

Development Control Committee 2 November 2022

Planning Application DC/22/1003/HH & Listed Building Consent Application DC/22/1004/LB – 4 Wrenshall Farm Barns, Cart Lodge, Upthorpe Road, Stanton

Date registered:	27 June 2022	Expiry date:	22 August 2022 EOT: 04 November 2022
Case officer:	Tamara Benford-Brown	Recommendation:	Refuse application
Parish:	Stanton	Ward:	Stanton
Proposal:	Householder planning application - single storey side extension with addition of gable to existing roof Application for listed building consent - single storey side extension with addition of gable to existing roof		
Site:	4 Wrenshall Farm Barns, Cart Lodge, Upthorpe Road, Stanton		
Applicant:	Mr Robert Todd		

Synopsis:

Application under the Town and Country Planning Act 1990 and the (Listed Building and Conservation Areas) Act 1990 and associated matters.

Recommendation:

It is recommended that the committee determine the attached application and associated matters

CONTACT CASE OFFICER:

Tamara Benford-Brown

Email: tamara.benford-brown@westsuffolk.gov.uk

Telephone: 01284 757133

Background:

These applications are presented to the Development Control Committee following consideration at the Delegation Panel on 4 October 2022. They were presented to the Delegation Panel due to the support from the Parish Council. The applications are recommended for REFUSAL.

Proposal:

1. The applications propose to add a single storey side extension to the north-west elevation of the Cart Lodge which will create a new kitchen and shower room. The extension itself is proposed to measure approximately, 6.0m deep, 4.6m in width, 2.1m to the eaves and have an overall ridge height of 4.0m. It will include a flat and gable roof, with French doors with side panels on the south-west elevation leading out to the side garden. Three rooflights are proposed for the gable roof and two windows on the north-east elevation to light the kitchen and shower room.

Site details:

2. 4 Wrenshall Farm Barns, known locally as 'Cart Lodge' is a single storey dwelling located within the grounds of Wrenshall Farm. The Cart Lodge is located within the historic farmstead and is surrounded by Grade II Listed Buildings at Wrenshall Farmhouse, 2 Willow Barn (Cobwebs) and Wrenshall Farm Barns (The Roost). Together they make up a traditional courtyard plan in relation to the Farmhouse and have now all been converted to residential dwellings; Cart Lodge is also curtilage listed.

Planning history:

3.

Reference	Proposal	Status	Decision date
SE/10/0306	Listed Building Application - Erection of single storey extension	Application Granted	4 May 2010
SE/10/0303	Planning Application - Erection of single storey extension	Application Granted	4 May 2010
SE/04/2326/LB	Listed Building Application - Erection of single storey extension	Application Granted	12 July 2004
SE/04/2325/P	Planning Application - Erection of single storey extension	Application Granted	12 July 2004

Consultations:

4. Parish Council:

There are no objections to this work being carried out.

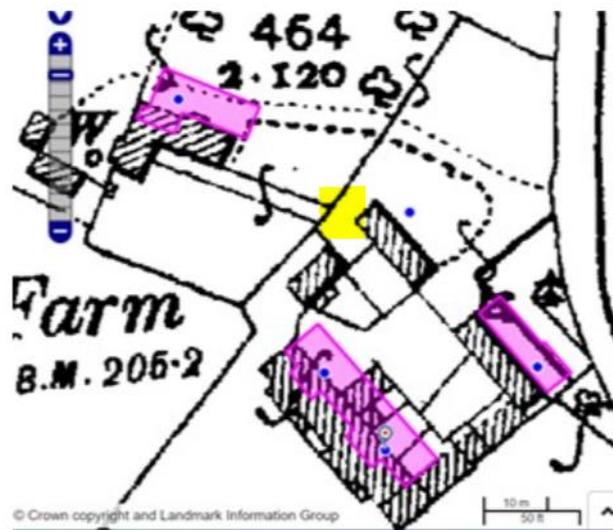
5. Ward Councillor:

No formal comments received.

6. Conservation Officer:

The application proposes an extension to the side of a former cartlodge since converted to residential use alongside other farm buildings located within the farmstead. A number of the barns are listed in their own right and it would appear the cartlodge is curtilage listed.

Before proposing changes in particular extensions to an historic farmstead it is important that the significance of the farmstead is understood to include the importance of layout, function and access etc together with relationship and historic connection with the former Farmhouse. This assessment does not appear to have been undertaken as part of this application but having referred to historic OS maps it would appear the location of the proposed extension would extend beyond the boundaries of the courtyard the extremities of which are defined by the former farm buildings and would be positioned across what would appear to have been an historic access track providing a direct connection between farmhouse and cartlodge (highlighted). Please see map below dated 1897 – 1905.



Whilst the extension is relatively modest, in the absence of sufficient information to understand the significance of the assets affected it would appear that its siting would fail to respect the arrangement of the historic farmstead where buildings are arranged around and contained within the courtyard. As a consequence I consider it would prove contrary to policy DM15 causing less than substantial harm the tests of para 202 should therefore apply.

Representations:

7. None received.

Policy:

8. On 1 April 2019 Forest Heath District Council and St Edmundsbury Borough Council were replaced by a single authority, West Suffolk Council. The development plans for the previous local planning authorities were carried forward to the new Council by regulation. The development plans remain in place for the new West Suffolk Council and, with the exception

of the Joint Development Management Policies Document (which had been adopted by both councils), set out policies for defined geographical areas within the new authority. It is therefore necessary to determine this application with reference to policies set out in the plans produced by the now dissolved St Edmundsbury Borough Council.

9. The following policies of the Joint Development Management Policies Document and the St Edmundsbury Core Strategy 2010 & Vision 2031 have been taken into account in the consideration of this application:

Policy DM1 Presumption in Favour of Sustainable Development

Policy DM2 Creating Places Development Principles and Local Distinctiveness

Policy DM15 Listed Buildings

Policy DM24 Alterations or Extensions to Dwellings, including Self Contained annexes and Development within the Curtilage

Core Strategy Policy CS3 - Design and Local Distinctiveness

Other planning policy:

10. National Planning Policy Framework (NPPF)

The NPPF was revised in July 2021 and is a material consideration in decision making from the day of its publication. Paragraph 219 is clear however, that existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of the revised NPPF. Due weight should be given to them according to their degree of consistency with the Framework; the closer the policies in the plan to the policies in the Framework; the greater weight that may be given. The policies set out within the Joint Development Management Policies have been assessed in detail and are considered sufficiently aligned with the provision of the 2021 NPPF that full weight can be attached to them in the decision-making process.

Officer comment:

11. The issues to be considered in the determination of the application are:

- Principle of Development
- Impact on Character and Appearance of Surrounding Area
- Impact on Neighbouring Amenity
- Impact to Listed Buildings

Principle of Development

12. Policy DM24, supporting the general principles of DM1, states that planning permission for alterations or extensions to existing dwellings, self-contained annexes and ancillary development within the curtilage of dwellings will be acceptable provided that the proposal respects the character, scale and design of existing dwellings and the character and appearance of the immediate and surrounding area, will not result in over-

development of the dwelling and curtilage and shall not adversely affect the residential amenity of occupants of nearby properties.

13. In the case of this application, the dwelling is located within a curtilage which is able to accommodate the proposed degree of external extension and alteration without overdevelopment of the plot occurring, and no adverse impact on neighbouring amenity is anticipated. Therefore, the principle of development in terms of the planning application is considered to be acceptable.

Impact on Character and Appearance of Surrounding Area

14. Policies DM2, DM24 and CS3 all seek to ensure that proposed extensions and alterations to dwellings respect the character, scale and design of the host dwelling and the surrounding area.
15. Policy DM2 states that proposals for all development should recognise and address the key features and character of the areas within which they are to be based. It also states that they should maintain or create a sense of place, preserve or enhance the setting of conservation areas and not involve the loss of gardens and important open, green or landscaped areas which make a significant contribution to the character and appearance of a settlement.
16. In addition, policy DM24 requires extensions to residential dwellings to respect the character, scale and design of the existing dwelling, and the character and appearance of the immediate and surrounding area. For dwellings in the countryside, (within which this site is situated) policy DM24 also requires extensions to be subordinate in scale and proportion to the original dwelling. These support the general provisions relating to such within policy DM2, as well as the provisions of good design set out within the NPPF.
17. The application proposes to add a single storey side extension to the north-west elevation of Cart Lodge which will create a new kitchen and shower room. The extension is to be set back from the front elevation of Cart Lodge, therefore will be visible from the public domain however views will be limited.
18. The proposed materials as detailed on the submitted application form and within the design and access statement, are to be matching the existing dwelling. Using a brick plinth and render for the external walls, clay pantiles for the roofing and black softwood timber windows for the new fenestration.
19. The extension is subordinate in its design and is proposed to be in-keeping with the existing dwelling. Although in appearance and design the proposal is considered to be acceptable, the siting of the extension would create an overall change to the footprint of Cart Lodge, and thus its relationship to the surrounding area. The location of Cart Lodge contributes to the historic farmstead of Wrenshall Farm. The Conservation Officer has highlighted that the siting of the extension on the north-west elevation of the dwelling would appear, in the absence of an appropriate assessment, to be located outside what would appear to be a regular courtyard plan - an arrangement typical to East Anglia. In such an arrangement the

Farmhouse was often separated with the farm buildings but still benefitted from direct access, while the farm buildings were arranged around a courtyard. Located outside what would appear to be a defined historic courtyard arrangement, the proposal would not only compromise this historic arrangement but the relationship between farmstead and grade II listed farmhouse - Wrenshall Farmhouse resulting in a conflict with policy (this is explored further below). Consequently, officers consider that although in terms of materials and design the extension would be compliant with policy, the extension would change the overall character of Cart Lodge and fail to respect the historic layout of the farmstead and its relationship with the farmhouse.

Impact on Neighbouring Amenity

20. Policy DM2 states that developments will not adversely affect the amenities of adjacent areas by reason of noise, smell, vibration, overlooking, overshadowing, loss of light, other pollution (including light pollution), or volume or type of vehicular activity generated; and/or residential amenity.
21. Furthermore, policy DM24 supports this by stating that development should not adversely affect the residential amenity of occupiers of nearby properties.
22. The proposed extension is to be located on the north-west of the dwelling. It is single storey in height and faces away from the immediate neighbours within the adjacent courtyard to the south. As mentioned, the extension will be visible from the public domain along Readings Lane, however views will be limited and screened by the existing dwelling. From Wrenshall Farm House (Grade II Listed), located to the north-west of Cart Lodge, the extension will be visible, however the distance between the two is approximately 20m and therefore sufficient in terms of limiting neighbouring amenity impacts.
23. The proposed extension is modest in scale and single storey. Therefore, it would have no impact on neighbouring amenity in terms of loss of light, an overbearing impact or loss of privacy. The proposal is therefore considered to be compliant with policies DM2 and DM24 in terms of impact on residential amenity.

Impact on Listed Buildings

24. Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the decision maker to have special regard to the desirability of preserving or enhancing a listed building or its setting or any features of special architectural or historic interest which it possesses.
25. Policy DM15 refers to listed buildings, and states that proposals to alter, extend or change the use of a listed building, or development affecting its setting, will be permitted where they can demonstrate a clear understanding of the significance of the building, contribute towards the preservation of the building, are not detrimental to the buildings character or historic special interest, are appropriate in scale, form and design, use appropriate materials and respect the setting of the listed building (inward and outward views).

26. National policy guidance set out in the National Planning Policy Framework (NPPF) confirms the great weight in favour of the conservation of 'heritage assets' such as scheduled monuments, listed buildings and conservation areas. The particular significance of any element of the historic environment likely to be affected by a development proposal should be identified and assessed. Any harm should require clear and convincing justification.
27. The Conservation Officer has assessed the application and provided comments on 24 August 2022. Further commentary on the significance of the planned courtyard arrangement of farm buildings has been provided noting farm buildings and their various functions were typically placed in relation to one another arranged around and facing towards a defined courtyard in order to minimise the waste of labour. The separation of farm buildings from farmhouse is also a typical arrangement in East Anglia. The extension is proposed to be constructed on the north-west elevation of the dwelling and will "extend beyond the boundaries of the courtyard" It would also appear to extend across a historic track located between farmhouse and farm buildings. The significance of the track/access is unknown due to absence of assessment, but it is assumed it played a functional and practical role between farmhouse and farmstead. The side extension in this location would fail to respect the historic courtyard arrangement of the farm buildings; the historic relationship between farmhouse and farm buildings whilst bisecting what would appear to be an historic access the purpose of which is not fully understood. The proposals would therefore fail to comply with policy DM15.
28. The application has not assessed the potential impact the extension would have upon the surrounding listed buildings so therefore the Conservation Officer advised that the tests of paragraph 202 of the NPPF (2021) apply. The paragraph states:
- "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."*
29. Unfortunately, little information has been submitted outlining the public benefit of the extension and justification for the extension in this location. Officers consider it would be very difficult to justify that there would be any public benefits of the kitchen/shower room extension and even if there were, these would not out-weigh the harmful impacts identified to the traditional layout of the farmhouse buildings. No other extensions or development within the site has extended beyond the courtyard. The traditional arrangement should be protected to maintain the historic character of Wrenshall Farm.
30. Given the conclusions above the proposal does not therefore meet the provisions of policy DM15 or paragraphs 199-202 of the NPPF, and there are no material considerations that outweigh this conflict with these policies.

Conclusion:

31. In conclusion, the principle and detail of the development is therefore considered to conflict with the relevant development plan policies and the National Planning Policy Framework, and as such, is recommended for refusal.

Recommendation:

32. It is recommended that both planning permission and listed building consent be **REFUSED** for the following reason:

Cart Lodge is curtilage listed and located within the grounds of a historic farmstead and Grade II Listed Buildings associated with Wrenshall Farm House. Policy DM15 aims to protect the special architectural or historic interest of listed buildings and the settings in which they are located. Within the policy it states that proposals should "demonstrate a clear understanding of the significance of the building and its setting" and "respect the character or appearance of a park, garden or yard of historic or design interest, particularly where the grounds have been laid out to complement the design of function of the building". The proposed extension would extend beyond the boundaries of the courtyard and whilst the extension is relatively modest, its siting would fail to respect the arrangement of the historic farmstead where buildings are arranged around and contained within the courtyard and would therefore be contrary to policy DM15. The proposal would cause less than substantial harm and therefore the tests of para 202 would apply. The extension of a dwelling for private use would have no public benefit and would not therefore outweigh the harm, as required by paragraph 202 of the NPPF.

The proposal is therefore contrary to Joint Development Management Policy DM15, Core Strategy Policy CS3, the National Planning Policy Framework (2021) and is at odds with the duties imposed by Section 66 of the Planning (Listed Buildings and Conservation Act) 1990.

Documents:

All background documents including application forms, drawings and other supporting documentation relating to this application can be viewed online [DC/22/1004/LB](#) & [DC/22/1003/HH](#)