

SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL

REPORT TO: Planning Committee

3rd February 2010

AUTHOR/S: Executive Director (Operational Services)/Corporate Manager
(Planning and Sustainable Communities)

S/1508/09/F & S/1509/09/LB - COTON

Extensions and Alterations to 66 High Street, Coton for Mrs Nicola Anderson

Recommendation: Refusal

Date for Determination: 14th December 2009

Notes:

This Application has been reported to the Planning Committee for determination because Cllr Burkitt requested that the application is considered at Planning Committee.

Members will visit this site on 3rd February 2010

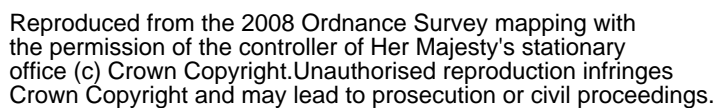
Conservation Area

Site and Proposal

1. Rose Cottage, 66 High Street, Coton is a detached grade II listed cottage with associated buildings within its curtilage. It is located within the village framework and the Conservation Area.
2. The cottage is 1½ storey, linear in form with a mansard roof. There is a single storey element at the rear, which is currently being used as an annexe and has its own address point. Behind the dwelling is a single storey, flat roof brick built building, which is a former Sunday school building, and directly behind this is the former Baptist Chapel. To the east of the dwelling is a timber garage with a possible room in the roof space; a window on the front elevation indicates this.
3. The curtilage to the property is modest, with garden space at the front of the dwelling which is level and space at the rear of the Chapel; which is on a steep incline. The property has limited parking available and shares the access to the dwelling with nos. 64 and 62 High Street, all of which have limited curtilage to the front of the property.
4. The full application was received 19 October 2009 and proposes to add a single storey extension on the rear of the existing single storey element/annexe. This would follow demolition of the former Sunday School building for which consent to demolish has already been granted. The proposed extension measures 5.4m deep and 3.9m wide, it is not proposed to be any taller than the existing single storey, there is a change in levels between the annexe and the Chapel and the plans indicate that this is the case. The dwelling including the proposed extension would measures 25.7m in length.

Planning History

5. **C/0283/51** - Application for 'rebuilding' of a kitchen and bathroom extension on the south side (end gable to road) of the listed building. Not clear if this was implemented



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or if it related to the old butcher shop mentioned in historic development information from agent. The proposed structure extends past the current building footprint. The location of the proposal is given as 'Chapel Yard' not 66 High Street. The building was not listed at this time. Old maps do show some kind of structure at this location, which no longer exists.

6. **S/1136/85/NLB** - Works to demolish and rebuild Coach House, curtilage outbuilding to the east of the Cottage.
7. **S/1439/85/LB** - Application is called 'extension' but also called 'alterations', which appears to be when the existing extension on the north gable end was reworked and a separate toilet and utility space within a lobby was added. There were no existing plans, only proposed, which makes it difficult to compare. The plans also indicate a new internal partition separating a large space outside the kitchen area. Listed building consent was applied for but not planning permission.
8. **S/2126/88/LB** - New window in north end gable of the main Cottage building.
9. **S/3021/88/LB** - Application for alterations, which apparently led to the creation of a self contained annexe. (Parish Council comments indicate concern in making '2 dwellings from 1' in addition to concerns about parking or garage space not being adequate.) Planning consent would have been required at the time but the planning history does not indicate that this was sought.
10. **S/0613/08/CAC** - Consent granted to demolish the Sunday school building to the north of the Cottage.
11. **S/0407/09/F & S/0408/09/LB** - Applications for an extension to listed building. The scheme was for a larger extension. The applications were withdrawn as a result of discussions between the owner, agent and the Council.

Planning Policy

National Planning Policy Guidance 15

Section 3.13

12. Many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses. Indeed, cumulative changes reflecting the history of use and ownership are themselves an aspect of the special interest of some buildings, and the merit of some new alterations or additions, especially where they are generated within a secure and committed long-term ownership should not be discounted. Nevertheless, listed buildings do vary greatly in the extent to which they can accommodate change without loss of special interest. Some may be sensitive even to slight alterations; this is especially true of buildings with important interiors and fittings - not just great houses, but also, for example, chapels with historic fittings or industrial structures with surviving machinery. Some listed buildings are the subject of successive applications for alteration or extension: in such cases it needs to be borne in mind that minor works of indifferent quality, which may seem individually of little importance, can cumulatively be very destructive of a building's special interest.

Section C.4

13. Information about the history and development of a building will be of value when considering proposed alterations. This may be gained from the physical evidence in the building itself - ghosts of lost features in plaster, rough edges where features have been cut away, empty peg-holes and mortices - which can elucidate the original form

or construction. There may also be documentary information, such as early photographs, drawings, written descriptions, or other documents relating to its construction or use.

14. **South Cambridgeshire Local Development Framework (LDF) Development Control Policies adopted July 2007.**

Policy **DP/2** – Design of New Development

Policy **DP/3** – Development Criteria

Policy **CH/3** – Listed Buildings

Policy **CH/5** – Conservation Areas

Supplementary Planning Guidance

15. Listed Buildings SPD – adopted July 2009
Development Affecting Conservation Areas –adopted January 2009

Consultation

16. **Parish Council** - No recommendation.

Conservation Officer

17. The new application has not overcome the issues raised in the previous application, nor have the agents looked at reducing the extension, investigated the history of the building sufficiently, etc.
18. The building has already been extended several times and has reached its capacity for further extension. The proposal creates a larger footprint than the original listed building. The individual owner's needs do not outweigh the needs of the building and are not necessary for the continued use of the building. The overall design, including roof light, is of poor quality. The proposal would further erode the character and appearance of the listed building causing harm. The scale, form, mass and design of the proposal contribute to this harm. It is thought that because there are no works within the original and oldest part of the building there is no harm. The entire building is listed, including the more modern extensions and all contribute to the whole.
19. The team do not support increasing the footprint of the building. There is no justification or evidence that the work is necessary for the continued use of the building. There are also design concerns, including scale, form, mass, etc. as well as the number and location of rooflights. In addition, the proposal further erodes the garden amenity space creating awkward relationships with the chapel that forms part of the property.

Chairman's Delegation Meeting – 9th December 2009

20. Referred to February Planning Committee with site visit, Officers need to clarify lawful use of Chapel, ensure descriptions are correct and review possible unauthorised works.
21. In attendance were Cllr Turner, Cllr Loynes, Corrie Newell, Stacey Weiser-Jones, Laura Clarke, and Michael Jones.

Update on requests made at Chairman's Delegation Meeting

22. Letter received from Gawn Associates dated 16th December 2009 states that a change of use is not taking place and that the application is for extension and

alterations to the existing self-contained annexe. The annexe has been rented out since 1989. (Listed building application S/3021/88/LB granted consent for alterations to the dwelling to create a self-contained annexe.) Planning consent would have been required for such works. However, there is no evidence that this was sought and the annexe is now likely to be lawful considering the length of time that it has been used as such i.e. over 4 years.

Representations

Owner/Occupier of 62 High Street, Coton

23. No objections to the proposal provided that there is no increase in the capacity for occupancy at 66 High Street. If there were an increase in number of people having access to the property it would affect the privacy of the other houses in the courtyard due to the dwellings' close proximity. Vehicle access to the courtyard is limited to one car in total for no. 66 and 66A at present. Any new occupant would have to park in the parking area on the High Street.
24. If these assurances to these conditions can be met the proposal would receive the support of this neighbour.

Cllr Francis Burkitt

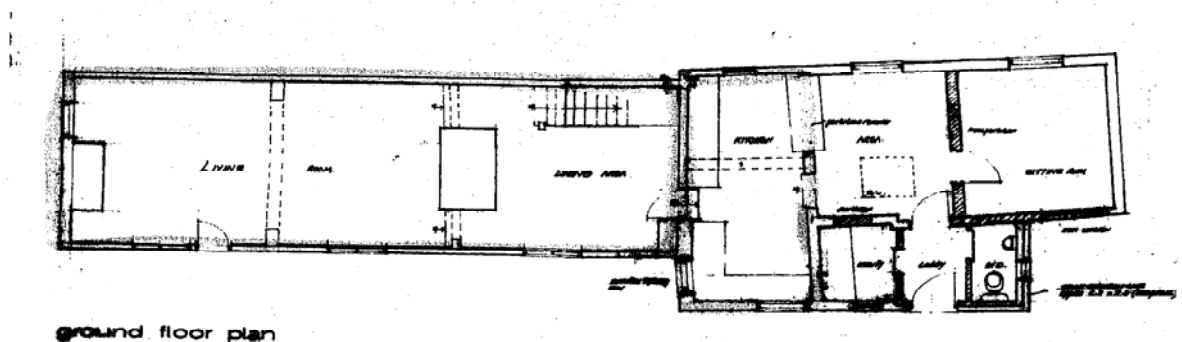
25. The proposal would significantly enhance and benefit the area; it is necessary and justifiable and is not detracting or damaging in anyway to the listed building.
26. It would not detract from the main historic part of the cottage; it would be in keeping with the plan formation, which is all in a straight line, in similar style to many old buildings in Coton. Looking on from the wider context it can be seen how the proposed extension would substantially enhance the plot and indeed why there is a need for this building.
27. The immediate location of the proposed development is a poor jumble, which currently detracts considerably from the Cottage on one side and Chapel on the other. The proposal would considerably enhance the area.
28. It is desirable because it would be an improvement to the area. Music students, villagers, and others for concerts use the Chapel. The proposal will have a wider community benefit.
29. Demolition of just the Sunday School building would leave a void in front of the Chapel. The design of the new extension is in keeping with the Cottage and Chapel, and would a courtyard style framing the other buildings and enhancing the aspect. There no incentive for the applicant to demolish the building unless it can be replaced with this proposed extension. The removal of the 1980s internal partition in the single-storey building will restore it to its original proportions. Being close to the Chapel, this room can then fulfil the function of an occasional informal green room for the educational activities in the Chapel, and the proposed bathroom will fulfil lavatory needs. The impact will be minimal and would not be visible from the main vantage point of the historic core.

Planning Comments – Key Issues

Impact on Listed Building and Conservation Area

30. The existing building sits gable end to the High Street and extends back into the plot. The building is two storey, with single storey extensions. The exact historic phasing of the building is unclear. There is a small front garden. To the east there is an outbuilding, formerly considered curtilage listed (known as the Coach House). In 1985 consent was granted to demolish the structure and rebuild it due to its poor condition. The building is substantially modern, although may still have some original historic fabric. The Coach House and Rose Cottage are located in close proximity, but their relationship is not known.
31. It is not possible to have a full understanding of all elements of the development of the historic development of the Cottage with the current level of information and investigation. Some aspects of development are reasonably clear but others are more uncertain. The Council believe that there are numerous phases, some of which no longer exist. The current structure is believed to have progressed like this:

PHASE III



PHASE I LATE 18th C

PHASE II

PHASE IV 1995

32. The date of phase II (the kitchen extension) is unclear. Old maps submitted in support of the application show structures in this location but it is not possible to identify their exact nature. 18th century buildings often lacked an internal kitchen and kitchen extensions are fairly common. Such an addition may have been made here.
33. Phase III as shown above could also have been part of the original building, but in looking at the exterior of the building, as seen from the neighbours property, there is an obvious change in the buildings shape, and there is a different window style in the kitchen area which differs from the remaining extension. This could be an historic extension, but it is not clear.
34. Phase IV is understood as being works included in the 1985 application mentioned above. Drawings on file confirm this.
35. Further investigation may not resolve all the uncertainties, but English Heritage and national planning policy guidance stresses that a full understanding of the development and significance of a historic building is crucial before decisions on changes are made and all efforts should be made to try and achieve such an understanding. Gawn Associates has carried out valuable research into this building. (Analysis is

unfortunately limited by the scale and detail of the historic maps and the clarity and subject of the copies of historic photos submitted.)

36. Officers nonetheless believe that a full and complete historic investigation, possibly requiring some opening up and/or non invasive investigation to view fabric, and the involvement of an architectural historian, is required to gain the maximum understanding of the building possible.
37. **Benefits of the scheme** - The demolition of the Sunday school room and its replacement with the proposed extension would enhance the setting of the chapel, in particular the space in front of its southern, front elevation and immediate views of it.
38. **Disadvantages of the scheme** - Visually, the existing extensions are subservient to the main Cottage as they are single storey and have a lower roof. As these are already single storey, it is not possible to make an additional extension subservient to and differentiated from the existing ones by a further reduction in height.
39. The impact of the proposal is assessed in terms of the amount of modern change and extension and the visual impact of the grouping of the Cottage and its extensions.
40. Individual and cumulative extensions to listed buildings should be subservient to the historic structures. In this case the cumulative historic and modern extensions would be more than twice the length and footprint of the main Cottage. The cumulative impact of modern extensions and rebuilding would also be significant.
41. As well as its form and footprint, the new extension would be read as a continuation of the existing one, for example, when seen in raking views from the south-west and south-east. The Sunday school room is generally not visible in these views. In addition, the full length of the cumulative extensions is larger than the original historic cottage.
42. Having compared the existing situation, which includes the Sunday School room, and that proposed, the Historic Buildings Officer considers the disadvantages of the scheme outweigh the advantages. This view takes into account the fact that the benefits are largely to the setting of the chapel, which is an important local building, while the disadvantages mainly affect a listed building.
43. **Justification for the proposals** - The net negative impacts of the scheme have been reviewed against the needs of the applicant and other justifications for the changes. Policy planning guidance is clear that individual needs should not outweigh the consideration that must be given to the special architectural and historic interest of listed buildings. Section 3.4 of PPG15 states that a Applicants for listed building consent must be able to justify their proposals. They will need to show why works, which would affect the character of a listed building, are desirable or necessary.
44. Original discussions with the current owner suggested that she wanted to extend the existing annexe, move into it and let out the original listed building. This was the basis of the last application for an extension, which was withdrawn (S/0408/09/LB).
45. The second application was initially thought to be based on the same need, however, a letter from the local Council Member in support of the proposal stated the use was for ancillary accommodation for the adjacent Chapel, acting as a 'Green Room' so that students could have a place to change, use the toilet, etc.

46. The existing extension (or annexe) already contains a self-contained lobby space, which includes a toilet, for the use of students (granted consent in 1985). This enables the occupier of the annexe to still lock their section off for privacy and security purposes. A separate building (replacing the Sunday School Room) or the conversion of the School Room, which are suggested as alternative options below, could provide 'Green Room' facilities.
47. The proposals are therefore not considered essential in terms of meeting the needs of the owner, as other alternatives are available. In addition, the proposal is not necessary in terms of the viable and reasonable use of the listed building. They are not desirable because their impact on the listed building will be negative.
48. **Alternative options** - The best option for the listed building and Chapel and their settings would be for the implementation of the consent for the demolition of Sunday School. This would restore a larger area of open space in front of the chapel, provide additional amenity space to both the chapel and the listed building and reinstate the views of the front façade of the chapel. The council cannot of course require or expect this to take place.
49. In terms of alternative options, which will provide accommodation, there may be scope for a freestanding building with an appropriate design. The structure's location would need to be discussed and it should not be possible to linked it physically to the listed building.
50. Another option would be the conversion of the existing Sunday school room to provide accommodation, for example for toilets, kitchenette, seating and waiting area, etc.
51. Conclusions - The impact and harm from the current proposal is as follows:
 - (a) The proposals would detract from the Listed Building and its curtilage and setting in scale, form, massing and appearance;
 - (b) Every building has a finite capacity for extension and this building has reached its limit
 - (c) The proposal further extends the already extended building resulting in a cumulative overall increase in overall size making the cumulative extensions larger than the original cottage
 - (d) The proposal neither preserves nor enhances the character and appearance of the conservation area as a result of the harm to the Listed Building.
 - (e) The proposal is not necessary to ensure the continuing use of the building;
 - (f) The need and justification are insufficient to outweigh the harm
 - (g) The original historic building becomes ancillary to the annexe and the main living functions are within the annexe. This reverses the historic hierarchy of the building and is undesirable.
 - (h) There are concerns about the design, form and scale

Impact on Neighbour Amenity

52. The proposals would therefore be contrary to Policies CH/3 and CH/4 which seek to protect the character, appearance and setting of the listed building.
53. The proposed extension is located away from nearby dwellings; however, it is located on the shared boundary with no. 68 High Street. The only openings proposed on the elevation to no. 68 High Street is a roof light near the ridge serving the bathroom. Due to its location it is considered that this roof light would not be unacceptable to

neighbour amenity. The guttering is no longer over hanging the boundary as it was on the previous application and has been addressed by introducing a parapet wall.

54. The neighbour at no.62 High Street expressed concerns regarding loss of privacy if more people would be using the site as a result of the proposed works. The proposal is for an extension to the existing annexe to make the living space bigger as indicated on drawing no. 208/268/P/02 Rev D date stamped 19th October 2009. It remains an one-bedroom unit and as such there should not be an increase in the number of people using the site. The neighbour also expressed concern regarding parking. Again, as the number of bedrooms to the property is not increasing, it is not considered that additional parking spaces would be required for the dwelling. Parking is also available on the High Street. The proposal is therefore considered to be acceptable in terms of neighbour amenity.

Recommendation

55. Refusal

1. The proposal would detract from the special character and appearance of the listed building by virtue of its scale, form and appearance and would increase the massing of the existing extensions thereby further eroding the historic plan and form of the listed building. The cumulative effect of the extensions means that the original character of the rear elevation would be lost and although a limited restoration of certain features is proposed, this is not considered to outweigh the harm caused by an additional extension. It is considered that the proposal would visually and physically dominate the rear elevation of the property and as such would significantly change the appearance of the building to its detriment. In addition the design of the proposed extension, in particular the roof form, is considered to be inappropriate and not in keeping with the simple character of the rear elevation. As a result, the proposal is contrary to Policies CH/3 of the South Cambridgeshire Local Development Framework Development Control Policies DPD 2007 which seeks to prevent development that would affect the retention and preservation of local materials and details on listed buildings in the district or affect the special architectural or historic interest of the listed building, and CH/4 which seeks to prevent any works that adversely affect the curtilage or wider setting of a listed building. The applicant has failed to show that the proposal is justified in the light of this harm. Consequently it is contrary to the advice in Para 3.4 of Planning Policy Guidance Note 15.

Background Papers: the following background papers were used in the preparation of this report:

- South Cambridgeshire Local Development Framework (LDF) Development Control Policies, adopted July 2007
- Planning References: S/0407/09/F, S/0408/09/LB, S/0613/08/CAC, S/3021/8/LB, S/2126/88/LB, S1439/85/LB, S/1136/85/NLB and C/0283/51
- Cllr Burkitt's letter dated 29th November 2009 (date stamped received 2nd December 2009)
- Additional Historic Information from Gawn Associates dated 24th November 2009 (date stamped received 30th November 2009)
- Letter from Gawn Associates dated 16th December 2009 (date stamped received 18th December 2009)

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