

Report of the Interim Chief Executive

APPLICATION NUMBER:	26/00070/FUL
LOCATION:	Willoughby Almshouses Church Lane Cossall Nottinghamshire
PROPOSAL:	Construct communal covered parking to rear of Almshouses. Provide associated layout and landscaping.

The application is brought to the Committee at the request of Cllr Pringle as the application site is within Nottinghamshire Green Belt.

1. Purpose of the Report

1.1 The application seeks planning permission to construct a communal covered parking area to the rear of the Almshouses, provide associated layout and landscaping.

2. Recommendation

The Committee is asked to RESOLVE that planning permission be refused for the reasons outlined in the appendix.

3. Detail

3.1 The application seeks planning permission to construct a communal covered parking to rear of Almshouses. Provide associated layout and landscaping.

3.2 A separate Listed Building consent application is currently pending consideration under reference number 26/00071/LBC.

3.3 The application site lies within Cossall Conservation Area and the Nottinghamshire Green Belt.

3.4 Both planning permission and Listed Building consent were previously granted under reference numbers 23/00510/FUL and 23/00511/LBC to construct residential extensions to a Grade II* Listed Building and refurbishments to create one 2-bedroomed dwelling (House 1), two 3-bedroomed dwellings (House 3 and 4) and one 4-bedroomed dwelling (House 2), new gardens, a new vehicular access and a car park, off-site alterations to junction of track to the east of the site with Church Lane and to remove certain trees from the rear of the site. Works are currently well under way to build out the approved consents.

3.5 The main issues relate to whether or not the principle of development is acceptable in the Green Belt, design, impact on the conservation area and Grade II* Listed Building, neighbour amenity and BNG.

4. Financial Implications

4.1 The comments from the Head of Finance Services were as follows:

There are no additional financial implications for the Council with the costs/income being within the normal course of business and contained within existing budgets. Any separate financial issues associated with S106s (or similar legal documents) are covered elsewhere in the report.

5. Legal Implications

5.1 The comments from the Head of Legal Services were as follows:

The Legal implications are set out in the report where relevant, a Legal advisor will also be present at the meeting should legal considerations arise.

6 Data Protection Compliance Implications

6.1 Due consideration has been given to keeping the planning process as transparent as possible, whilst ensuring that data protection legislation is complied with.

7. Background Papers:

7.1 No background papers.

Appendix

1. Details of the application

- 1.1 The application seeks planning permission to construct a communal covered parking to rear of Almshouses, provide associated layout and landscaping.

2. Site and surroundings

- 2.1 The application site is located within the Cossall Conservation Area and Nottinghamshire Green Belt and is located within the centre of Cossall Village. To the front of the site there is a wall to the front boundary with an overgrown garden area beyond. To the rear there is also an overgrown garden area. The Almshouses currently consist of six, one bedroom dwellings and one, three bedroomed dwelling. The building has been extended in the past with the provision of small flat roof extensions to the rear. The site is located within a predominantly residential area with residential properties to the side and directly opposite, with the Parish Hall to the opposite side.
- 2.2 The Willoughby Almshouses and the adjoining boundary walls are a Grade II* listed building. The Grade II* listing reflects the more than special architectural and historic interest of the group. This places the Willoughby Almshouses within the top 8% of listed buildings in England. The Almshouses date from 1685. They were endowed by George Willoughby, a member of a wealthy local family, which included Sir Francis Willoughby, who built the nearby Wollaton Hall. The red brick with plain tile roof building originally consisted of a row of eight individual dwellings for four poor men and women, two of which have been merged. A central unit was designed with a ridged roof. The three to the left and four to the right were expressed with steep gables, which gives the building a wide and grand frontage, despite it being comprised of humble dwellings. The fenestration to the frontage mainly consists of stone chamfered mullioned windows with cast-iron leaded casements and flat drip moulds. The central section of the building has a sundial on the front façade. The principal façade has survived unaltered.

3. Relevant Planning History

- 3.1 Planning permission and Listed Building Consent was granted under reference numbers 10/00044/FUL and 10/00045/FUL to rebuild the front wall.
- 3.2 Planning permission was granted under reference number 21/00507/FUL to construct residential extensions to a Grade II* Listed Building and refurbishments to create one 2-bedroomed dwelling (House 1), two 3-bedroomed dwellings (House 3 and 4) and one 4-bedroomed dwelling (House 2), new gardens, a new vehicular access and a car park, off-site alterations to junction of track to the east of the site with Church Lane and to remove certain trees from the rear of the site.

- 3.3 A Listed Building Consent application for the same description as 21/00507/FUL was formally withdrawn.
- 3.4 Both planning permission and Listed Building consent were previously granted under reference numbers 23/00510/FUL and 23/00511/LBC to construct residential extensions to a Grade II* Listed Building and refurbishments to create one 2-bedroomed dwelling (House 1), two 3-bedroomed dwellings (House 3 and 4) and one 4-bedroomed dwelling (House 2), new gardens, a new vehicular access and a car park, off-site alterations to junction of track to the east of the site with Church Lane and to remove certain trees from the rear of the site. Works are currently well under way to build out the approved consents.
- 3.5 A Non Material amendment to 23/00510/FUL to change the approved Velux rooflights to conservation rooflights as required in planning condition 11 and revision to the rooflight layout was granted under reference number 24/00495/NMA.
- 3.6 A Non Material amendment to 23/00510/FUL to amend the existing modern flat roof dormers on the rear of the building to be fitted with pitched roofs was granted under reference number 25/00251/NMA.
- 3.7 Listed Building consent was granted for the installation of an electric gate, revision to shared driveway layout, changes to internal layouts and rooflight layout of all four houses and proposed new windows to house 4 under reference number 25/00458/LBC.
- 3.8 A variation of condition 2 of planning permission 23/00510/FUL and Listed Building consent 23/00511/LBC to alter approved drawings to include installation of electric gate, revision to shared driveway layout, changes to internal layouts and rooflight layout of all four houses and proposed new windows to house 4 was granted under reference numbers 25/00561/VOC and 25/00876/LBC.
- 3.9 A further variation of condition 2 (approved plans) of planning permission 23/00510/FUL and Listed Building consent 23/00511/LBC was granted under reference numbers 25/00832/VOC and 25/00876/LBC.
- 3.10 A separate Listed Building consent application is currently pending consideration under reference number 26/00071/LBC.

4. Relevant Policies and Guidance

4.1 **Broxtowe Aligned Core Strategy 2014:**

The Council adopted the Core Strategy (CS) on 17 September 2014.

- Policy 3 – Green Belt
- Policy 10 - Design and Enhancing Local Identity.
- Policy 11 – The Historic Environment

4.2 Part 2 Local Plan 2019

The Council adopted the Part 2 Local Plan on 16 October 2019.

- Policy 8 – Development in the Green Belt
- Policy 11: The Historic Environment
- Policy 17 - Place-making, design and amenity.
- Policy 23 - Proposals affecting Designated and Non-Designated Heritage Assets

4.3 National Planning Policy Framework (NPPF) 2024

- Section 2 - Achieving sustainable development
- Section 4 - Decision-making.
- Section 12 - Achieving well-designed and beautiful places
- Section 13 – Protecting Green Belt land
- Section 16 - Conserving and enhancing the historic environment

5. Consultations

5.1 Consultees

- **Conservation Officer** – no objections, advises the proposed amendments and submitted details represent a thoughtful and conservation-led evolution of the previously approved scheme. the proposals reflect discussions held on site with the applicant and demonstrate a clear understanding of the significance of the grade ii* listed Willoughby Almshouses.
- **Ecology Officer** – No objections
- **Cllr L A Ball** – Awsworth, Cossall and Trowell Ward – no comment
- **Cllr D Pringle** - Awsworth, Cossall and Trowell Ward – called in to committee.
- **Cossall Parish Council** – No objections.
- **Historic England** - Advise that on the basis of the information submitted, they do not wish to offer any comments. They suggest that we seek the views of our specialist conservation adviser.
- **(LB) 6 Amenity Bodies** – No comments received.

5.2 7 Neighbours were consulted on the application along with the posting of a site notice, with no objections having been received.

6. Assessment

6.1 Principle

6.1.1 The Broxtowe Part 2 Local Plan (2019) Policy 8 states that proposals for development in the Green Belt will be determined in accordance with the NPPF. NPPF paragraph 153 states that inappropriate development is by definition harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 154 states that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt, although an exception to this is the extension or alteration of a building provided

that it does not result in disproportionate additions over and above the size of the original building. Policy 8 states that additions which result in an increase of more than 30% of the volume of the original building will be regarded as disproportionate.

- 6.1.2 The proposed development is for an outbuilding in the form of a shared carport. Whilst outbuildings can sometimes be considered as an addition to the dwelling in accordance with paragraph 153 of the NPPF, this would typically be for outbuildings sited in very close proximity to the host dwelling. The proposed carport would be sited to the rear of the Almshouses within the approved parking area, and as such is not considered to fall within the criteria of an addition to the dwelling, but as a separate building it is own right. The NPPF does not make any allowances for such buildings being an exception to inappropriate development in the Green Belt.
- 6.1.3 The proposed carport is of a significant size and will consist of two parking spaces for each of the dwellings being created within the conversion of the Almshouses with a total of 9 parking bays, will be open on all four sides and will measure 25.5m in length, 5.5m in width, 2.1m to the eaves and 4.5m in total height to the pitch of the roof. When viewing from the north across the open fields from Awsworth Lane the extensive roof serving the carport will be highly visible.
- 6.1.4 In support of the application the agent considers that in relation to the Green Belt, very special circumstances exist as the existing building is a heritage asset which is currently vacant and badly in need of repair. It is further advised that proposals for parking and access at and to the site are therefore essential for the repair and retention of the Listed Building and its continued beneficial use. The proposal is to include a carport as the protected parking spaces will be more suited to the high quality of the proposed dwelling than parking spaces delineated with hard landscaping only. The proposed carport will be a shared structure with dedicated spaces for each dwelling and will be open on all sides to ensure the view of the existing boundary walls is not obstructed. The carport is to be constructed with oak framing and trussed rafters, befitting the rural surroundings of the green belt. As such, the proposal meets the very special circumstances policy requirements for the Green Belt.
- 6.1.5 It should be noted that the Grade II* Listed Building already benefits from both planning permission and listed building consent under reference numbers 23/00510/FUL and 23/00511/LBC to construct residential extensions for refurbishments to create one 2-bedroomed dwelling (House 1), two 3-bedroomed dwellings (House 3 and 4) and one 4-bedroomed dwelling (House 2), new gardens, a new vehicular access and a car park, off-site alterations to junction of track to the east of the site with Church Lane and to remove certain trees from the rear of the site. Works are currently well under way to build out the approved consents. As part of the planning permission a rear parking area was approved indicating individual parking spaces along with a detailed landscaping scheme. The provision of the carport will be positioned to cover

these parking spaces and it is not considered necessary for the repair and retention of the Listed Building and its continued beneficial use and does not represent very special circumstances to grant planning permission.

6.1.6 Taking the above into account, it is considered that the proposal would be inappropriate development in the Green Belt and no very special circumstances have been put forward by the applicant. It is therefore considered that the principle of the development in the Green Belt is not acceptable.

6.2 Design and Impact on Conservation Area

6.2.1 Policy 10 of the Aligned Core Strategy states that development will be assessed in terms of massing, scale and proportion, materials and the impact on the amenity of nearby residents or occupiers. Policy 17 of the Part 2 Local Plan 2019 states that extensions should be of a size, siting and design that makes a positive contribution to the character and appearance of the area and does not dominate the existing building or appear over-prominent in the street scene.

6.2.2 Policy 23 of the Part 2 Local Plan 2019 states that proposals will be supported where heritage assets and their settings are conserved or enhanced in line with their significance. Policy 11 of the Aligned Core Strategy states that development will be supported where the historic environment and heritage assets and their settings are conserved and/or enhanced in line with their assets and significance.

6.2.3 The proposed carport will be open on all four sides and will measure 25.5m in length, 5.5m in width, 2.1m to the eaves and 4.5m in total height to the pitch of the roof. The carport will be sited along the northern boundary to the rear and will be sited over the 9 parking spaces serving the site. In terms of materials, the carport will consist of open timber trusses and plain tiles to match the main Almshouses building.

6.2.4 The Council's Conservation Officer advises the current application relates to revisions to the previously approved scheme, specifically the alteration of the internal driveway arrangement and the introduction of a shared timber carport structure within the rear part of the site.

6.2.5 The rear of the site has historically been subject to change and is of lesser heritage sensitivity than the principal south elevation of the Almshouses. In addition, the rear of the site is relatively well screened from public viewpoints within the Conservation Area. As such, development within this part of the curtilage has a reduced potential to affect the significance of the listed building when compared to works affecting the principal elevation or boundary frontage. The proposed carport is described as a freestanding timber structure constructed in oak with open sides and traditional roof trusses. The use of simple traditional materials and an open-sided form helps to reduce the visual mass of the structure and ensures that views of the historic boundary wall are not substantially obscured.

- 6.2.6 Whilst the introduction of a new structure within the curtilage of a Grade II* listed building inevitably results in a degree of change to its setting, the scale, siting and open form of the proposed carport are considered to limit the level of harm arising. The proposal must therefore be considered in the context of paragraph 215 of the National Planning Policy Framework, which requires that where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, that harm should be weighed against the public benefits of the proposal.
- 6.2.7 In this instance, the wider scheme seeks to secure the repair, restoration and viable long-term use of a Grade II* listed building which has been vacant and in poor condition for a number of years. The provision of an appropriate parking arrangement is a practical requirement to enable the building to function as residential accommodation and thereby secure its ongoing conservation.
- 6.2.8 Overall, the revised proposals are considered to result in a low level of less than substantial harm to the setting of the Grade II* listed building and its curtilage. This harm is limited by the siting of the carport to the rear of the site, its relatively modest scale, and the use of traditional materials. When weighed against the public benefits associated with securing the repair, reuse and long-term conservation of a highly significant Grade II* listed building, the proposal is considered to be acceptable in heritage terms.
- 6.2.9 Ultimately, if the carport was not constructed, then cars would be parked to the rear of the dwellings (as there is no other location) and the cluster of cars parked in an unconcealed location is deemed to be more harmful to the setting of the GII* listed Almshouses. Thus I do not object and I recommend the following conditions are applied:
- the new carport must be constructed from natural oak. Any other timber is not supported and would require a new approval;
 - the use of synthetic timbers are not permitted;
 - the roof of the carport must be constructed using the same reclaimed plain tiles that are being used in the re-roofing of Willoughby Almshouses. Any other roofing material is not supported and would require a new approval.
- 6.2.10 On this basis, the proposal is considered acceptable and are assessed as preserving the special architectural and historic interest of the listed building, in accordance with Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and national conservation policy.

6.3 Amenity

- 6.3.1 Due to the location of the carport to the rear of the building, it is not considered the proposal would give rise to any significant impacts upon the amenity of existing surrounding residential properties. The proposal would also provide adequate living conditions and outdoor amenity space for future residents.

6.4 Highway Safety

6.4.1 Vehicular access to the rear of the building leading to the proposed parking area is proposed via an existing driveway to the side of Cossall Parish Hall and number 22 Church Lane. The existing private driveway is proposed to be widened to 5.3m, which will lead to a driveway running across the land to the rear of the Parish Hall into a parking area. The provision of the parking to the rear of the Almshouses has already been established through the granting of planning permission under reference number 23/00510/FUL. There are no highway safety issues relating to this proposal.

6.5 Biodiversity Net Gain (BNG)

6.5.1 The Council's Ecology Officer advises that appropriate biodiversity net gain assessment has been completed by Betts Ecology dated 30 September 2025 which identifies the site to comprise an existing base-line of 0.88 habitat units and 0.21 hedgerow units. As site clearance and formation of a new car park has already begun these calculations are based on historic photographic evidence and the results of a previous survey carried on the site by Dr Stefan Bodnar.

6.5.2 Based on the current proposal the scheme will result in a net biodiversity loss of minus -65.37% habitats and as such does not achieve the statutory 10% biodiversity net gain requirement, does not meet the trading rules and this will need to be resolved to meet the mandatory 10% net gain requirement and satisfy the pre-commencement net gain condition.

7. Planning Balance

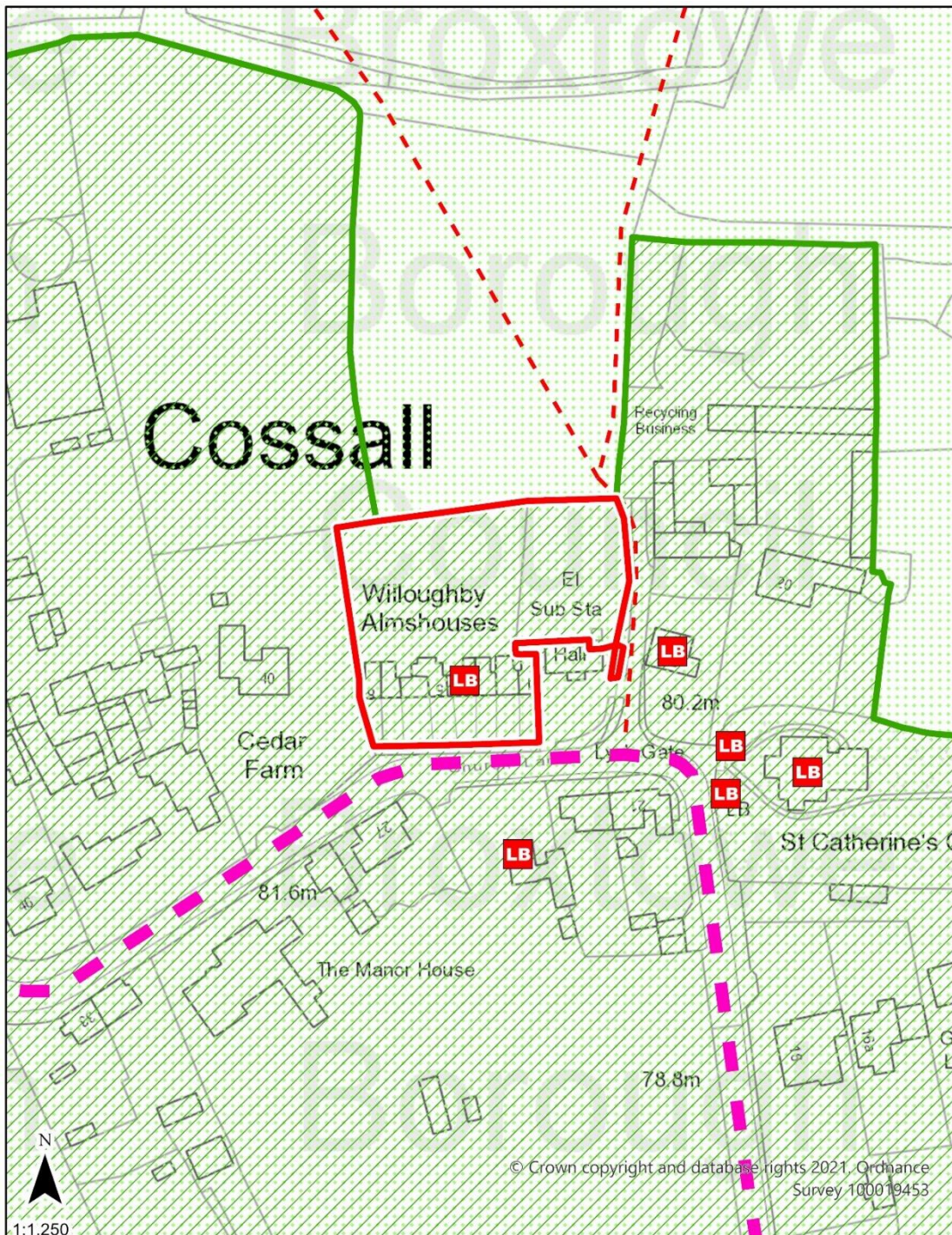
7.1 The proposed carport would be set in the Green Belt and does not meet any of the criteria to be considered as an exception to inappropriate development as set out by paragraph 153 of the NPPF. Whilst it would not result in an unacceptable upon the Conservation Area or Grade II* Listed Building, loss of amenity for neighbouring properties or highway safety, the harm as a result of its inappropriateness in the Green Belt outweighs its benefits and therefore on balance the proposal is considered unacceptable.

8. Conclusion

8.1 It is concluded that, having regard to the relevant policies of the Local Plan, national planning guidance and to all other material considerations including the Public Sector Equality and comments raised in representations received, the development is unacceptable and that there are no circumstances which otherwise would justify the granting of permission.

<u>Recommendation</u>	
The Committee is asked to RESOLVE that planning permission be refused for the following reasons:	
1.	The site lies within the Nottinghamshire Green Belt where in accordance with paragraph 153 of the NPPF inappropriate development is by definition harmful and should not be approved except in very special circumstances. The proposed development does not meet any of the exceptions to inappropriate development as set out by paragraphs 154 and 155 of the NPPF. The proposal is therefore contrary to the Broxtowe Part 2 Local Plan (2019) Policy 8 and Section 13 of the National Planning Policy Framework (NPPF) 2024 and no very special circumstances have been demonstrated or other material considerations to treat the proposal as an exception to these policies.
	NOTES TO APPLICANT
1.	The Council has acted positively and proactively in the determination of this application by working to determine it within the agreed determination timescale.

Map

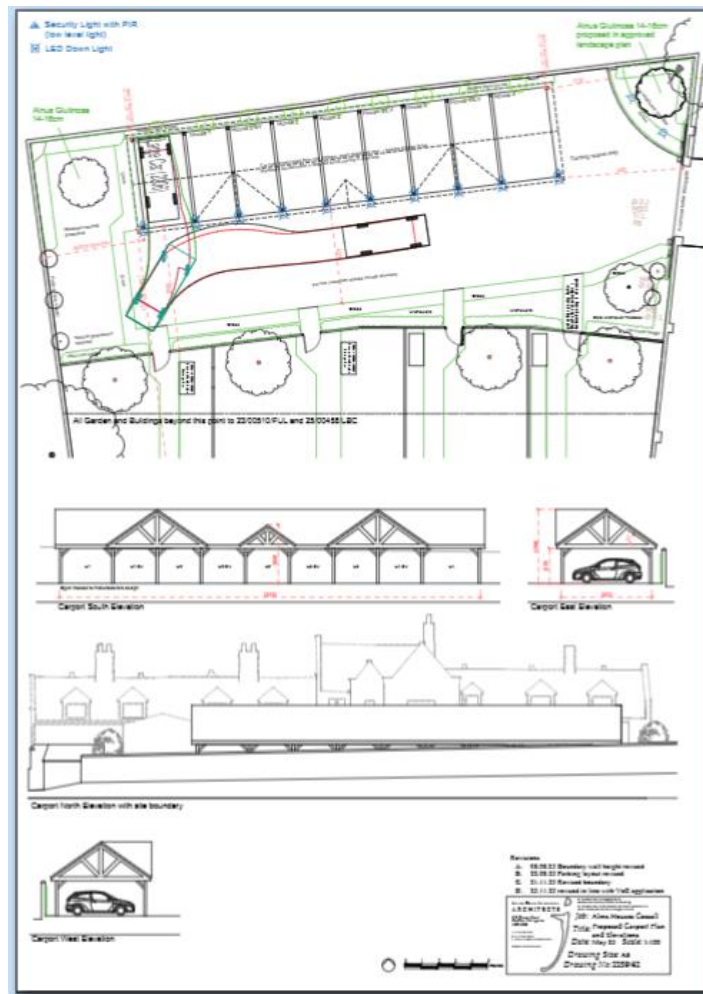


Legend

-  Site Outline
-  Classified Road
-  Footpath
-  Conservation Area
-  Green Belt
-  Listed Building

Plans (not to scale)

Site Layout and Elevations



Site Sections

