

PLANNING APPLICATION REPORT

Case Officer: Chris Mitchell

Parish: Aveton Gifford **Ward:** Loddiswell and Aveton Gifford

Application No: 3744/18/HHO

Agent/Applicant:

Mr Alex P Gath
Alex P Gath Ltd
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Kingsbridge
TQ7 2AJ

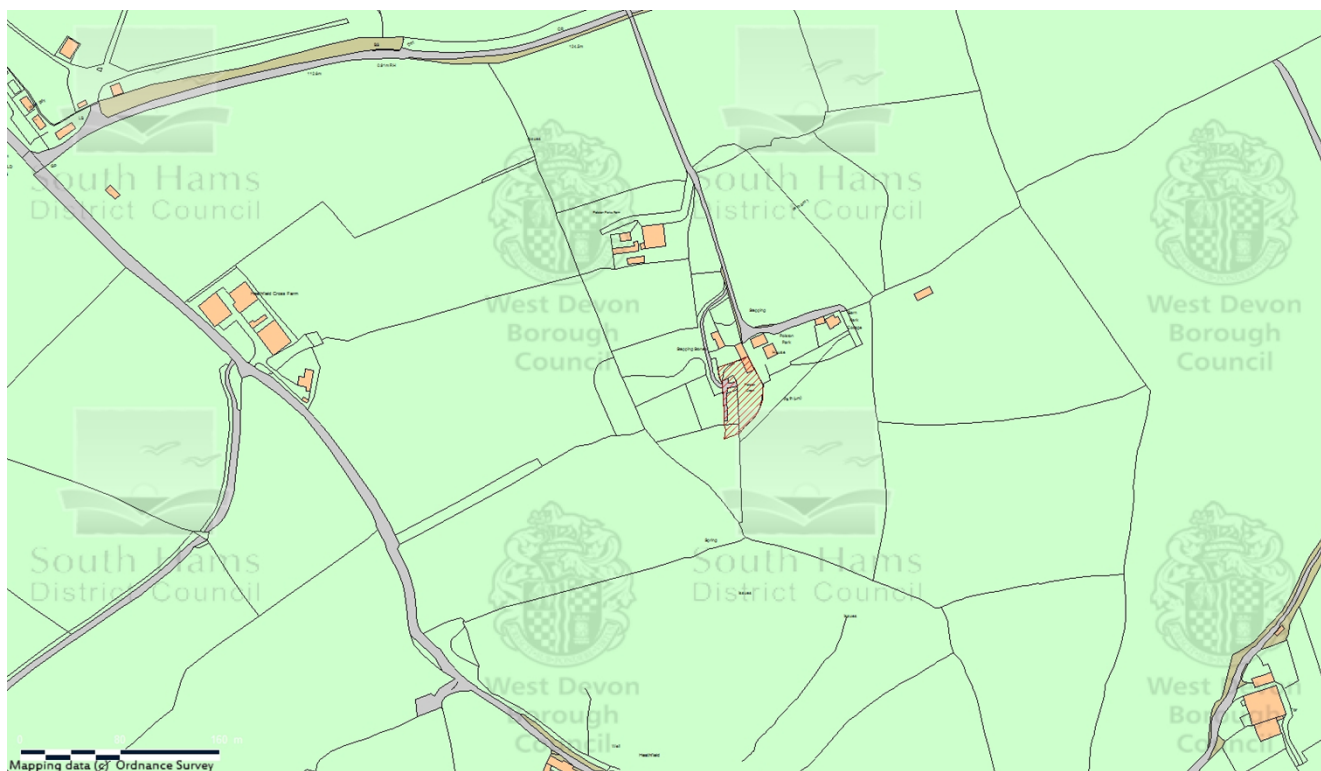
Applicant:

Ms S Hall
Polston Green
Modbury
PL21 0SB

Site Address: Polston Green, Modbury, PL21 0SB

Development: Householder application for proposed alteration and extension

Reason why it is brought to Committee: At the request of the Ward Member to allow full consideration of design issues.



Recommendation: Refusal

Reasons for refusal

The proposed extension results in an asymmetrical design due to its proportions and use of inappropriate materials which are unsympathetic to and detracts from the traditional character of this converted barn. The proposed design is in stark and awkward contrast with the existing building in terms of its dimensions, use of materials and fenestration and harms the character and appearance of the building which is contrary to Barn Guide Supplementary Planning Document (Traditional Farm Buildings within the South Hams dated 2004) and the Council's adopted Local Development Framework Core Strategy policies CS7 (Design), the adopted Development Plan Document policies DP1 (High Quality Design), and DP17 (Residential Extensions and Replacement Dwellings in the Countryside) and emerging Joint Local Plan policies TTV32 (Residential extensions and replacement dwellings in the countryside).

Key issues for consideration:

Design
Impact upon local landscape character
Impact upon neighbours

Site Description:

The site is located to the east of Modbury with access taken from road from California Cross to Heathfield Cross via private shared driveway to Polston Park House. The property is one of a pair of traditional stone cottages with timber windows and natural slate roof. It is not located within Conservation Area or the Area of Outstanding Natural Beauty.

The existing building is not listed, it is not in a conservation area, it is not in the South Devon AONB. The site is located in the countryside.

The Proposal:

The proposal is for the demolition of an existing conservatory and the construction of a flat roof side extension to provide a link access with cloak room and lounge. It is proposed to be built with skinny cladding to walls, full height doors finished in graphite grey and single ply membrane roof. The existing verges to main cottage and its lean-to would be replaced with slate.

Consultations:

- County Highways Authority No objection
- Heritage Specialist
The location is shown as developed on the 1886 OS map as 'Polston Parks', but none of the buildings shown appear to represent the present barn. By 1906, however, the present building seems to be in place and that would be consistent with its form and construction – especially the use of imported red brick detailing suggestive of a post railway date. The farmhouse to the NW appears to have been either re-modelled and extended or completely replaced sometime after 1906.

I assume the barn to have been a shippon but it seems to have been quite altered during conversion, with new windows added on the upper floor. In form it is a simple

late example of a common vernacular building type, built using local stone. It deserves consideration as a non-designated heritage asset based on our draft guidance, but its significance is clearly less than would be for an earlier and less altered example, one that formed part of a group with other NDHA's or one that was in a more prominent location in terms of public visibility. The former farmhouse does not appear to merit consideration as a NDHA based on its external appearance.

The locality has already been changed quite substantially from the modest place shown on historic maps. There are various modern buildings which appear to serve a variety of purposes. The conservatory is a poor structure which I believe was constructed without consent. The setting has retained a sense of the elevated rural landscape but has inevitably become quite domesticated in the immediate vicinity of the two dwellings formed within the barn. In wider views there are larger agricultural and other developments that are more evident.

Despite the various changes to the locality the barn is still entirely legible as a former barn and that understanding would not be significantly lost by further development. Applying NPPF 197 the proposal represents no loss of NDHA fabric so any harm is to setting and relates to the scale, form and design of the proposal. From a heritage perspective the advice in the barn guide is relevant and extensions would not normally be encouraged. In this instance a sizeable extension has already been allowed so it is a matter of planning balance how the two relate. It would appear quite evident that the original building is strongly characterised by having a strongly linear form, conventional pitched slate roof and the two ends are balanced by the lean-to's (which may or may not pre-date conversion). A slate roofed addition would be a more conservative design approach. The treatment of fenestration alone would allow it to be read as a modern addition even if built in stone. The merits of contrasting the new from the old in terms of form, materials and fenestration is something you need to consider in the planning balance.

Summary

NPPF 197 states, *'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'* My advice is that as NDHA's go this barn is of relatively low significance but is of some local interest. It is not experienced from any public vantage points and its historic interest would remain legible if extended either as previously approved or as

proposed. I would not raise an objection on grounds of harm to a NDHA.

The issues here appear to relate mainly to the planning judgements of scale, form, materials, design and neighbour amenity.

- Town/Parish Council

Support this application on the following grounds;

- This proposal replaces a previous application; this extension will blend more appropriately with the existing building, and with a lower roof line, will not impose on neighbouring properties.
- This application proposes reasonable alterations and additions to improve the residential use of the house;
- It would replace an outdated conservatory extension with an extension which will conform to modern building standards,
- The installation of the 3 roof lights will be an improvement on existing poor levels of natural light.

Representations from Residents

There have been six letters of representation received and cover the following points:

- The proposed extension is in keeping with the existing cottage and would not harm the appearance its appearance;
- The extension is minimal with a low profile, unobtrusive and therefore would not harm the existing building or neighbours;
- It would not result in any harm to neighbouring properties.

Relevant Planning History

1597/18/PRH	Pre-App Enquiry For alteration and extension (Amendment to Planning Consent 1286/17/HHO)	No Officer Support
1286/17/HHO	Householder application for extension and alterations to existing dwelling and siting of new garage/store	Conditional Approval
0050/17/HHO	Householder application for extension and alterations to existing dwelling and siting of new garage/store	Withdrawn
02/0640/88/3	Conversion of barn into two dwellings	Conditional Approval
02/1772/87/4	Change of use of redundant barn to residential dwelling	Conditional Approval

ANALYSIS

Principle of Development/Sustainability:

An extension to the property can be achieved and a previous planning approval that has not been implemented under application 1286/17/HHO is of an acceptable size in relation to its depth and balance to the existing properties and included a brick chimney and slate covered pitched roof.

A pre-application 1597/18/PRH was been submitted for the current proposal with the conclusion that no officer support would be given as the proposed extension was too large and would result in an unbalanced and unsympathetic extension to this pair of cottages.

Design:

The cottage was historically a bank barn and converted under planning application 02/0640/88/3 to two cottages. The existing barn conversion is important to local character and the building is a Non Designated Heritage Asset (NDHA) due to its age and character. Therefore, paragraph 197 of the NPPF applies which requires a consideration of:

“the effect of an application on the significance of a non designated heritage asset ...In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”

In this case, as the Conservation Specialist notes, the development does not result in a direct loss of NDHA fabric and has advised that the scale of harm and the significance of the heritage asset does not justify a reason for refusal on heritage grounds. However the Conservation Specialist does recognise that the scale, form, materials and design of the proposal are relevant considerations. These are discussed in more detail below.

The proposed extension's contemporary design which combines modern glazing and modern materials with a modern, flat roofed form, does not 'respect and respond' to the South Hams character or take account of the layout, scale, appearance, existing materials and built and natural features of the surrounding area as policy DP1 requires.

The size and length of the extension would result in an asymmetrical alteration to this pair of cottages, which would be at odds with the building's traditional character which is presently a sensitively converted barn. The proposed development is therefore contrary to Barn Guide Supplementary Planning Document (Traditional Farm Buildings within the South Hams dated 2004) which states:

“The general absence of extensions and additions to traditional farm buildings is an aspect of their historic interest and authentic character. Conversion schemes that involve the construction of new extensions or additions (or the demolition of existing ones) are more likely to harm the integrity of a farm building and are therefore less likely to be acceptable...”

However the Barn Guide does give guidance on how contemporary designs could be appropriate where they *“relate in a more general sense to the simple lines and robust nature of the original, as well as its scale, form and materials of construction, [and] can provide a more relevant solution by responding in an innovative way to both the setting and the requirements of the new use. Even if well designed, however, an extension which dominates the parent building; is located on a visually prominent or important elevation, or is positioned in a way that compromises the significance of an important feature (like threshing doors) is less likely to be acceptable.”*

In this case, the design does not relate well to the simple lines and robust nature of the original building, with a shallow, flat roof, timber cladding applied in a way which does not reflect traditional uses on agricultural buildings, and its size which is 75% that of the length of the adjoining dwelling. Together this would result in an unbalanced/asymmetrical appearance when the two adjoining cottages are viewed as a single building.

DP17: Residential Extensions and Replacement Dwellings in the Countryside does allow for some residential extensions:

“1. Proposals to extend or replace existing dwellings in the countryside will be permitted provided that there will be no detrimental effect on the character, appearance and amenities of the site and surroundings.

2. Proposals to extend a dwelling in the countryside will be permitted provided the extension is subordinate in scale and proportion to the original dwelling.”

This proposal neither enhances nor preserves the traditional character of the pair of cottages that were previously an agricultural barn.

It is noted that while the neighbouring property to the north east at Polston Park has a flat roof building, that is an out-building/garage that is separate from and subservient to the main house and is not a reason to permit this extension to a building that is a Non Designated Heritage Asset.

Neighbour Amenity:

There is no objection raised to loss of privacy or amenity to neighbouring properties through this proposal.

The letters of support including the Parish Council's comments are noted, though the proposed extension is not acceptable on the grounds of its design due to its size and used of materials and result in an asymmetrical and unsympathetic extension to this pair of cottages that were previously a barn.

Highways/Access:

There is no objection raised by Highways to this application and the extension does not remove any parking facility on the site and consequently is compliant with policies DP7 (Transport, Access and Parking).

Conclusion:

The proposed extension by the extent of its size, design, use of inappropriate materials and the loss of symmetry to this pair of cottages results in a harmful alteration to a non designated heritage asset and local character.. The application is therefore contrary to the Barn Guide and Local Plan Policies and is recommended for refusal.

This application has been considered in accordance with Section 38 of the Planning & Compulsory Purchase Act 2004.

Planning Policy

Section 70 of the 1990 Town and Country Planning Act requires that regard be had to the development plan, any local finance and any other material considerations. Section 38(6) of the 2004 Planning and Compensation Act requires that applications are to be determined in accordance with the development plan unless material considerations indicate otherwise.

The relevant development plan policies are set out below:

DEVELOPMENT PLAN

National Planning Policy Framework

Para 179

Barn Guide Supplementary Planning Document (Traditional Farm Buildings within the South Hams dated 2004)

South Hams LDF Core Strategy

CS1 Location of Development

CS7 Design

CS9 Landscape and Historic Environment

CS10 Nature Conservation

Development Policies DPD

DP1 High Quality Design

DP2 Landscape Character

DP3 Residential Amenity

DP5 Conservation and Wildlife

DP6 Historic Environment

DP7 Transport, Access & Parking

DP15 Development in the Countryside

DP17 Residential Extensions and Replacement Dwellings in the Countryside

Emerging Joint Local Plan

The Plymouth & South West Devon Joint Local Plan is currently undergoing a main modifications consultation (22 Oct – 03 Dec 2018) as part of the examination in public to determine the soundness of the plan. The National Planning Policy Framework provides guidance on the weight that can be given to policies in emerging local plans in paragraph 48:

48. Local planning authorities may give weight to relevant policies in emerging plans according to:

a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);

b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and

c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given)

The JLP is nearing the conclusion of the examination process, and can be considered to be at an advanced stage of preparation.

Whilst technically all objections are unresolved until the Inspectors' issue their Final Report, some policies which did not receive objections at the Reg 19 stage could be given very significant weight. The nature and scope of objections made regarding each policy have been taken into account when determining the weight to be apportioned to each emerging policy.

The Council consider that the emerging policies are all compliant with the NPPF. It should be noted that the JLP is being examined against the provisions of the 2012 NPPF, and therefore for the purposes of paragraph 48 of the NPPF policies should also be assessed for their conformity against the 2012 NPPF.

In considering the merits of this proposal, case officer recommendations are informed by the weight that can be attributed to emerging JLP policies and adopted development plan policies, as well as the degree of conformity with the new NPPF.

PLYMOUTH AND SOUTH WEST DEVON JOINT LOCAL PLAN -: PUBLICATION (as considered by the Full Councils end Feb/Early March 2017)

TTV31 Development in the Countryside

TTV32 Residential extensions and replacement dwellings in the countryside

DEV1 Protecting amenity and the environment

DEV2 Air, water, soil, noise and land

DEV21 Conserving the Historic Environment

DEV22 Development affecting the historic environment

DEV24 Landscape Character

DEV28 Protecting and enhancing biodiversity and geological conservation

Neighbourhood Plan

A neighbourhood plan area has been designated though no detailed policies have been submitted and therefore it is not of material consideration.

Considerations under Human Rights Act 1998 and Equalities Act 2010

The provisions of the Human Rights Act 1998 and Equalities Act 2010 have been taken into account in reaching the recommendation contained in this report.