

APPLICATION FOR HOUSEHOLDER PLANNING PERMISSION OFFICER DELEGATED REPORT

APPLICATION REFERENCE:	PL/2026/03754
APPLICATION TYPE:	Householder planning permission
SITE ADDRESS:	23 Horsefair, Malmesbury, SN16 0AP
DESCRIPTION:	Alterations to outbuildings and dormers
RECOMMENDATION:	APPROVE WITH CONDITIONS

PROPOSAL

The description was changed with the applicant's agreement on 23 July 2026 for precision.

The application seeks planning permission for alterations to outbuildings and dormers. The outbuildings are located on the rear elevation and would be altered by rebuilding the walls of the linking part in timber cladding, altering and rebuilding the roof in zinc and topped with rooflights, aluminium composite fenestration, alterations to the stone door opening and infill with timber boarding and window, formation of door opening in gable end including demolition of small brick store.

Alterations to the dormers would involve their replacement with dormers of a similar form and size, albeit with slimline double-glazed casement windows, projecting cills, and alternative materials including lead cheeks. Works would also extend the terrace to the rear garden.

Listed Building Consent is sought concurrently under reference PL/2026/04034.

SITE DESCRIPTION

The application site is a Grade II listed building, a two-storey mid-terrace house known as 23 Horsefair [NHLE: 1269341]. It is dated to early/mid-18th century; it has walls of coursed limestone, a gabled stone slate roof (front) with brick gable end stack, two-window front with timber lintels, six-over-six horned sash windows, half-glazed door with blocked window above. Attic level has round-headed dormer to front and gabled dormer to rear both with two-light casements. Its setting is characterised by the vernacular architecture and continuous frontages providing enclosure around a triangular open space. It lies in the settlement boundary of Malmesbury. Relevant designations and constraints include its designation as a listed building, other nearby listed buildings, and the Malmesbury Conservation Area.

PLANNING HISTORY

PL/2026/04034 – Alterations to outbuildings and dormers (UNDER CONSIDERATION)

PL/2023/03609 (PP) - Demolition of existing outbuildings & erection of new rear extension and internal alterations (APPROVED WITH CONDITIONS 15/01/2024).

PL/2023/03721 (LBC) - Demolition of existing outbuildings & erection of new rear extension and internal alterations (APPROVED WITH CONDITIONS 15/01/2024).

RELEVANT POLICIES AND GUIDANCE

Wiltshire Core Strategy (WCS):

- Core Policy 57: Ensuring High Quality Design and Place Shaping (CP57)
- Core Policy 58: Ensuring the Conservation of the Historic Environment (CP58)

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

Malmesbury Neighbourhood Plan: Made 2015 (MNP)

- Volume I - Main Body: Policy 13
- Volume II – Design Guide

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

Malmesbury Conservation Area Appraisal 2007

Malmesbury Conservation Area Management Plan 2010

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)

CONSULTATION RESPONSES

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

Malmesbury Town Council – Object, that the use of zinc cladding is out of keeping with the area and they request that the stone tiles are retained (27/07/2026).

Wiltshire Council's Conservation Officer – No objection, subject to conditions, their comments summarising that the impact of the proposals on heritage assets will be largely positive, the heritage assets will be enhanced, and the requirements of current conservation legislation, policy or guidance are considered to be met and there is therefore no objection to the approval of the applications (21/07/2026).

Historic England – Comment, saying that they are not offering advice, that this should not be interpreted as comment on the merits of the application, and that advice should be sought from specialist conservation and archaeological advisers (14/07/2026).

County Archaeologist – No objection (26/06/2026).

REPRESENTATIONS

Immediate neighbouring dwellings were notified of the application, it was publicised by press advert in the Wiltshire Gazette & Herald on 2 July 2026, and a site notice was displayed on 1 July 2026. 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 listed building and the conservation area

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 expects, amongst other things, that a well-designed householder development should be carefully considered to respect the original building and the neighbouring properties, by not dominating the existing building and appearing as a subservient, supporting addition, and fitting into the general street scene, which could be achieved by replicating the style, form, rhythm, materials and architectural detailing of the original house or by contrast with a modern or traditional aesthetic.

23 Horsefair is an early/mid-18th century vernacular house, first designated a Grade II listed building on 4 March 1976. Its significance and special interest derive primarily from its architectural and historic interest.

It forms part of a row of three listed buildings; Nos.25 and 27 form a pair of mid-19th century vernacular houses [NHLE: 1269343], and No.29 an early 19th century vernacular house [1269344]. Together their graduating roofline and subtly varied vernacular architecture create an attractive townscape feature, from which they derive group value.

It is desirable to preserve the 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 “PLBCA”).

No.23 lies in Character Area 11 of the Malmesbury Conservation Area (MCA) described in the published appraisal¹, where the triangular open space surrounded by terraced houses with a variety of heights and façade surfaces provides a focal point. The published management plan² seeks, among other things, to ensure a high quality of design in new and replacement fenestration.

S72(1) of the PLBCA makes it a duty to pay special attention to the desirability of preserving or enhancing the character or appearance of the MCA, which can partly be discerned from its protected buildings and features, its archaeology, its open space and historic routes, and its significant foliage.

The proposed alterations to the dormers would see their replacement in a closely matching form and size but with changes to materials and details, including slimline double-glazing, with the effect of some alterations resulting in an improvement in rainwater runoff management versus the existing dormers.

¹ Malmesbury Conservation Area Appraisal 2007

² Malmesbury Conservation Area Management Plan 2010

Wiltshire Council's Conservation Officer (CO) advises that the "[t]he existing dormers are a mix of styles which respond to the piecemeal changes that have occurred to the building, which add to the significance of the building".

They also advise that the loss of the existing dormers is justified, would not harm significance, and that the altered replacements would have an acceptable effect on the character of the listed building. Indeed, the change in appearance would be relatively subtle and not to the detriment of the listed building, the group of which it is a part or the character or appearance of the MCA.

The proposed alterations to the outbuilding would retain considerably more of their fabric than the extant scheme³, which included demolition and rebuilding. The alterations would blend the vernacular architecture of the retained stone outbuilding with contemporary materials and details, such as timber cladding, metal sheet roofing, aluminium composite fenestration and rooflights.

The shorter linking element would be largely rebuilt with existing openings altered and a new opening formed in the end wall of the stone outbuilding alongside the removal of the smaller brick store at the end. The result provides a larger kitchen/dining space with better connection to the rear garden, including alterations to the external access steps.

The CO advises that "[t]he outbuilding formed an external store & WC and then were linked with a lighter weight structure to form a kitchen. The outbuilding forms part of the story of the development and changes to the building. The stone building is in poor condition from long term limited maintenance. The current kitchen construction is relatively modern and light weight and offers limited significance to the building".

In assessing the proposal's effect, they advise that the impact on heritage assets will be largely positive and their significance enhanced. They identify that the formation of new openings in the gable end would cause a loss of fabric but that the overall effect of the alterations would respond positively to the features of the outbuilding, securing also its retention and beneficial reuse in support of the long-term conservation of the heritage asset.

It is agreed that the blend of traditional and modern architectural details would achieve a balance that respects the primacy of the prevailing vernacular architecture that would fit discretely into the immediate surroundings. Indeed, this approach ensures legibility of new and old while the proposal facilitates a beneficial reuse of the outbuilding by providing a more practical kitchen layout and functional connection to external amenity areas.

³ PL/2023/03609 and PL/2023/03721

The Town Council object to the use of zinc in the alterations to the outbuilding, which they consider to be out of keeping with the character of the area. However, the CO considers that zinc would be acceptable as it would respect the simplicity and form of the roof.

A sheet metal roof covering would strike a visual contrast with the local vernacular, but it would not be visually dominant or incongruous, particularly in its varied, utilitarian back-garden surroundings, and would be a higher quality finish than the existing corrugated roofing and concrete tiles.

Overall, the proposal is considered to deliver a high standard of design that would complement the character of the building and its surroundings and which would not harm the significance of the heritage assets.

The CO recommends that several detailed design matters be controlled by condition, including requiring approval of external materials like the zinc which can ensure a complementary finish is delivered. However, planning conditions will often not meet the six tests if they relate to matters that would be controlled by other legislation, such as listed building legislation which would apply in this case.

Given that the proposed works are also subject to a concurrent Listed Building Consent application, detailed matters relating to materials, architectural detailing and the treatment of historic fabric are capable of being controlled through the listed building consent regime where necessary and do not require duplication through planning conditions.

For the reasons given, the development would not harm the character of the building as a building of special architectural or historic interest nor its significance, the significance of nearby listed buildings through change within their setting or the character or appearance of the MCA in which they are located.

The proposal would preserve the significance of the Grade II listed building, preserve the significance of nearby listed buildings, and preserve the character and appearance of the Malmesbury Conservation A

Accordingly, the requirements of the duties to have special regard and pay special attention, under S66 and 72(1) of the PLBCA respectively, have been met together with the expectations of adopted design guidance and the requirements of Policy 13 of the MNP and CP57 and CP58 of the WCS and the objectives of the NPPF.

Residential amenity

Core Policy 57 (vii) of the Wiltshire Core Strategy 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 21 and 25 Horsefair.

The development consists of alterations to the existing building, including existing dormers, and would not materially increase its massing or bulk. It would introduce additional openings, but these are at ground floor or high-level rooflights where they would not cause harmful overlooking.

The development would not harm the living conditions enjoyed by occupants of the site itself or neighbouring land, particularly in terms of privacy, outlook, and overshadowing. Furthermore, it would satisfy the expectations of adopted design guidance and the aims of CP57 (vii) of the Wiltshire Core Strategy.

Biodiversity Net Gain (BNG)

The development is 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), and the decision notice shall include the relevant informative note.

PLANNING BALANCE AND CONCLUSION

The development would have acceptable effects in respect of matters of acknowledged importance to the public interest, subject to the recommended conditions. Furthermore, it would not conflict with the development plan, and other material considerations do not indicate that a decision should be made other than in accordance with the development plan. The statutory requirements have therefore been 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:

Location Plan. Received 15 June 2026.

Proposed Plans and Elevations. 25016-1003-3. Received 15 June 2026.

Existing and Proposed West Dormer. 25016-1004-2. Received 15 June 2026.

Existing and Proposed East Dormer. 25016-1005-2. Received 15 June 2026.

Existing and Proposed Block Plans. 25016-5001-1. Received 15 June 2026.

Note - Internal Works. 25016-5002-2. Received 4 August 2026.

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