

SCHEDULE A: Applications with Recommendation

21/0514

Item No: 11

Date of Committee: 03/12/2021

Appn Ref No:
21/0514

Applicant:
Kirkaldy and Roe Ltd

Parish:
Burgh-by-Sands

Agent:
Summit Town Planning

Ward:
Dalston & Burgh

Location: Buck Bottom Farm, Burgh by Sands, Carlisle, CA5 6AN

Proposal: Demolition Of 2no Barns; Conversion Of 1no. Barn To Dwelling And Erection Of 3no. Dwellings (LBC)

Date of Receipt:
21/05/2021 16:00:49

Statutory Expiry Date
16/07/2021 16:00:49

26 Week Determination

REPORT

Case Officer: John Hiscox

1. Recommendation

1.1 It is recommended that the application is approved with conditions.

2. Main Issues

2.1 Impacts of the proposed alterations and demolition on the historic fabric of buildings and structures listed by associated with the Grade II listed Buckbottom Farmhouse.

3. Application Details

The Site

3.1 The application site is within the village of Burgh-by-Sands. It is situated on the south side of the C2042 public road that runs east-west through the village. It has two accesses, both gated, either side (east and west) of Buckbottom Farmhouse, which is a Grade II listed building facing north towards the road. The site is generally behind Buckbottom Farmhouse, but also includes the ground east and west which includes a traditional brick barn proposed for conversion.

- 3.2 The site includes several buildings close to the eastern boundary which are associated with Buckbottom Farmhouse and which are considered to form part of the Grade II listing, by association with it. The frontage section of the three sections of these buildings is proposed to be retained and converted to a dwelling; the remainder would be partially demolished to facilitate the development proposed. A section of front boundary wall would be modified to facilitate relocation of the existing eastern access. These are the listed components of the site the subject of this Listed Building Consent (LBC) application.
- 3.3 Opposite to the north, on the opposite side of the road are Lamonby (Farmhouse) (Grade II* listed building) and a row of three dwellings known as White House, Rosemount Cottage and Rosemount. The central one of these (Rose Mount) is a Grade II listed building. Whereas Lamonby Farmhouse is perpendicular to the road with its long length being south-north, the row of three dwellings is parallel and is set back behind deep frontal curtilage areas.
- 3.4 The application site is within the core of the Burgh By Sands Conservation Area, and although Buckbottom Farmhouse substantially screens large parts of the site from the C2042, it is easy to see the ground behind that would be developed, and even easier to observe the brick building proposed to be converted, which is close to the road.

Background

- 3.5 The Committee is advised that LBC was previously granted for similar works on this site through applications described in the planning history section of this report. However, development approved under previous permissions/consents has not technically been commenced, therefore there are no extant permissions in place.

The Proposal

- 3.6 The overall site would be re-developed to provide 4no dwellings. One of said dwellings would be formed through conversion of a substantial brick barn close to the road. Part of the existing frontage wall would be demolished and rebuilt with the gateway in a different position, to provide the main access into the site. Part of the eastern range would be demolished to make way for the re-development. It is these components of the proposals that require LBC, because all of these items are listed by association with the Grade II listed Buckbottom Farmhouse.
- 3.7 The site itself has largely been cleared of the remains of buildings previously demolished (with relevant permissions/consents obtained).
- 3.8 The existing barn would be converted re-using existing openings in the west elevation, which would become the front elevation of the house. A range of new openings is proposed in both the rear (south) and roadside (north) elevations. It should be noted that both elevations are currently blank. Guttering, windows (timber), openings and pointing are described/mentioned

but not in any detail in the drawings.

- 3.9 To facilitate development, demolition of one entire building and most of a second building adjacent to the eastern boundary is proposed. It may be noted that these principles were established and agreed under previous planning references 13/0047 and 13/0048.

4. Summary of Representations

- 4.1 The application was advertised by way of a site notice, press notices and third party letters sent to three neighbouring addresses. In responses, letters of representation have been received representing two households: one in support, and one in objection.

- 4.2 A summary of the matters of relevance raised in support is as follows:

- (i) development would help support local employment;
- (ii) tidying up of site (derelict and disused);

- 4.3 A summary of the matters of relevance raised in objection is as follows:

- (iii) adverse impact on heritage settings of nearby listed buildings;
- (iv) level and nature of development too great for the site - would be more compatible if scaled down (fewer dwellings, more space);
- (v) window frames in barn conversion should be timber to reflect heritage context, not uPVC or other;
- (vi) development promoting fragmentation of curtilage of listed building;
- (vii) historical/heritage statements inadequate - tell readers nothing of the history, significance or impacts.

5. Summary of Consultation Responses

Cumbria County Council - (Archaeological Services): - No objection/no comment.

Historic England: - Does not wish to offer any comments.

Burgh-by-Sands Parish Council: - Original response set out in two sections: Observations and Objections.

Observations:

- (i) acknowledges that this site should be developed but draws attention to the fact that this is an important archaeological site with Hadrian's wall, Vallum, Fort and Vicus in close proximity to the site.
- (ii) notes that the Historic Environment Officer recommends a full archaeological investigation recording and achieving so that a permanent and publicly accessible record is made of them.
- (iii) Notes that the site should be the subject of an archaeological investigation to record these assets in advance of development and is submitted by the

applicant and approved in writing by the Local Planning Authority.

- (iv) Observes that demolition works have to be approved by the Local Planning Authority in order to protect any underlying archaeological remains.
- (v) Requests that the Conservation Officer and the Planning Authority are involved at every stage to closely monitor progress on this important site.
- (vi) Highlights Policy HE 2 of Carlisle District Plan 9.9 - 13 - emphasises the fact that these assets are valuable, finite, irreplaceable and fragile resources and are vulnerable to a wide range of human activities and natural processes.
- (vii) Recommends that the setting of the surrounding listed buildings that are in close proximity to this proposed development and should be preserved so that the proposals will minimise any adverse impact on their setting (refers specifically to Local Plan Policy HE 3).
- (viii) States that several buildings are adjacent to the proposed development:

Grade 2 Listed Cross farm house and cruck barn
Grade 2 Listed Buckbottom Farm House and barn
Grade 2 Lamonby Farm, an important Listed building of more than special interest and Grade 2 Listed Rosemount are close to this site.
- (ix) Observes that the restoration and development of the existing brick built barn on the roadside would appear to be necessary to prevent further decay and deterioration as has happened since the site was purchased from the original owners of a then working Farm over 14 years ago; and that the plans show a sympathetic reuse of materials where possible.
- (x) Points out that there are rarely school places available locally.

Objections:

- (xi) Detailed plans for the drainage of the site do not appear to have been submitted and the Parish Council yet again wishes to point out the drainage problems in the area and that UU regularly have to service the drainage in the area close by. The main sewerage pipe is ancient and with the additional number of houses now built in Burgh this added development will exacerbate the problem. Surface water is also an issue and hard surfaces should be kept to a minimum.
- (xii) The windows and doors of the bungalows should be in keeping with the surrounding properties i.e. Timber and not UPVC as has been required of renovations to adjacent properties regardless of their position.

31.8.21: Additional comments received: "Keeping the end of the building is a good proposal and the rearrangement of the windows etc will also be to the good (fenestration), keeping with the Council's previous comments to be retained and considered."

Solway Coast AONB Unit: - No response.

Natural England: - No objection.

Ancient Monument Society: - No response.

Council for British Archaeology: - No response.

National Amenity Society: - No response.

Georgian Group: - No response.

Victorian Society : - No response.

Twentieth Century Society: - No response.

Northern Gas Networks: - No objection. Advises in respect of gas apparatus likely to be present in the locality, and the need to approach the gas provider in advance of development.

Society for the Protection of Ancient Buildings: - Holding response received on 9.6.21, requiring clarification in respect of the barns affected by the application.

6. Officer's Report

Policy Framework:

6.1 Applications for Listed Building Consent require to be considered in relation to the Planning (Listed Buildings and Conservation Areas) Act 1990, and to be assessed against the National Planning Policy Framework (NPPF - 2019 - as amended in July 2021) and the Policies of the Carlisle District Local Plan 2015-2030 listed in paragraph 6.3 below.

6.2 The main issue, as listed earlier in the report, is as follows:

- (i) Impacts of the proposed alterations and demolition on the historic fabric of buildings and structures listed by associated with the Grade II listed Buckbottom Farmhouse.

6.3 Taking into consideration the range and nature of matters for consideration in respect of this application for Listed Building Consent (LBC), the following Policy of the aforementioned Local Plan is specifically of relevance to this application:

Policy HE 3 - Listed Buildings

6.4 Chapter 16 of the NPPF 'Conserving and enhancing the historic environment' is the main area of relevance within that national, overarching document.

Applicant's Supporting Information:

Planning Statement (Summit Town Planning):

6.5 A summary of the matters of relevance covered within the Planning Statement is as follows:

- (i) Advises that the barns within the site are considered curtilage listed by virtue of being formally in the same land ownership as Buck Bottom Farmhouse
- (ii) Lists planning history of the site in the context of the current

- application(s)
- (iii) Advises that the application responds to concerns raised in relation to the most recent planning application
- (iv) Describes the site and surroundings, confirming proximity of other development and settings (including heritage) in proximity
- (v) Confirms that buildings on site at present already have consent to be demolished
- (vi) Describes the proposals submitted, making reference to previous approved applications (2013 scheme) and elements thereby already consented
- (vii) Summarises planning policy (national and local) considered to be relevant (NB - references to NPPF not up to date as it has been updated since the Statement was prepared)
- (viii) Seeks to explain why the development would be acceptable in the context of national and local planning policies
- (ix) Advises that the curtilage barns are NOT listed, reflecting on the Historic England listing description
- (x) Undertakes an assessment and advises why current scheme should be accepted, referring specifically to heritage matters
- (xi) Attempts to clarify position in relation to heritage status of the buildings
- (xii) Describes benefits considered to arise from the development proposed in terms of public amenity improvement (tidying up of site etc)
- (xiii) Ends with conclusion/summary relating to matters discussed in more detail throughout the Statement

Structural Report (Bingham Yates Ltd 2019):

- 6.6 The structural report indicates that re-use of the buildings intended to be demolished within the site (brick/stone buildings present at this time, not previously demolished modern buildings now cleared from the site) is not practicable given their poor structural condition arising from decay and damage caused over time. It indicates that works required to enable the buildings to be kept would be invasive and that the buildings may not be able to withstand them. It is advised that consideration should be given to demolition as the preferred option, in the light of their condition.

Historic Impact Assessment (Summit Town Planning):

- 6.7 A summary of the matters of relevance covered within the Historic Impact Assessment is as follows:
- (i) Confirms that barns referred to are curtilage structures to the listed Buckbottom Farmhouse, and are within Burgh Conservation Area
 - (ii) Advises that the planning application is accompanied by a Level 2 survey of the barns, details of the replacement buildings and archaeological survey
 - (iii) Advises that site is within the setting of a listed building, within Burgh by Sands Conservation Area, the Solway Coast Area of Outstanding Natural Beauty, the Hadrian's Wall Buffer Zone and that the Scheduled Ancient Monument of the vallum lies to the rear of the site.
 - (iv) Provides overview of national policy relevant to consideration of

- applications involving heritage assets
- (v) Refers to documents published by Historic England regarding development in relation to heritage assets
- (vi) Describes the current proposals in the context of surrounding heritage structures and settings
- (vii) Describes historic and current context of Buckbottom Farmhouse
- (viii) Opines that the development has been designed to respond favourably to the setting of this asset, and that the re-use of the site behinds it for housing, in an appropriate way, is positive in planning terms
- (ix) Describes the significance of the site and scheme in the context of Hadrian's Wall World Heritage Site
- (x) Ends with conclusion/summary relating to matters discussed in more detail throughout the Statement. Specifically advises that any harm perceived to be caused by the development is considered to be outweighed by the provision of new housing and the retention of the red brick barn giving it a viable future.

Design and Access Statement (Black Box Architects):

6.8 A summary of matters of relevance within this document is as follows:

- (i) Describes the site and setting and gives detailed commentary on proposed barn conversion
- (ii) Describes context of new-builds to rear and intended demolition of existing barns
- (iii) Discusses intended materials and (hard) landscaping

NB This document is not up to date because it does not reflect the revised scheme submitted in response to officer/agent discussion in August 2021.

Archaeological Building Survey (Wardell Armstrong, 2017):

6.9 This document is intended to be a Level 2 Recording (as per Historic England guidance) of buildings to be demolished/altered. It is set in the context of 13/0047 and 13/0048, the planning permission and LBC. However, it is relevant to the current application.

Assessment

Impacts of the proposed alterations and demolition on the historic fabric of buildings and structures listed by associated with the Grade II listed Buckbottom Farmhouse.

6.10 Section 66 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 requires 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."*

- 6.11 The range of outbuildings close to the eastern boundary is listed by association with Buckbottom Farmhouse. The proposed conversion of the barn to a dwelling, partial demolition of the remaining barns in this area to open up the site, and alterations to the front boundary wall all require LBC.
- 6.12 The development would easily be viewed from public vantage points at close quarters, especially the frontage barn and the front boundary wall. Changes to the frontage and barn would have significant effects on the heritage asset. The changes would also relate to the settings of Cross Farm (adjoining - Grade II), and to a lesser extent Lamonby Farm (opposite - Grade II*).
- 6.13 The previous scheme approved under 13/0047 and 13/0048 is influential and comparison between what is now proposed and what has been approved in detail is reasonable.
- 6.14 Substantial demolition was approved in relation to the two southernmost sections of building in the eastern range in a highly similar arrangement to that now proposed, with a section of back wall being retained. This element of the proposals, in the context of this LBC application, can be accepted, having specific regard to the condition of the buildings which is now inevitably worse than when previous agreement was achieved in 2013.
- 6.15 Conversion of the frontage barn was approved with many similar elements as proposed now; however, the prominent front elevation facing the main public road is considered to be of poorer design this time around with an increase in the number of openings and a less sympathetic arrangement, rhythm and scale of openings, which in combination makes this elevation highly domesticated. It is a blank brick gable end at present, which is characteristic of northern walls of farm buildings in many settings. Planning permission and LBC were granted for the insertion of three openings in this elevation (two at upper floor and one at ground floor level(s) in a manner previously agreed by the Conservation Officer. However, the current arrangement is considered to be less sympathetic and not to relate particularly well to the setting which is so close to Cross Farm and Buckbottom, with Lamonby opposite. The approved 2013 scheme includes three narrower windows arranged and designed to harmonise with this elevation; whereas, the current scheme includes a window array which seems excessive in terms of its external arrangement and number of openings proposed, and potentially unnecessary (or at least possible to re-design so that it is more sensitive).
- 6.16 The applicants argue that the elevation as proposed, with its number and scale of openings is necessary to allow internal rooms to be adequately flooded with natural light, in particular to improve energy efficiency. The case is also made that negotiations undertaken previously to reduce impacts on the principal/primary west elevation have forced the need for new openings to other parts of the building, hence the increase in openings in the north (and south) elevations.

Conclusion

- 6.17 In effect, this is an attempt to renew 13/0048 but the application/proposal has been updated and changed to reflect the ambit of a different developer. Noteworthy changes to the scheme include the interventions/demolitions relating to the (curtilage) listed buildings.
- 6.18 The main fundamental change to 'bungalows' has improved the hierarchy of development significantly in a local/heritage context by comparison to the 2013 scheme, and although the design approach (including materials) for the new-builds is not exceptional and does not promote a conservation-led approach to design, the development impacts of these subservient items can be absorbed due to the strength of the heritage resource which is enveloped by substantial, prominent buildings including the listed Cross Farm and Buckbottom Farmhouse. This is relevant to the current LBC application, in terms of the overall planning balance.
- 6.19 Officers consider that the issue of the north elevation of the barn conversion has not been fully, satisfactorily resolved. Attempts to reduce impacts on the barn to be converted have led to developer resistance on the basis that the scheme as submitted provides the optimum amount of light availability to rooms and is not harmful to the heritage resource. This is contested by the Carlisle City Council Conservation Officer and the case officer; however, the scheme as submitted (which has been slightly adjusted to make the fenestration in the northern end less regular) does enable the west/front elevation of the building to be retained largely as it is now. The west elevation is arguably the most sensitive to change, and during the consideration period for the 2013 scheme additional upper floor openings were deleted from the scheme, leading in turn to pressure to provide light via windows elsewhere. Although it would have been preferable for further adjustments to the northern end elevation to be made in the light of officer advice, its potential additional effects on the heritage resource over and above those already endorsed in the 2013 scheme are not overriding and can be accepted, on balance and in relation to the overall scheme. This balance takes account of the beneficial change arising from moving two storey to single storey new-builds on the ground behind, as assessed in the planning report for 21/0513.
- 6.20 All matters raised in objection to the scheme by third parties and the Parish Council have been considered and appraised in this report, alongside components that could have been improved, especially given the sensitive heritage setting and visual environs of the site. However, on balance, and in particular having regard to the substantially improved hierarchy of buildings that would be achieved by comparison to the approved 2013 scheme, the changes to the northern elevation of the barn conversion can be accepted because their impacts would not be harmful to the point where the scheme is rendered unsupportable. The remainder of the proposals have already been tested thoroughly via the 2013 applications, and have thereby been endorsed.
- 6.21 The matters raised in representations from the aforementioned sources do not outweigh the general acceptability of the scheme, as revised in August 2021, which is not in conflict with Policy HE 3 or the 1990 Act. The

application, therefore, is recommended for approval subject to conditions.

7. Planning History

- 7.1 19/0389 - Erection Of 3No. Bungalows - Withdrawn 06/02/20
- 7.2 13/0048 - Erection Of 3No. Dwellings, Conversion Of Barn To 1No. Dwelling And Demolition Of Outbuilding (LBC) (Revised Application) - Approved 10/06/13
- 7.3 13/0047 - Erection Of 3No. Dwellings, Conversion Of Barn To 1No. Dwelling And Demolition Of Outbuilding (Revised Application) - Approved 16/01/14 (Subject to Section 106 Agreement)
- 7.4 13/0046 - Demolition Of Barns To Enable Proposed Development Of Erection Of 3No. Dwellings And 1No. Barn Conversion (Conservation Area Consent) (Revised Application) - Approved 10/06/13
- 7.5 12/0413 - Erection Of 3No. Dwellings; Relocation Of Access And Conversion Of Listed Barn To 1No. Dwelling - Withdrawn 11/01/13
- 7.6 12/0411 - Demolition Of Structurally Unsound Barns (Conservation Area Consent) - Withdrawn 11/01/13
- 7.7 12/0414 - Erection Of 3No. Dwellings; Conversion Of Listed Barn To 1No. Dwelling And Demolition Of Outbuilding (LBC) - Withdrawn 11/01/13
- 7.8 08/1168 - Erection of 3no. Residential Units and Relocation of Access Along with Conversion of Listed Barn to 1no. Residential Property (LBC) - Withdrawn 12/01/09
- 7.9 08/1159 - Erection of 3no. Residential Units and Relocation of Access Along with Conversion of Listed Barn to 1no. Residential Property - Withdrawn 12/01/09
- 7.10 08/0536 - Demolition Of 2no Brick Barns; Conversion Of 1no Brick Barn To Residential Unit And Erection Of 1.8m High Rendered Wall To Front Of Barn To Facilitate Formation Of Private Garden Space (LBC) (Revised Application) (LBC) - Withdrawn 08/07/08
- 7.11 08/0535 - Conversion Of Barn To 1no Dwelling And Erection Of 8no Dwelling (Plot 7 Discounted 'Affordable' Unit) With Associated Road And Fences (Revised Application) - Withdrawn 08/07/08
- 7.12 07/0802 - Demolition of Brick Built & Tin Barns Prior To Site Redevelopment (CAC) - Approved 25/10/07
- 7.13 07/0800 - Demolition Of 2no. Brick Barns; Conversion Of 1no. Brick Barn To Residential Unit And Erection Of 1.8m High Rendered Wall To Front Of Barn To Facilitate Formation Of Private Garden Space (LBC) - Withdrawn 29/08/07

7.14 07/0799 - Conversion Of 1no. Barn To Dwelling, Erection Of 8no. New Dwellings And Realignment Of Entrance - Withdrawn 29/08/07

Associated History:

7.15 15/0861 - Replacement Of Wooden Painted C20 Casement Windows (LBC) - Approved 19/11/15

7.16 15/0406 - Continued Replacement Of Wooden Painted C20 Casement Windows (LBC) - Refused 16/07/15

7.17 14/0282 - Removal Of Rear Porch Extension And Opening Up Of New Doorway To South Elevation; Removal Of Part Of False Ceiling In Kitchen; Relocation Of Bathroom To First Floor Bedroom; Provision Of En-Suite To Master Bedroom (LBC) - Granted 28/05/14

7.18 07/0727 - Removal Of 1no. Gate Pier And Erection Of 1.8m High Rendered Wall To Rear (LBC) - Approved 12/10/07

7.19 06/0677 - Retention of works carried out to repair the east gable wall (LBC) - Approved 31/07/06

7.20 86/0753 - Demolition of barn and ancillary buildings, rendering of west gable end of Buckbottom farmhouse and construction of 1.6m high highway boundary wall (LBC) - Approved 07/10/87

7.21 86/0752 - Construction of 1.6m high highway boundary wall - Approved 07/10/87

8. Recommendation: Grant Permission

1. The works identified within the approved application shall be commenced within 3 years 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 Listed Building Consent application form;
2. drawing ref. 20-113-06 'Site Location Plan', received on 24 May 2021;
3. drawing ref. 20-113-02A (Revision A) 'Proposed Site Plan', published on the Carlisle City Council website on 6 August 2021;
4. drawing ref. 20-113-05A (Revision A) 'Barn Ex and Proposed', published on the Carlisle City Council website on 6 August 2021;
5. the Planning Statement (Summit Town Planning) received on 24 May

2021;

6. the Notice of Decision;
7. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the Consent.

3. Full details of all materials to be used on the exterior of the converted building, including the re-use where possible of reclaimed bricks following demolition of those buildings not being retained as part of the development hereby permitted, shall be submitted to and approved in writing by the local planning authority before they are utilised within the development. The development shall thereafter be fully implemented in accordance with the details approved in response to this condition.

Reason: To ensure the development is harmonious with the sensitive local setting in the vicinity of (and including) curtilage listed buildings, to accord with Policy HE 3 of the Carlisle District Local Plan 2015-2030.

4. Prior to the partial demolition and rebuild of the frontage boundary wall forming part of the curtilage of (and listed in association with) Buckbottom Farmhouse, details of the wall 'as proposed' including accurate dimensions, means of coursing or other stone arrangement, and method of pointing shall be submitted to and approved in writing by the local planning authority. The development shall be undertaken in strict accordance with the details approved in response to this condition.

Reason: To ensure the design and materials to be used are appropriate to heritage assets that will be affected by the alterations, and to ensure compliance with Policy HE 3 of the Carlisle District Local Plan 2015-2030.

5. Details of the windows, doors, depth of recessing of windows and doors from the outer edge of any openings and treatment of all new openings in the barn conversion shall be provided prior to the formation of any new openings and/or installation of windows and doors within this building. The alterations shall be undertaken in strict accordance with the details approved in response to this condition.

Reason: To ensure the design and materials to be used are appropriate to heritage buildings and settings and to ensure compliance with Policy HE 3 of the Carlisle District Local Plan 2015-2030.

6. Prior to the commencement of development, details of the proposed rainwater goods to be installed on the converted barn and the means of fixing said goods to the proposed dwelling shall be agreed in writing by the local planning authority. The rainwater goods shall then be installed in strict accordance with these details.

Reason: To ensure that the conversion/alteration is appropriate in terms of its impact on the heritage resource including curtilage listed and adjacent listed buildings, to accord with Policy HE 3 of the Carlisle District Local Plan 2015-2030.
