes to its historic significance of the building as a country roadside inn. The informal setting at the rear is not the main setting for the listed building but nevertheless the descending hierarchy of extensions and buildings makes a contribution to the understanding of how the roadside inn functioned in the past.

9. It is proposed to increase the accommodation of the appeal building by extending it to the south and adding a pitched roof with two rooms and a bathroom. To achieve this level of accommodation in the roof, the existing walls are proposed to be raised by a considerable amount and the footprint would be increased by approximately one third.
10. Both the ridge and the eaves line of the proposed roof extension would be higher than the adjacent 19th century rear wing of the principal building. Although it is to the rear of the main building, the proposed roof and the upper part of the side elevation would be seen clearly from the semi-public large car park and from the beer garden and children's play area, all of which constitute the open landscape setting to the pub. When seen from these areas the high and long roof of the proposed building would be at odds with the descending rooflines of the existing outbuildings. It would impinge significantly on the wider open landscape setting around the listed inn.
11. The appellant makes the case that the proposal would be an improvement over the former staff block. However, the extension of the eaves well beyond the walls would fail to disguise scale of the proposed building and this wide eaves overhang would look odd. The large section of wall over the window heads would give it awkward proportions, which can be seen on the submitted cross-section. Its overall design would not relate to any traditional building type or construction in the area. The proposed roof tiles and roof lights would be traditional in character, but this would not overcome the excessive height and length and poor design quality of the proposed building. Whilst the existing building was no thing of beauty, it was small and low. The proposed building would not only be of poor design quality but it would also be significantly higher and longer. I note the applicant is willing to substitute timber windows for the PVCu windows, but this would not overcome the fundamental issue of the scale and height of the proposed building.
12. I therefore conclude that the proposed building would fail to preserve the setting or significance of the listed building as required by Sections 16 and 66 of the Act and Wiltshire Core Strategy 2015, policy 58 *Ensuring the conservation of the historic environment*.

Area of outstanding natural beauty (AONB)

13. Policy 51 *Landscape* of the Wiltshire Core Strategy, 2015, requires that development should protect, conserve and where possible enhance landscape character and in the case of AONBs it should take into account the objectives, policies and actions in the relevant management plans. The Cranborne Chase and West Wiltshire Downs AONB Management Plan explains that whilst the protection of the area's natural beauty is its primary purpose, amongst its

other community priorities is the conservation of the historic, archaeological and cultural features within the area.

14. The Penruddocke Arms is one of a number of historic roadside and village pubs in this part of the AONB. Its significance is partly due to its relatively open and isolated location, which clearly distinguishes it as an roadside inn. Whilst the previous appearance of the appeal building was unsympathetic to its historic setting, the proposed building would be much higher and longer and as I have explained above, its design would not refer to any local building tradition. This would harm the wider landscape setting of the heritage asset, contrary to the aims of the AONB Management Plan. The proposal would therefore fail the requirements of Core policy 57.

Conclusions

15. I have concluded that the proposed building, due to its height and scale, would harm the setting and therefore the significance of the principal listed building and it would also harm the wider open landscape setting of the listed building, which would be in conflict with the aims of the AONB Management Plan to conserve the natural and cultural landscape character of the area.
16. I am required by paragraph 134 of the National Planning Policy Framework to weigh this harm against any public benefits of the proposal. For the reasons I have set out above, I am not persuaded by the appellant's suggestion that the proposal would lead to an improvement over the existing building. Whilst timber windows would improve its appearance, this would not overcome the fundamental matters of its excessive height and scale. The provision of a larger dwelling would improve the amenity of the occupiers, but a different design approach would be just as likely to be adequate in terms of amenity, so I do not give this weight as a public benefit.
17. I note the petition of signatures and local support. However, these do not persuade me that the appeal should be upheld, particularly as the dwelling could be improved and extended using other design approaches which would not have the harmful effects I have identified.
18. I therefore conclude that there would be no public benefits to outweigh the harm I have identified to the principal listed building. For the reasons given above I conclude that the appeals should fail.

Jacqueline Wilkinson

INSPECTOR