**REPORT OUTLINE FOR AREA PLANNING COMMITTEES** **Report No.**

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| **Date of Meeting** | 22nd May 2024 |
| **Application Number** | PL/2023/06533 |
| **Site Address** | Sheelin Lodge, Ashley, Box, SN13 8AN |
| **Proposal** | Single story front extension, replacement garage and single story rear extension with sustainability improvements to whole house |
| **Applicant** | Mr and Mrs Drake |
| **Town/Parish Council** | Box |
| **Electoral Division** | Councillor Brian Mathew |
| **Type of application** | Householder Planning Permission |
| **Case Officer** | Claire Pratt |

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

The application has been called to the Northern Area Planning Committee by Councillor Brain Mathew so as to allow consideration of the proposal being recommended for REFUSAL. This is to consider the efforts which have been made by the applicant to make the proposal fit in sympathy with the existing building and to meet environmentally friendly building regulations.

## 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 that the recommendation for planning permission is refusal due to the Scale design and impacts to the Green Belt which are considered due to the mass, bulk, design and materials to be inappropriate development which is found to be harmful to the Green Belt in accordance with Section 13 to the NPPF and should be refused.

## 2. Report Summary

This report will examine the proposed extensions and new garage workshop building and explore the process by which the appropriate conclusion has been reached. It will set out the public benefits which will be obtained as a result of the application and the various impacts which may occur.

The key issues in considering the applications are as follows:

- Principle of development
- Design and scale
- Impact on residential amenity
- Appropriateness of the development in Greenbelt and harm to the openness.
- Landscape impact to Cotswold National Landscape formerly Area of Outstanding Natural Beauty.
- Highways Parking and Access
- Listed Building

- Trees

**3. Site Description**

The application site is located at Ashley approximately 1 mile south west of the village of Box. Box is a village within the Corsham Community Area and Ashley is a hamlet of properties approximately half a mile to the south west of Box village. Sheelin Lodge is further west of Ashley by approximately half a mile and is very close to the Wiltshire County boundary. The property sits to the east of the C Class road from the main A4 towards Box from Bath. The railway line is parallel to both the A4 and the highway where Sheelin Lodge is located. The land is at lower level than the surrounding countryside. The land to the south side of the C-road rises up steeply behind the property to the east towards the area known as Kingsdown. Across the road to the west are several detached dwellings before the raised land of the railway embankment which screens the area from views of the A4 which runs parallel with highway for approximately two miles. Beyond to the West the Countryside rises up steeply to Bannerdown and Shockerwick which are within the neighbouring County. The area is open Countryside and at the start of the Bybrook Valley. Sheelin Lodge is located in the valley between Batheaston and Box and before the landscape known as the Bybrook Valley. The property is remote from the hamlet of properties comprising Ashley and is located in open Countryside.

The property is a detached single storey dwelling set to the east side of the road, the house is set slightly higher than the highway. To the front of the house is the shared entrance to the shared driveway with Ashley House and three other dwellings. The gate piers to the front of Sheelin Lodge are of the shared driveway for Sheelin Lodge and Ashley House and mark the access from the highway. Sheelin Lodge was formerly known as Ashley Lodge. The vehicle access to the parking and garage of Sheelin Lodge is over the driveway to Ashley House, the driveway is shared with three other properties known as Cederhurst, Lawnwood and Ashley Mews. The front driveway access is to the west of the garden with parking to the front of the existing detached garage/carport building. The garage and parking area is approximately 30 metres along the private driveway to the south-west side of the frontage, the driveway runs to the front of Sheelin Lodge parallel with the highway and stone walling of the boundary.

The property has evolved over time, with a single-storey extension was added to the south Circa 1970 as well as a rear conservatory. A further single-storey rear extension was added in approximately 1990 to the north east side elevation of the lodge.

Sheelin Lodge is single storey and has bath stone elevations and double roman tiled roof to the original part. Extended by the single storey additions to side in 1970's to form two bedrooms and a rear conservatory. The property has also the addition of a single detached garage which is located to the side of the house within the plot to the south boundary. The gardens extend to the sides with a relatively shallow front and rear garden, with the boundaries of established hedges and planting and mature trees to the south side garden areas the site of the parking and garage building.

Sheelin Lodge has neighbouring properties to the east known as West Ashley House, Lawnwood, and Ashley Mews which are formed from a grade II listed building set approximately 70 metres to the south east. The driveway access is to the front of Sheelin Lodge, the garage

and parking of Sheelin Lodge are along the private driveway which leads to the neighbouring properties of West Ashley House, Lawnwood and Ashley Mews. Sheelin Lodge does not appear as a listed building, Ashley House, Lawnwood and Ashley Mews were listed in 1960 when Sheelin Lodge would appear to have been separated from the main house.

The area is covered by the Western Wiltshire Green Belt, the Cotswold National Landscape (formerly the Cotswold Area of Outstanding Natural Beauty).

**4. Planning History**

72 QB – 76- single storey bedrooms extension and conservatory – Approved

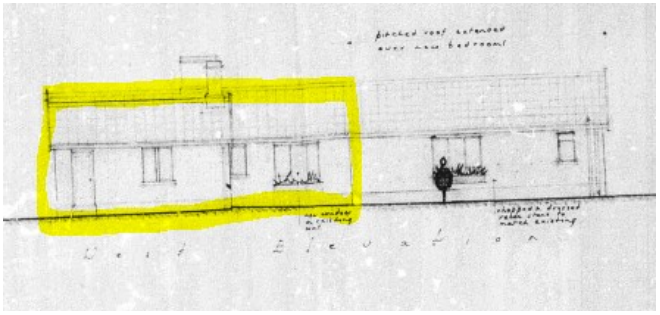
90.00027.F – single storey extension – Approved

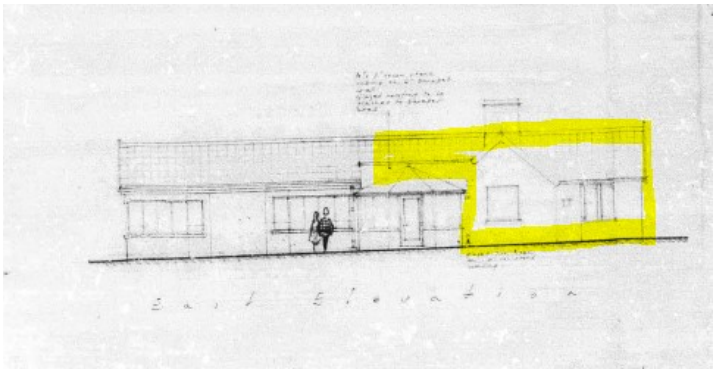
01/02937/FUL – utility room extension – Approved

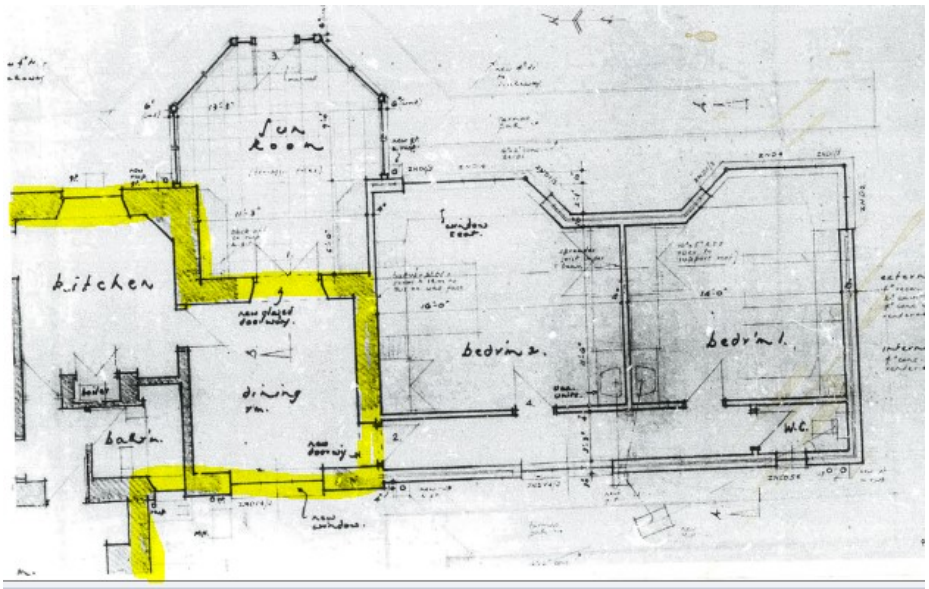
Below are extracts from the 1972 permission which clearly identify the original building which existed at that time. The yellow identifying the original building in contrast to the proposed extension granted planning permission in 1972.

Commented [SS1]: In all other plans we've used yellow to identify the original building. Is it possible to easily swap these plans out so its consistent?

Commented [CP2R1]: Swaped and amended para








**5. The Proposal**

Planning permission is sought for a single-storey extension to the southwest side of the property which faces the front gardens and private driveway. The single-storey side extension is attached to the length of the side of the single storey 1970's extension.

The extension is single-storey and attaches to the remaining south elevation of the original lodge building and to the side of the 1970's extension. It reaches the full length of the 1970's extension, approximately 14 metres and is approximately 4 metres in width. The proposal is for a section of flat roof proposed in a sedum blanket for approximately the first 2.4 metres of the extension, the extension continues with a gable pitched roof to run parallel with the existing 1970's single-storey extension gable roof. The extension is of similar span to the 1970's extension. The eaves height is approximately 2.4 metres the ridge height is approximately 4.4 metres. The roof is proposed in single roman clay tiles, the elevations are proposed of timber cladding and a range of French doors to the side elevation of timber frames. The end section is open forming a canopy which is supported at the corner by a single post formed from a branch or tree trunk. The extension if for an entrance area. living room and dining room area with covered patio to the south.

The various elements of the proposals are described below:

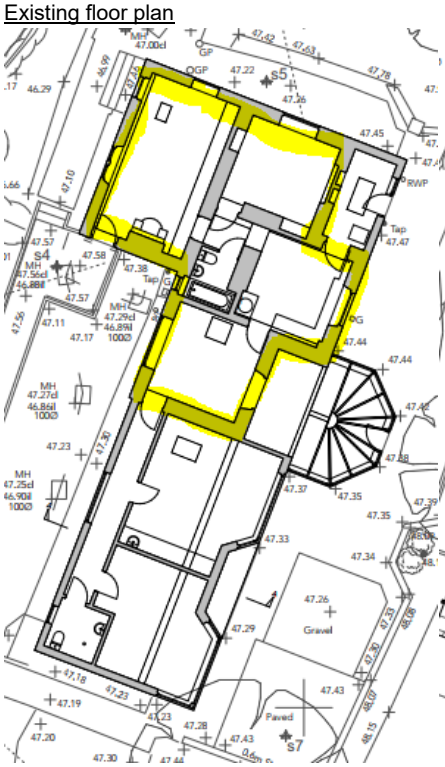
<u>Rear extension</u>

The rear extension is described as a garden room and is proposed in the location of the existing conservatory, it has a gable pitched roof projecting to the rear by approximately 2.7 metres and

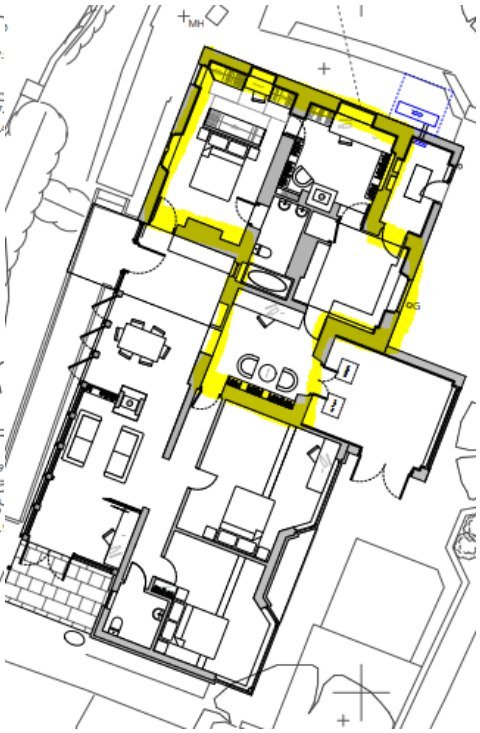
is approximately 4 metres in width. The height to the ridge is 4.2 and of 2.7 metres to the eaves. The gable roof is formed projecting out of the rear roof slope of the gable of the 1970's extension, with two roof lights to either side in place of the existing single-storey lean to roof.

Below are a comparison of the floor plan of the property as existing and as it would be after the proposed extensions are added. The extent of the original, pre-1970 property, is shown highlighted in yellow in each case.

Existing floor plan



Proposed floorplan



New garage and workshop outbuilding

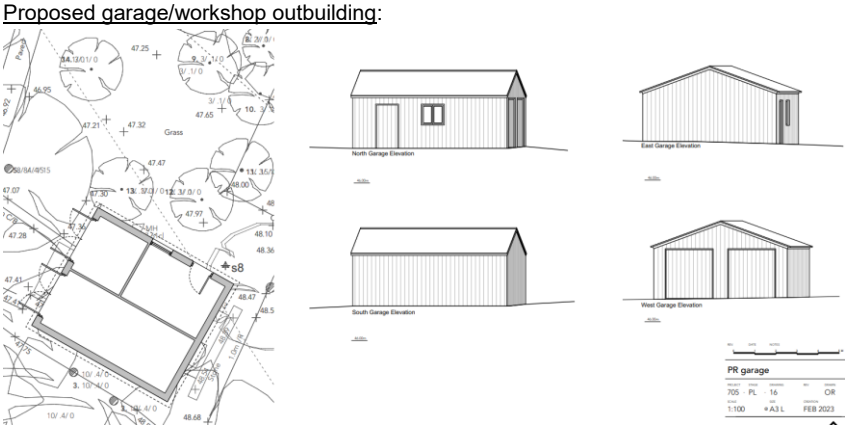
The proposal also includes the replacement of the existing single garage and carport. The existing garage is of a single garage with car port structure to the front, compared with the replacement being of a double width design approximately 6.5 metres in width and 7.5 metres in length. The height to the eaves is approximately 2.5 metres with a ridge height of approximately 3.5 metres. The elevations are clad in vertical timber. Half the outbuilding will be a single garage with the other half compartmentalized into two rooms, albeit with the front elevation still having two garage doors. The proposed garage is set further back into the site than the existing garage, with driveway parking to the front for two vehicles.

Below is a comparison between the existing single and proposed double garage/workshop buildings.

Existing single garage:



Proposed garage/workshop outbuilding:




## 6. Planning Policy

Wiltshire Core Strategy 2015 (WCS)

Core Policy 51: Landscape
Core Policy 57: Ensuring High Quality Design and Place Shaping
Core Policy 58: Ensuring the conservation of the Historic Environment

National Planning Policy Framework 2023 (NPPF)

Section 2: Achieving sustainable development
Section 12: Achieving well designed and beautiful places
Section 13: Protecting Green Belt land
Section 15: Conserving and enhancing the natural environment
Section 16: Conserving and enhancing the historic environment

**7. Consultation responses**

Box Parish Council - No objection but make following comment:

> *No objections in principle provided it is within the 30 % permitted development and does not cause loss of amenity area or habitat.*

Council Highway Engineer – No objection:

> *I refer to the above planning application dated 01/08/2023 seeking permission for a single storey front and rear extension, and replacement garage, with sustainability improvements to the whole house.*
>
> *The site is located in Ashley, on a C classified section of public highway subject to a speed limit of 60mph.*
>
> *There are no proposals to alter the access with the public highway, the proposals would not be considered of detriment to highway safety or capacity, the provision of a new double garage as a replacement to the previous substandard garage space would provide the required 2 spaces for a 3-bedroom dwelling with access off a private driveway.*
>
> *Therefore I would not wish to raise an objection with regard to highways.*

Council Arboricultualist – Require further information:

> *To enable me to give an informed response, can we request a plan to show all trees to be removed and retained along with all trees to be retained with the root protection areas shown on the proposed layout. Details of how the garage will be constructed without having a negative impact on trees on site.*

**8. Representations**

No third-party representations have been received.

**9. Planning Considerations**

Principle of development

The extensions and outbuilding to be erected relates to an existing residential property, the principle of which is established as acceptable. However, since the application site is located within the Western Wiltshire Green Belt, an assessment must also be undertaken as to whether the proposals constitute “inappropriate development” for the purposes of section 13 to the NPPF. For convenience, that assessment is undertaken in the sub-section immediately below.

The detail of the proposals must also be assessed against all other relevant policies. That assessment is undertaken in the relevant sub-sections below.

Green Belt

Great importance is attached to Green Belts and new development within the Green Belt is highly restricted by national planning policy. Paragraph 152 to the NPPF is unequivocal in stating that *inappropriate* development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

Paragraphs 152 and 153 of the NPPF state:

> *Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.*
>
> *When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.*

Paragraph 154 goes on to explain that:

> *A local planning authority should regard the construction of new buildings as inappropriate in the Green Belt*

Before then going on to identify exceptions to that policy, setting out forms of development which may be *not inappropriate* in the Green Belt (known as exceptions (a) though to (g). Of most relevance in this instance is exception (c), which states:

> *The extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building.*

And also exception (d) which states:

> *The replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces*

*Extensions to original building*

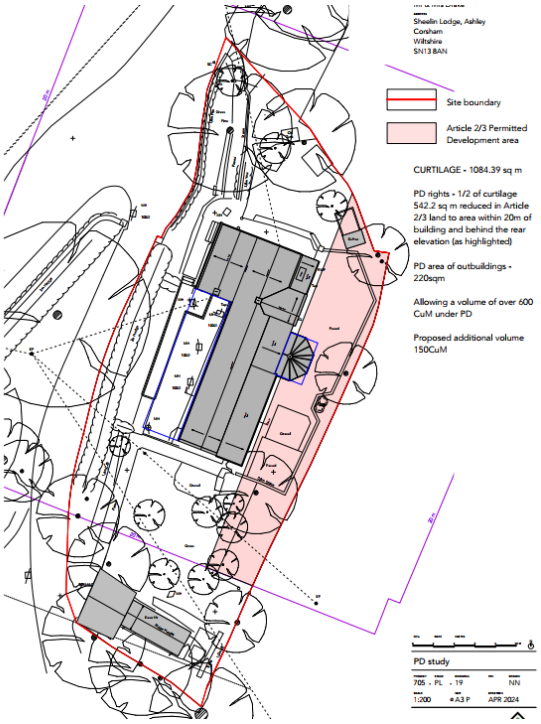
With reference to exception (c), "original building" is defined within the Annexe 2: Glossary to the NPPF as a building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally. It is very clear from the planning history and from observations on site that when having regard to the NPPFs definition, the "original building" amounts to a modest single-storey "lodge" type building constructed at some point prior to 1972.

Subsequent to the original building being constructed, several substantial single-storey extensions have been added. Firstly, in 1972 and later in 1990. A further permission was granted in 2001 for a utility room, but there is no evidence that it was built in accordance with the approved plans. There appears to be no dispute with the applicant that significant extensions have been added to the original building from before 1972.

The submitted proposal incorporates a single storey extension approximately 14 metres in length and 4 metres in width of similar footprint to a previous extension to the original building. As can be seen from the embedded extracts, the footprint of the original building will be disproportionately added to, amounting to well over 100% increase over and above the size of the original lodge building.

Section 13 to the NPPF does not define what constitutes “disproportionate” and the Wiltshire Core Strategy does not contain any policy which prescribes a floorspace or % increase what or what is not regarded as acceptable in the Green Belt. However, whilst the additions remain at single storey level, it remains unambiguous that the proposed extensions are demonstrably disproportionate additions over and above the size of the original pre 1970s building and thereby failing the test set by exception 154(c).

There is no provision within the NPPF to somehow “net” or trade-off” the development that may be permitted development, but the applicant has nonetheless provided a drawing seeking to demonstrate an area of the rear garden that could be developed with outbuildings under permitted development (an excerpt of that submitted plan is included below). However, as a “so-called “fallback” position, the assertions being made is considered to be of only limited weight. Extensions to the rear of the building would not be permitted development due to previous extensions being built and therefore only outbuildings detached from the property would be possible. There is considered to be a quantitative and qualitative difference between the two types of development in terms of its impact on the Green Belt (and given the nature of the accommodation being proposed, requiring occupants to walk outside to access a separate outbuilding does rather suggest the fallback is not a realistic proposition in any event). Accordingly, the exercise undertaken by the applicant is not considered to represent very special circumstances or otherwise justify inappropriate development in the Green Belt.




In other respects, the applicant does refer to what they regard as an improvement to the insulation of the property if the development were to take place. Cedar shingles are proposed to the elevations of

the 1970's extension. The proposed rear extension in place of the conservatory will provide an improved extension to the existing in terms of new insulation. The single storey front extension will attach to the side of the 1970's extension which will provide insulation of that elevation as a result of the extension. However, the proposed elevation will largely be of glazing due to the proposed timber framed range of glazed doors, the details of the glazing in energy performance terms is not provided. The remainder of the 1970's extension is to be clad to improve insulation. However, there is no reason to believe any of the improvements to insulation and energy efficiencies could not be achieved without the need for the proposed development to take place. None of the matters raised are considered to constitute very special circumstances which would justify development that is harmful to the Green Belt.

*New garage/workshop*

As referenced above, for the purposes of Green Belt policy within the NPPF, the new garage/workshop building is also a new, separate building. Exception (d) to paragraph 154 to the NPPF confirms:

> *the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces*

In this case, it can be agreed that the new garage/workshop would replace an existing garage on the same footprint and would be in the same use. However, it is also clear that the existing single garage is modest in scale and size, being some 6 metres long by 2.6 metres wide and has a ridge height of 2.6 metres. In comparison, the new building would be some 7.3 metres long by 6.5 metres wide, the height to the ridge of the roof is proposed at approximately 3.7 metres. This is considerably larger than the building it replaces.

The garage and workshop building is considered to be demonstrably materially larger than the existing building. In terms of para 154 d.) the building will fail to be considered as an exception and is therefore regarded as inappropriate development in the Green Belt. There are no very special circumstances which would justify such harmful development.

*Conclusions*

All elements of the proposal are considered to constitute inappropriate development in the West Wiltshire Green Belt. Since such development is by definition harmful to the Green Belt, and in the absence of any very special circumstances, that harm must be given great weight in the determination of this planning application.

<u>Scale and Design</u>

Paragraph 131 to the NPPF states:

> *The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.*

Core Policy 57 (CP57) requires that development be of a suitable design and quality for the site and immediate area and sets out fourteen separate criteria which development proposals are

required to meet in order to be considered acceptable. CP57 states that:

> *…Development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality.*

Criterion (iii) of CP57 requires that proposals:

> *… respond(ing) positively to the existing townscape and landscape features in terms of building layouts, built form, height, mass, scale, building line, plot size, elevational design, materials, streetscape and rooflines to effectively integrate the building into its setting.*

Both national and local policy requires new development to be of a high-quality and well-designed and where they are not, planning permission should be refused.

The proposal for the east side extension is of timber framed glazing to appear as a distinct addition, with a flat roofed feature to the proposed new entrance to the dwelling. The elevations are of timber cladding the roof is of single roman clay tiles.

The extension is proposed attached to the 1970's extension and will obscure the 1970's extension from view form the west. Due to the length and siting the extension appears to be a large addition to the original dwelling, however, due to the scale and location against the existing it would appear to blend in terms of scale with the existing building when viewed from front (west). The use of timber cladding, a section of flat roof and timber glazed patio doors across the west elevation are a departure from materials used in the original lodge building and to the faced block elevations of the extension which it will cover from view. The use of timber and glazing for the elevations is a contrast, however, it is considered to be an acceptable design due to the single storey it is considered to highlight the extension as a later addition unlike the existing extension which uses faced block which is neither a match or contrast to the original.

The proposed garage/store building is of single storey with a pitched roof. Set to the south side of the site the design is of a shallow pitched roof is considered to be subservient in scale due to the shallow pitched roof, and it is sited among existing established trees. however, it is double in width compared to the existing single garage and front car port. Overall given the height and siting the garage it is considered to be in keeping within the setting of the front driveway and the design and materials of timber clad elevations are considered acceptable for an outbuilding. The garage being set within a landscaped area of the site further allows the development to blend into the surroundings.

In terms of scale, design and materials the extension and replacement garage/workshop building is considered to be in keeping with the dwelling and wider locality and for that reason, the proposals would accord with the requirements of policy CP57 of the Wiltshire Core Strategy and section 12 to the NPPF.

<u>Landscape and Cotswolds National Landscape (previously known as Area of Outstanding Natural Beauty)</u>

Core Policy 51 states that development should protect, conserve and where possible, enhance the landscape character. Section 15 of the NPPF expects decisions to ensure the protection and enhancement of valued landscapes.

Core Policy 51 and Chapter 11 of the NPPF is applicable as the application site is wholly located within the Cotswold National Landscape. In regard to impacts on the CNL, Core Policy 51 of the WCS and Policy CE1 the Cotswolds Management Plan and position statement seek to ensure that the landscape character, scenic quality and geological features of the CNL are conserved, and where possible enhanced.

Additionally, Core Policy 57 indicates that proposals should relate positively to its landscape setting by ensuring that important views into, within and out of the site are retained and enhanced. Core Policy 51 requires that proposals affecting the CNL shall demonstrate they have taken account of the objectives, policies and actions set out in the Management Plans for these areas.

The west side elevation of the property is to the highway and is the most visible elevation within the landscape. The proposed single storey with pitched roofed single storey extension while visible is considered to have no greater impact than the existing single storey at the property. Whilst it may be visible from the immediate roadside, the building will be single storey and set close against the dwelling where is appears as a subservient addition which blends effectively against the existing built form.

The single storey garage building proposes a gable pitched roof and is set into the wooded area of the ground to the south corner of the side garden. Due to the driveway and boundary with the highway of established hedges, the garage is not easily visible and is largely concealed by the intervening boundary.

The site is well screened by established planting and trees to the garden on the remaining boundaries the wooded garden to the south and is not visible from longer countryside views from the south, or east due to the treed boundaries to farmland. Although in their comments the Council's Arboricultural Officer requests further information in respect of the trees to be removed, a limited tree survey had already been provided in respect of the new garage and identifies the removal of several trees. None of the trees are protected by a TPO and since it would be possible to make use of a planning condition which requires protection of other retained trees, no further information was sought from the applicant at this stage in light of the recommendation.

The rear single storey extension is partly against rising rear garden extending up the hedged boundary with the neighbouring field beyond.

Due to the siting of the property within the landscape where it is largely concealed by the trees of and no far-reaching views from the west due to the railway embankment the site and to the boundaries there is considered to be no unacceptable impacts on the character and appearance of the CNL and no harm to the openness of the CNL.

It is considered that the proposal will conserve the landscape character and will comply with CP51 and CP57 to the Wiltshire Core Strategy, policy CE1 Cotswolds Management Plan 2023 as well as section 15 to the NPPF.

Heritage

Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in considering whether to grant planning permission for works 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.

Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 require Local Planning Authorities in determining planning applications affecting a Conservation Area to pay special attention to the desirability of preserving or enhancing the character or appearance of that conservation area.

Core Policy 58 states that development should protect, conserve and where possible enhance the historic environment. Section 16 of the NPPF states 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 largest part of the proposed development is to a to the southwest side elevation facing the highway, the garage is to the south set among existing trees, the sunroom element is to the north east and takes the place of an existing conservatory.

Due to the distance to the nearest listed building to the south and the established trees and hedges to the south boundary there is considered to be no harm to the significance of the listed building from the development.

The significance of the listed buildings would not be harmed due to the development which is found to be in accordance with CP 58 of the Wiltshire Core Strategy and section 16 of the NPPF.

Impact upon amenity

Core Policy 57 states that development should have regard to the compatibility of adjoining buildings and uses, the impact on the amenities of existing occupants and ensuring that appropriate levels of amenity are achievable within the development itself. Section 12 of the NPPF also states that planning decisions should create places with a high standard of amenity for existing and future users.

The neighbouring property most sensitive to the development is Therefore, given the distances, siting and scale of the development there is considered to be no unacceptable impacts upon the amenities of from the proposals.

In this respect, the proposal will comply with policy CP57 to the Wiltshire Core Strategy.

Access and parking

Wiltshire Core Strategy policy CP61 states that new development should be capable of being served by safe access to the highway network. Core Policy 64, states that provision of parking associated with new residential development will be based on minimum parking standards.

The existing vehicle access will remain unaltered. The proposal will provide a single garage and two parking spaces created off the existing driveway within the front garden.

The Wiltshire Highways Engineer raises no objection, with the proposed changes being within the curtilage of the property and will not have a negative impact on the highway interests.

The existing property is capable of being a three-bedroom dwelling the extension will provided for a

four-bedroom dwelling.

The Wiltshire Highways parking standards will require a new development for a four-bedroom property to be three plus off-street parking spaces.

The parking provided will be three spaces and driveway parking, therefore the proposal is considered to meet with Wiltshire Parking Standards in accordance with CP 64 of the WCS.

The existing vehicular access remains unchanged and meets with CP 61 of the WCS.

Accordingly, the proposed development is considered to not cause an unacceptable impact on highway safety and will meet with the requirements of policies CP57(xiv) and CP61 to the Wiltshire Core Strategy, as well as those set out in section 9 to the NPPF.

**10. Conclusion**

The proposals constitute inappropriate development in the Green Belt. By definition, inappropriate development is harmful in the Green Belt, and in accordance with the NPPF, that harm must be given great weight when determining this planning application. There are no very special circumstances or other material considerations which would otherwise justify the harm caused to the Green Belt.

**RECOMMENDATION: That Planning Permission be REFUSED for the following reasons:**

1. By reason of their disproportionate size and larger scale respectively, the proposed extensions and replacement garage/workshop building constitute inappropriate development in the Bath and Western Wiltshire Green Belt. By definition, inappropriate development is harmful in the Green Belt, and in accordance with the NPPF, that harm must be given great weight. There are no very special circumstances or other material considerations which would otherwise justify the harm caused to the Green Belt and, for that reason, the application is contrary to the policy set out in section 13 to the NPPF.