

APPLICATION FOR HOUSEHOLDER PLANNING PERMISSION DELEGATED REPORT

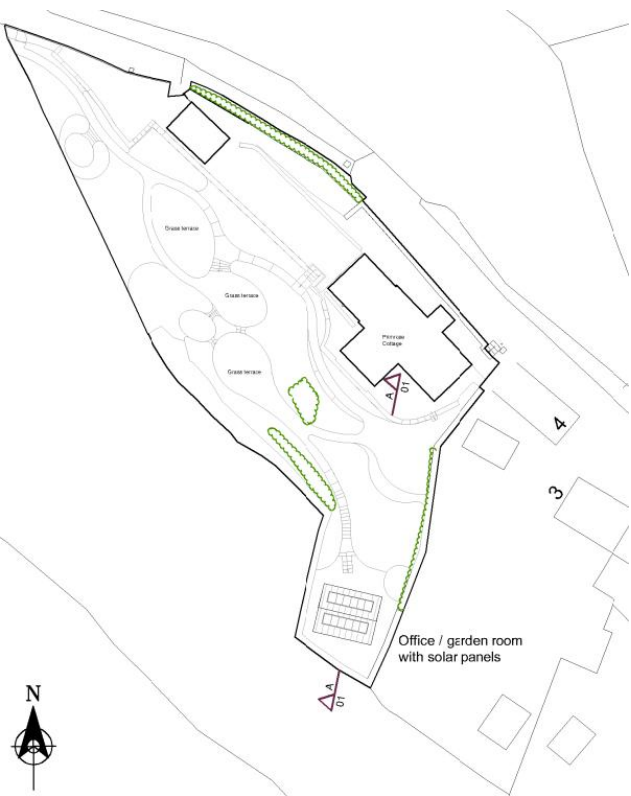
APPLICATION REFERENCE:	PL/2026/02286
APPLICATION TYPE:	Householder planning permission
SITE ADDRESS:	Primrose Cottage, Lower Kingsdown Road, Kingsdown, Corsham, SN13 8AZ
DEVELOPMENT DESCRIPTION:	Erection of an outbuilding (home office/garden room) with solar panels on the roof
RECOMMENDATION:	That Planning Permission be REFUSED

PROPOSAL

The proposal seeks planning permission for the erection of an outbuilding in the garden of Primrose Cottage, Lower Kingsdown Road. The building would be used as a home office/garden room and would have solar panels on the roof. The proposed building would have a footprint of approx. 5m by 6m with eaves and ridge heights of aboyut 2.15m and 3.56m respectively. This would suggest a volume of approximately. 87 cubic metres. The walls would be finished in horizontal timber cladding, below a standing seam roof. Extracts of the submitted elevations are shown below:



The building would be sited in the most southerly corner of the site as shown on the extract of the submitted block plan, below:



SITE DESCRIPTION/CONTEXT

The application site is the garden of Primrose Cottage, a two-storey dwelling located on Lower Kingsdown Road. Planning history indicates that the original cottage was a single-storey building of relatively poor design. This was extended significantly under application N/11/03527/FUL, raising the roof to allow bedrooms in the roof with a rear extension and a detached garage. The dwelling was further enlarged with a two-storey extension in 2017.

Whilst Primrose Cottage (indicated with a red flag on the plan below) is not listed, the adjacent dwellings at Nos 1-3 Pleasant View are. These Grade II listed buildings are indicated in black hatching on the plan below:



The land slopes up to the south of the cottage, and as such the building would be at an elevated level compared to the dwellings to the north. To the south of the site is a strip of woodland identified as a Natural England Priority Habitat. This is indicated with the orange pattern on the plan above.

The site is not within Conservation Area, however it is in the Bath and West Wilts Green Belt, in the Cotswolds National Landscape, and also in the Bath and Bradford on Avon Bat Special Area of Conservation. The site is within 2km of important bat roost buffer zones.

The site is on the side of a valley, with views across to Colerne to the north. The photograph below shows the northwest elevation of Primrose Cottage, with the garden beyond:



Below: Most recent aerial photograph of the site (indicated with red flag). Listed buildings indicated in black hatching.



PLANNING HISTORY

- N/78/01365/F - Historic apps 1974 to 1983 Rebuilding and extension to front porch – approved
- N/11/03527/FUL - Raise the Roof of Existing Bungalow to Allow Insertion of Bedrooms in the Roof Space and Rear Extension and Erection of Detached Garage – approved

- 17/03877/FUL - Two Storey Side Extension - approved
- ENQ/2025/00780 - pre-application enquiry – Construction of garden office at top of garden with solar panels to roof. This preapplication enquiry proposed a building of similar scale and siting as that proposed by this application. Officers advised that an application would not be encouraged as the site lies within the Green Belt, and the dwelling has already been substantially extended: the addition of a detached outbuilding of the scale indicated would represent a disproportionate addition over and above the size of the original building, and would therefore constitute inappropriate development in the Green Belt, as defined by the NPPF

RELEVANT POLICIES AND GUIDANCE

Wiltshire Core Strategy:

- Core Policy 57 Ensuring High Quality Design and Place Shaping
- Core Policy 50: Biodiversity and Geodiversity
- Core Policy 51: Landscape
- Core Policy 58: Ensuring the Conservation of the Historic Environment

Wiltshire Design Guide: Appendix D – Design Guidance for Householder extensions

The National Planning Policy Framework (NPPF)

The Planning Practice Guidance

National Design Guide

There is no made Box Neighbourhood Plan at the time of writing.

CONSULTATION RESPONSES

Box Parish Council: No objection

REPRESENTATIONS

No comments were received.

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 adopted Wiltshire Core Strategy (2015) and, where applicable, any made Neighbourhood Plans.

Principle of Development

In most householder applications, the principle of development is not a matter for detailed assessment, as the residential use of the site is already established and the proposal typically involves minor works within the curtilage of a lawful dwelling.

As such, the principle of development is considered acceptable, subject to the detailed assessment of design, amenity, and other material considerations set out below.

Development within the Green Belt

Is the development appropriate?

The Government attaches great importance to Green Belts and new development within the Green Belt is highly restricted by national planning policy. Paragraph 147 of the National Planning Policy Framework (NPPF) states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

The application seeks to advance an argument that the proposal would be acceptable under paragraph 154(g) of the NPPF on the basis that the site constitutes previously developed land. However, in this instance the proposal relates to a domestic garden which is currently free from built development in the location proposed for the outbuilding.

The introduction of a new building in this part of the site would result in encroachment into an undeveloped area of the plot and would erode the openness of the Green Belt. Even if the site were to be regarded as previously developed land, the proposal would not preserve openness and therefore would not comply with paragraph 154(g).

As such, consideration is given to whether the proposal would fall within paragraph 154(c) of the NPPF, which allows for 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.

Whilst the proposed outbuilding would be physically detached from the host dwelling, it would be used for purposes ancillary to the residential occupation of the site and is reasonably assessed as an addition to the host dwelling for the purposes of this policy test.

The planning history shows that the original dwelling has been subject to a number of extensions, resulting in a significant increase in built form over and above the original building. When taken together with these previous additions, the proposed outbuilding would result in a cumulative increase in floorspace, footprint and massing that would be disproportionate when compared to the size of the original dwelling.

The proposal therefore fails to meet the exception set out in paragraph 154(c) of the NPPF and constitutes inappropriate development in the Green Belt.

Impact on openness

The NPPF confirms that the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. Openness has both spatial and visual aspects.

The proposal would introduce additional built form into a currently undeveloped part of the garden, at the far extent of the plot. This would extend the spread of built development further into the site and would represent a clear encroachment into presently open land. As a result, the proposal would result in harm to the openness of the Green Belt.

As inappropriate development, the proposal is, by definition, harmful to the Green Belt.

Substantial weight must be given to this harm. No very special circumstances have been advanced that would clearly outweigh the harm identified.

Cotswold National Landscape

Core Policy 51 of the Wiltshire Core Strategy requires all development to protect, conserve, and where possible enhance the character and quality of Wiltshire's landscapes, giving particular weight to designated areas such as National Landscapes.

The National Planning Policy Framework (NPPF), in Paragraph 176, states that "great weight" should be given to conserving and enhancing landscape and scenic beauty in National Landscapes (formerly Areas of Outstanding Natural Beauty). Development within or affecting the setting of a National Landscape must demonstrate that it will not result in unacceptable harm to the special qualities of that area.

The site lies within the Cotswold National Landscape, within the Dip-Slope Lowland Landscape Character Area. The application site occupies an elevated position on the southern edge of the residential curtilage, on a valley side, with the land falling away to the north. The wider landscape in this area is characterised by attractive valley slopes and long-distance views, including views across the enclosed limestone valley towards Box and the higher ground beyond.

The proposed outbuilding would be located at the upper extent of the garden, extending built form further up the slope and into a more visually prominent part of the site. Whilst the building is relatively modest in scale, and would be seen in the context of existing domestic development associated with the host dwelling, its siting at the edge of the curtilage would result in an encroachment of domestic form into a less developed part of the plot.

It is acknowledged that existing tree cover to the rear of the site would provide some degree of screening, and that views of the development from the wider landscape may therefore be limited. However, the introduction of built development in this elevated position would nonetheless alter the character of the site as experienced from within the landscape and would erode the transition between the domestic curtilage and the surrounding rural valley slope.

Overall, whilst the scale and design of the building are not in themselves harmful, the siting of the development at the upper extent of the garden would result in a localised adverse impact on the character and scenic beauty of the National Landscape. This harm attracts moderate weight in the planning balance, having regard to the great weight that must be given to conserving and enhancing landscape and scenic beauty.

Design and Impact upon the character and context of the area

Core Policy 57 of the Wiltshire Core Strategy seeks to ensure that all new development is of high design quality, responding positively to local context, character and distinctiveness.

The proposal comprises a single storey pitched roof outbuilding of modest scale. When considered in the context of the host dwelling and the wider residential curtilage, it is not considered to represent overdevelopment of the site.

The design, whilst relatively contemporary in appearance, is typical of a domestic ancillary structure and would remain clearly subservient to the host dwelling. The use of timber cladding is appropriate in this semi-rural context and would assimilate reasonably well with the surrounding built form and landscape setting.

Having regard to the above, the proposal is considered to comply with the design and scale principles set out in Core Policy 57 of the Wiltshire Core Strategy and Appendix D of the Wiltshire Design Guide.

Amenity

Point vii of Core Policy 57 - Ensuring High Quality Design and Place Shaping of the Wiltshire Core Strategy seeks to ensure that developments do not adversely affect neighbouring properties.

The National Planning Policy Framework (NPPF), particularly Paragraph 135(f), stresses that planning decisions should ensure developments provide a high standard of amenity for existing and future users.

The proposed development has been assessed in terms of its potential impact on the residential amenity of neighbouring properties, with particular regard to loss of light, overshadowing, loss of privacy, and overbearing effects.

Due to the proposal's location and modest scale it is not considered that the proposed development would result in unacceptable impacts upon amenity in terms of overlooking, loss of light or overbearing impact.

The proposal therefore accords with Core Policy 57 point vii in respect of safeguarding residential amenity and Appendix D of the Wiltshire Design Guide.

Highways Impact

Core Policy 57 (xiv) of the Wiltshire Core Strategy seeks to ensure that development must meet the requirements of Core Policy 61. This policy requires proposals to be capable of being served by safe access to the highway network. Core Policy 64 seeks to ensure compliance with parking standards set out in the Local Transport Plan.

The National Planning Policy Framework (NPPF), particularly Paragraph 115 and 116, requires that development proposals do not have an unacceptable impact on highway safety and that safe and suitable access to the site can be achieved for all users.

The proposed development would not result in any adverse impact on highway safety. Adequate parking and turning provision is provided in accordance with Wiltshire's adopted parking standards, and access arrangements are acceptable.

The proposal is therefore considered to comply with Core Policies 57 (xiv), 61 and 64 of the Wiltshire Core Strategy, the NPPF, and the Wiltshire Local Transport Plan.

Heritage Impact

From the point of view of the historic environment the main statutory tests are set out within the Planning (Listed Building and Conservation Areas) Act 1990.

Section 66 requires that special regard be given to the desirability of preserving listed buildings, their settings or any features of special architectural or historic interest which they possess.

The Council's Core Strategy Policy CP58 'Ensuring the conservation of the historic environment' requires that designated and non-designated heritage assets and their settings will be conserved, and where appropriate enhanced, in a manner appropriate to their significance and encourages proposals which improve the condition of heritage assets at risk.

The Council's Core Strategy CP 57: Ensuring high quality design requires a high quality of design in all new developments. The policy requires applicants to "demonstrate how the proposal will make a positive contribution to the character of Wiltshire through (amongst other things) responding to the value of the natural and historic environment and being sympathetic to and conserving historic buildings and landscapes. Development is required to respond positively to the existing 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.

The NPPF outlines government policy for planning. Chapter 16 of the NPPF 'Conserving and enhancing the historic environment' sets out the Government's high-level policies concerning heritage and sustainable development.

The proposal, by virtue of its scale, design, and use of materials, is considered to preserve the setting of the listed buildings. It would not result in harm to the significance of any heritage assets, and no objections have been raised by the Conservation Officer.

The development is therefore considered to comply with Core Policy 58 of the Wiltshire Core Strategy and Sections 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as the relevant provisions of the NPPF.

Ecology Impact

Core Policy 50 of the Wiltshire Core Strategy seeks to protect and enhance biodiversity and geodiversity, including through ensuring that development avoids harm to protected species and habitats.

The National Planning Policy Framework (NPPF), in Paragraph 193, requires that development minimises impacts on and provides net gains for biodiversity, including ensuring mitigation is secured where harm cannot be avoided.

The proposal is located within the Bat Protection Zone and as such due consideration has been given to potential ecology implications. The proposal has limited glazing and is designed in such a manner as to minimise the potential for detrimental ecological impacts. The scale and nature of development is such that significant harm to biodiversity is unlikely.

No objections have been raised by the Council's Ecologist. As such, the development complies with Core Policy 50 of the Wiltshire Core Strategy and the relevant provisions of the NPPF.

Biodiversity Net Gain

Householder planning applications are exempt from the requirement to deliver Biodiversity Net Gain under Schedule 7A, Section 4(2)(a) of the Town and Country Planning Act 1990, as inserted by the Environment Act 2021.

CONCLUSION

The proposed development will result in a significant increase in floorspace, footprint and mass of built form. By any measure, those increases are a demonstrable disproportionate addition to the original building, thereby constituting inappropriate development in the Green Belt, as identified by the NPPF.

Accordingly, and by definition, the proposed development would be harmful to the Green Belt and that harm should be given substantial weight in the determination of the application. Further, by reason of the increased, disproportionate mass of the dwelling over and above existing, the proposal also results in an adverse impact upon the openness of the Green Belt. As is required by the NPPF, substantial weight should be given to such harm to the Green Belt when determining this application.

The proposal would not compromise the ability to safely park and manoeuvre vehicles on the site, off the public highway. The proposal is not considered to result in an adverse impact upon the amenities of neighbouring residents. The proposal would comply with the provisions of Policy CP57 in these respects. The proposed development would not result in any unacceptable harm to the character of the locality, the amenities of neighbouring occupiers, or the interests of highway safety, heritage, or ecology.

However, when taken as a whole, and having regard to the substantial weight that must be given to harm to the Green Belt, the identified harm is not clearly outweighed by any other considerations. The development would therefore conflict with national policy set out in the NPPF, and planning permission should be refused.

RECOMMENDATION: That Planning Permission be REFUSED for the following reason.

1. The proposal would, by reason of its size, siting and cumulative impact when taken with previous extensions, result in a disproportionate addition over and above the size of the original building. The development therefore constitutes inappropriate development within the Green Belt. In accordance with the National Planning Policy Framework, such development is, by definition, harmful to the Green Belt. The proposal would also result in additional harm to the openness of the Green Belt through the introduction of further built form into an otherwise undeveloped part of the

site. No very special circumstances have been demonstrated that would clearly outweigh the harm identified.

Informative:

The plans and documents the subject of this decision are:

Planning statement received 8th April 2026

Existing Site Plan, Section and Location Plan, and Proposed Elevations, Floor Plan, Section, Roof and Site Plan – drawing numbered 130-01 A received 8th April