

**Item No 03:-**

**20/02994/FUL**

**1 The Old Manor  
Paxford  
Chipping Campden  
Gloucestershire  
GL55 6XL**

### Item No 03:-

#### Erection of single and two storey rear extensions at 1 The Old Manor Paxford Chipping Campden Gloucestershire GL55 6XL

<b>Full Application 20/02994/FUL</b>	
Applicant:	Mr + Mrs B. Cowles
Agent:	Hayward Smart Architects
Case Officer:	David Ditchett
Ward Member(s):	Councillor Mrs Sue Jepson
Committee Date:	9th December 2020
<b>RECOMMENDATION:</b>	<b>REFUSE</b>

#### Main Issues:

- a) Design and Impact on Heritage Assets
- b) Impact on Residential Amenity
- c) Impact on Cotswolds Area of Outstanding Natural Beauty (AONB)
- d) Community Infrastructure Levy (CIL)

#### Reasons for Referral:

Councillor Jepson has requested that the application be considered by the Planning and Licensing Committee for the following reasons:

'I am requesting this application and listed building approval be taken to the planning committee. The Old Manor cottages have had several extensions to them all over the years. As this is a grade II\* building I feel that it would be beneficial for a SIB to assess the harm this application would have on the building, the Conservation area and AONB'.

#### 1. Site Description:

This application relates to 1 The Old Manor, which is Grade II\* listed as part of the former manor house (listed as Old Manor Cottages in 1960). The building dates from the mid-17th Century. It is L-shape in plan and of two storeys with an attic. It is constructed in high quality ashlar stone, and has tiled roof slopes. It features stone mullion windows with hood moulds. The attic storey windows are set within distinctive large raised stone gables containing blind rusticated bulls-eye panels (a local detail).

The building is divided into three separate dwellings. There is a half-hipped addition to the north-eastern end of the building (3 The Old Manor). A single storey extension attached to 2 The Old Manor. And a two storey gable end side extension, and single storey lean-to side and single storey rear extensions form part of, and are attached to No.1 The Old Manor.

The dwelling is Grade II\* listed, located within the Paxford Conservation Area and within the Cotswolds Area of Outstanding Natural Beauty.

## **2. Relevant Planning History:**

20/02995/LBC: Erection of single and two storey rear extensions. Currently being assessed by the Council

18/03353/LBC: Replacement of existing timber windows. Permitted 04.12.2018

17/00559/LBC: Lean-to extension (retrospective). Permitted 03.05.2017

17/00558/FUL: Lean-to extension (retrospective). Permitted 03.05.2017

11/01182/FUL: Erection of a detached single storey garage with side log store to the rear of the property. Refused 31.08.2011

10/03153/LBC: Repoint the side and rear elevations. Permitted 24.09.2010

06/00653/LBC: Installation of chimney lining. Permitted 28.06.2006

## **3. Planning Policies:**

TNPPF The National Planning Policy Framework

EN1 Built, Natural & Historic Environment

EN2 Design of Built & Natural Environment

EN4 The Wider Natural & Historic Landscape

EN5 Cotswolds AONB

EN10 HE: Designated Heritage Assets

EN11 HE: DHA - Conservation Areas

## **4. Observations of Consultees:**

Historic England: 'We do not wish to offer any comments. We suggest that you seek the views of your specialist conservation adviser'.

Conservation Officer: Comments incorporated within Officer's Assessment.

## **5. View of Town/Parish Council:**

Blockley Parish Council: No objection

## **6. Other Representations:**

Three support comments were received relating to:

- i). The applicant consulting with neighbours prior to submitting the application;
- ii). Sympathetic design;
- iii). Design, size and height of the extensions are well thought out; and
- iv). Provide the applicant and his family with a long term future in the village.

## **7. Applicant's Supporting Information:**

Design and Access Statement  
Flood Risk Assessment  
Heritage Impact Assessment

## **8. Officer's Assessment:**

### Proposed Development and Background

The applicant seeks full planning permission for the erection of single and two storey rear extensions.

The extension is made up of two main parts. The first of these is a flat roof single storey extension projecting approximately 6.6m out from the main dwelling, with a width of 4.2m and a height of 2.8m. A small lean to roof glazing element will project another 0.6m above the flat roof, adjoining the main dwelling. The single storey extension would adjoin a new rendered boundary wall shared with No. 2 The Old Manor. The single storey element is proposed to be heavily glazed, with lead coloured single ply membrane roof and aluminium doors and windows.

The second element is a two storey gabled extension adjoining the single storey extension and host dwelling. This element is proposed to project approximately 4m out from the main dwelling, with a width of 3.9m at ground floor (excluding the steel pergola which extends another 1.2m), 4.5m at first floor, and a height of 6.8m. In terms of materials, the two storey element is proposed to be heavily glazed with some stone walling and a steel pergola at ground floor, timber weatherboarding and two small aluminium box dormers at second floor, and a pitched roof tiled to match the host dwelling.

While refusal is recommended, Officers offered to work with the applicants to overcome the issues identified. Amendments to the scheme were not explored as the applicants wished for the application to be assessed as submitted.

### **(a) Design and Impact on Heritage Assets**

1 The Old Manor is a Grade II\* Listed Building. The Local Planning Authority is therefore statutorily required to have special regard to the desirability of preserving the building, its setting, and any features of special architectural or historic interest it may possess, in accordance with Section 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990.

Also, the site is within the Paxford Conservation Area wherein the Local Planning Authority is statutorily obliged to pay special attention to the desirability of preserving or enhancing the character or appearance of the area, in accordance with Section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990.

Cotswold District Local Plan Policy EN10 'Historic Environment: Designated Heritage Assets' states that in considering proposals that affect a designated heritage asset or its setting, great weight should be given to the asset's conservation. Development

proposals that sustain and enhance the character, appearance and significance of designated heritage assets (and their settings), and that put them to viable uses, consistent with their conservation, will be permitted. Proposals that lead to harm to the significance of a designated heritage asset or its setting will not be permitted, unless clear and convincing justification of public benefit can be demonstrated to outweigh that harm.

Local Plan Policy EN11 'Historic Environment: Designated Heritage Assets - Conservation Areas' states that development proposals that would affect Conservation

Areas and their settings, will be permitted provided they will preserve and where appropriate enhance the special character and appearance of the Conservation Area in terms of siting, scale, form, proportion, design, materials and the retention of positive features.

Section 16 of the National Planning Policy Framework (NPPF) states that in determining applications, local planning authorities should take account of the desirability of sustaining or enhancing the significance of heritage assets. In particular, paragraph 193 states that when considering the impact of a proposed development on the significance of a designated heritage asset - such as a Listed Building, or Conservation Area - great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification (paragraph 194). Paragraph 196 states that 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, where appropriate, securing its optimal viable use.

Local Plan Policy EN2 'Design of the Built and Natural Environment' states that development will be permitted which accords with the Cotswold Design Code (Appendix D). In particular, proposals should be of a design quality that respects the character and distinctive appearance of the locality.

Section 12 of the NPPF also seeks to achieve well-designed places, and considers good design to be a key aspect of sustainable development.

In order to consider the effect of a scheme on the significance of the listed building, there is a need to identify that significance. Old Manor Cottages comprises an 'L'-shaped, mid-17th century manor house, historically extended to full height at both ends of the 'L', lengthening it, but maintaining the form, and subdivided into three cottages. Map regressions illustrates both that this subdivision is comparatively historic (predating the early O.S. maps), but that the 'L'-shaped form of the building also survived intact into the latter 20th century.

Numbers 1 and 2 have had extensions projecting out from the south-west side of the building, breaking the simple form and massing (one of these being the kitchen that is proposed for replacement under the present application). However, these extensions are both single-storey and comparatively narrow, the ridge of the taller

(the extension to number 2) only rising to the level of the historic eaves; furthermore, this taller extension actually abuts a gable, whereas the existing lower extension to number 1, which does not abut a gable, rises no higher than the sills of the first-floor windows, creating a differentially reflective proportion to the south-west elevation as a whole which reinforces the primacy of the historic building. Another established, indeed predominant characteristic of both the original building, and all the subsequent phases of extension, historic and modern, is that they are faced in stone, which has given the whole a generally comparatively harmonious, homogenous feel.

Both the surviving primacy of the historic 'L'-shaped building, and the characteristically predominant use of stone contribute positively to the historical and aesthetic value and significance of the listed building, as well as contributing to the character, appearance and significance of the surrounding designated conservation area.

The proposal is to remove the existing single-storey extension, and to replace this with substantially glazed, flat-roofed extension, projecting 6.6m out from the parent building. Next to this, on an area of current exposed historic walling, it is proposed to add a two-storey extension, the roof of which would overlap with the historic roof; the ridge of the former rising approximately a third of the way up the latter. Whilst this would have small areas of stone facing at ground level, it would predominantly be clad in vertical timber boarding.

The proposed extension is, in and of itself, an interesting and not unattractive contemporary design that would form a visually striking structure; however, there is some concern that the scale and design would appear overly dominant in relation to the character and significance of the parent building.

The two-storey element of the extension would, by overlapping the historic roof, appear less like a subordinate addition to the south-west elevation, than as a lower wing of the building, moving it more towards a 'Z'-shaped massing, than its historic and characteristic 'L'-shape, and fairly radically altering and cluttering the character of the south-west elevation, as well as concealing a large area of the historic external walling. Furthermore, the very bold, contemporary design, whilst intrinsically attractive, would visually compete with the historic building as a focal point, rather than visually deferring to its primacy.

The predominant cladding of the extension, particularly the upper parts of it, with timber boarding, would appear somewhat incongruous on a building where every phase of previous extension is predominantly faced in stone. Furthermore, within the context of historic buildings in the District, timber boarding is more characteristically associated with lighter-weight, agricultural buildings than with (formerly) high-status dwellings. Consequently, whilst the proposed extension is intrinsically an interesting contemporary composition, it would fail to preserve the (more than) special interest, or sustain the significance of the listed building.

It is also noted that owing to the low boundary treatments and design, size and siting of the proposal, the bulk of the extension could be seen from public vantage points within the Paxford Conservation Area. The contrasting materials, use of glazing and

scale of the proposal as highlighted would also harm the character, appearance and significance of the surrounding conservation area.

Paragraph 193 of the NPPF states that when considering the impact of a proposed development on the significance of a Listed Building or Conservation Area, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). The dwelling is Grade II\* listed. Advice from Historic England states 'Grade II\* buildings are particularly important buildings of more than special interest. Only 5.8% of listed buildings are Grade II\*'. As such significant weight should be assigned to its conservation.

Harm to the listed building is identified through the concealing of a large area of the historic external walling, altering the historic and characteristic 'L'-shape plan form, the scale and contemporary design visually competing with the host dwelling, and the incongruous and contrary materials not typically found on formerly high-status dwellings.

This harm is less than substantial and Paragraph 196 of the NPPF states that 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. The dwelling benefits from 'more than special interest' by virtue of its Grade II\* status, as such any public benefits should clearly and demonstrably outweigh the harm found.

The submitted Heritage Impact Assessment only highlights of one public benefit (as no harm was identified by the applicants' consultant within the submitted Heritage Impact Assessment so the public benefit exercise was not included in it), that being the 'removal of a poor quality modern addition and its replacement by a structure of much better quality'. This relates to the existing single storey extension. Officers have not, however, identified this as being harmful to the significance of the listed building; therefore its removal is considered to offer little in the way of public benefits. No other public benefits were put forward by the applicant. Notwithstanding this, some minor economic benefits will arise during the construction phase; however, these are very modest and short term. The applicants will benefit from additional living accommodation (but not an increase in bedroom numbers), but this is a private, not public benefit. Also, some public benefit would be likely to result from the modern construction proposed in some proportionate positive impact on the environment by using fewer natural resources and energy performance. However, when considering the scale of the extension, and the limited works to the main dwelling itself, this environmental impact is likely to be negligible. Also, the property is in excellent condition and its ongoing use as a dwelling is not affected by this recommendation to refuse.

Officers are satisfied therefore that the very modest public benefits arising from the scheme are far outweighed by the harm caused to this Grade II\* listed building and the Paxford Conservation Area.

For the above reasons it is considered that the proposed extension would fail to preserve the listed building, its features and its setting and would harm the character and appearance of the Paxford Conservation Area in which it sits. The significance

of 1 The Old Manor and the Paxford Conservation Area as designated heritage assets would be diminished, and without public benefits that would outweigh the less than substantial harm caused. The proposals are therefore judged to be contrary to the duty to have special regard to preserve, as set out in the 1990 Act. They would also fail to meet the requirements of Section 16 of the NPPF, and Policies EN1, EN2, EN10 and EN11 of the Local Plan.

### **(b) Impact on Residential Amenity**

Local Plan Policy EN2 (Design Code) states that development should respect the amenity of dwellings, giving due consideration to issues of garden space, privacy, daylight and overbearing effect. Similarly, paragraph 127 of the NPPF also states that planning decisions should ensure that developments create places that are safe, inclusive and accessible, with a high standard of amenity for existing and future users.

The two storey extension is set away from the nearest neighbour (No. 2 The Old Manor) and the proposed first floor windows look out onto a parking area. As such loss of privacy, loss of light, overbearing or overshadowing impacts are unlikely to occur.

Also, while the extension is substantial, and the rear garden area small, approximately 65sqm of private external amenity space would remain. This is a suitable provision considering that bedroom numbers are not proposed to increase.

As such Officers are satisfied that the works proposal will not detrimentally impinge on the residential amenities of the area in regards loss of privacy, or loss of light, overbearing or overshadowing impacts, noise, pollution (including light), odours or vibration. In addition, sufficient private external amenity space is retained at the property.

### **(c) Impact on Cotswolds Area of Outstanding Natural Beauty (AONB)**

The site is located within the Cotswolds Area of Outstanding Natural Beauty (AONB). Section 85 of the Countryside and Rights of Way Act (CROW) Act 2000 states that relevant authorities have a statutory duty to conserve and enhance the natural beauty of the AONB.

Local Plan Policy EN4 (the Wider Natural and Historic Landscape) states that development will be permitted where it does not have a significant detrimental impact on the natural and historic landscape (including the tranquillity of the countryside) and that proposals will take account of landscape and historic landscape character, visual quality and local distinctiveness. They will be expected to enhance, restore and better manage the natural and historic landscape, and any significant landscape features and elements, including key views, the setting of settlements, settlement patterns and heritage assets.

Local Plan Policy EN5 'Cotswolds Area of Outstanding Natural Beauty' states that in determining development proposals within the AONB, or its setting, the conservation



and enhancement of the natural beauty of the landscape, its character and special qualities will be given great weight.

The works proposed are located wholly within the residential curtilage of the host dwelling with no encroachment in to open countryside. As such the development is not considered to be harmful to the character or appearance of the Cotswolds AONB.

#### **(d) Community Infrastructure Levy (CIL)**

This development is not liable for CIL because it is:

Less than 100m<sup>2</sup> of new build that does not result in the creation of a dwelling, and therefore benefits from Minor Development Exemption under CIL Regulation 42.

#### **9. Conclusion:**

The recommendation to Refuse permission has been taken having regard to the policies and proposals in the development plan set out above, and to all the relevant material considerations set out in the report.

#### **10. Reasons for Refusal:**

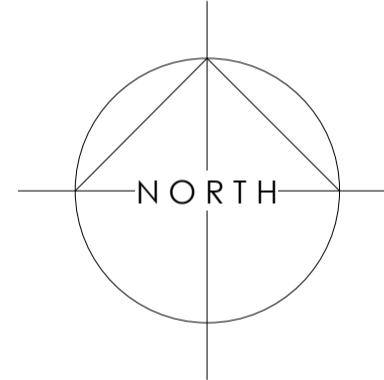
1. 1 The Old Manor is a Grade II\* listed building. Under the Planning (Listed Buildings and Conservation Areas) Act, 1990, there is a statutory duty for the Local Planning Authority to have special regard to the desirability of preserving the building, its setting or any features of special architectural or historic interest which it possesses. The proposal, by virtue of the concealing of a large area of the historic external walling, altering the historic and characteristic 'L'-shape plan form, the scale and contemporary design visually competing with the host dwelling, and the incongruous and contrary materials not typically found on formerly high-status dwellings, would harm aspects of the listed buildings character, appearance and setting that contributes positively to its significance, thereby neither preserving its special architectural or historic interest, nor sustaining its significance as designated heritage asset. The harm would be less than substantial, but not be outweighed by any resultant public benefits. As such the proposal conflicts with paragraph 196 of the National Planning Policy Framework, and to grant permission would be contrary to the requirements of Section 16 of the Framework, and the statutory duty of Section 66(1) of the 1990 Act. The proposal is also contrary to Policies EN1, EN2 and EN10 of the Cotswold District Local Plan.

2. 1 The Old Manor lies within the Paxford Conservation Area. Under the Planning (Listed Buildings and Conservation Areas) Act, 1990, there is a statutory duty for the Local Planning Authority to pay special attention to the desirability of preserving or enhancing the character or appearance of that area. The proposal, by

virtue of the addition of a large extension of an inappropriate form and design and using unsuitable materials, to the rear of 1 The Old Manor, would be visible from public vantage points within the conservation area and would neither preserve nor enhance the character or appearance of the Paxford Conservation Area, nor sustain its significance as a designated heritage asset. The harm would be less-than-substantial, but not be outweighed by any resultant public benefits. As such the proposal conflicts with paragraph 196 of the National Planning Policy Framework, and to grant permission would be contrary to the requirements of Section 16 of the Framework, and the statutory duty of Section 72(1) of the 1990 Act. The proposal is also contrary to Policies EN1, EN2, EN10 and EN11 of the Cotswold District Local Plan.

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Revisions



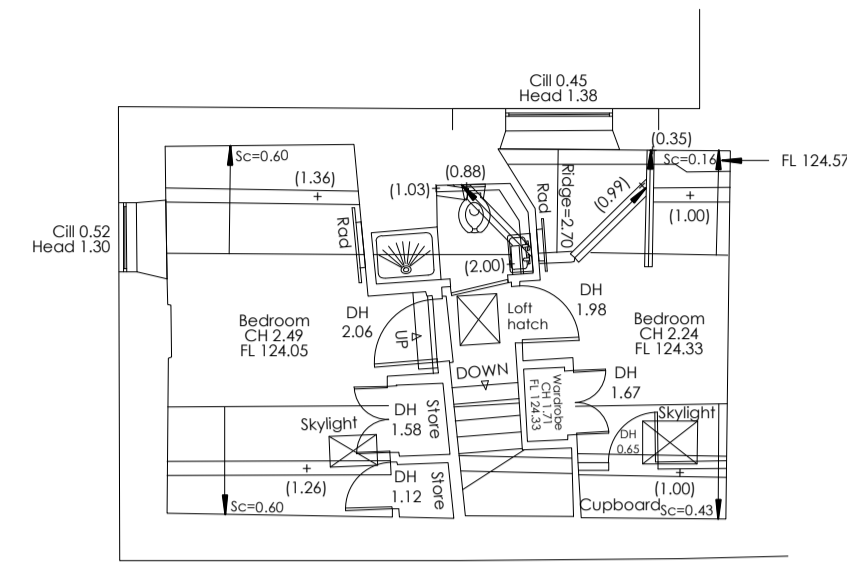
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Hayward Smart architects

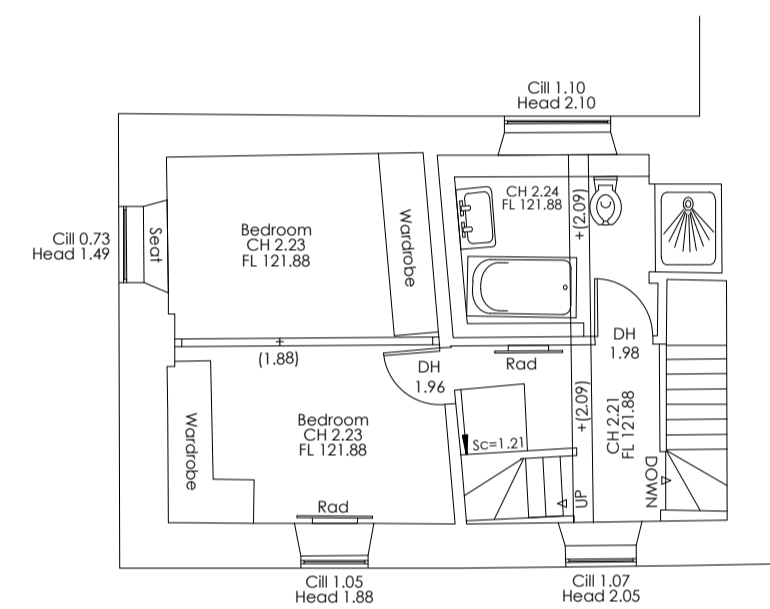
The Coach House  
3a New Street, Shipston-on-Stratford  
Warwickshire, CV36 4EW  
01608 661000

studio@hsarchitects.co.uk

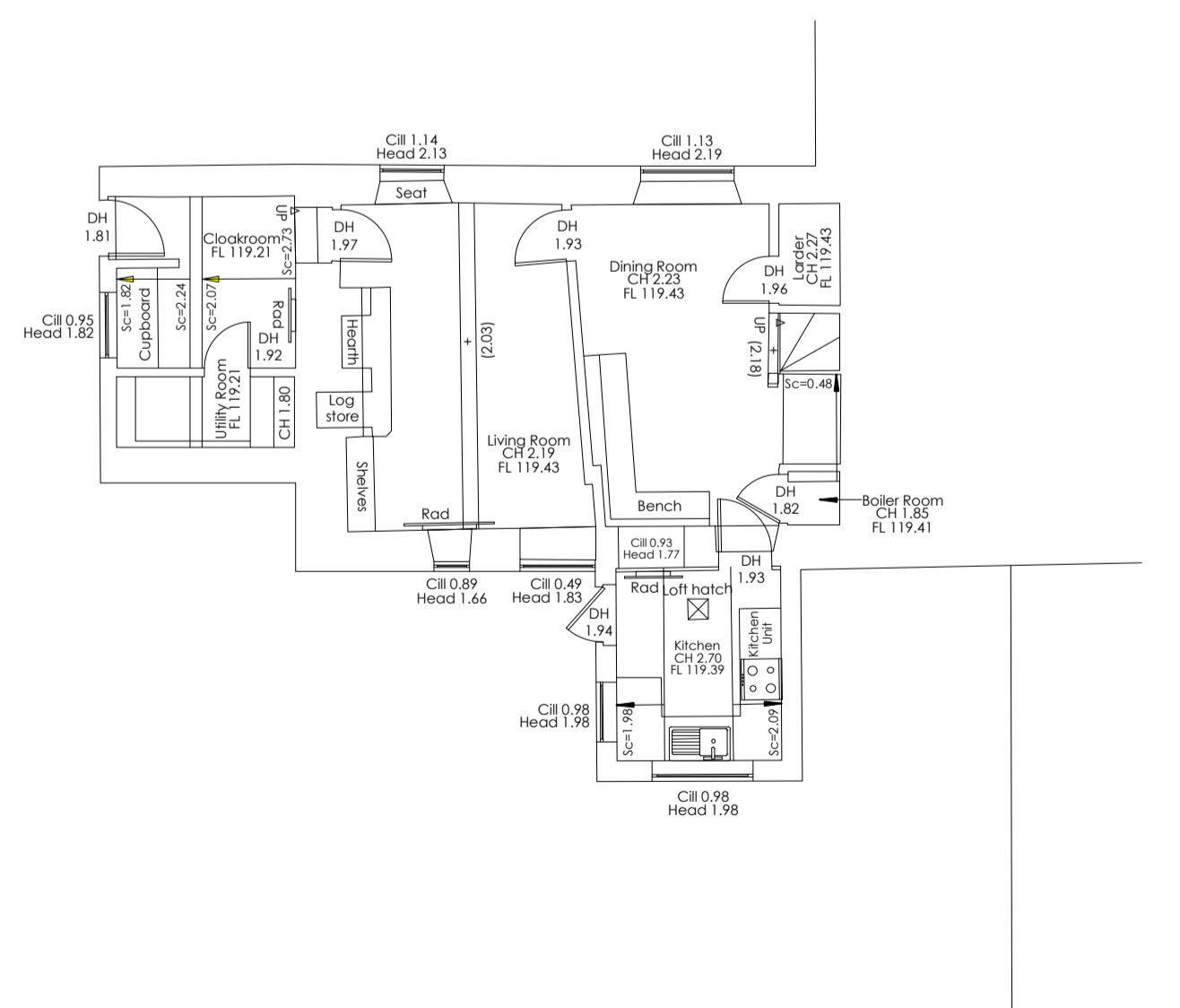
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Project	1, The Old Manor Paxford	
Drawing	Survey Existing Site Plan	
Date	March 19	
Scale	1:100 at A1	Drawn Hook Surveys
Job No	19-021	Drawing No 02



SECOND FLOOR PLAN



FIRST FLOOR PLAN



GROUND FLOOR PLAN



Datum 117.00m

NORTHEAST ELEVATION

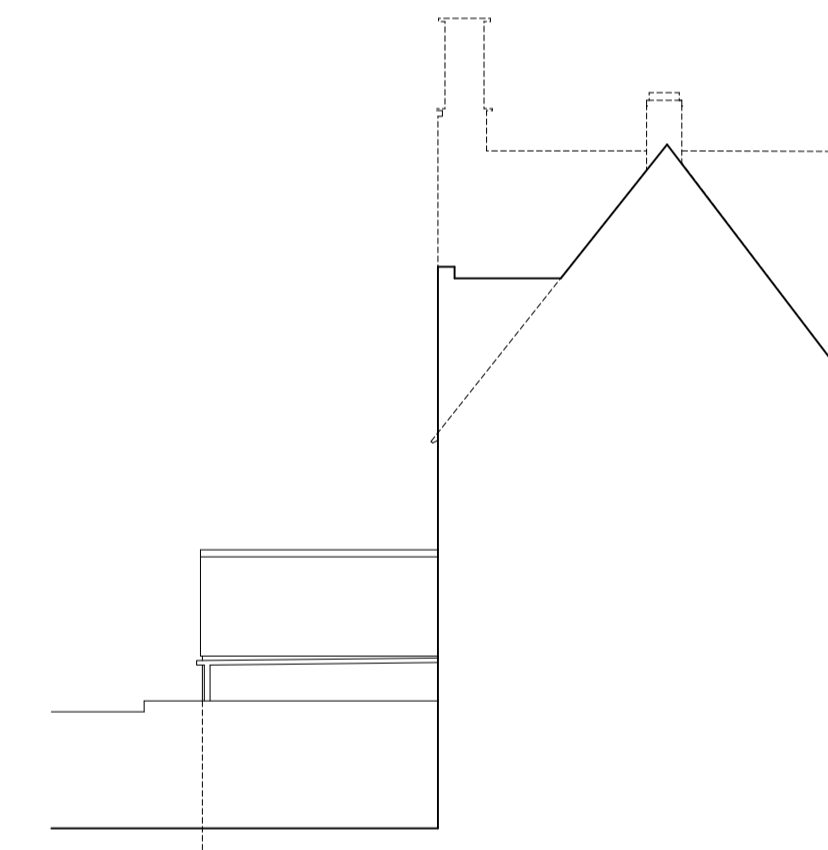


NORTHWEST ELEVATION

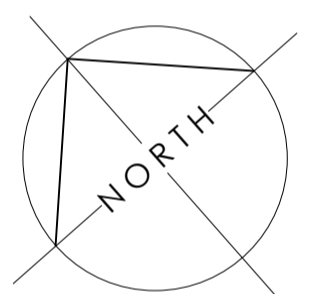


Datum 117.00m

SOUTHWEST ELEVATION



SOUTHEAST ELEVATION



SCALE BAR - 1:100

**hsa**

Hayward Smart architects

The Coach House  
3a New Street, Shipston-on-Strour  
Warwickshire, CV36 4EW  
01608 661000

studio@hsarchitects.co.uk

Client

Mr + Mrs B. Cowles

Project

1, The Old Manor  
Paxford

Drawing

Survey

Plans + Elevations

Date

March 19

Scale

1:100 at A1

Drawn

Hook Surveys

Job No

19-021

Drawing No

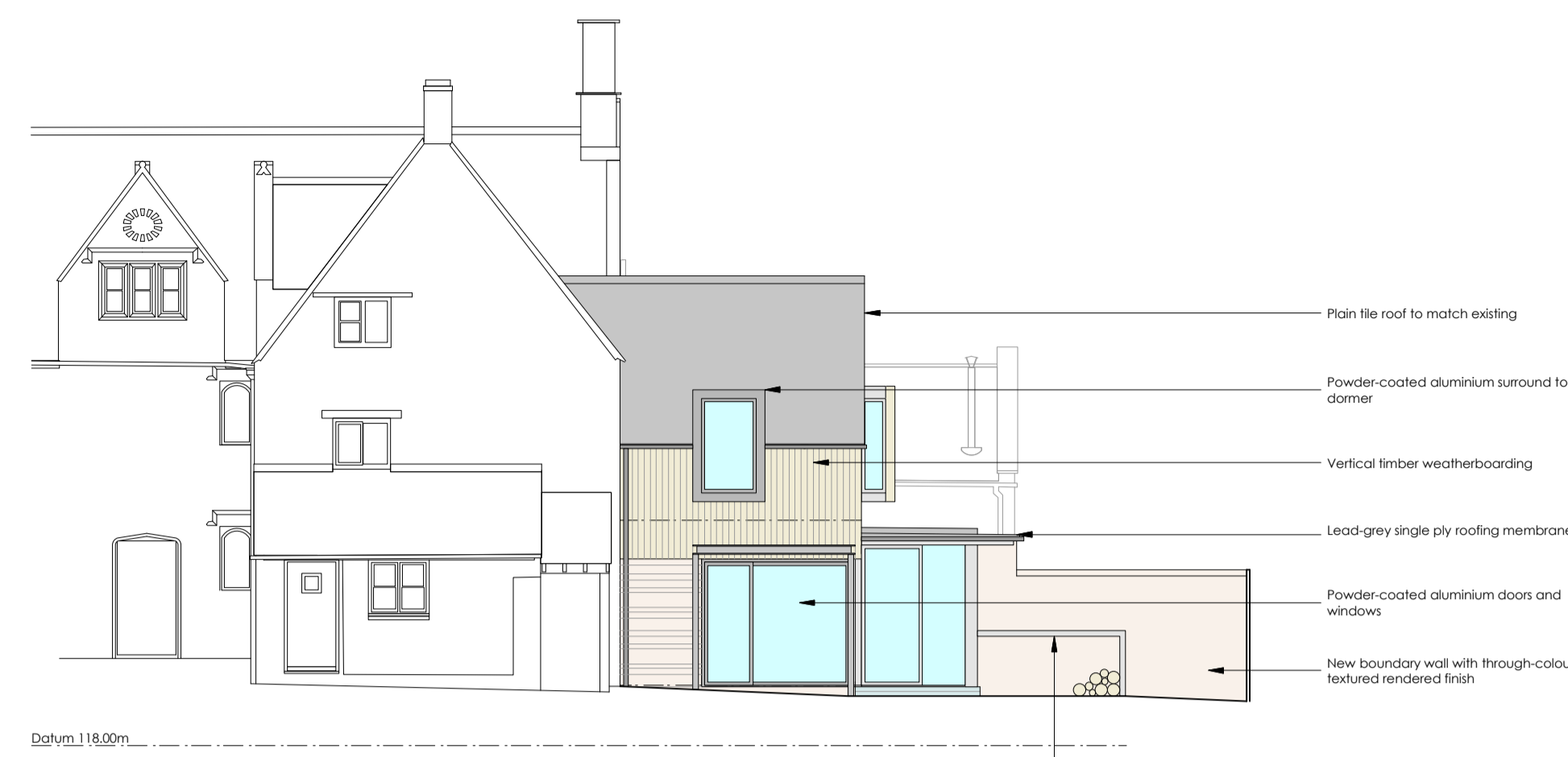
03A

Revisions

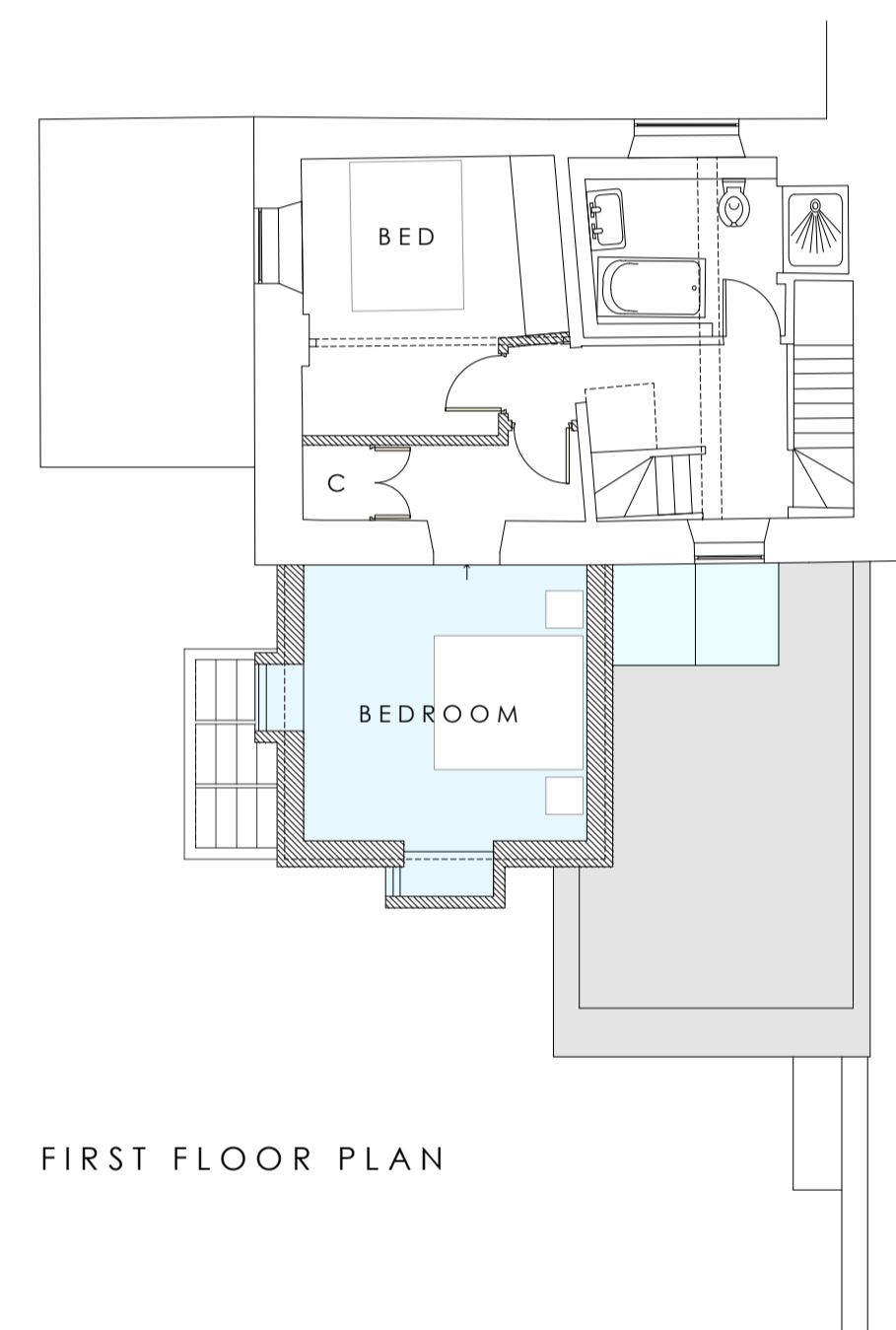
A	08.11.19	Datum amended
B	02.03.20	Updated following client comment
C	02.03.20	Updated following client comment
D	29.07.20	Updated following client comment
E	11.08.20	Updated following client comment
F	25.08.20	Pergola adjusted



SOUTHWEST ELEVATION



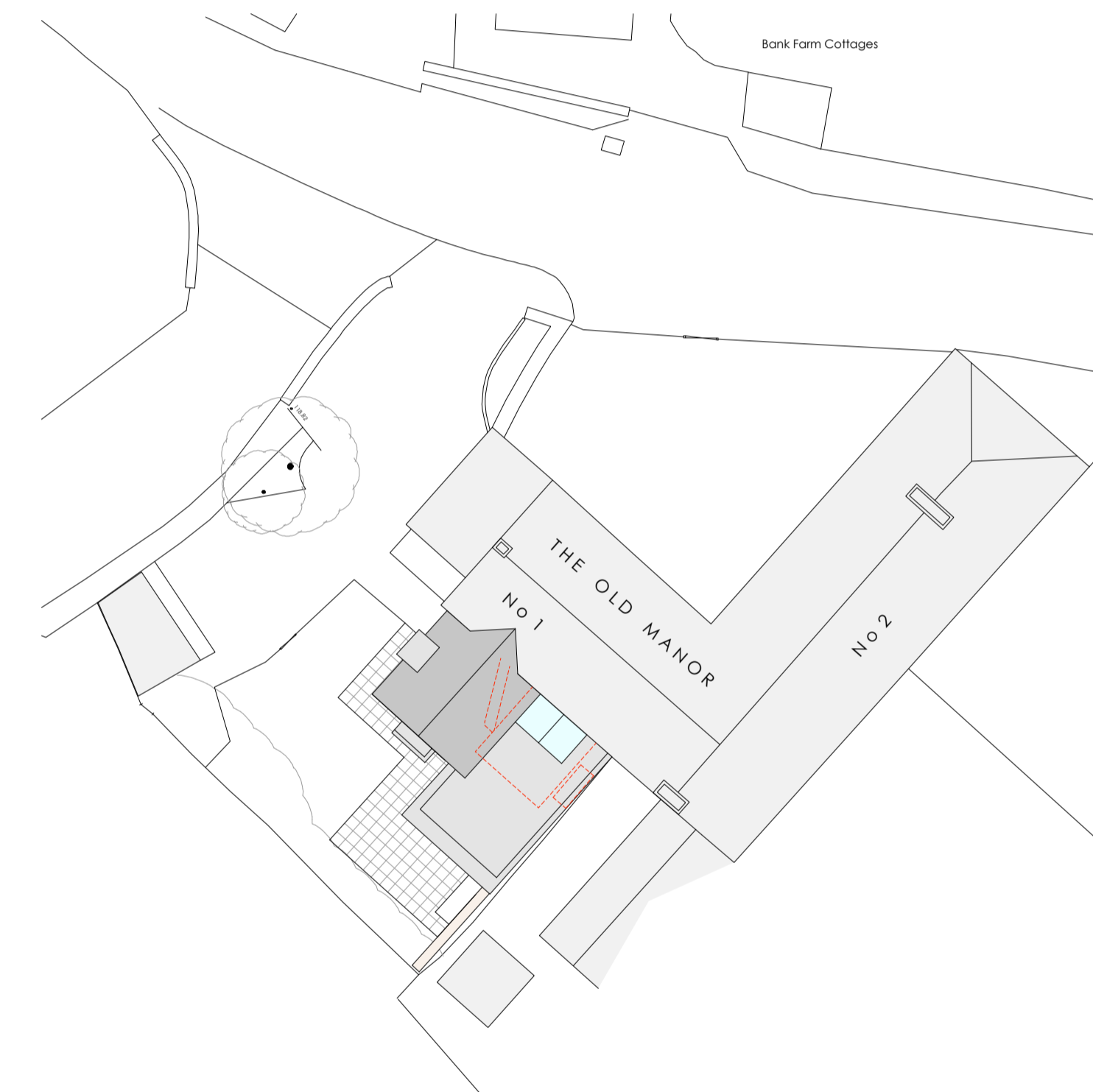
NORTHWEST ELEVATION



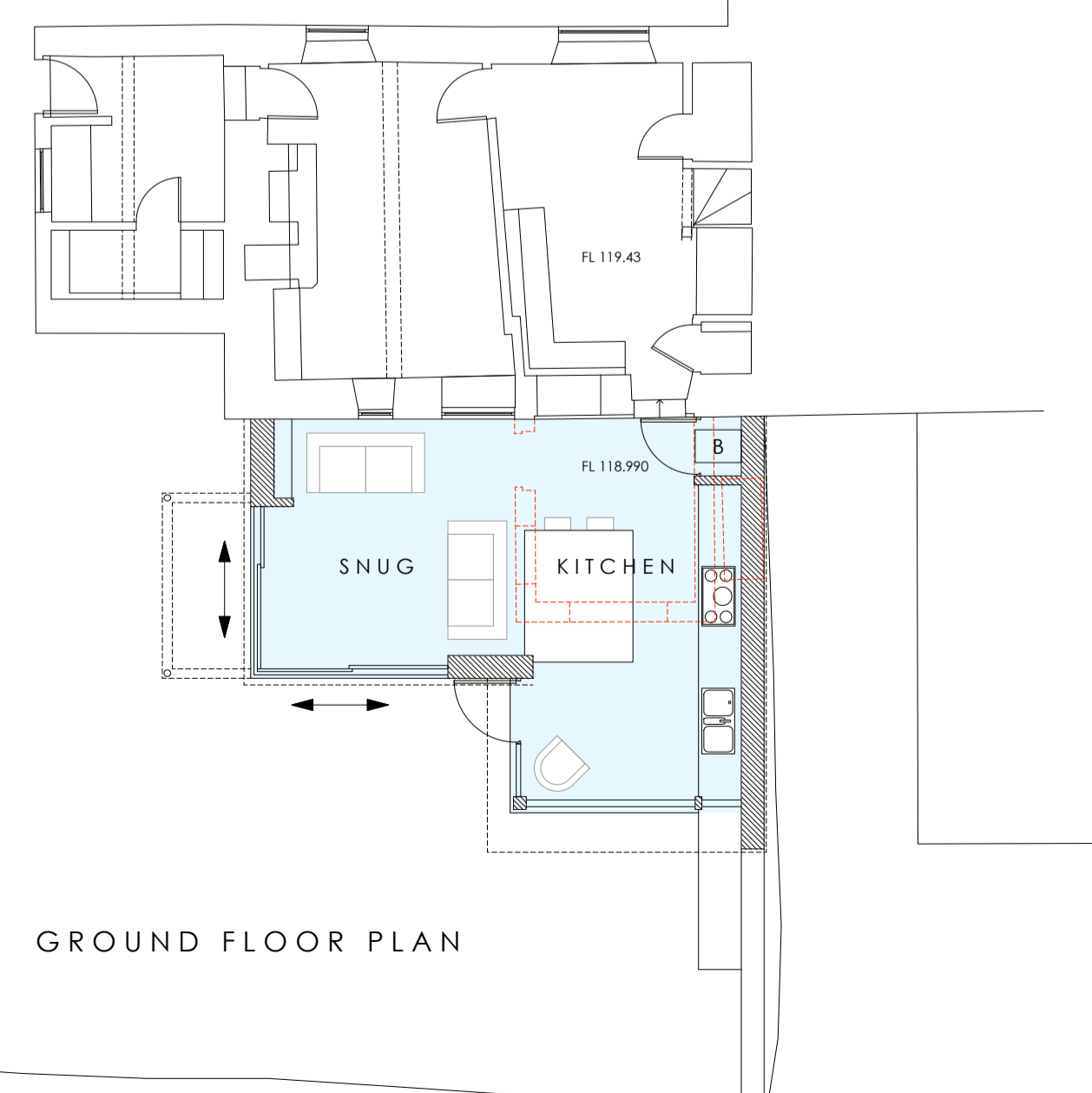
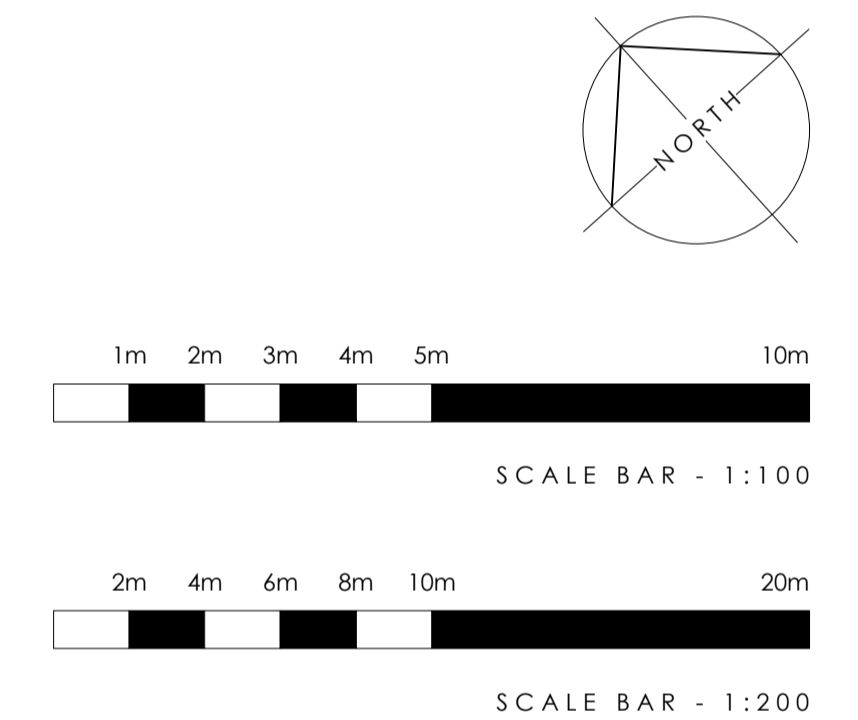
FIRST FLOOR PLAN



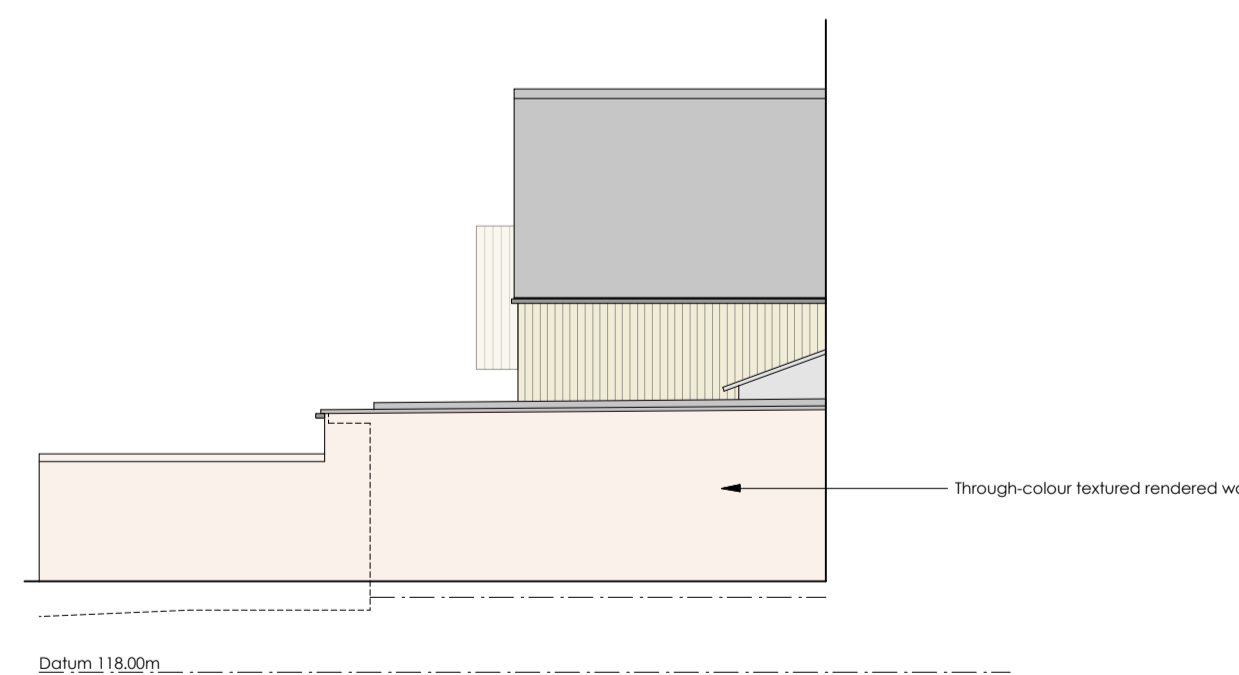
NORTHEAST ELEVATION (no change)



PROPOSED SITE PLAN 1:200



GROUND FLOOR PLAN



SOUTHEAST ELEVATION

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Hayward Smart architects

The Coach House  
3a New Street, Shipston-on-Stratford  
Warwickshire, CV36 4EW  
01608 661000

studio@hsarchitects.co.uk

Client	Midpark Capital Ltd	
Project	1 The Old Manor Paxford	
Drawing	Proposals Sketch Scheme 1	
Date	Oct 19	
Scale	1:100/1:200 at A1	Drawn SH
Job No	19-021	Drawing No 04F