

APPLICATION FOR FULL-PLANNING PERMISSION

CASE OFFICER REPORT

APPLICATION REFERENCE:	PL/2025/08873
APPLICATION TYPE:	Full planning permission
SITE ADDRESS:	Greenfields, Blue Vein, Box, Corsham, SN13 8DQ
DEVELOPMENT DESCRIPTION:	Change of use of existing annexe to mixed use for ancillary purposes to Greenfields and for short-term holiday let accommodation.
RECOMMENDATION:	Approve with Conditions

SITE DESCRIPTION/CONTEXT

The site is comprised of the residential curtilage of a detached 1950-1966 bungalow property situated some 1km south of Box. Within the curtilage of the main dwelling is an existing detached annex building, set some 12m to the east of the main dwelling and is the subject of this application.

The property is situated at the western end of the collection of dwellings at Blue Vein on a large plot of land surrounded by agricultural fields and open space to the west and north, and also beyond the main highway to the south. To the immediate east are the neighbouring residential properties of Berry Cottage, which fronts the highway, and set behind that property is Blue Vein House. The site is accessed from a private entrance off this highway (which connects Bathford to the west to the A365 at Five Lanes junction to the east).

The property is located within both the Greenbelt and the Cotswold National Landscape (formerly 'AONB'), it also falls within the Bath and Bradford-on-Avon Bat Special Area of Conservation (SAC). It is within flood zone 1 and there are no Public Rights of Way within or adjacent to the site.

PROPOSAL

The application seeks permission for a Change of Use to the existing annexe building for use as mixed use holiday let alongside purposes ancillary to the use of the main dwelling. No external changes to the building, nor any changes to the site, are proposed.

PLANNING HISTORY

Proposal / Summary
PL/2023/03855 STATUS: Closed DECISION: Approve with Conditions DATED: 3 August 2023 – Single storey infill extension within the existing courtyard to the rear of the property with timber cladding to the one new elevation (set back from the existing rear elevation) and artificial slate (asymmetric) pitched roof over. Silicone render to the
PL/2021/03787 STATUS: Closed DECISION: Approve DATED: 26 July 2021 – Creation of additional building in the garden of an existing dwelling house for use by the dwelling house occupiers

N/06/00428/FUL STATUS: Closed DECISION: Approve with Conditions DATED: 10 April 2006 – Replace Bungalow with Two Storey House (One Floor Underground) and Detached Garage
N/03/03339/FUL STATUS: Closed DECISION: Approve with Conditions DATED: 10 February 2004 – DETACHED GARAGE, TWO REAR EXTENSIONS JOINED BY A CONSERVATORY TO ENCLOSE AN OPEN COURTYARD, REPLACE EXISTING TILES
N/96/01207/FUL STATUS: Closed DECISION: Refused DATED: 22 July 1996 – EXTENSION TO DWELLING
N/84/01528/S53 STATUS: Closed DECISION: PP Not Required DATED: 4 September 1984 – Use of one bedroom in dwelling as holiday accommodation

RELEVANT LEGISLATION, POLICIES AND GUIDANCE

Statutory Legislation: Town and Country Planning Act 1990

National Planning Policy:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- National Design Guide

Development Plan:

The development plan for Wiltshire comprises the *Wiltshire Core Strategy (WCS)* (adopted January 2015) and any made neighbourhood plans, which remains the principal statutory planning document guiding development across the county. In line with Section 38(6) of the Planning and Compulsory Purchase Act 2004, planning decisions must be made in accordance with the development plan unless material considerations indicate otherwise.

Though the development plan is considered as a whole, those parts deemed to be particularly relevant to this application are listed below:

The adopted *Wiltshire Core Strategy (WCS)*, with particular regard to:

- Core Policy 1 Settlement Strategy;
- Core Policy 2 Delivery Strategy;
- Core Policy 11 Spatial Strategy for the Corsham Community Area
- Core Policy 39: Tourist development
- Core Policy 40: Hotels, bed and breakfasts, guest houses and conference facilities
- Core Policy 50 Biodiversity and Geodiversity;
- Core Policy 51 Landscape
- Core Policy 57 Ensuring High Quality Design and Place Shaping;
- Core Policy 60 Sustainable Transport;
- Core Policy 61 Transport & Development;
- Core Policy 62 Development Impacts on the Transport Network;
- Core Policy 67 Flood Risk;

Draft Wiltshire Local Plan Policies [delete/insert above as appropriate]

The draft Local Plan is currently going through Examination and at this stage is subject to unresolved objections. As such, the policies contained within that draft Local Plan are considered to hold only limited weight.

Neighbourhood Plan: There is no Neighbourhood Plan for the Parish of Box.

Supplementary Planning Documents and other Guidance:

- Wiltshire Design Guide (adopted April 2024)
- A Green & Blue Infrastructure Strategy for Wiltshire: Wiltshire's Natural Environment Plan 2022-2030
- Wiltshire Local Cycling and Walking Infrastructure Plan (LCWIP)
 - Active travel infrastructure design standards 2022
 - Active travel parking standards and design guide 2022
- LTN1/20 – Cycle Infrastructure Design (July 2020)

ISSUES

The main issues that need to be addressed in this case include:

- Whether the development is acceptable in principle (CP 1 and 2)
- Whether the scheme constitutes high quality design (CP 57)
- Whether the scheme would have an acceptable impact upon the reasonable living conditions of the adjoining occupants (CP 57)
- Whether the scheme would have an acceptable landscape impact (CP 51)
- Whether the scheme would have an acceptable impact upon the Green Belt (NPPF Chapter 13)
- Whether the proposal would have a negative effect upon highway safety, including if there is sufficient parking for the proposed development (CP 61 and 64)
- Whether the site can be adequately drained without increasing flood risk elsewhere (CP 67)
- Whether there would be any harmful impacts upon protected species or priority habitats (CP 50)

CONSULTATION RESPONSES

Box Parish Council: No objection

WC Highways: No objection

REPRESENTATIONS

In accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended), the application was publicised by way of:

- Neighbour notification letters sent to adjoining and nearby properties;

These methods were used to inform interested parties and provide a period of 21 days for comments to be submitted.

Below is a summary of the representations received during the consultation period. Only material planning considerations have been taken into account in the assessment of this application. Non-material issues, such as property values or private legal disputes, cannot be considered in the determination process.

2no. representations were received in response to the application from immediate neighbours, both of which raised objection to the application for the following reasons:

- Contrary to policy as outside the 'village limits'
- Highway Safety in terms of access and egress onto the highway
- Amenity impact from noise arising from occupants, particularly after dark, as well as light pollution from use of the building as such
- Contravenes basis of previous permission for the building (non-commercial or separate dwelling)
- Assertion that the building has been used as a separate dwelling since its construction, with the property having been advertised as being available for rent
- Cold callers requesting directions are a nuisance

ASSESSMENT

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

"If regard is to be had to the development plan for the purposes of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise."

In accordance with this statutory requirement, this application has been assessed against the relevant policies of the Development Plan, including the Wiltshire Core Strategy (2015) and, where applicable, any made Neighbourhood Plans. Consideration has also been given to the policies of the National Planning Policy Framework (NPPF) as a material consideration in the assessment.

Principle of Development

Policy Context

Core Policy 1: Settlement Strategy of the WCS establishes a hierarchy of settlements to guide where development should be focused. The policy prioritises growth in: Principal Settlements, Market Towns, Local Service Centres, and Large and Small Villages; outside the defined settlements development is strictly controlled and generally not supported unless exceptional circumstances apply.

Core Policy 2: Delivery Strategy of the WCS sets out how development will be distributed and delivered across Wiltshire. The policy emphasises:

- Sustainable patterns of growth, reducing the need to travel and supporting local services.
- Development should be plan-led, aligning with the settlement strategy and supported by infrastructure.
- Windfall development (not allocated in plans) must still comply with the principles of sustainable development.

- Development outside settlement boundaries is generally not permitted, unless it meets specific policy exceptions (as set out in paragraph 4.25 of the WCS).

Together, CP1 and CP2 ensure that new development is strategically located, sustainable, and supports the character and function of Wiltshire's communities.

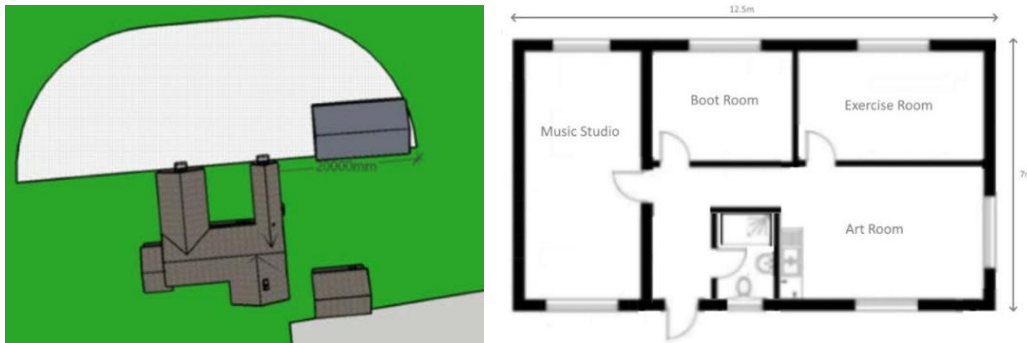
Core Policy 39 reflects the general strategy set out at Core Policies 1 and 2 above, and also encourages the use of 'existing or replacement' buildings in order to protect the landscape. In 'exceptional' cases, tourist facilities may be considered where they comply with 5no. specific criteria – these are considered below.

Assessment

The application site is formed of an established residential dwelling which is outside of any defined settlement and thus within the countryside for planning policy purposes. The proposal seeks a change of use to allow for an existing annexe building to also be used as temporary holiday accommodation, alongside ancillary accommodation for the dwelling.

The lawfulness of the building

In terms of the lawfulness of the annexe building, it is noted that application PL/2021/03787 granted a Certificate of Lawfulness for a proposed outbuilding. However, that Certificate was granted on the basis of the submitted plans, which show a building orientated north-south and thus having a different footprint to the building as erected on site. The plans considered under PL/2021/03787 are extracted below:



Layout plan and Floor plan

The building which has been erected on site is of different orientation and footprint, as well as different dimension: 10.5m by 7.5m, to that considered under that previous Certificate of Lawfulness application. During construction of the building as now erected the Council's Enforcement Officer attended site to view and consider the lawfulness of the annexe in the form as constructed. The conclusion of the Council's Enforcement Officer was that:

"... planning permission has been granted by virtue of Permitted Development rights under the terms of The Town and Country Planning (General Permitted Development) (England) Order 2015. As the erection of the outbuilding is lawful and not in breach of planning control then I have closed my file on this matter."

Accordingly, there is no basis upon which to reach a different conclusion regarding the lawfulness of the building, which is thus considered to be lawful as erected. By way of clarification, it was made clear at that point that in order to benefit from the permitted

development rights, the use of that building would be required to be 'incidental' to the main dwelling and could not lawfully be used as holiday let or as a separate dwelling to the main house.

The use of the building and the planning unit

In terms of Core Policy 39 and the specific criteria set out in that policy, in this instance, the location of the site is within reasonable distance to a number of attractions, the scale is compatible with the wider landscape and the site is within reasonable distance of a number of tourist destinations, although it is not proposed 'in conjunction with' any particular countryside attraction (criterion (i)). Overall, the application is considered to be generally in accordance with Core Policy 39, and it is noted that there is general support for proposals which deliver economic benefits, in this case through the tourism use.

The application is submitted on the basis of the planning unit remaining the same (i.e. no severance) and the Applicant's have confirmed agreement to the building being tied to the main dwelling by way of Condition. It is noted from the site inspection that there is somewhat of a separation of the building from the main dwelling by way of gates and fences. However, the application is not submitted on the basis of the formation of a separate dwelling or planning unit and, to be clear, this is not something the Council would support given the location of the site well outside and away from any defined settlement. In addition, the relatively close and intimate relationship between the two buildings – irrespective of any landscape / boundary arrangement, would not be considered appropriate in terms of the relationship of the two buildings. Planning Condition(s) are therefore considered necessary to ensure that the building remains part of the same planning unit.

Conclusion

On the basis that the existing building has been confirmed as being lawful, and with the proposal being generally in accordance with Core Policy 39 (WCS), the application is considered to be acceptable in principle, subject to Conditions preventing its severing from the main dwelling or use as a separate dwellinghouse.

Design and Impact on the Character and Appearance of the Area

Policy Context

Core Policy 57 of the WCS requires high-quality design that:

- Enhances local character.
- Responds to the natural, historic, and built environment.
- Retains important features (e.g., trees, hedges).
- Supports sustainable construction and compatibility with surrounding uses.
- Creates safe, legible, and accessible spaces.

The Wiltshire Design Guide encourages sensitivity to local character, materials, and architectural styles and supports modern living standards while maintaining aesthetic and functional quality.

Assessment and Conclusion

As the building is an existing building to which no external changes are proposed, there are not considered to be any material issues or impacts arising in terms of design, character and appearance of the area.

A neighbour representation made reference to the orientation of the building and the fact that the opening into the 'living space' opens to east, thus facing away from the main dwelling and towards the neighbouring dwellings; this relates more to amenity consideration than design per se and is thus considered below.

Amenity

Policy Context

Core Policy 57 (Point vii) of the Wiltshire Core Strategy requires development to respect the amenity of existing occupants and ensure appropriate amenity levels for future residents. The National Planning Policy Framework (NPPF), particularly Paragraph 135, reinforces the need for development to provide a high standard of amenity for both existing and future users.

These policies guide the assessment of amenity impacts, which will be considered in detail under the below headings.

Overlooking / loss of privacy

The building is single-storey and set within the context of the residential curtilage of the main dwelling. Whilst there are glimpsed views through the boundary to the neighbouring property, these are not considered to be of any scale or impact such as to warrant a conflict with Core Policy 57. It is noted that the Applicant has sought to improve the landscaped boundary between the properties.

Loss of light / overshadowing and Overbearing Impact / Overall sense of enclosure

As above, there are not considered to be any materially harmful loss of light or overshadowing impacts arising, nor any overbearing impact or sense of enclosure.

Noise

The neighbours representations regarding noise disturbance are noted and the concern regarding the eastward facing nature of the existing building is acknowledged. However, it is the case that the building is located within an established residential garden area and whilst the use of the annexe building as ancillary or holiday let would intensify the use of the site, the use would remain entirely residential and the plot is a large one such that overall this intensification is not considered to be of sufficient magnitude to warrant refusal of the application. It is also noted that the site and neighbouring property of Berry Cottage front the relatively busy highway and so, whilst in a 'countryside location', are not considered to be overtly 'tranquil'. Furthermore, it is also the case that the occupants of the main dwelling could occupy and utilise this garden space in such a similar way as any guests might.

Internal and External Space Standards

The building is an annexe building and as such is not subject to the same considerations and requirements regarding internal and external space standards. That notwithstanding, the existing building is considered to provide adequate internal and external space to achieve an appropriate level of amenity for occupants.

Highways Impacts and Parking

Policy Context

Transport implications are a key factor in assessing planning applications, especially for larger developments. Proposals must demonstrate:

- Safe and suitable access for all users, including pedestrians, cyclists, and those with mobility impairments.
- No severe residual impacts on the surrounding highway network.
- Promotion of sustainable travel, reducing reliance on private vehicles.
- Adequate parking and cycle provision, in line with adopted standards.
- Protection and enhancement of public rights of way and active travel routes.

Relevant policies include Core Policies 60–64 of the Wiltshire Core Strategy, supported by the Wiltshire Local Transport Plan, Car Parking Strategy, and Cycling Strategy. The Local Cycling and Walking Infrastructure Plan (LCWIP) and LTN 1/20 (DfT) provide further design guidance for active travel infrastructure.

Assessment

The existing dwelling benefits from a relatively large area of parking to the front of the site, fronting the highway. It is noted that the shown 'parking area' between the front boundary of the site and the highway itself does not form part of the red-line boundary application site and this 'highway verge' land is not within the ownership of the Applicant. However, there appears to be sufficient parking available to accommodate the number of vehicles within the site on the areas shown as 'Main Private Parking Area' and 'Additional Private Parking When Needed' and the Highway Officer has not raised any objection to the application, although it is noted that is on the basis of the annexe building being a 1-bed property. However, even if 2-bed it is not considered that the available parking would be objectionable in principle given the off-site parking available.

The application is of a nature and scale such that there will be no material impact on the highway and the existing residential site benefits from access to the highway which is not proposed to be altered.

Conclusion

Based on the above, and with no objection from the Highway Officer, the application is not considered to conflict with the relevant Core Policies: 60, 61 and 62 (WCS).

Other Issues

Given the proposal is for the change of use of an existing building, there are not considered to be any **landscape impact** or **Green Belt** issues arising. Similarly, there are no **ecology** or concerns raised by the proposed change of use and as the existing building is sited within flood zone1 there are no **flooding or drainage** issues arising.

PLANNING BALANCE AND CONCLUSION

At the heart of the NPPF there is a presumption in favour of sustainable development requiring local planning authorities to approve development proposals that accord with an up-to-date development plan without delay; and where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, permission should be granted unless (taken from paragraph 11d of the NPPF):

- The application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing development proposed; or
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole;

The principle of development is considered acceptable when assessed against the settlement strategy of the Wiltshire Core Strategy and the emerging Local Plan, along with the relevant Tourism policy: Core Policy 39. Given the location of the site, Conditions are considered necessary and appropriate to tie the building to the main dwelling in perpetuity, and to maintain the buildings as a single planning unit.

Given the building is an existing building, the proposal is broadly compliant with relevant local and national planning policies in respect of design and scale, and given this context there are no Greenbelt, landscape, ecology or flood risk issues arising.

The neighbour concerns regarding amenity and highways in particular are noted. However, the site offers sufficient parking space and the Highway Officer has raised no objection. The impact on amenity is noted; however, whilst the proposed use of the building as ancillary or holiday let would intensify the use of the site, the use would remain entirely residential and the plot is a large one such that overall this intensification is not considered to be of sufficient magnitude to warrant refusal of the application.

Accordingly, the proposal is considered acceptable in planning terms and in accordance with the Wiltshire Core Strategy, the National Planning Policy Framework, and all other relevant material considerations. As such the application is recommended for approval subject to Conditions.

RECOMMENDATION:

That Planning Permission be GRANTED, subject to conditions:

1. The development hereby permitted shall be carried out in accordance with the following approved plans:
 - PP-14469253v1: Location Plan
 - Site Plan
 - Block Plan
 - Greenfields Annexe – Floor Plan
 - Greenfields Annexe – Existing Elevations
 (all received 13/11/2025 unless otherwise specified)

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

2. The annexe building shall not be occupied at any time other than as used for either holiday accommodation or for purposes ancillary to the dwellinghouse or incidental to the enjoyment of the dwellinghouse; that dwellinghouse being the existing Greenfields, and the building shall remain within the same planning unit as the main dwelling. No

person shall occupy the building as holiday accommodation for a continuous period of more than 30 days in any calendar year and it shall not be re-occupied by the same person/s within 28 days following the end of that period.

REASON: This site is in a position where the Local Planning Authority, having regard to the reasonable standards of residential amenity, access, and planning policies pertaining to the area, would not permit wholly separate permanent residential accommodation.