

SCHEDULE A: Applications with Recommendation

18/0819

Item No: 05

Date of Committee: 23/11/2018

Appn Ref No:
18/0819

Applicant:
Mr C Binnie

Parish:
St Cuthberts Without

Agent:
Black Box Architects
Limited

Ward:
Dalston

Location: Taupin Skail, Ratten Row, Dalston, Carlisle, CA5 7AY

Proposal: Single Storey Side And Rear Extension To Provide Kitchen And Family Room; Erection Of Replacement Garage (LBC)

Date of Receipt:
06/09/2018 23:01:02

Statutory Expiry Date
01/11/2018 23:01:02

26 Week Determination
26/11/2018

REPORT

Case Officer: Barbara Percival

1. Recommendation

- 1.1 It is recommended that this application is approved with conditions.

2. Main Issues

- 2.1 Impact of the proposal on the grade II listed building and adjacent listed buildings
2.2 Other matters

3. Application Details

The Site

- 3.1 Taupin Skail is located in the centre of Ratten Row. Ratten Row, approximately 4.5 miles south of Carlisle, is linear in form with development primarily focused on the western side of the county highway which runs through the settlement. The vernacular of Ratten Row is predominately that of former farm steads which have been converted into residential dwellings.
- 3.2 Taupin Skail, a converted grade II listed clay dabbin agricultural barn, is

located at right angles to the county highway. Two other listed buildings, The Long House and Town Head Farmhouse, are located to the north west and south of the application site respectively.

- 3.3 The accommodation currently consists of living room, kitchen and bedroom with 2no. bedrooms and bathroom above. A large detached garage with workroom/stores above is located to the south of the dwelling. A wooden summer house has also been centrally sited within the garden with a fuel tank located beside it. The roadside boundaries of the application site are made up of stone walls interspersed by the vehicular access serving the dwelling.

The Proposal

- 3.4 The proposal seeks full planning permission for the erection of a single storey extension to provide a kitchen and family room together with the erection of a replacement garage and car port. The submitted drawings illustrate a contemporary sedum roofed larch clad extension angled away from the southern elevation of Taupin Skail. The replacement garage and car port would also be finished in larch cladding but with a slate roof. The proposal also includes the removes a flue from the northern roof slope of Taupin Skail.

4. Summary of Representations

- 4.1 This application has been advertised by the direct notification of four neighbouring properties and the posting of site and press notices. In response, eight representations of objection and one representation of support have been received.
- 4.2 The representations identify the following issues:
1. questions the contents of the Heritage Asset Statement;
 2. proposal would result in the demolition of at least 20% of the surviving clay construction of the south wall;
 3. questions if Historic England have been consulted;
 4. scale and design of proposal will have a detrimental impact on the appearance of the listed building;
 5. questions the structural stability of the barn to facilitate the extension;
 6. loss of privacy;
 7. impact on the street scene;
 8. clarification on the disposal of foul drainage;
 9. clarification on the siting of the fuel tank;
 10. suggests internal alterations in lieu of extension
 11. Amenity Societies should be consulted;
 12. previous extension to the property was refused.
- 4.3 The Society for the Protection of Ancient Buildings (SPAB) has also commented, however, in this instance are not a statutory consultee in the determination of this application. The following is a summary of SPAB's

observations and advice:

Taupin Skail is a former barn that was converted to residential use approximately two decades ago. It is believed to date from the late C17th/early C18th, but may possibly be earlier. The building is an important and increasingly rare example of a traditional clay building.

While the SPAB is sympathetic to the wishes of the applicants to provide additional accommodation; rationalise the internal layout; and the efforts to try and devise a design which does not detract or compete with the historic barn, SPAB advise that the proposed scheme would cause harm to the buildings special interest and significance, and for which there is no clear and convincing justification and public benefits.

4.3 The representation of support identifies the following issues:

1. viewed the Long House and the barn (Taupin Skail) in the 80's prior to their conversion into dwellings and pleased that they were restored;
2. objections state that the extension should be at the back of Taupin Skail but an extension to the Long House was not at the rear;
3. the orientation of Taupin Skail in relation to the Long House prohibits extensions to Taupin Skail that would not be seen from public viewpoints;
4. the restoration of buildings helps to sustain rural communities. This proposal is for an extension of a dwelling to accommodate a young growing family.

5. **Summary of Consultation Responses**

St Cuthberts Without Parish Council: - the parish council will defer to the advice/comments of the heritage consultees as it is a listed building;

Historic England - North West Office: - on the basis of the information available to date, it is Historic England's view that there is no requirement to notify or consult Historic England under the relevant statutory provisions.

6. **Officer's Report**

Assessment

- 6.1 Section 70(2) of the Town and Country Planning Act 1990/Section 38(6) of the Planning and Compulsory Purchase Act 2004, requires that an application for planning permission is determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise.
- 6.2 The relevant planning policies against which the application is required to be assessed is the National Planning Policy Framework (NPPF), the Planning Practice Guidance (PPG), Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 and Policies SP6 and HE3 of the Carlisle District Local Plan 2015-2030. Historic England's document entitled 'The Setting of Heritage Assets - Historic Environment Good Practice Advice in Planning Note 3 (Second Edition)' is a further material planning consideration. Historic England has also published 'A Guide for Owners of Listed Buildings'

(September 2016).

6.3 The proposals raise the following planning issues:

1. Impact Of The Proposal On The Grade II Listed Building And Adjacent Listed Buildings

6.4 Section 66 (1) of the Planning (Listed Building and Conservation Areas) Act 1990 highlights the statutory duties of Local Planning Authorities whilst exercising of their powers in respect of listed buildings. The aforementioned section states that:

"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".

6.5 Accordingly, considerable importance and weight to the desirability of preserving the character and setting of Taupin Skail and the listed buildings to the north and south, the Long House and Town Head Farmhouse, respectively. If the harm is found to be less than substantial, then any assessment should not ignore the overarching statutory duty imposed by section 66(1).

6.6 Paragraph 184 of the NPPF highlights that: *"heritage assets range from sites and buildings of local historic value to those of the highest significance ... these 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".*

6.7 Paragraphs 193 and 194 of the NPPF outlines that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets 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. 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.

6.8 Policy HE3 of the local plan outlines that listed buildings and their settings will be preserved and enhanced. The overriding objective of doing so is to ensure that the character and setting of listed buildings are preserved.

6.9 In light of the foregoing it is considered that cognizance has to be given of: a) the significance of the heritage assets including the contribution made to the significance by their settings; and then assess b) the effect of the proposal on the heritage assets and their settings.

a) the significance of the listed building and adjacent listed buildings

including the contribution made to the significance by their settings

6.10 Taupin Skail, The Long House and Town Head Farmhouse are Grade II listed buildings. By way of background, as of 2016, there were over 377,000 listed buildings within England which are categorised as Grade I, Grade II* and Grade II. Grade I are of exceptional interest, sometimes considered to be internationally important, only 2.5% of Listed Buildings are Grade I. Grade II* Buildings are particularly important buildings of more than special interest, 5.5% of listed buildings are Grade II*. The final tier of Listed Buildings are Grade II buildings which are nationally important and of special interest.

6.11 The listing details for the aforementioned properties are as follows:

Taupin Skail (listed by Historic England on 22nd September 1983)

"Barn. Late C17 or early C18. Clay walls repaired with red sandstone, slate roof. 2 storeys, 3 bays. 3 upper and 3 lower doors separated by wooden lintels, with small ground floor window to right: slit vents to rear. Possibly same date as cottage 1689, the barn being in the same ownership"

The Long Barn (listed by Historic England on 22nd September 1983)

"Cottage, possibly late C16/early C17. 1689 date, with initials I & M.L and R & M.L, on door lintel refers to partial re-casing and extension; further extension made, probably in C18. Initials probably those of Losh family. Original building clay-walled; re-casing and extensions in squared rubble with dressed details. Main roof corrugated iron over thatch with brick mid and end chimneys; rear outshut roof stone-flagged. Single storey, 6 bays. Original cottage has 2 (inserted ?) windows, one is 2-light, stone-mullioned. 1689 work incorporates cross passage with dated lintel to chamfered door surround. Fire window and casement under continuous hoodmould to right, casement to left, all with chamfered surrounds. Door and part-blocked fire window in C18 extension. Doors are plank, windows are small-pane casements. Interior: Original cottage subdivided by full-height clay cross-wall; ogee-headed wooden doorcase leads into end room which has loft carried on stop chamfered post and beam. Main room has ogee-head wooden doorcase in gable end separated from inglenook by heck partition. Bressumer carries clay fire-hood; late C18/early C19 range with crane. 2 cruck trusses. Large brick oven in C18 extension".

Town Head Farmhouse (listed by Historic England on 1st April 1957)

"Farmhouse. Dated 1754 on sundial over entrance. Dressed red sandstone walls, graduated slate roof, 2 stone and one brick chimney stacks. 2 storeys, 3 bays. Raised quoins. Plain window surrounds. Entrance has moulded surround, carved false keystone and moulded cornice. Sundial has moulded stone surround and Roman Numerals whitewashed, numbers picked out in black. Windows all sashes with glazing bars. 4-panel door. Decorative wrought iron scrolls to gutter. Listing does not include farm buildings".

- 6.12 The buildings listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 for their special architectural or historic interest. Located within a rural landscape the properties were once dwellings and a barn associated with former farm steadings within the linear settlement of Ratten Row. Taupin Skail and The Long House, once in the same ownership, are mainly constructed from clay dabbin walls. Town Head Farmhouse is constructed of dressed sandstone walls.
- b) the effect of the proposed development on the heritage assets and their settings
- 6.13 Section 66 (1) requires that development proposals consider not only the potential impact of any proposal on a listed building but also on its setting. Considerable importance and weight needs to be given to the desirability of preserving Taupin Skail and adjacent listed buildings when assessing this application. If the harm is found to be less than substantial, then any assessment should not ignore the overarching statutory duty imposed by section 66(1).
- 6.14 As previously outlined in the report, Historic England has produced a document entitled 'The Setting of Heritage Assets - Historic Environment Good Practice Advice in Planning Note 3 (Second Edition)' (TSHA) to provide information of good practice to assist local authorities, planning and other consultants, applicants and other interested parties in implementing historic environment policy in the NPPF and the related guidance in the PPG.
- 6.15 The TSHA document highlights that the NPPF makes it clear that: *"the setting of a heritage asset is the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive and negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral"*.
- 6.16 The NPPF requires applicants 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 assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance (paragraph 189). Paragraph 190 expands by outlining that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. Local planning authorities should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage assets conservation and any aspect of the proposal.
- 6.17 When assessing any potential impact on heritage assets and their settings, most historic buildings reflect the cumulative changes of different ownership and uses and these in themselves can add to the special interest of a listed building, reflecting social and individual values and needs. Historically, such decisions were often made without the constraints of local planning

authorities. While the listing of buildings introduces a much greater degree of control, it does not mean historic buildings should remain frozen in time but the addition of sympathetic alterations or additions to improve modern living requirements can often sustain their heritage value.

- 6.18 Historic England acknowledges that listed building have to evolve often with contrasting materials in a modern design. In it's publication 'A guide for owners of listed buildings' it highlights that: *"a new extension should not dominate a historic building: this usually means it should be lower and smaller. There is no rule on the ideal percentage increase in size: it all depends on the size, character and setting of your house. An extension will usually have less effect on your historic home if it is built onto the back and not seen from the front. This is because the back is usually less architecturally important than the front. Side extensions may also work well. Permission for an extension that projects to the front is rarely given, as this is usually the most important and most visible part of the house. The exterior needs to be carefully designed. You should usually aim to use matching or complementary materials for walls and the roof. However, cleverly chosen contrasting materials in a modern design may work for some buildings, where the extension can then be clearly 'read' as different to the old house. But the effect should not be so different that the extension is more prominent than the main building"*.
- 6.19 The proposal seeks full planning permission for the erection of a single storey extension and the erection of a replacement garage and car port. The submitted drawings illustrate a contemporary larch clad extension with sedum roof angled away from the southern elevation of Taupin Skail. The replacement garage and car port would also be finished in larch cladding with a slate roof. The proposal also includes the removal of a flue from the northern roof slope of Taupin Skail.
- 6.20 The Structure and Setting Impact Statement, submitted as part of the application outlining that: *"The proposal leaves this aspect, the original front of the heritage asset as detailed in the assets listing, untouched and preserved. That is apart from the proposal to improve this setting by removal of the steel flue from the current listed building. This is considered to be a positive impact on the setting ... the proposal aims to bring the building group at Taupin Skail back into a more controlled order. To mitigate and minimise the impact on this setting the garden room extension will sit lower (due to some soil excavation) than the current 'summer house' and will be larch clad which will fade to grey with time and have a sedum roof. The garden room extension is also angled away from the main barn to further minimise the impact on the south elevation. Overall, the proposal is considered to have a minimal impact on the setting which is justified by provide a more sustainable and functional family home in the long term"*.
- 6.21 The immediate setting of Taupin Skail has evolved over the years through its conversion into a dwelling and its separation from the adjacent Long Barn. The settlement of Ratten Row remains that of a linear rural settlement; however, has moved away from the appearance of a primarily agricultural

settlement through the conversion of buildings once associated with the farm steadings into residential dwellings some of which have been extended and altered. The main focus of the buildings being on the western side of the county highway with the exception of an agricultural building located to the south west of the application site.

- 6.22 The gable elevation of Taupin Skail fronts onto the county highway with a stone boundary wall separating the dwelling and its amenity space from the highway. The majority of the amenity space serving the property is located to the south of the dwelling. A large detached garage is located in the south east corner of the application site with a wooden garden house and fuel tank centrally located within the application site.
- 6.23 When assessing the impact of the proposal on Taupin Skail and the adjacent listed building, The Long Barn, the northern elevation (original front elevation) of Taupin Skail would remain unchanged with the exception of the removal of a flue. In such a context, the character and setting of the listed buildings would be preserved. The removal of the flue also contributing positively to the character and setting of the listed buildings.
- 6.24 The existing garden level would be excavated in order to provide level access from the main dwelling into the proposed extension with the extension angled away from the main dwelling. A doorway would be formed in the western sandstone section of the property, thereby, leaving the clay dabbin sections of the building untouched. The aforementioned proposals together with the contemporary design and materials would also help to ensure that the proposed extension would not dominate the listed building in line with the Historic England's publication 'A guide for owners of listed buildings'. The replacement garage would be 1 metre lower than the garage which it would replace and be finished in larch lapping to replicate the single storey extension and an agricultural building located opposite. The replacement garage due to the scale and materials would appear less prominent than the current garage in the street scene.
- 6.25 As highlighted earlier in the report, access into the proposed extension would be via a new opening formed in the sandstone wall section of Taupin Skail. The submitted drawings also illustrate minimum internal alterations to the listed building, thereby, further protecting the integrity and historic fabric of the listed building. The only alterations would be the reconfiguration of the existing kitchen to provide a bedroom/study and utility room; however, this would be through the use of timber stud partition walls and would not affect the historic fabric of the building.
- 6.26 In respect of the wider context of the proposals on the character and settings of the buildings, an intervening building, existing boundary treatments together with the scale and design of the proposals would avoid any perceived detrimental impact on the settings of those listed buildings. The City Council's Urban Design/Conservation Officer has been involved in pre-application discussions. In respect of the submitted scheme, revised details have been requested and submitted to address issues raised by the Urban Design/Conservation Officer during the consultation process. The revised scheme now illustrates a reduced entrance from the main dwelling

into the extension together with the reduction in scale of the hallway link. The Urban Design/Conservation Officer has confirmed that the revised proposal addresses his original concerns and that the proposal is acceptable.

- 6.27 The proposal does not involve the partial or total demolition of a listed building, therefore, there is no requirement to consult Historic England or National Amenity Societies. Nevertheless, following comments made by third parties, Historic England were consulted and comments received from the Society for the Protection of Ancient Buildings (SPAB). Historic England subsequently concurred with the council in that based on the information, it is its view that there is no need to notify or consult Historic England on this application under the relevant statutory provisions. The comments of SPAB have been reproduced for Members in Section 4 (paragraph 4.3) of this report.
- 6.28 In summary, the proposals although of contemporary design and materials would not result in any demonstrable harm to the listed buildings or their settings. The increased accommodation required by the current occupiers of the property can also be achieved without detriment to the listed building and adjacent listed buildings. In all aspects the proposals are compliant with the objectives of the NPPF, PPG, Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 and relevant adopted local plan policies.

2. Other Matters

- 6.29 Third parties have questioned why Historic England and National Amenity Societies, including the Society for the Protection of Ancient Buildings (SPAB), had not originally been consulted on the application. The Arrangements For Handling Heritage Applications Direction 2015 sets out the requirements when local planning authorities are obliged to notify Historic England and the National Amenity Societies. In the case of this application no formal obligation is required as the proposal does not involve the partial or total demolition of a listed building. Historic England and SPAB have been consulted and their comments summarised in Sections 5 and 4 (paragraph 4.3) of this report respectively.
- 6.30 Further concerns have been raised as to the structural stability of the clay dabbin barn to facilitate the proposed extension. This issue has been addressed in the 'Supplementary Information Structure and Setting Impact Statement'. This document details that the clay dabbin walls would be unaffected as the proposed access link from the original building to the proposed extension would be through the western end of the barn which is of sandstone construction.

Conclusion

- 6.31 The proposals although of contemporary design and materials would not result in any demonstrable harm to the listed buildings or their settings. The increased accommodation required by the current occupiers of the property can also be achieved without detriment to the listed building or adjacent listed buildings. The proposals would not have a detrimental impact on the living conditions of the occupiers of neighbouring properties.

- 6.32 In all aspects the proposals are compliant with the objectives of the NPPF, PPG, Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990, and local plan policies. Accordingly, the application is recommended for approval.

7. Planning History

- 4.1 In 1999, listed building consent and planning permission were granted for the conversion of a barn to form a dwelling (application references 99/0518 and 99/0519).
- 4.2 Also, in 1999, an application for listed building consent was submitted for the conversion of barn to residential dwelling with extension but was withdrawn prior to determination (application reference 99/0565).
- 4.3 In 2005, planning permission and listed building consent were granted for the erection of a garage and summer house, provision of access and wooden gate (application references 05/0007 and 05/0067).
- 4.4 In 2015, an application for the listed building consent for the installation of a stainless steel flue to the northern roof for a wood burning stove was withdrawn prior to determination (application reference 15/0656).
- 4.5 In 2016, listed building consent was granted for retention of internal alterations and stainless steel flue to the northern roof for a wood burning stove (application reference 16/0567).
- 4.6 There is currently an application for full planning permission for the single storey side and rear extension to provide kitchen and family room; erection of replacement garage pending a decision (application reference 18/0818).

8. Recommendation: Grant Permission

1. The works shall be begun not later than the expiration of 3 years beginning with the date of the grant of this consent.

Reason: In accordance with the provisions of Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.

2. The development shall be undertaken in strict accordance with the approved documents for this Listed Building Consent which comprise:
1. the submitted planning application form received 6th September 2018;
 2. the Design and Heritage Statement Rev B received 5th November 2018;
 3. the Supplementary Information Structure and Setting Impact Statement received 5th November 2018;
 4. the plans received 9th November 2018 (Drawing No. 2018-108-02C

- Revision C);
5. the block plan received 6th September 2018 (Drawing No. 2018-108-04);
 6. the location plan received 6th September 2018 (Drawing No. 2018-108-05);
 7. the draft section of extension received 15th October 2018 (Drawing No. 2018-108-07);
 8. the Notice of Decision; and
 9. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

3. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), (or any Order revoking and re-enacting that Order), the windows in the western elevation of the extension shall be obscure glazed to a minimum of Factor 3 and thereafter retained as such to the satisfaction of the local planning authority.

Reason: In order to protect the privacy and amenities of residents in close proximity to the site in accordance with Policies SP6 and HO8 of the Carlisle District Local Plan 2015-2030.
