CASE OFFICER'S REPORT

Application Reference:	PL/2024/00196
Application Type:	Householder planning permission
Site Inspection:	15 February 2024
Consultation ends:	13 February 2024
Case officer:	Stefan Galyas

Site Address:	Bryn Cottage, 14 Calcutt Street, Cricklade, Swindon, SN6 68D
Proposal:	Detached double garage and store outbuilding, with ancillary floorspace above
Recommendation:	Refuse

SITE DESCRIPTION:

The application relates to the site at Bryn Cottage, a high-quality grade II listed building, constructed in traditional render, brick and stone. The property displays an 'L' shape form and is set back from the road by a small front garden. The property has been extended in a linear format over different time periods, most recently through the addition of a single storey rear orangery (18/04136/FUL). The property is accessed trough a gated driveway to the south-east which leads to the properties garden amenity space. There is an existing dilapidated outbuilding contained to the sites eastern boundary which features concrete exterior walls.

The property is set within a historic setting along Calcutt Street, featuring a mix of older terraced dwellings with some more modern buildings, positioned primarily to the northern side of the road. The larger former Rehoboth Chapel, now the Cricklade Museum, is positioned towards the east of the proposal site.

The property is located within the defined settlement boundary for Cricklade, identified as a Local Service Centre by the Wiltshire Local Plan.

With regard to policy constraints, the site is located within the Cricklade Conservation Area. There are some other grade II listed buildings positioned further afield when moving east along Calcutt Street from Nos.18-23.

PROPOSAL:

The application seeks planning permission for the demolition of the disused garage and replacement with a detached, two storey outbuilding featuring a double garage at ground floor level and ancillary floor space above. External materials would constitute cedar cladding above a brick plinth to the exterior walls and a slate tiled roof with rooflights. The proposed outbuilding would measure at 10.6m in length, 6.8m wide, have a ridge height of 3.2m and a ridge height of 6.4m.

POLICIES:

Wiltshire Core Strategy (WCS) (Adopted January 2015)

Core Policy 1 – Settlement Strategy
Core Policy 2 – Delivery Strategy
Core Policy 19 – Royal Wootton Bassett and Cricklade Community Areas
Core Policy 51 – Landscape
Core Policy 57 – Ensuring High Quality Design and Place Shaping
Core Policy 58 – Impact on Heritage Assets
Core Policy 62 – Development Impacts on the Transport Network
Core Policy 64 – Demand Management

Cricklade Neighbourhood Plan (Made March 2018)

Policy H3 – Design of New Housing
Policy H7 – Residential Car Parking

National Policy:

National Planning Policy Framework (NPPF) December 2023

Paragraphs 2, 8, 11, 12, 38, 47, 88, 89, 114-116, 131, 135, 139 200, 201, 203, 205-208, 212 & 213.

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66(1) – Special regard to be had to the preservation of a listed building or its setting.

Section 72(1) – Special attention to be paid to preserving or enhancing the character or appearance of a conservation area.

National Design Guide (2021)

ASSESSMENT:

Section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004 require that the determination of planning applications be made in accordance with the Development Plan unless material considerations indicate otherwise.

Sections 66 and 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 require the local planning authority, in considering whether to grant planning permission and listed building consent respectively, 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.

ISSUES:
The main considerations which are material to the determination of this application are listed below:
• Principle
• Impact on Heritage Assets
• Impact on the Character and Appearance
• Neighbouring Amenities
• Other Matters

RELEVANT PLANNING HISTORY:
18/04136/FUL and 18/04421/LBC - Erection of Rear Single Storey Orangery Extension & Associated Works. Approved with conditions 22/06/2018.

19/05087/FUL and 19/05612/LBC - Erection of a two storey side extension and alteration at the rear and associated works. (Resubmisson of 18/04136/FUL). Refused 19/07/2019.

PL/2022/05324 - Repair rotten door frame and replace unrepairable front door with handmade timber 6 panel door like for like. Withdrawn 20/01/2023.

REPRESENTATIONS:
Cricklade Town Council: No objection.

Wiltshire Councils Highways: No objection.

Wiltshire Council Archaeology: No objection. It was considered that the proposal was sited in an area of archaeological potential, located immediately adjacent to the projected line of the town's Saxon defences.

Wiltshire Councils Conservation Officer: Objection to the current design of the outbuilding. It was considered that the proposal would appear overly large and out of scale with the host building. The form, scale, massing design and materials were considered to be harmful to the setting of listed host dwelling, the non-designated heritage asset and the Conservation Area.

Letters: There were no letters of representation received in response to the proposed development.

Principle of Development:
The principle of extending residential facilities in association with the existing residential facilities is considered broadly acceptable and in accordance with Core Policies 1, 2, 19

and 57 of the WCS, subject to a range of site-specific considerations and compliance with policies found within the Development Plan.

Impact on Heritage Assets:
Among other matters, Core Policy 57 of the WCS requires proposals to be sympathetic to and conserve historic buildings and historic landscapes (iv). Core Policy 58 (iii) states that designated heritage assets, including buildings and structures of special architectural or historic interest, and their settings, will be conserved and where appropriate enhanced in a manner appropriate to their significance.

Paragraph 200 of the NPPF requires the applicant to describe the significance of any heritage asset affected. Significance is defined in Annex 2 of the NPPF as: “The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”. The applicant has met the requirements of Paragraph 200, including a Heritage Statement in support of the application.

Paragraph 201 of the NPPF requires the local planning authority to identify and assess the particular significance of any heritage asset that may be affected and take this into account when considering the impact of a proposal.

Paragraph 212 of the NPPF requires Local Planning Authorities to look for opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance.

The National Design Guide (2021) states that “to communicate the benefits of a scheme, it is important to explain how the design of a development relates to context and local character” (Paragraph 44). It adds that “well-designed places and buildings are influenced positively by:
• The history and heritage of the site, its surroundings and the wider area, including cultural influences;
• The significance and setting of heritage assets and any other specific features that merit conserving and enhancing;
• The local vernacular, including historical building typologies such as the terrace, town house, mews, villa or mansion block, the treatment of facades, characteristic materials and details”. (Paragraph 46).

Bryn Cottage is considered to be significant in heritage terms by virtue of its designation and this significance is considered to arise from architectural and historic value.

The proposed outbuilding would not adjoin the listed building on site, thus the application does not pursue listed building consent. The proposal would be set approximately 16.7m away from the side (eastern) elevation of No.14. The listed building has been altered and

extended over the years displaying rendered and exposed red brick exterior walls and slate roof tiles with a gable extension and rear orangery. The proposed development would primarily use a cedar cladding to the exterior walls, a material not commonly nor extensively used on the host dwelling.

The proposed outbuilding would be positioned immediately adjacent to the Cricklade Museum's rear (northern) elevation and would be offset by approximately 2.6m. While the Cricklade Museum is unlisted, it is considered that the building is a non-designated heritage asset which gives clues to the community, cultural and social links of the former chapel usage on site. The museum uses a light stone exterior wall material which appears to have been repaired through the use of red brick infill to the rear elevation in order to support the structure.

Being located within the Cricklade Conservation Area, the proposed development is required to pay special attention to the desirability of preserving or enhancing the character and appearance of the area in accordance with Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Impact on the Character and Appearance:
Core Policy 57 states that new development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality. Residential extensions/alterations such as this are acceptable in principle subject to there being no adverse impacts.

Policy H3 of the Cricklade Neighbourhood Plan states that development should respond to the character of the locality while including good quality design.

Paragraph 135 of the NPPF states, among other matters, that new development should be visually attractive as a result of good architecture and be sympathetic to local character. The need for good design is reinforced by the National Design Guide (2021).

Good design helps to provide a sense of place, creates or reinforces local distinctiveness, and promotes community cohesiveness and social wellbeing; The layout and design of new developments must also be based on a thorough understanding of the site itself and its wider context, and seek to maximise the benefits of the site's characteristics. This will require careful consideration of the site layout. No two sites share the same landscapes, contours, relationship with surrounding buildings, street pattern and features. The proximity of poor quality or indistinct development is not a justification for standard or poor design solutions. New development should integrate into its surroundings whilst seeking to enhance the overall character of the locality; A high standard of design is required in all new developments, including extensions, alterations, and changes of use of existing buildings.

The proposed outbuilding would be positioned in a similar position to the existing dilapidated concrete outbuilding, using a similar footprint and altering the buildings orientation. The proposal would run parallel to the existing garage outbuilding at the neighbouring property at the site belonging to No.17. It is noted that this neighbouring detached outbuilding is single storey with a mono-pitch roof, set at a lower finished floor level to the application site.

The proposal would measure at 3.2m to the eaves and 6.4m to the ridge in comparison the host dwellings rear gable extension which measures at 2,4m high to the eaves and 5m to the ridge. Additionally, the permitted orangery, now constructed, under 18/04136/FUL is set at 3.1m high while the host primary element of the listed buildings eaves height is set at approximately 6m high. Despite the outbuildings physical separation from the host building, in the context of the planning unit, it is considered that the proposal would overwhelm and engulf the existing dwellings setting and would be of detriment to the character and appearance of the area. The size, scale and design of the proposal is considered to appear incongruous given the sites setting. It is considered that the proposal would be tantamount to a new detached dwelling in size and scale and would not appear ancillary to the host dwelling on site.

It is considered that the use of brick plinths and slate roof tiles would likely result in a more permanent appearance to the structure. The inclusion of the large, glazed windows, Juliette balcony and skylights to the front (western) and side (northern) elevation would further increase the outbuildings domestic appearance, akin to a separate dwellinghouse.

It is noted that the applicant references the site at The Old Pottery, where a detached two-storey outbuilding was permitted. While each planning application is assessed on its own merits, it is considered that the previously approved outbuilding is set a substantial distance away from the proposals siting. The existing outbuilding located immediately to the east at No.17 would be in a much closer proximity to the proposal, albeit at a lower finished floor level.

Overall, it is considered that the outbuilding would appear over large in size and scale, tantamount to a new residential dwelling. The proposal would fail to appear subservient or ancillary to the host dwelling resulting in a wholly incongruous appearance within the planning unit. The proposed form, scale, massing, design and materials are harmful to the setting of the listed host dwelling and the non-designated heritage asset of the museum and the character and appearance of the Conservation Area. Accordingly, the proposal would conflict with the provisions of Core Policies 57 and 58 of the Wiltshire Core Strategy (January 2015); Paragraphs 203, 212, 135 of the National Planning Policy Framework (December 2023)and the Planning (Listed Building and Conservation Areas) Act 1990 .

Neighbouring Amenities:

WCS policy CP57 (Ensuring High Quality Design & Space Shaping) requires that development should ensure the impact on the amenities of existing occupants/neighbours is acceptable and ensuring that appropriate levels of amenity are achievable within the development itself. The NPPF 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”. Residential amenity is affected by significant changes to the environment including privacy, outlook, daylight and sunlight, and living areas within private gardens and this, therefore, needs to be carefully considered accordingly.

The proposal would be sited approximately 9.3m away from the rear elevation of No.15 and would be set immediately adjacent to the neighbouring sites rear boundary. It is considered that a decent degree of separation would remain between the proposal and the property at No.15 in order to negate a significant overbearing or overshadowing impact. Additionally, there are no window openings proposed on the side (southern) elevation which would have the potential to offer the outbuilding views towards the neighbouring property.

The siting of the proposed outbuilding would be in a close proximity to the sites eastern shared boundary with No.17. There is an existing detached outbuilding immediately to the east at the neighbouring site which would be approximately 2.2m away from the proposal. The neighbouring outbuilding houses a garage and is not used as habitable accommodation. Therefore, the proposed development is not considered to give rise to an unacceptable overshadowing impact.

It is concluded that the proposal would not result in significant harm with regard to an overlooking, overshadowing or overbearing impact on neighbouring properties.

Other Matters:
A key element which contributes towards the acceptability of an annexe is that there should be a functional relationship with the primary use of the planning unit. It is noted that the proposed annexe contains all the elements of a separate dwelling. However, as established within the Uttlesford DC v SSE & White [1992] JLP 171, even if the accommodation provides facilities for independent day-to-day living, it will not necessarily become a separate planning unit from the main dwelling; it would be a matter of fact and degree.

The submitted floor plans do not indicate specifically what ancillary accommodation would be included at first floor level. There would be a winder staircase which would link the first floor accommodation to the garage area at ground floor level internally. The proposed outbuilding would share an access with the host dwelling on site and therefore does not lend itself to subdivision, in turn forming a new planning unit.

CONCLUSION:

Whilst the proposal would be acceptable in principle, it is considered that the size and scale of the proposal would be inappropriate within its setting. It is considered that the outbuilding would not be visibly subservient to the principal dwelling on site and would lead to an overwhelming impact when compared. The size, scale and massing would be tantamount to a new dwelling on site. The proposed form, scale, massing, design and materials are harmful to the setting of the listed host dwelling and the non-designated heritage asset of the museum and the character and appearance of the Conservation Area. Accordingly, the proposal would conflict with the provisions of Core Policies 57 and 58 of the Wiltshire Core Strategy (January 2015); Paragraphs 203, 212, 135 of the National Planning Policy Framework (December 2023)and the Planning (Listed Building and Conservation Areas) Act 1990 .

Refusal Reason(s): (1)

1 The proposed form, scale, massing, design and materials are harmful to the setting of the listed host dwelling and the non-designated heritage asset of the museum and the character and appearance of the Conservation Area. Accordingly, the proposal would conflict with the provisions of Core Policies 57 and 58 of the Wiltshire Core Strategy (January 2015); Paragraphs 203, 212, 135 of the National Planning Policy Framework (December 2023)and the Planning (Listed Building and Conservation Areas) Act 1990 .