

APPLICATION FOR HOUSEHOLDER PLANNING PERMISSION

DELEGATED REPORT

APPLICATION REFERENCE:	PL/2026/02332
APPLICATION TYPE:	Householder planning permission
SITE ADDRESS:	Kent End Farm, Kent End, Ashton Keynes, Swindon, SN6 6PF
DEVELOPMENT DESCRIPTION:	Demolish of Existing Garage for storage of Vehicles and Replace with a larger Garage for storage of Vehicles.
RECOMMENDATION:	That Planning Permission be REFUSED

PROPOSAL

The proposal seeks planning permission for the demolition of an existing garage used for vehicle storage and its replacement with a larger detached garage building for the storage and maintenance of the applicant's private vehicle collection. The proposed garage would measure approximately 22.1m in width by 15.3m in length, with a predominantly flat roof design reaching 3.3m in height and rising to a height of 4.0m in a limited section of the roof.

Internally, the building would provide accommodation for two vintage tractors, four residential vehicles and four vintage vehicles, together with a vehicle maintenance pit and a small bathroom and wash basin facility ancillary to the use of the garage. Externally, the building would incorporate three large glazed garage doors on the front elevation, fourteen glazed panels and a pedestrian door on the rear elevation, seven glazed panels, a pedestrian door and two small windows on the northeast side elevation, and five glazed panel windows on the southwest side elevation.

The building would be constructed from natural stone to match the existing garage which is to be demolished. The mono-pitched roof would be finished in a material similar to that used on the existing building, and the garage doors would be of a comparable style and appearance to the existing doors, comprising steel and glazed elements.

During the course of the application, revised plans were submitted which removed a projecting element from the originally proposed design and significantly reduced the height of the building. The revised plans form the basis of this assessment.

SITE DESCRIPTION/CONTEXT

The application site relates to land containing buildings forming part of a farmyard with an adjacent detached residential dwelling at Kent End Farm. The Applicant refers to the dwelling as Kent End Farmhouse. The dwelling house has a large residential curtilage adjacent to the farmyard/development area.

The site is served by a private access which provides vehicular access from Kent End Close, an unclassified road to the house. The access splits, with one drive leading to the farmyard and associated land and lake, and another leading to the house. Fencing clearly separates the two.

The site is located outside but adjacent to the settlement boundary of Ashton Keynes to the west. The site is situated within the adopted Conservation Area (*Ashton Keynes Conservation Area*). The northwest boundary of the site abuts a Public Rights of Way footpath (AKEY24), and there are two other PRoW footpaths (AKEY39 and AKEY26) to the west and south in close proximity.

The application site is mostly within Flood Zone 1, with its northeastern area lying partially within Flood Zone 3a. Parts of the site are identified to be at risk of surface water flooding at 1 in 30-year extent, 1 in 100 year extent and 1000-year extent. The site is also at risk of groundwater flooding to both surface and subsurface assets. The site is also within the North Meadow SAC 4.2km recreational buffer.

PLANNING HISTORY

Proposal / Summary
PL/2025/09208 - Householder planning permission Decision - Approve with Conditions Date: 16/1/2026 – Proposed Single Storey Side Extension.

RELEVANT POLICIES AND GUIDANCE

Wiltshire Core Strategy:

- Core Policy 50: Biodiversity and Geodiversity
- Core Policy 57 Ensuring High Quality Design and Place Shaping
- Core Policy 58: Ensuring the Conservation of the Historic Environment
- Core Policy 61: Transport and New Development
- Core Policy 64: Demand Management
- Core Policy 67: Flood Risk

Ashton Keynes Neighbourhood Plan 2015 – 2026:

- Policy ENP1: Protection of biodiversity and wildlife sites
- Policy HCP1: Local character

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

The National Planning Policy Framework (NPPF)

The Planning Practice Guidance

National Design Guide

CONSULTATION RESPONSES

Ashton Keynes Parish Council: No objection

Highways: No objection

Public Rights of Way: No comments reserved.

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

The application seeks planning permission for the erection of a detached garage/storage building to serve the existing dwelling. The proposed building would provide accommodation for four vintage vehicles, four recreational vehicles, two tractors, a maintenance pit, bathroom facilities and associated storage.

Article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 defines a householder application as an application for planning permission for development of an existing dwellinghouse, or development within the curtilage of such a dwellinghouse for any purpose incidental to the enjoyment of the dwellinghouse.

Whilst outbuildings, garages and other domestic structures can, in principle, be appropriately considered under the householder application procedure, the Local Planning Authority must be satisfied that the scale, nature and purpose of the development remains incidental to the enjoyment of the dwellinghouse. Guidance published through the Planning Portal confirms that householder applications are intended for works associated with a dwellinghouse and its curtilage.

In the present case, the proposed building would have a substantial footprint and volume and would accommodate a significant range of vehicles, machinery and associated facilities, including the storage of two tractors and a maintenance pit. The scale and nature of the building extends beyond that typically associated with a domestic outbuilding or garage ordinarily assessed under the householder application process.

Furthermore, the proposed structure would be located within the wider farmstead setting and would share a close physical and functional relationship with surrounding rural buildings. Having regard to the scale, siting and intended use of the proposal, the Local Planning Authority is not satisfied that the development can reasonably be regarded as solely incidental to the enjoyment of the dwellinghouse.

Furthermore, the proposal would extend beyond the existing farmyard/storage area and encroach into land currently forming part of the residential curtilage of the dwelling. As a

consequence, part of the domestic garden area would be incorporated into a building intended for the storage of tractors, vehicles, machinery and associated equipment associated with the storage and mechanical repair and restoration of cars. The proposal would therefore result in part of the residential curtilage ceasing to function as land associated with the dwellinghouse and instead forming part of a larger agricultural/storage use. This further reinforces the conclusion that the development is not genuinely incidental to the enjoyment of the dwellinghouse and cannot reasonably be regarded as householder development.

Insufficient evidence has been provided to demonstrate that the proposed building would serve only the residential planning unit and would not relate to the wider landholding associated with the site. As such, the Local Planning Authority cannot conclude that the proposal falls within the definition of householder development as set out within Article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2015. Accordingly, the Local Planning Authority concludes that the proposal does not constitute development that can appropriately be determined under the Householder Planning Application procedure and planning permission should therefore be refused.

Design and Impact upon the upon the character and context of the area

Core Policy 57 - Ensuring High Quality Design and Place Shaping of the Wiltshire Core Strategy seeks to ensure that all new development is of high design quality, reflecting local context, character, and distinctiveness.

Policy HCP1 – Local Character of the Ashton Keynes Neighbourhood Plan expects all development to be in harmony with their surroundings, particularly with local heritage assets.

Notwithstanding the concerns relating to the suitability of the application type, the proposal has been assessed on its planning merits and is considered acceptable in design terms for the reasons set out below.

The proposal involves demolishing an existing outbuilding measuring approximately 22.3m in width by 8.3m in length and replacing it with a larger garage building measuring approximately 22.1m in width by 15.3m in length. The replacement building would provide storage for the applicant's private collection of vintage vehicles, tractors and associated equipment. Whilst the proposal would result in a significant increase in depth and overall floorspace, the existing building is already substantial in scale, and the replacement structure would remain within the established apron of Kent End Farm Yard; however, part of it would extend into land serving as part of the farm's residential curtilage,

In assessing the visual impact of the development, regard has been had to the scale, siting, design and materials proposed. The building would occupy a position adjacent to existing agricultural buildings within the applicant's ownership and would be viewed in the context of the wider farmstead complex, where a variety of building forms and scales are present. Although the replacement building would have a considerably larger footprint than the existing structure, it has been designed with a relatively low-profile roof form which helps to reduce its visual prominence. Revised plans submitted during the application process removed a projecting element from the original scheme and significantly reduced the overall height of the building, resulting in a more proportionate and less visually intrusive form.

The proposed use of natural stone walling, together with roofing materials similar in appearance to those of the existing building, would assist in integrating the development within its rural surroundings and maintaining consistency with the established palette of materials found on the site. The glazed garage doors and extensive glazing would introduce a more contemporary appearance than the existing building; however, these features would be read as part of a high-quality ancillary outbuilding and are not considered incongruous within the wider farmstead setting.

The building would be positioned southeast of the farmhouse and viewed against the backdrop of existing agricultural buildings, farmland, and the lake. Consequently, despite its increased size, the proposal would not appear isolated or unduly prominent within the wider landscape. Furthermore, replacing the existing utilitarian outbuilding with a purpose-designed structure built from higher-quality materials would improve the appearance of this part of the site. Reduced height, a low roof profile, and the use of appropriate materials ensure it would not result in unacceptable harm to the character or appearance of the site or surrounding area.

The proposal would result in a small area of land currently forming part of the residential curtilage being incorporated into the building and associated storage use. However, the dwelling would retain a substantial private garden commensurate with the size and character of the property. The extent of curtilage affected is limited and the proposal would not result in an overdevelopment of the site, nor would it materially erode the spacious character of the area. Consequently, the loss of this small section of domestic garden land is not considered to give rise to any adverse impact on the character or appearance of the site or its surroundings.

Having regard to the above, the proposal complies with the design principles set out in Core Policy 57 of the Wiltshire Core Strategy, Policy HCP1 of the Ashton Keynes Neighbourhood Plan 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.

Notwithstanding the concerns relating to the suitability of the application type, the proposal has been assessed against relevant residential amenity considerations and is considered acceptable on this regard.

Loss of Light / Overshadowing

The proposed replacement garage would be positioned within the farm apron of Kent End Farm on the site of an existing outbuilding, with part of the build overspilling into land that forms the residential curtilage of the associated residential farmhouse. Whilst the proposal would increase the depth and overall footprint of the building, the nearest neighbouring

dwelling not in the applicant's ownership are located a considerable distance from the application building and are separated by intervening land, existing buildings and vegetation.

In addition, the revised plans significantly reduce the building height from that originally proposed, with most of the structure limited to approximately 3.8m and only a small section reaching a maximum height of 5.2m. Given these separation distances, the low-profile roof design, and the building's relationship to neighbouring properties, the proposal is not considered to result in any material loss of daylight or unacceptable overshadowing of neighbouring residential properties.

Loss of Privacy

The proposed building incorporates glazed garage doors and glazed window panels within all elevations. However, the building is intended for vehicle storage and ancillary purposes and does not contain habitable accommodation. Whilst the glazing would allow natural light into the building, it would not facilitate regular overlooking comparable to that associated with residential living accommodation.

Furthermore, the building is well separated from neighbouring dwellings and positioned within a farmstead setting where views are already influenced by existing outbuildings and agricultural buildings. As such, the proposal would not give rise to any unacceptable loss of privacy or overlooking of neighbouring occupiers.

Overbearing Impact

The replacement building would be substantially larger than the existing garage, increasing in depth from approximately 8.3 metres to 15.3 metres. Notwithstanding this increase in scale, its visual impact would be mitigated by the generous size of the site, its position within the wider farmstead, and its relationship with the surrounding agricultural buildings. Furthermore, the amended scheme has secured a reduction in the overall height of the building, further limiting its visual prominence.

Whilst a small area of the residential curtilage would be incorporated into the proposed building and associated storage use, the dwelling would continue to benefit from a substantial private garden commensurate with the size and character of the property. The loss of garden space is limited in extent and would not materially reduce the quality, functionality or overall provision of outdoor amenity space available to occupiers.

Having regard to the separation distances from neighbouring properties, the spacious nature of the site, and the established presence of larger agricultural and ancillary buildings within the farmstead, the proposed development would not appear unduly dominant, overbearing or oppressive. As such, the proposal would not result in unacceptable harm to the living conditions of neighbouring occupiers and is considered acceptable in residential amenity terms.

Taking all matters into account, it is considered that the proposal would not result in any unacceptable adverse impacts in terms of loss of light, overshadowing, loss of privacy or overbearing effects. The proposal therefore accords with Core Policy 57 point vii of the Wiltshire Core Strategy, the objectives of the National Planning Policy Framework and Appendix D of the Wiltshire Design Guide in respect of safeguarding residential amenity.

Highways Impact

Core Policy 57 (xiv) of the Wiltshire Core Strategy requires development to satisfy the requirements of Core Policy 61, which seeks to ensure that proposals are capable of being served by safe and suitable access to the highway network. Core Policy 64 further requires development to provide appropriate parking provision in accordance with the standards set out within the Wiltshire Local Transport Plan.

Policies TR3-TR8 of the NPPF seek to ensure that development is supported by safe, suitable and sustainable transport arrangements. Development should provide appropriate access, promote sustainable travel choices where possible and avoid unacceptable impacts on highway safety and the operation of the transport network.

Without prejudice to the concerns regarding the appropriateness of the application type, the proposal has been assessed in highway terms and raises no material concerns.

The proposal comprises the demolition of an existing garage and its replacement with a larger storage building. No alterations are proposed to the existing vehicular access serving Kent End Farm from Kent End Farm Road, and the development would continue to utilise the established access arrangements. Sufficient space would remain within the farmyard and wider site to accommodate vehicle manoeuvring and turning.

Whilst the proposed building would extend into a small area currently forming part of the residential curtilage, this would not result in any material change in the level or nature of vehicle movements associated with the site. The dwelling would continue to benefit from adequate parking and turning facilities, and the incorporation of a limited area of garden land into the development would not give rise to any highway safety concerns.

The Council's Highway Officer has been consulted and raises no objection to the proposal. Although the replacement building would have a larger footprint than the existing garage, it would continue to serve the storage of vehicles and associated equipment and would not result in an intensification of use that would be likely to generate a material increase in traffic movements. Accordingly, no adverse impacts on highway safety or the operation of the local highway network have been identified.

There are no concerns regarding visibility at the site access, parking provision, or the ability of vehicles to enter, exit and manoeuvre within the site safely. Adequate parking and turning arrangements would be retained and the existing access arrangements remain suitable to serve the development.

Having regard to the comments of the Highway Officer, the proposal is not considered to result in an unacceptable impact on highway safety or the efficient operation of the highway network. The development therefore accords with Core Policies 57, 61 and 64 of the Wiltshire Core Strategy, the Wiltshire Local Transport Plan, and the provisions of the NPPF.

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.

Section 72(1) of the Act requires the Council to pay special attention to the desirability of preserving or enhancing the character or appearance of designated Conservation Areas.

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.

Notwithstanding the concerns regarding the application type submitted, the proposal has been assessed against relevant heritage policies and is considered acceptable in heritage terms.

The application site is located within the Ashton Keynes Conservation Area. Whilst the site itself does not contain a listed building, there are a number of designated heritage assets within the wider locality, including Grade II listed buildings situated along Kent End, Fore Street and North End Road. The nearest listed building is understood to be 11 North End Road, located approximately 120 metres from the application site.

The proposal seeks the demolition of an existing outbuilding and its replacement with a larger garage/storage building within the established apron of Kent End Farm, with part of the proposed building overspilling into the residential curtilage of the associated dwelling house, also in the applicant's ownership, resulting in a change of use of part of the domestic curtilage. In assessing the impact of the proposal on the significance of heritage assets, particular regard has been had to the character and appearance of the Conservation Area and the setting of nearby listed buildings.

The replacement building would occupy broadly the same part of the site as the existing outbuilding and would be viewed in the context of the wider farmstead complex, which includes a number of substantial agricultural buildings. Although larger than the existing garage, the revised plans have significantly reduced the height of the building and removed a projecting element from the original design, resulting in a more restrained form. The building would be

constructed predominantly from natural stone, reflecting the traditional materials found across the site and within the wider conservation area. The proposed roof finish and garage doors have also been designed to complement the character of the existing buildings.

Given the position of the building within the site, the presence of intervening structures, and the substantial separation distances to nearby listed buildings, it is not considered that the proposal would adversely affect the setting or significance of any designated heritage asset. Furthermore, the replacement of the existing utilitarian outbuilding with a more carefully designed structure and acceptable materials is considered to preserve the character and appearance of the Ashton Keynes Conservation Area.

The development is therefore considered to comply with Core Policy 58 of the Wiltshire Core Strategy and Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as the relevant provisions of the NPPF.

Drainage and Flood Risk

Core Policy 67 of the Wiltshire Core Strategy requires development to incorporate appropriate measures for the management of surface water and to ensure that flood risk is not increased either on-site or elsewhere.

The NPPF requires flood risk to be taken into account at all stages of the planning process and seeks to direct development away from areas at highest risk of flooding. Policies F4, F5 and F6 require flood risk to be assessed through site-specific Flood Risk Assessments where necessary, the application of the Sequential Test where applicable, and the Exception Test in those circumstances identified by national policy.

Without prejudice to the concerns regarding the appropriateness of the application being considered under the Householder Planning Application procedure, the proposal has been assessed in relation to flood risk and drainage matters.

The application site is situated within an existing farmstead and includes the replacement of an existing garage building, with part of the proposed structure extending into land currently forming part of the residential curtilage of the associated dwelling. Whilst there are areas within the wider locality affected by fluvial and surface water flood risk, including land associated with nearby watercourses and lakes within the Cotswold Water Park, the application site itself lies wholly within Flood Zone 1, which is defined as having the lowest probability of flooding.

The proposal would replace an existing building within an area characterised by established built development and hardstanding and would not introduce any highly vulnerable or more vulnerable form of development. Although the replacement building would occupy a larger footprint than the existing structure, the development would remain confined to the established farmstead and residential curtilage and is not considered likely to materially increase flood risk either within the site or elsewhere.

Furthermore, the proposal would not impede any known overland flow routes or watercourses and there is no evidence to indicate that the development would adversely affect existing drainage arrangements. Given the scale and nature of the proposal, together with its location within Flood Zone 1, it is considered that the development would not increase the risk of flooding and would not give rise to any unacceptable drainage impacts.

The proposal therefore complies with Core Policy 67 of the Wiltshire Core Strategy and the relevant provisions of the NPPF relating to flood risk and surface water management.

Ecology and Biodiversity

Core Policy 50 of the WCS Development proposals must demonstrate how they protect features of nature conservation and geological value as part of the design rationale. Policy N2 of the NPPF seeks to ensure that development contributes positively to the natural environment and supports nature's recovery. Development proposals should conserve and enhance biodiversity, minimise adverse impacts on habitats and species, strengthen ecological networks where appropriate, and identify opportunities for biodiversity enhancement.

Proposals must assess and address potential effects on:

- Protected species;
- Priority habitats;
- Ecological networks; and
- Green and blue infrastructure.

Biodiversity Net Gain (BNG) is an approach to development seeking to ensure that habitats for wildlife are left in a measurably better state than they were before the development. As of 12 February 2024 (2 April 2024 for smaller sites) BNG is mandatory in England under the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). This means developers must deliver a BNG of 10% to ensure development will result in more or better quality natural habitat than there was before development.

Without prejudice to the concerns regarding the appropriateness of the application being submitted under the Householder Planning Application procedure, no ecological appraisal, protected species assessment or Biodiversity Net Gain information has been submitted in support of the proposal. Whilst part of the development relates to the replacement of an existing building, the proposal would also extend beyond the existing farmyard and incorporate an area of residential curtilage into the proposed building and associated storage use.

The application does not provide sufficient information to establish whether the affected land contains habitats or features of ecological value, including trees, grassland, nesting bird habitat or other biodiversity interests. Furthermore, as the proposal involves the loss and change of use of an area of undeveloped land, the Local Planning Authority is unable to fully assess whether the development gives rise to Biodiversity Net Gain requirements under the relevant legislation or whether the proposal would comply with the biodiversity enhancement objectives of Core Policy 50 of the Wiltshire Core Strategy and the National Planning Policy Framework.

In the absence of sufficient ecological and Biodiversity Net Gain information, and given the wider concerns regarding the suitability of the proposal being determined as householder development, the Local Planning Authority cannot reach a fully informed conclusion on the potential effects of the development upon biodiversity interests or the net gain requirements that may apply to the proposal.

CONCLUSION

Without prejudice to the concerns regarding the appropriateness of the application being submitted under the Householder Planning Application procedure, no ecological appraisal, protected species assessment or Biodiversity Net Gain information has been submitted in support of the proposal. Whilst part of the development relates to the replacement of an existing building, the proposal would also extend beyond the existing farmyard and incorporate an area of residential curtilage into the proposed building and associated storage use.

The application does not provide sufficient information to establish whether the affected land contains habitats or features of ecological value, including trees, grassland, nesting bird habitat or other biodiversity interests. Furthermore, as the proposal involves the loss and change of use of an area of undeveloped land, the Local Planning Authority is unable to fully assess whether the development gives rise to Biodiversity Net Gain requirements under the relevant legislation or whether the proposal would comply with the biodiversity enhancement objectives of Core Policy 50 of the Wiltshire Core Strategy and the National Planning Policy Framework.

In the absence of sufficient ecological and Biodiversity Net Gain information, and given the wider concerns regarding the suitability of the proposal being determined as householder development, the Local Planning Authority cannot reach a fully informed conclusion on the potential effects of the development upon biodiversity interests or the net gain requirements that may apply to the proposal.

RECOMMENDATION: That Planning Permission be REFUSED subject to conditions.

The proposed development, by reason of its scale, location, siting and intended use for the storage and maintenance of vehicles, tractors and associated equipment, would not constitute development incidental to the enjoyment of the dwellinghouse. The building would replace an existing structure located within the farmyard complex, be accessed via the farm drive, and extend into part of the residential curtilage. By virtue of its location within and functional relationship to the wider farmyard, rather than the domestic curtilage of the dwellinghouse, the proposal cannot reasonably be regarded as householder development. Accordingly, the proposal does not fall within the definition of "householder development" contained in Article 2 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 and has not been submitted under the appropriate application type. Planning permission is therefore refused.