

ITEM:		RECOMMENDATION:	APPROVAL
REF NO:	3PL/2018/0816/LB	CASE OFFICER	Mark Springthorpe
LOCATION:	CARBROOKE Manor Farm, Willow Corner Carbrooke	APPNTYPE:	Listed Build Consent
		POLICY:	Out Settlemnt Bndry
		ALLOCATION:	N
		CONS AREA:	N
APPLICANT:	Dawe Estates Limited Care of Agent	LB GRADE:	Grade II
AGENT:	EJW Planning Limited Lincoln Barn Norwich Road	TPO:	N
PROPOSAL:	Restoration and sub-division of a Grade II Listed farmhouse to form 2no dwellings; Erection of 3no new dwellings; Associated parking and turning areas; Associated landscaping (AMENDED DESCRIPTION)		

REASON FOR COMMITTEE CONSIDERATION

The application is referred to Planning Committee at the request of a ward representative.

KEY ISSUES

Principle of development
Impact on the historic character, significance and setting of the Listed Building

DESCRIPTION OF DEVELOPMENT

The applicant seeks full planning permission for the development of the land to provide 3no new dwellings (1 x 3-bed and 2 x 4-bed units), together with the restoration of the Grade II Listed farmhouse to provide 2no further dwellings (1 x 3-bed and 1 x 4-bed). The proposal includes the provision of associated car parking and landscaping.

SITE AND LOCATION

The application site comprises 0.4 hectares of land at Manor Farm - located adjacent to the border of the defined settlement boundary for Carbrooke, with the gardens of properties at the north end of the village to the south and west of the site, farm buildings to the north and open countryside to the east.

The site comprises:

- A derelict Grade II Listed former farmhouse and its former gardens
- An area of heavily overgrown land including a large pond
- An area of hard standing incorporating two ancillary buildings and a derelict cart lodge.
- The enclosure of an area of the adjoining agricultural field following removal of the existing hedgerow and trees

With regard to its Listing (List entry Number: 1076825), Manor Farm House dates from the mid C17th, refaced in brick during the C18th and latterly featuring a corrugated tile roof. It comprises two storeys on a brick plinth, with features of note in the two principle elevations including:

Front Elevation

- Door left of centre under flat entablature
- 2no 3-light casements to right under segmental arches
- C20th French window to left
- Flat brick string course
- 3no 3-light casements to first floor with flat heads
- One small blocked window above door
- Gabled roof with low coped parapet to south on kneelers
- Tripartite mid C17th chimney stack over door with brick cap

Eastern Elevation

- Gable with large external chimney stack comprising three set-offs
- Pantiled fireboxes left and right for ovens
- String course at first floor and eaves line enclosing chimney stack

The site is approached via a tree-lined private driveway accessed from the highway at the junction of Shipdham Lane and Willow Corner. The village of Carbrooke comprises a mainly linear settlement of residential properties that straddle both sides of Shipdham Lane and Church Street. Further development extends east along Broadmoor Lane and south on both sides of Mill Lane, whilst a more scattered pattern of development extends outside of the settlement boundary westwards along Drury Lane.

EIA REQUIRED

No.

RELEVANT SITE HISTORY

3PL/2015/0088/F Permission 09-04-15

Rebuilding & refurbishment of collapsing cart shed & change of use to office & garage

3PL/2017/1276/F Refusal 02-03-18

Proposed redevelopment of underused land to provide four affordable homes for the local community, the restoration of existing Grade II listed farmhouse, the provision of six open market homes and the provision of open wildflower meadows, gardens and pond for the enjoyment of the local community.

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3PL/2018/0815/F

Restoration and sub-division of a Grade II Listed farmhouse to form 2no dwellings; Erection of 8no new dwellings; Associated parking and turning areas; Associated landscaping

POLICY CONSIDERATIONS

The following policies of the adopted Breckland Core Strategy and Development Control Policies and the adopted Site Specific Policies and Proposals Document, including the Proposals Maps, have been taken into consideration in the determination of this application. The provisions of the National Planning Policy Framework and National Planning Policy Guidance have also been taken into account, where appropriate

DC.16	Design
DC.17	Historic Environment
LBC	Planning(Listed Building & Conservation Areas) Act 1990
NPPF	National Planning Policy Framework
SS1	Spatial Strategy

OBLIGATIONS/CIL

No required.

CONSULTATIONS

CARBROOKE P C

Although raising initial concern, the Parish Council rescinded their objection in light of the amendments

HISTORIC BUILDINGS CONSULTANT

No objection following amendments - see also comments in response to 3PL/2018/0815/F re required materials condition

REPRESENTATIONS

1 letter of objection was received however, the concerns appear to principally relate to the determination of the corresponding application 3PL/2018/0815/F:

- Outside of settlement boundary
- No need for additional housing
- Increased use of unsafe junction
- Increased flood risk
- Inadequate drainage

ASSESSMENT NOTES

1.0 Principle of development

1.1 Paragraph 184 of the NPPF (2018) states that Local Planning Authorities should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. The

strategy LPA's should adopt for the conservation and enjoyment of the historic environment - including heritage assets most at risk through neglect, decay and other threats - should take into account (Para 185):

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The wider social, economic and environmental benefits that conservation of the historic environment can bring
- The desirability of new development making a positive contribution to local character and distinctiveness, and
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

1.2 When considering the impact of a proposed development on the significance of a designated heritage asset (Paragraph 193), great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

1.3 With regard to Paragraph 194, 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. Substantial harm to or loss of Grade II Listed Buildings should be exceptional

1.4 Paragraphs 195 & 196 of the NPPF (2018) set the framework for determining whether or not harm to a designated asset is justified, depending on the nature of that impact on the following basis:

Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- (a) the nature of the heritage asset prevents all reasonable uses of the site; and
- (b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- (c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- (d) the harm or loss is outweighed by the benefit of bringing the site back into use.

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

1.5 In accordance with Paragraph 189, in determining applications LPA's should require an Applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

1.6 In that respect, the Applicant has provided a Heritage Statement to supplement the Design & Access Statement.

1.7 Paragraph 3.2 of the Heritage Statement contends that the building is in a poor state of repair having been unoccupied for many years. However, Paragraph 191 confirms that where there is evidence of deliberate neglect or damage to a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision. This matter is discussed further below.

1.8 The principles set out in the NPPF are enacted under the Planning (Listed Building and Conservation Area) Act 1990 and at a local level through Policy DC17 of the adopted Breckland Core Strategy and Development Control Policies Development Plan Document (2009).

2.0 Impact on the setting, significance and appearance of the Listed Building

2.1 The key issue for consideration with this application is the impact of the proposal on the significance of the Listed Building, including its setting - having regard to Policy DC17 of the adopted Breckland Core Strategy and Development Control Policies Development Plan Document (2009), as well as to Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 and Section 16 (Conserving and Enhancing the Historic Environment) of the NPPF (2019).

2.2 The Applicant had provided a schedule of works for the building which include:

External

- Overhaul and reinstate salvageable rainwater goods
- Replacement of existing asbestos roof with Monier Redland Old Hollow clay pantiles in vintage red (main roof) and blue (rear wing)
- Walls and chimneys to be fully assessed and repaired in accordance with Structural Engineer's recommendations
- Existing brick walls are to be locally repointed, where joints are severely recessed, in a lime mortar and finish to a flush joint
- Replace missing and irreparable window frames and sashes to match existing
- Where retained, the frames, panes and parts to be restored and isolated areas of decaying wood replaced by piecing in new matching treated timber
- Repair external render coat and finish in Farrow & Ball off-white No 3 exterior paint
- Decorative lower plinth in black paint
- Retain metal and timber joinery where sound. Decorate in cream paint
- Timber canopy to front door of new rear dwelling, painted in Farrow & Ball Wimborne white No 239
- Timber doors to rear painted in Farrow & Ball Downpipe No 26
- Erection of curved trellis fencing to divide new curtilages
- Formation of new opening in stone wall to west of main house

Internal

- Carry out repairs to timber floor structures and window lintels in accordance with a structural engineer's recommendations.
- Repair and reinstate internal plasterwork which has been lost or damaged at walls and ceilings.
- Repair all damaged or defective joinery and fittings and reinstate loose items and missing parts of these to match original construction and patterns.
- Sub-division of the building to form 2no dwellings
- Stopping-up of the C20 first floor door opening between the two parts of the building
- The erection of partition walls at first floor level
- The removal of existing partition walls at first floor level in the main house
- Installation of 4no new bathroom/w.c. suites at first floor level
- General internal refurbishment to provide a habitable environment.
- Provide ventilation to all internal spaces in accordance with BSCP 5925:1980, while ensuring that pigeons are prevented from entering the building.

The Schedule also includes measures for access, safety and security provisions.

2.3 In addition to the intended works to the fabric of the building, the application also proposes the following works to its setting:

- Laying out of a new garden to the south side of the main house
- Landscaping of the area to the south-east to form a new 'farmyard' style enclosure around a shingle courtyard in Bredon Golden Gravel
- The erection of 3no new dwellings
- Restoration of a dilapidated four bay timber framed cart lodge to be used for the provision of car parking

2.4 In assessing the previous application (3PL/2017/1277/LB) the proposed repair, refurbishment and adaptive reuse of the designated heritage asset was welcomed in principle. However, the Historic Buildings Officer (HBO) noted that the submitted schedule of works required augmentation and elements of the specification needed to be amended.

2.5 Moreover, the matter of the setting of the Listed Building was not detailed or discussed and it was not demonstrated that the impact of the broader development would not give rise to unacceptable detriment. In addition, though the feasibility of the overall proposal was referred to, a case for enabling development had not been presented for analysis.

2.6 In resubmitting the application - and subject to the amendments pursued during the application process - the Applicant has provided a Heritage Statement. Following receipt of an Addendum to the Schedule of Works, the HBO has accepted that those details are now sufficient and acceptable in respect of the fabric of the existing building.

2.7 The general principles to be applied when considering the setting of listed buildings and the effect of developments have recently been re-affirmed by the combined decision of the Court of Appeal in *Catesby Estates Ltd v Steer & SoS for DCLG v Steer* (2018), being:

- Understand what the setting is and whether the proposal will be within it or in some way related to it
- Appreciate that the "surroundings in which asset is experienced" (as per the definition in the Glossary at Appendix 2 to the NPPF) may change over time and also that the way in which a heritage asset can be "experienced" is not limited only to the sense of sight. The "visual" connection should not be considered in isolation and at the expense of the historic social and economic connections. The "surroundings" of the heritage asset are its physical surroundings and the relevant "experience" - whatever it is - will be of the heritage asset itself in that physical place
- Acknowledge that the effect of a particular development on the setting of a Listed Building is a matter for the planning decision-maker - subject to "considerable importance and weight" being given to the desirability of preserving the setting of a heritage asset.

2.8 With regard to those principles, with reference to this case:

- It is acknowledged that both the Listed Building and broader development fall within the same contiguous application site and that the works will have direct consequences for the host property and its setting - and so are related
- As per the comments of the HBO, the surroundings - albeit altered over time - remain visually, socially and economically experienced as a farmyard setting

2.9 With regard to the application as originally submitted - the HBO demurred from the contention that the proposed new grouping of neo-vernacular houses constituted an improvement over the current farmyard with

regard to the setting of the Listed Building. It was considered that though (aside from an earlier barn - now disassociated visually with the farmhouse from within the application site as a result of later development) the original farm buildings may have been 'lost', the setting remains as a farmyard and as such, the historic context remains. That context would itself be eroded or lost were the setting to be artificially reconstituted as a de facto 'village green'.

2.10 Consequently, as a result of the changes to the broader development under 3PL/2018/0815/F - the re-configuration of the setting as a farm 'yard', set around a single courtyard and comprising range buildings and an open cart-lodge - the HBO has withdrawn their objection. On that basis, the proposal as amended would continue to reference the experience of that setting, in accordance with the expectations of Section 66(1) of the Planning (Listed Building and Conservation Area) Act 1990

2.11 In light of the above, it is considered that the proposal would not result in substantial harm to the significance of the heritage asset and consequently, should be considered against the public benefits of the proposal - in accordance with the expectations of Paragraph 197.

2.12 The submission proposes the alterations to the setting brought about by the broader proposal constitutes an enabling development - Heritage Statement (Paras 6.4 & 7.3-7.4) and Design & Access Statement (Pages 10-12).

2.13 In that respect - with regard to Paragraph 202 of the NPPF - LPA's should "assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the dis-benefits of departing from those policies".

2.14 The potential benefits are considered to be:

- The siting of the new dwellings arranged around a shared courtyard that will provide a cohesive and pleasing design solution, together with a sense of community;
- The restoration of the existing dilapidated listed building and the tidying up of the site that currently results in a negative impact on its setting;
- The high quality of the design of the new dwellings, and the use of traditional materials sympathetic to the listed Farmhouse and village as a whole; and
- The opportunity for comprehensive and well thought out landscaping proposals

2.15 Historic England (formerly English Heritage) advise that the amount of enabling development is the minimum necessary to secure the future of the heritage asset and that its form minimises harm to other public interest

2.16 Consequently, the significant reduction in quantum and fundamental changes to the character of the development as proposed is considered to be appropriate and necessary to enable the restoration of the Listed Building. As such, the proposal is considered to satisfy the expectations of Paragraph 202 of the NPPF and Policy DC17.

3.0 Conclusion

3.1 In light of the amendments during the application process, the broader works beyond the fabric of the Listed Building are considered to enable the safeguarding of the heritage asset without erosion or loss of its historic setting - consistent with the expectations of Policy DC17 of the Adopted Core Strategy (2009) and Paragraphs 196 & 202 of the NPPF (2018).

RECOMMENDATION

On the basis of the above appraisal, this application is therefore recommended for APPROVAL subject to the conditions listed below:

CONDITIONS

- 1 Listed Building Consent - Time Limit (3 years)**
The development must be begun not later than the expiration of THREE YEARS beginning with the date of this permission.
Reason for condition:-
As required by section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).
- 2 In accordance with submitted plans NEW 2017**
The development must be carried out in strict accordance with the application form, and approved documents and drawings as set out in the table at the end of this notice.
Reason for condition:-
To ensure the satisfactory development of the site.
- 3 Full schedule of works**
The development shall be carried out in strict accordance with full schedule of works as set out in SCHEDULE OF WORKS TO MANOR FARM HOUSE - CARBROOKE Revision: 4 (Received 18 July 2018) and ADDENDUM TO SCHEDULE OF WORKS TO MANOR FARM HOUSE - CARBROOKE (Received 03 September 2018), produced by David A Cutting Building Surveyors Ltd
Reason for condition:-
To ensure the special architectural and historic interest of the building as required by Policy DC 17 of the Adopted Core Strategy and Development Control Policies Development Plan Document 2009.
This condition will require to be discharged
- 4 External wall and roof materials to be agreed**
No development shall take place until precise details, (including samples where required), of the materials used in the external walls and roof(s) of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. This condition shall apply notwithstanding any indication as to these matters that have been given in the current application. The materials to be used in the development shall be in accordance with the approved details.
Reason for condition:-
To enable the Local Planning Authority to control the colour, tone, texture and appearance of the materials used to ensure the satisfactory appearance of the development, as required by Policy DC 1 and DC 16 of the Adopted Core Strategy and Development Control Policies Development Plan Document 2009.
This condition will require to be discharged
- 5 Variation of approved plans**
Any variation from the approved plans following commencement of the development, irrespective of the degree of variation, will constitute unauthorised development and may be

liable to enforcement action.

You or your agent or any person responsible for implementing this permission should inform the Development Control Section immediately of any proposed variation from the approved plans and ask to be advised to the best method to resolve the matter. Most proposals for variation to the approved plans will require the submission of a new application.