

APPLICATION FOR HOUSEHOLDER PLANNING PERMISSION OFFICER DELEGATED REPORT

APPLICATION REFERENCE:	PL/2025/09115
APPLICATION TYPE:	Householder planning permission
SITE ADDRESS:	Packhorse Corner, Packhorse, Purton, Swindon, SN5 4HU
DESCRIPTION:	External alterations including window replacements and refurbishment, timber frame repairs, flood protection operations, internal alterations, demolition of shed and extension to existing garage with roof-mounted solar panels
RECOMMENDATION:	APPROVE WITH CONDITIONS

PROPOSAL

Revised plans were received 14 January 2026 to address comments by Wiltshire Council's Conservation Officer (CO); it was only deemed necessary to renotify the CO. The application seeks planning permission for external alterations and repairs, including replacement and refurbishment of fenestration, removal of soil vent pipe, external repairs to timber frame, installation of flood barriers; demolition of existing shed and addition of an extension to existing garage building (measures approx. 5.1m wide, 3.6m deep, 3.75m max height) including roof mounted solar panels; and various internal alterations including replacement staircases, installation of insulation and reconfiguration of stud partitions and fittings. Associated works include operations to improve drainage around the site, including digging of French drains and alterations to drainage systems. It is understood that timber-frame repair have already been carried out, and therefore consent for this element is sought retrospectively.

Listed building consent has concurrently been sought under ref. PL/2025/09257.

SITE DESCRIPTION

The application site is Packhorse Corner, a cottage part of the Grade II listed building known as Packhorse Corner, and Numbers 5 and 6 [NHLE: 1023181]. It was built proposal in 16th and 17th (c.1605) century, with later alterations. It was historically part of a group of 5 cottages in an irregular Z-plan (two parallel blocks with linking block). The group now comprises three cottages following the amalgamation of Nos.2-4 into what is now Packhorse Corner. The cottage is built to one-and-a-half storeys, mostly timber-framed with brick nogging, some rubblestone walling, hipped thatched roof with block ridge and eyebrow dormers, fenestration is timber casements of varied date and style. It has a historic detached thatched-roof

outbuilding and a modern two-bay garage, and a smaller modern timber shed. Its setting is characterised by a varied cluster of dwellings organically arranged around a crossroads surrounded by a rural landscape.

It is in open countryside of Purton Parish. Relevant designations and constraints include its designation as a listed building, a public footpath (PURT31A), access via a C-classified highway, Flood Zone 1 where there is a risk of flooding from surface water (1 in 100 + Climate Change (40%)), and North Meadow SAC 9.4km recreational buffer.

PLANNING HISTORY

PI/2025/09257 - External alterations including window replacements and refurbishment, timber frame repairs, flood protection operations, internal alterations, demolition of shed and extension to existing garage with roof-mounted solar panels (UNDER CONSIDERATION)

ENQ/2025/00731 - Internal alterations, repairs, replacement windows and extension to an existing garage building (PRE-APP RESPONSE 23/07/2025).

N/96/2168/F – ERECTION OF SINGLE STOREY GARAGE/STORE (APPROVED WITH CONDITIONS 02/01/1997).

RELEVANT POLICIES AND GUIDANCE

Wiltshire Core Strategy (WCS):

- Core Policy 50: Biodiversity and Geodiversity (CP50)
- Core Policy 51: Landscape (CP51)
- Core Policy 57: Ensuring High Quality Design and Place Shaping (CP57)
- Core Policy 58: Ensuring the Conservation of the Historic Environment (CP58)
- Core Policy 62: Development Impacts on the Transport Network (CP62)
- Core Policy 64: Demand Management (CP64)
- Core Policy 67: Flood Risk (CP67)

Saved policies of the North Wiltshire Local Plan 2011 (NWLP)

- Policy NE14: Trees, site features and the control of new development

Purton Neighbourhood Plan - Made November 2018

National Planning Policy Framework (NPPF)

Planning Practice Guidance (PPG)

National Design Guide (NDG)

Wiltshire Design Guide SPD (WDG):

- Appendix D – Design Guidance for Householder extensions

Historic England Guidance:

- Managing Significance in Decision-Taking in the Historic Environment. Historic Environment Good Practice Advice in Planning: 2 (GPA2)
- The Setting of Heritage Assets. Historic Environment Good Practice Advice in Planning: 3 (2nd Edition) (GPA3)
- Making Changes to Heritage Assets. Historic England Advice Note 2. (HEAN2)
- Statements of Heritage Significance: Analysing Significance in Heritage Assets Historic England Advice Note 12 (HEAN12)
- Traditional Windows: their care, repair and upgrading – February 2017

CONSULTATION RESPONSES

The following consultees and interested parties were invited to comment on the application:

Purton Parish Council – No objection (16/12/2025).

Wiltshire Council's Highways Team – No objection (09/12/2025).

Wiltshire Council's Drainage Team – No responses received at time of case officer recommendation.

Wiltshire Council's Conservation Officer –

Comment, advising that majority of the proposal is acceptable but that further justification or amendments to the garage extension and introduction of solar panels is necessary as harm is identified and that insufficient evidence has been submitted to support replacement of dining room casement windows of historic pattern with double glazed alternatives (15/12/2025).

Comment, advising that amendments to submitted documents have satisfied previous concerns now that the dining room casements are to be retained and that justification has been submitted demonstrating public benefits to outweigh harm caused by the garage extension and solar panels, although they advise that caution should be exercised if adding the Heritage Statement or DAS as approved plans (12/02/2026).

REPRESENTATIONS

Immediate neighbouring dwellings were notified of the application, and a site notice was displayed on 3 December 2025. No letters of representation were made by members of the public.

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.

Design and local character and appearance, with particular regard to the significance and setting of the listed building

CP57 and CP58 together seek to ensure all new development, including extensions and alterations to existing buildings, meet a high standard of design that contributes to the character of Wiltshire by, amongst other things, responding positively to the features of the site itself, its landscape or townscape setting, and the value of the historic environment by being sympathetic to and conserving heritage assets in a manner appropriate to their significance.

Appendix D of the Wiltshire Design Guide sets out design principles and expectations for achieving well-designed householder developments.

The application is supported by a proportionate assessment of the significance of the heritage asset/s affected. In so far as is relevant, the significance and special interest of Packhorse Corner primarily comprise the architectural and historic interest attributable to its age, fabric, form, craftsmanship, vernacular building materials, and layout, and the contribution made by its setting.

It is desirable to preserve the listed building or its setting or any features of special architectural or historic interest which it possesses, and to which there is a duty to have special regard under S66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The internal alterations would not materially affect the external appearance of the dwelling but are subject to control under listed building legislation. They have not therefore been discussed further in this assessment for planning permission.

The proposal includes some minor operations to create a French drain around the perimeter of the building, including changes to manholes and drainage, which would have a neutral impact on the setting of the listed building

The various external alterations and works would have a minor impact on the external appearance of the listed building, and in some cases would not materially affect its external appearance. Wiltshire Council's Conservation Officer (CO) raises no adverse comments in respect of the timber-frame repairs, advises that the flood barriers would have a neutral impact and deliver public benefits, and that the replacement fenestration (with the exception of the dining room windows since removed) would align with the expectations of Historic England guidance.

The existing detached garage is a c.1997 building built in a faux timber-framed style with hipped clay tile roof. Its modest, deferential size and complementary vernacular appearance enable it to sit discretely in views of the listed building from the public footpath to the south. The proposed enlargement to the garage would double its size, albeit in a complementary traditional design, and solar panels would be introduced to the south-facing roof slope.

There is consensus between the applicant and CO that the enlargement of the garage and introduction of solar panels would cause a low degree of harm to the significance of the listed building through change within its setting, by reducing its subservience and the visually jarring addition of solar panels into a key view. It is understood that public benefits would be delivered of an environmental nature and in contributing to the long-term sustainability of the listed building. Furthermore, the removal of the low-quality detached timber shed would offer a minor enhancement to the setting.

Harm to the significance of the listed building, through change within its setting, is identified in respect of the garage enlargement and introduction of solar panels. The development does not therefore conserve the designated heritage asset and conflicts with CP57 (iv) and CP58 of the Wiltshire Core Strategy. S66 of the PLBCA sets a strong presumption against granting planning permission, however this duty is exercised within the context of the NPPF (paras. 202-221) which provides that harm to significance should be clearly and convincingly justified and outweighed by public benefits.

The harm in this case qualifies as *less than substantial* and sits at the bottom of the scale; however, considerable importance and weight is attached to this harm. Some of the harm is minimised by the complementary design of the enlargement and long-term effects can be controlled by a condition securing the removal of the solar panels when no longer required.

The harm is considered to be clearly and convincingly justified and outweighed by the public benefits that would be secured, including environmental and heritage benefits and limited economic benefits. These emerge from the solar panels, improvements to setting by removing the shed (which can be secured by condition) and from labour and materials purchased during construction.

Special regard has been exercised in respect of the desirability of preserving the setting of the listed building and the effect of the significance and special interest of the listed building is found acceptable. Furthermore, it would not harm the character and appearance of the wider local area. It is concluded that material considerations indicate a decision should be made other than in accordance with the development plan.

Residential amenity

CP57 (vii) seeks to ensure that the design of new development has regard to the compatibility of adjoining buildings and uses, the impact on the amenities of existing occupants and that appropriate levels of amenity are achievable within the development itself.

Appendix D of the Wiltshire Design Guide expects a well-designed householder development to respect neighbouring properties by advising, amongst other things, that they should not be unduly overbearing or unduly obtrusive, and that windows should not directly overlook neighbouring properties.

The closest neighbouring dwellings to the application site are 1, 5 and 6 Packhorse and Packhorse House. No letters of representation were received that raise matters in respect of amenity.

The proposal consists of minor works of alteration to the existing dwelling, and a modest extension to an existing outbuilding. It would not materially harm the living conditions of neighbouring occupants and would offer improvements to the living conditions the site affords to its occupants now and in the future.

The development would not harm the living conditions enjoyed by occupants of the site or adjoining land or properties now or in the future. Furthermore, it would satisfy the expectations of adopted design guidance and the aims of CP57 (vii) of the Wiltshire Core Strategy.

Highway matters

The development would alter and extend the existing garage outbuilding on site but does not alter the bedroom quantum or site access. Wiltshire Council's Highways Team raise no objection and the LPA can be satisfied that the development would not give rise to unacceptable harm to highway safety.

Drainage and flood risk

The proposal includes some works to improve the flood resilience and resistance of the building, through installation of flood barriers and creation of French drains. The application is supported by a site-specific flood risk assessment (FRA) and, although no response was received from Wiltshire Council's Drainage Team, the development

is considered to improve flood risk management on site in accordance CP67 of the Wiltshire Core Strategy.

North Meadow SAC

Wiltshire Council has published a North Meadow SAC Interim Recreation Mitigation Strategy (2023-2028). However, a financial contribution to mitigate impacts on the SAC would not be required in this instance as the proposal does not create an additional residential unit.

Biodiversity Net Gain (BNG)

The application was validated as a householder planning application, which are exempt from the requirement to deliver 10% BNG introduced by Schedule 7A of the Town and Country Planning Act 1990 (inserted by the Environment Act 2021). The decision notice should include an informative reminding the applicant of the requirements.

PLANNING BALANCE AND CONCLUSION

The development would conflict with the development plan in so far as it seeks to ensure the conservation of the historic environment; however, it is found in this case that there are material considerations of such weight as to indicate that a decision should be made other than in accordance with the development plan. Accordingly, and subject to relevant conditions, the development would have acceptable effects in respect of matters of acknowledged importance to the public interest. The requirements of the statutory duties are fulfilled, and the application should be supported.

RECOMMENDATION

That planning permission be GRANTED subject to the following conditions:

Conditions:

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 and documents:

Application Form. Received 18 November 2025.
Fibre Insulation Details - STEICO Flex 036. Received 18 November 2025.
Render Board and Insulating Sheathing Details STEICO Special Dry. Received 18 November 2025.
Flood Barrier Details - Nautilus 400 Deployment. Received 18 November 2025.
Location Plan and Proposed Site Plan and Garage Elevations and Floor Plans. 24.026-10. Received 25 November 2025.
Proposed East and North Elevations. 24.026-13. Received 25 November 2025.
Proposed Sections A-A and B-B. 24.026-14. Received 25 November 2025.
Snug Staircase Details. 24.026-21. Received 25 November 2025.
Bedroom 3 Details. 24.026-23. Received 25 November 2025.
Supporting Details. 24.026-24. Received 25 November 2025.
Flood Barrier Details. 24.026-25. Received 25 November 2025.
Appendix A - Flood Risk Assessment. Received 25 November 2025.
Appendix B - Window Repair Method Statement. Received 25 November 2025.
Proposed Floor Plans. 24.026-11A. Received 14 January 2026.
Proposed West and South Elevations. 24.026-12A. Received 14 January 2026.
Window Details. 24.026-20A. Received 14 January 2026.

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

3. The materials to be used in the construction of the external surfaces of the development hereby permitted shall match in material, colour and texture those used in the existing building unless otherwise stated on the approved plans.

REASON: In the interests of visual amenity and the character and appearance of the area.

4. The garage extension hereby permitted shall not be first brought into use until the timber shed has been removed in accordance with the approved plans.

REASON: To secure public benefits necessary to mitigate harmful effects on the significance of the listed building, in exercise of the statutory duty under S66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

5. The solar PV equipment hereby permitted shall be removed as soon as reasonably practicable when no longer needed for the purposes of energy generation.

REASON: In the interest of safeguarding the long-term amenity of the area and preserving the setting of the listed building.