

Item No 09:-

18/04737/FUL

**8 Wraggs Row
Stow-On-The-Wold
Cheltenham
Gloucestershire
GL54 1JT**

Item No 09:-

Demolition of the existing single storey extension, and replacement with a 1.5 storey mono pitch and 2 storey gable extension with a glazed area infill, insertion of dormer windows to rear, and alterations to boundary walls. at 8 Wraggs Row Stow-On-The-Wold Cheltenham Gloucestershire GL54 1JT

| Full Application 18/04737/FUL | |
|--|------------------------|
| Applicant: | Mr Carl Barnard |
| Agent: | Mr Marcus Howe |
| Case Officer: | Sophie Browne |
| Ward Member(s): | Councillor Dilys Neill |
| Committee Date: | 10th April 2019 |
| RECOMMENDATION: | REFUSE |

Main Issues:

- (a) Design and Impact on Heritage Assets
- (b) Impact on the Cotswold Area of Outstanding Natural Beauty
- (c) Impact on Residential Amenity

Reasons for Referral:

Cllr Neill has called this application to Committee for the following reason: "I think that the current application is more suitable for modern living than the previous plan. I would like to bring the application to the planning committee for their opinion."

1. Site Description:

The application site comprises a Grade II listed building located in Stow-on-the-Wold. The property is mid-terraced in a row of terraces called Wraggs Row, all of which are Grade II listed. The property is a small, early-19th century terraced house. Its significance rests in its being a characteristic example of vernacular architecture, and as an example of a very modest artisan's or agricultural worker's cottage. Integral to this are its modest scale, its simple plan-form, and its linear character.

The site is located in the Stow-on-the-Wold Conservation Area and within the Cotswold Area of Outstanding Natural Beauty (AONB).

2. Relevant Planning History:

17/02660/FUL - Demolition of a mono pitch single storey extension, being replaced by a mono pitch and half storey extension with a stone gable at one end and works to the boundary dry stone walls. Withdrawn 23.04.2018

18/02544/FUL - Demolition and replacement of rear extension, dormer windows to rear, re-roofing and roof alterations to existing rear extensions, replacement doors and windows and internal alterations. Permitted 25.10.2018

3. Planning Policies:

NPPF National Planning Policy Framework
EN1 Built, Natural & Historic Environment

EN2 Design of Built & Natural Environment
 EN5 Cotswold AONB
 EN10 HE: Designated Heritage Assets
 EN11 HE: DHA - Conservation Areas

4. Observations of Consultees:

Conservation Officer: comments incorporated into the Officer's Assessment.

5. View of Town/Parish Council:

No objection.

6. Other Representations:

One comment received in support of the application, on the grounds that the cottage is in need of renovation.

7. Applicant's Supporting Information:

Proposed plans and Heritage Report (revised).

8. Officer's Assessment:

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that 'If regard is to be had to the development plan for the purpose 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.'

The starting point for the determination of this application is therefore the current development plan for the District which is the adopted Cotswold District Local Plan 2011 - 2031.

The policies and guidance within the revised National Planning Policy Framework (NPPF) are also a material planning consideration.

8 Wraggs Row is a Grade II listed building, and is within the setting of a row of listed buildings: as such, the Local Planning Authority is statutorily required to have special regard to the desirability of preserving the building, their 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.

As the property is located within Stow-on-the-Wold Conservation Area, 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.

(a) Design and Impact on Heritage Assets

Local Plan Policy EN2 supports development which accords with the Cotswold Design Code and respects the character and distinctive appearance of the locality.

Local Plan Policy EN10 requires consideration of proposals that affect a designated heritage asset and/or its setting with a greater weight given to more important assets. It supports proposals that sustain and enhance the character, appearance and significance of designated heritage assets and their setting, which put them in viable uses, consistent with their conservation. Where harm would be caused, it would not be supported unless clear and convincing justification of public benefit can be demonstrated to outweigh that harm.

Local Plan Policy EN11 seeks to preserve and, where appropriate, enhance the special character and appearance of conservation areas in terms of siting, scale, form, proportion, design, materials and the retention of positive features. This should include avoiding the loss of open spaces which make a valuable contribution to the character and/or appearance, and/or allow important views into or out of conservation areas. Hard and soft landscaping should respect the character and appearance of conservation areas and proposals should have regard to the relevant conservation area appraisal.

NPPF Section 12 requires good design, providing sustainable development and creating better place to live and work in. Paragraph 127 states decisions should ensure that development will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development. Development should be visually attractive as a result of good architecture, layout and appropriate and effective landscaping, which are sympathetic to local character and history maintaining a strong sense of place.

NPPF Section 16 states that historical 'assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'. Specifically Paragraph 192 states that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. Paragraph 193 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Paragraph 194 states that 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 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 including, where appropriate, securing its optimum viable use.

This submission is a revision of two previous schemes: the first was withdrawn following substantial negotiation, with a subsequent, much-evolved scheme, later being approved. The current proposals are similar to the withdrawn scheme in that they include the dismantling of the historic lean-to along the rear of the building, an increased footprint and roof pitch to the extension off the sitting room, and the erection of a two-storey gabled wing at right-angles to the building. The current proposals also include increasing the size of the approved dormer in the in the main rear roof slope. These departures from the approved scheme, which allowed for a more modest extension across the rear of the building with the partial-retention of the historic lean-to, combine to create a greater mass across the rear of the property. Some elements of the approved scheme have been retained within the current proposal: these are largely uncontentious and include works to the front of the building and the dry stone walls to the rear of the site.

It should be noted that some aspects of the submitted plans are unclear, there is a lack of detail in relation to the proposed internal works, and that the Heritage Report submitted initially did not relate to the current scheme. A revised Heritage Report was requested and subsequently received: whilst the proposals outlined therein now correspond with the submitted drawings, discrepancies remain in the 'Assessment of Impact' section. Were the proposals supported in principle, further clarification would have been sought - however, this was considered unwarranted given the concerns with the proposed scheme.

The building was originally a linear structure, only a single range deep, the evidence for which is the pointing on the now covered rear wall, and the blocked rear window at first floor. The existing lean-to, whilst a subsequent addition, is nonetheless historic, as evidenced by both the stonework and its depiction on the 1902, 1:2,500 O.S. map. Such lean-tos were characteristic additions to such cottages: they were simple, functional additions that were visually subordinate and preserved the characteristic linear form of the buildings.

Historic England's Making Changes to Heritage Assets identifies the importance both of the massing and bulk of historic buildings (paragraph 41) and of historic fabric (paragraph 42).

Historic England's Listing Selection Guide Domestic 1: Vernacular Houses identifies that later phases of a building's evolution, especially those that are characteristic and also vernacular in form, can actually add to the building's significance (pg.11).

Consequently, the complete removal of the historic lean-to along the rear of the building is unwelcome, as it comprises historic fabric and an historic and characteristic phase of the building's evolution.

The existing lean-to extension is roofed with corrugated asbestos cement sheeting, which was previously approved to be replaced with natural blue slate tiles at a higher pitch. The replacement of the roof was not considered contentious: however, the current scheme would result in the lean-to roof joining the main roof slope at the same pitch, thus eroding the clear separation of the original part of the building from the subservient lean-to structures, furthered by the use of stone tiles to match the existing roof. This would result in no clear delineation between the old and new phases of the building, thus harming the significance of the building.

The section of the lean-to that is heavily glazed is considered acceptable as it would be a clear later addition, allowing for a modern living space that relates better to the garden.

A marked characteristic of the property is the contrast between its front and rear elevations. The front elevation, despite its modest size, has a balanced composition, with a central door topped by a stone canopy of brackets, and clearly strives at the appearance of a status that belies the actual size of the cottage. By contrast the rear elevation, being single-storey beneath a long cat-slide roof, is remarkably modest in character. This gives the building a very strong, and almost split, character, with all the emphasis being towards the street frontage.

The creation of a gabled wing at right-angles to the building would fundamentally alter the distinct historic character of the building by compromising its linear form, and by elevating the status of the particularly low, humble character of the rear elevation.

It is acknowledged that 7 Wraggs Row has a two-storey rear extension; however this pre-dates current legislation and guidance, being clearly depicted as 'existing' in planning drawings from 1987. 5 Wraggs Row has a rear extension that is shown as extant in 2000 but has no other planning history; it may be historic in origin. Consequently, these do not form material precedent: furthermore, every planning application is considered on its own merits in the light of the impact upon the character and significance of that building.

The proposed gabled extension seeks to mirror the extension at No. 7 to create a balanced composition, the effect of which would be to further elevate the status of the rear of the property. The extension would therefore fail to preserve both the very distinct linear form of the building, and the very pronounced hierarchical difference between the two elevations, and as such would fail to preserve special interest or to sustain the significance of the building.

The proposed dormer window on the second storey was previously approved as a smaller window with a greater pitched slope. Whilst this is not the most characteristic form, there are other cat-slide dormers on Wraggs Row and it was therefore considered acceptable. The current scheme enlarges this window and flattens the roof pitch sufficiently that the visual appearance of the dormer would be as a flat roof rather than a cat-slide. 9 Wraggs Row has a small dormer window with a near flat roof: however, this is much smaller than the proposed and is not characteristic of the age or type of house. The proposed dormer is therefore considered harmful, with insufficient justification.

The scheme also proposes to dismantle the dry stone walls abutting the property and the neighbouring properties and rebuild the boundary walls to the rear of the site. Where the walls would be dismantled would be made good and the stone re-used to rebuild the boundary walls between No. 8 and 7 and 9 Wraggs Row. The proposed works would be in keeping with the character of the property and are therefore considered acceptable.

The demolition of the historic lean-to, replacement extension, erection of a gabled rear extension, and addition of a dormer window would fail to preserve the character or sustain the significance of the heritage asset as a modest, linear cottage, and the proposals are therefore considered to be contrary to Local Plan Policies EN2 and EN10 and Sections 12 and 16 of the NPPF. Whilst the proposed development is not prominently located, by failing to preserve the character or sustain the significance of the listed building, these works are also considered to fail to preserve the character and appearance of this part of the Conservation Area, contrary to Local Plan Policy EN11 and the statutory duty of the Local Planning Authority (LAP) under Section 72(1) of the 1990 Act.

(b) Impact on the Cotswold AONB

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

Local Plan Policy EN5 relates specifically to the Cotswold AONB, and 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.

NPPF Section 15 seeks to conserve and enhance the natural environment. More specifically Paragraph 172 states that great weight should be given to conserving and enhancing landscape and scenic beauty in Areas of Outstanding Natural Beauty (amongst other sensitive areas), which have the highest status of protection in relation to these issues.

The proposed development is contained within the clear residential curtilage of the site and does not encroach into open countryside nor harm the character or appearance of the Cotswold AONB. As such the proposal is considered to accord with Local Plan Policy EN5 and Section 15 of the NPPF.

(c) Impact on Residential Amenity

Local Plan Policy EN2 refers to The Design Code (Appendix D) which sets out policy with regard to residential amenity. This expects proposals to respect amenity in regards to garden space, privacy, daylight and overbearing effect.

NPPF Section 12 requires good design with a high standard of amenity for existing and future users.

The garden of the site is somewhat awkward, as it is offset from the main section of the rear of the house. Whilst the upper floor window would look over the gardens of the properties to either side, this is considered to be mutual overlooking and is not materially increased by the insertion of the new dormer window. To the rear of the property is the parking area associated with Saxon Court, an area that is already overlooked. There would be no material loss of privacy to the occupiers of Saxon Court resulting from the second floor window in the proposed gabled extension, as a similar window already overlooks the area from No. 7.

In light of the above, the proposed development is not considered to impinge on the residential amenities of the neighbouring properties having regard to loss of light, loss of privacy or overbearing. The proposed development is therefore considered to accord with the residential amenity considerations of Cotswold District Local Plan Policy EN2 and Section 12 of the NPPF.

9. Conclusion:

The demolition of the historic lean-to, replacement extension, erection of a gabled rear extension, and addition of a large dormer window would fail to preserve the character or sustain the significance of the heritage asset as a modest, linear cottage: the proposals are therefore considered to be contrary to Local Plan Policies EN2 and EN10, and Sections 12 and 16 of the

NPPF, and to permit the application would therefore be contrary to the statutory duty of the LPA under Section 66(1) of the 1990 Act. Whilst the proposed development is not prominently located, by failing to preserve the character or sustain the significance of the listed building, these works are also considered to fail to preserve the character and appearance of this part of the Conservation Area, contrary to Local Plan Policy EN11, and to permit the application would therefore be contrary to the statutory duty of the LPA under Section 72(1) of the 1990 Act. The recommendation is therefore to refuse.

10. Reason for Refusal:

8 Wraggs Row is a grade II listed building, of markedly linear form, with a markedly humble and physically modest rear elevation, and lies within the Stow-on-the-Wold and Mangersbury 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 both preserving the listed building or its setting or any features of special architectural or historic interest which it possesses, and preserving or enhancing the character or appearance of the conservation area. The current proposal, by virtue of the introduction of a projecting rear wing contrary to the form of the building, and the hierarchical status of the rear elevation, would neither preserve the special architectural or historic interest of the Wraggs Row, nor preserve nor enhance the character and appearance of the Stow-on-the-Wold and Mangersbury Conservation Area, nor sustain the significance of either 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 66(1) and 72(1) of the 1990 Act. The proposal is also contrary to Policies EN1, 10 and 11 of the Cotswold Local Plan 2011-31.



8 WRAGGS ROW STOW ON THE WOLD GLOS

Scale: 1:1250

Organisation: Cotswold District Council
Department:

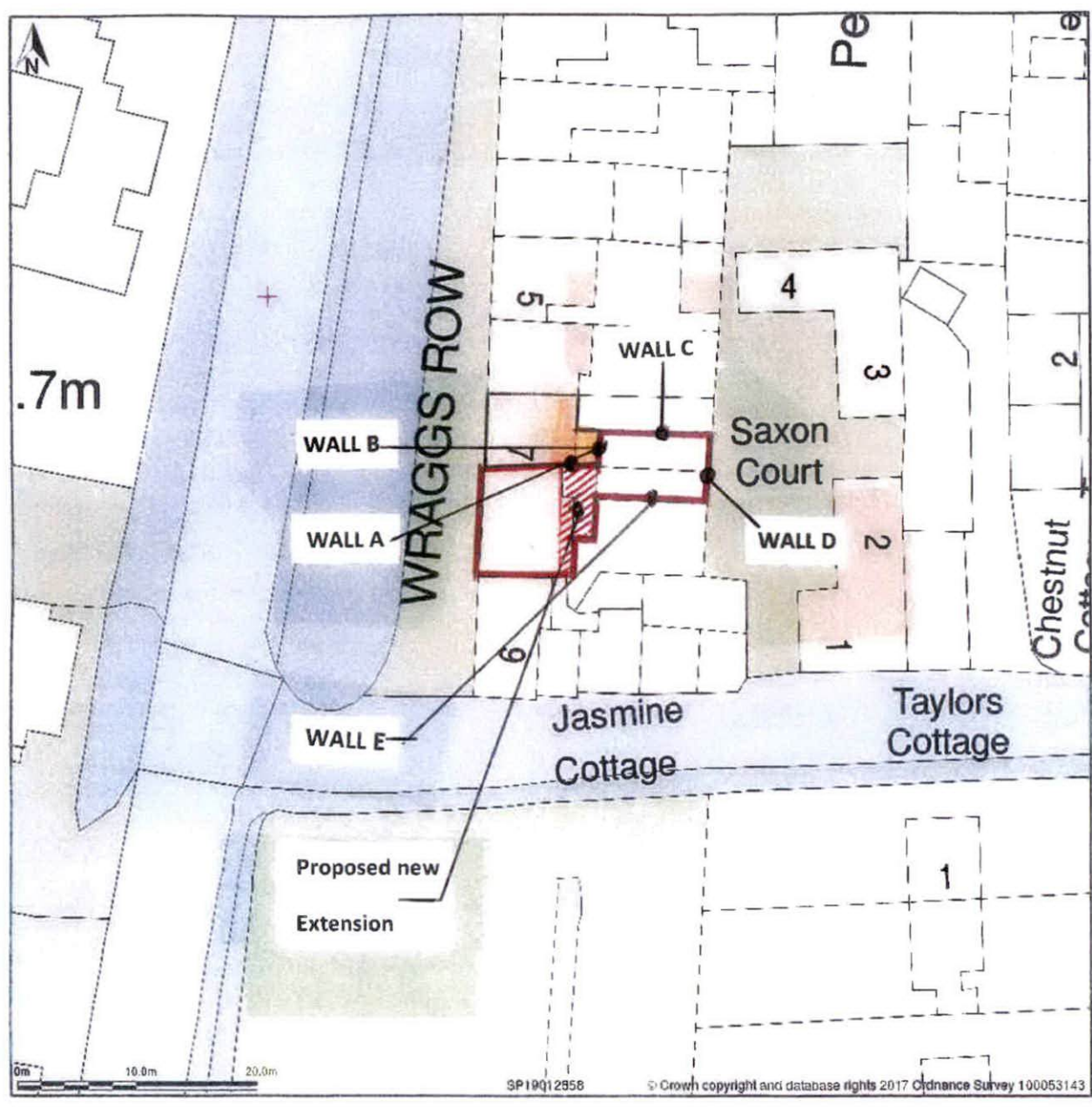
Date: 01/04/2019



COTSWOLD
DISTRICT COUNCIL



8 Wraggs Row Cheltenham GL54 1JT



Block Plan shows area bounded by: 418968.21, 225537.0 419058.21, 225627.0 (at a scale of 1:500), OSGridRef: SP19Q12558. The representation of a road, track or path is no evidence of a right of way. The representation of features as lines is no evidence of a property boundary.

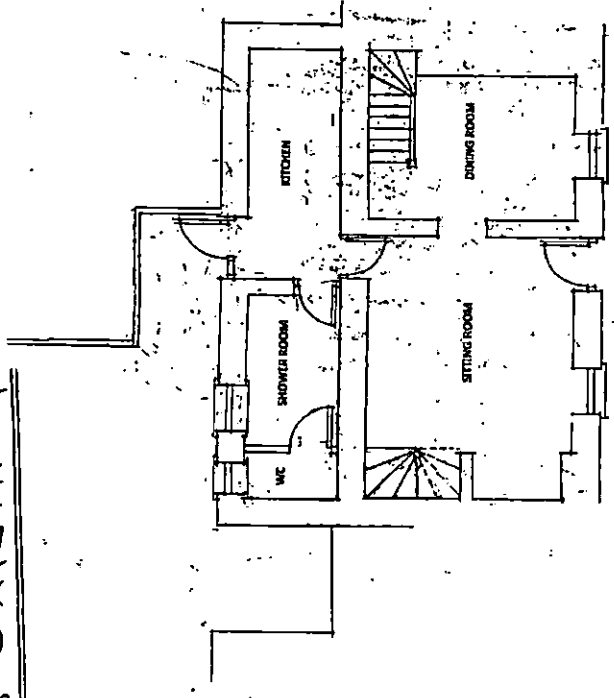
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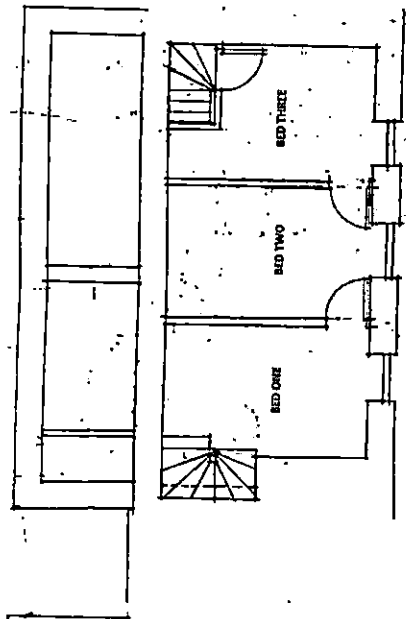
PROPOSED REBUILDING WORKS TO THE EXISTING DRY STONE BOUNDARY WALLS OF
8 WRAGGS ROW, FOSSE WAY, STOW-ON-THE -WOLD, GLOS

This location plan must be read in connection with the Work proposal document.

AS EXISTING

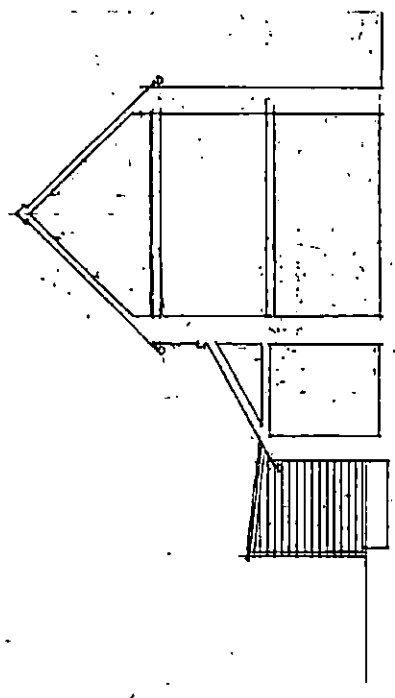


EXISTING GROUND FLOOR PLAN. Scale 1:50
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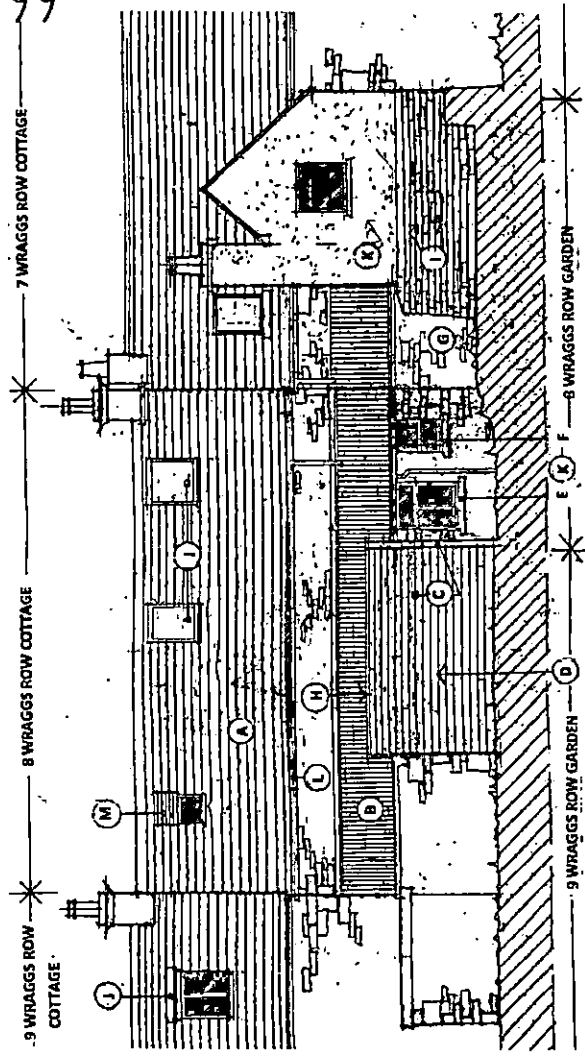


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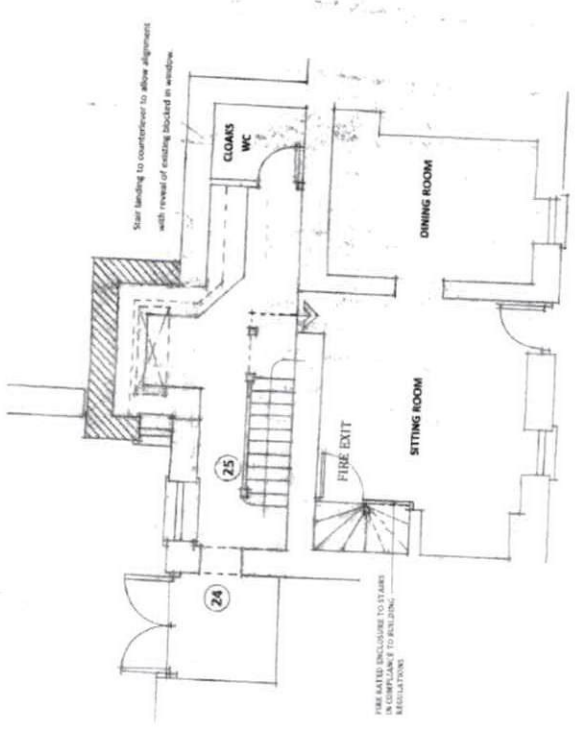


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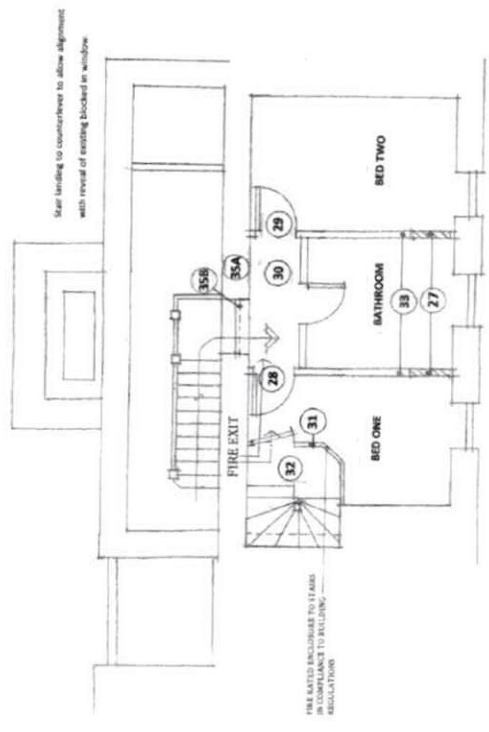
EXISTING REAR ELEVATION. Scale 1:50
EXISTING E001

AS APPROVED UNDER 181025441FUC + 181021771LJC



GROUND FLOOR PLAN

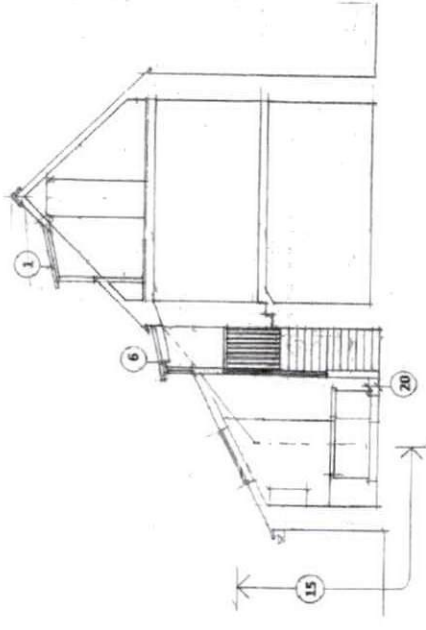
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FIRST FLOOR

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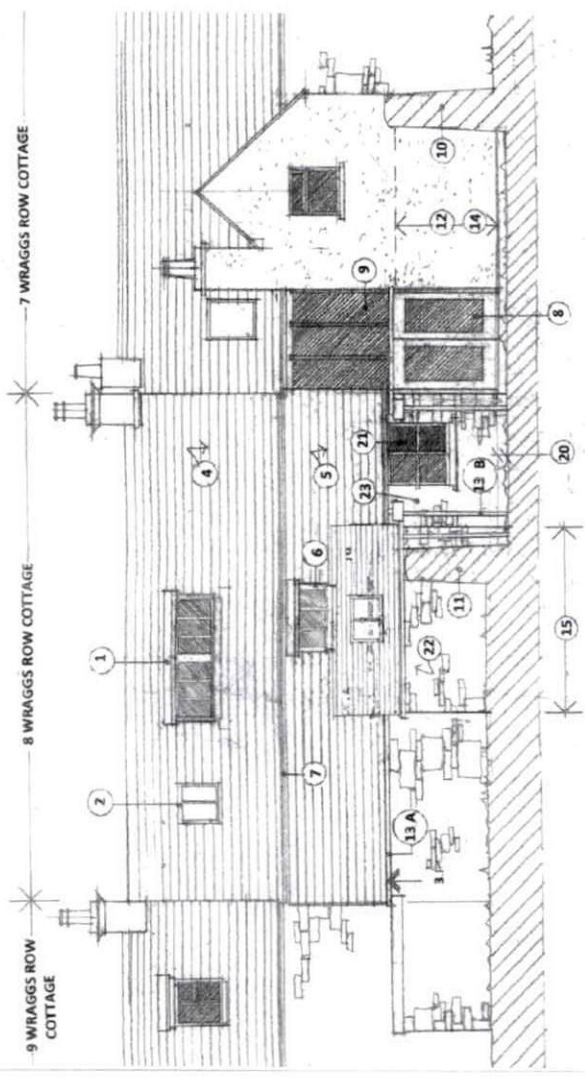
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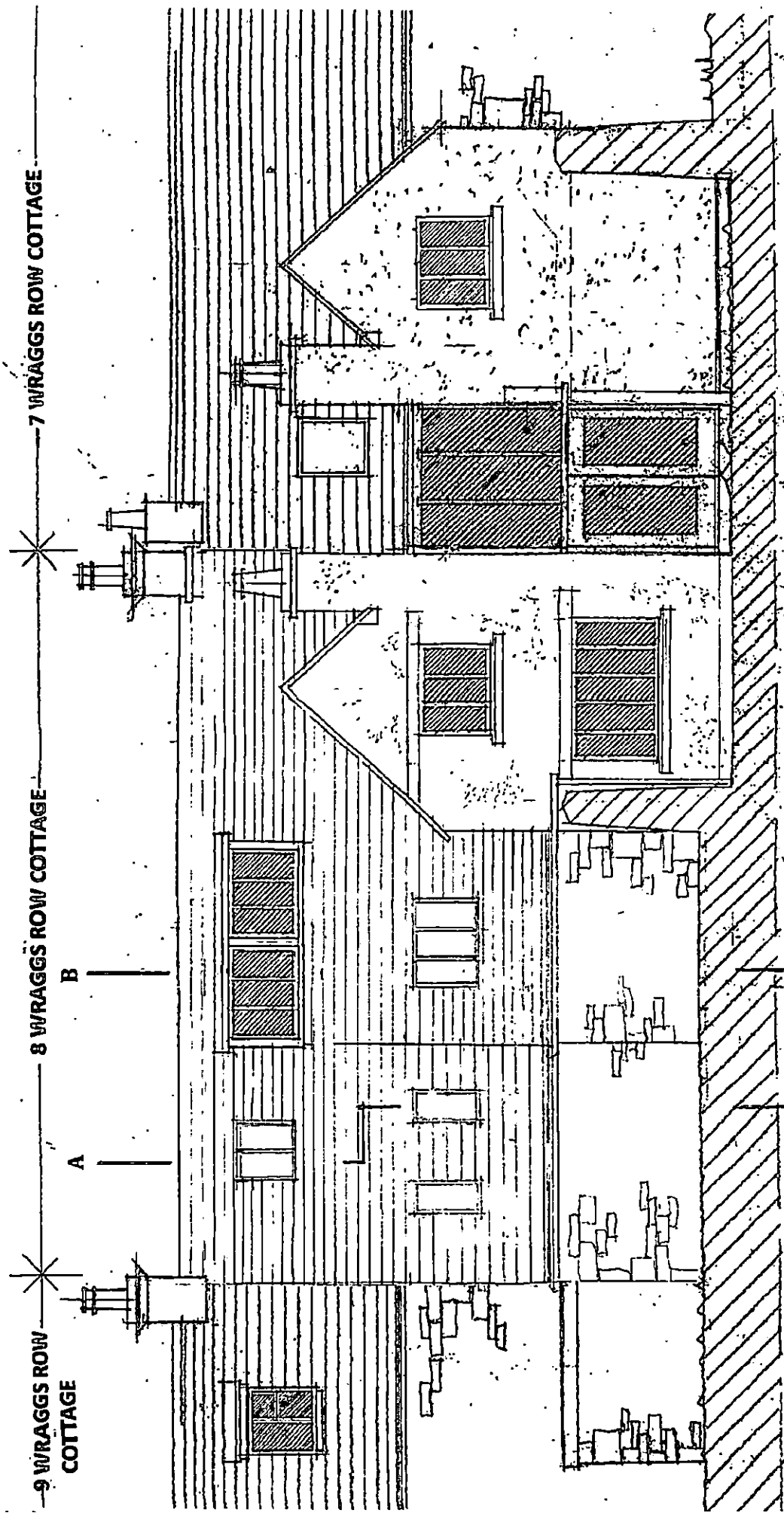


REAR ELEVATION

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APPROVED A001

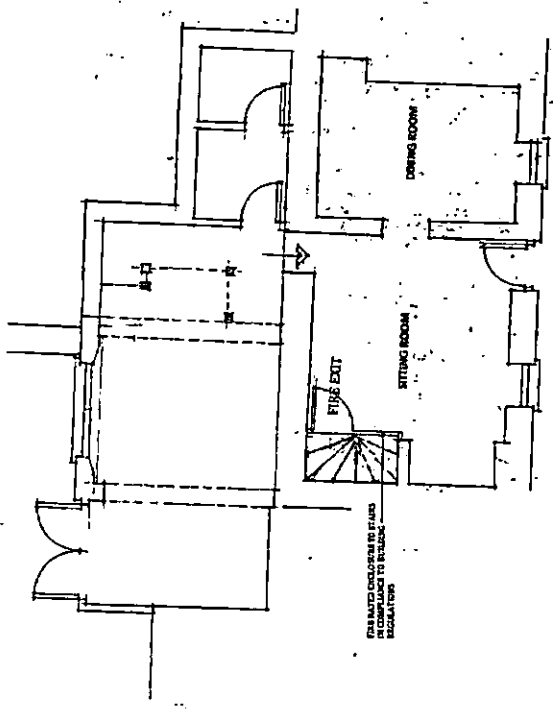
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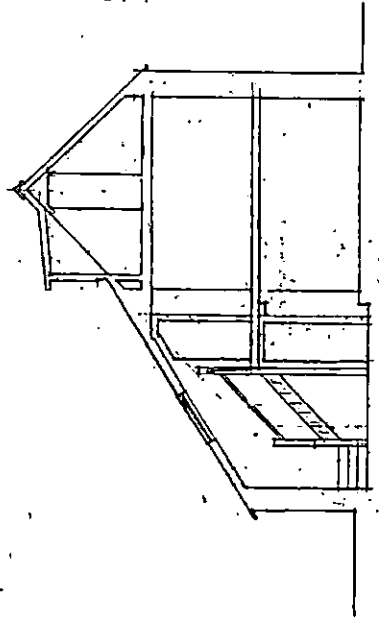
REAR ELEVATION, Scale 1:50 PROPOSED P001



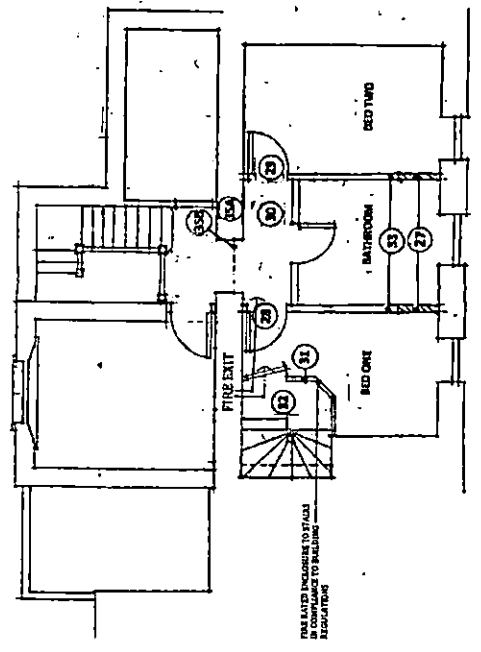
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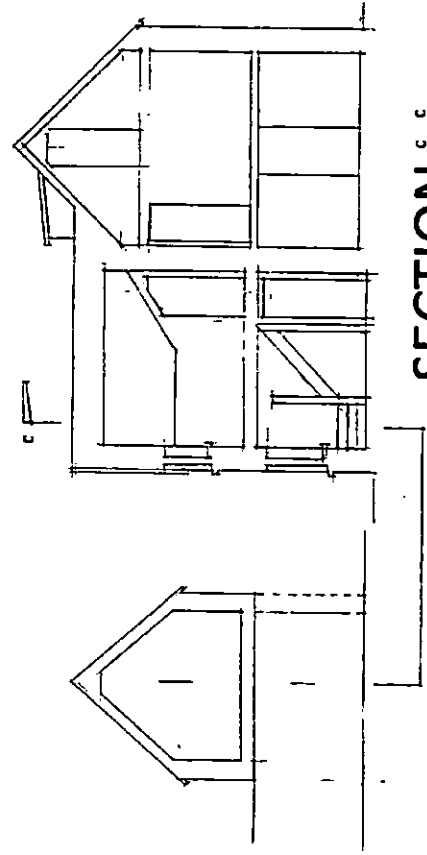
GROUND FLOOR PLAN PROPOSED P002



SECTION B B Scale 1:50 PROPOSED P006



FIRST FLOOR Scale 1:50 PROPOSED P003



SECTION C C Scale 1:50 PROPOSED P007