

TEWKESBURY BOROUGH COUNCIL – DEVELOPMENT MANAGEMENT

Committee:	Planning
Date:	20 April 2021
Site Location:	Manor Farm Main Street Wormington Broadway Gloucestershire WR12 7NL
Application No:	21/00069/LBC
Ward:	Isbourne
Parish:	Dumbleton
Proposal:	Conversion of existing agricultural buildings into 1 no. dwelling and associated internal and external alterations and provision of parking
Report by:	Emma Dee
Appendices:	None
Recommendation:	CONSENT

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site is located centrally within Wormington. There is an established pattern of linear frontage development along this part of Main Street, and development is predominantly directly related to and supportive of the street scene. This includes Manor Farmhouse, a Grade II listed building of 17th century origins. There are a number of agricultural buildings located to the south of the farmhouse which form the perimeter of the original yard and a compact historic farmstead. This includes a Grade II listed Granary towards the eastern side of the yard, as well as an extensive range of traditional agricultural buildings, including the application building towards the western side of the yard, which are considered to be curtilage listed. The character of the historic farmstead is charming and vernacular with the farmhouse, and the granary providing a prominent and characterful influence. The neighbouring property to the West is also Grade II Listed (Well House).
- 1.2 The submitted Design and Access Statement sets out that farm operations have been relocated away from the original farmyard leaving a number of buildings redundant, including the existing agricultural building subject to this application. It further advises that, to ensure the sustainability of the farm, larger machinery and storage has become a necessity and that, to facilitate this, the main farm operation is now undertaken on sites to the south and north-west of the farmyard. To the south of the complex is a collection of large modern agricultural buildings which serve the current farming enterprise.
- 1.3 The application site is located within the Cotswolds Area of Outstanding Natural Beauty (AONB).

- 1.4 The application proposes the conversion of one of the existing curtilage listed agricultural buildings within the western range into 1 no. two storey three-bed dwelling and associated internal and external alterations. This is a red brick building with a natural blue slate roof covering. The submitted Design and Access Statement advises that the ground floor area of this building originally housed animals whilst the upper floor area was used to store hay. All existing openings on this building are located on the eastern elevation, facing onto the central yard area. The application includes the submission of a Structural Report (commissioned by Delta Vector Engineering), which confirms that the principle structure is in good condition throughout and would not require any major structural alteration to convert to a dwelling house. It states that the structure has been analysed and is capable of resisting the loads, both vertical and horizontal, expected during the lifespan of the building once converted, and that the existing “foundation” will be suitable for supporting the proposed loads and does not show any signs of historic movement.
- 1.5 The following external alterations are proposed to this existing building:
1. The creation of 3 no. window openings in the eastern elevation;
 2. The installation of new windows and doors within existing openings; and
 3. The installation of 4 no. Conservation rooflights on the western elevation roofslope at first floor level, positioned 1.7m above the first-floor level, and 1 no. conservation rooflight on the eastern elevation roofslope at ground floor level within single storey element.
- 1.6 All new windows would be flush casement timber units with a painted finish, with thin-section conservation double glazing. The proposed door would also be painted timber with small, glazed panels. The ventilation bricks would be retained, and the external appearance of the bricks would not be altered in any way.
- 1.7 The submitted Design and Access Statement acknowledges that the Conservation Officer previously raised concerns regarding the loss of the historic brick floor as this would be a negative factor and would generate harm to the significance of the historic asset. In response, the submitted Design and Access Statement confirms that the floor slopes approximately 140mm from the west wall towards the entrance door, which was intentional and provided floor drainage for cattle urine. However, it advises that this slope is not suitable for domestic use and would not comply with Building Regulation. In addition, it sets out that the uneven surface of the bricks can create a trip hazard within the proposed dwelling. The Design and Access Statement advises that, to ensure the proposed dwelling complies with Building Regulations, insulation would be required within the floor structure. However, it advises that, to attempt to re-use the brick floor within the house, the floor would require additional excavation which could potentially affect the structural integrity of the building. The application therefore proposes the careful removal of the brick floor and reinstatement within the proposed covered parking area.
- 1.8 The full application which also appears on the schedule proposes the provision of associated private residential garden area and vehicular driveway, parking and turning areas, utilising the existing vehicular access. The brickwork wall would be removed from the eastern elevation of this barn to form an opening. Timber posts, lintel and gussets would be installed here to replicate detail found on an adjacent barn.
- 1.9 The other buildings towards the South and East of the yard would remain unconverted and in agricultural use.
- 1.10 The application is presented to the planning committee at the request of Councillor Gore, in order to assess the impact on the surrounding landscape and properties.

2.0 RELEVANT PLANNING HISTORY

Application Number	Proposal	Decision	Decision Date
20/00286/FUL	Conversion of existing agricultural buildings into 1 no. dwelling and associated external alterations, and provision of associated private residential garden area and vehicular driveway, parking and turning areas	WDN	30.10.2020
20/00450/LBC	Conversion of existing agricultural buildings into 1 no. dwelling and associated internal and external alterations, and provision of associated private residential garden area and vehicular driveway, parking and turning areas	WDN	30.10.2020
21/00068/FUL	Conversion of existing agricultural buildings into 1 no. dwelling and associated external alterations, and provision of associated private residential garden area and vehicular driveway, parking and turning areas	PCO	

- 2.1 In terms of application references 20/00286/FUL and 20/00450/LBC, as referred to above (which were withdrawn on 30th October 2020), the applicant's agent was contacted further to the receipt of revised plans and prior to determination of these applications and was advised that the Conservation Officer objected to the proposals mainly on grounds relating to the impact on the wider farm complex.

3.0 RELEVANT POLICY

- 3.1 The following planning guidance and policies are relevant to the consideration of this application:

3.2 National guidance

National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG).

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

3.3 Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS) - Adopted 11 December 2017

Policies: SD8 (Historic Environment).

3.4 Tewkesbury Borough Plan 2011-2031 – Pre-Submission Version (October 2019)

Emerging Policies: HER2 (Listed Buildings).

- 3.5 Human Rights Act 1998 - Article 8 (Right to Respect for Private and Family Life).

- 3.6 The First Protocol, Article 1 (Protection of Property).

4.0 CONSULTATIONS

- 4.1 **Dumbleton Parish Council** – No objection to the works to the listed building but support the Conservation Officer's comments in respect of the need for a comprehensive approach to the site.
- 4.2 **Conservation Officer** – No objections to the principle or the design details of the proposed residential conversion.
- 4.3 **Planning Ecological Advisor** – No objection subject to conditions.
- 4.4 **Building Control** – The application will require Building Regulations approval.

5.0 PUBLICITY AND REPRESENTATIONS

- 5.1 The application has been publicised through the posting of a site notice and a press notice for a period of 21 days. To date no letters of representation have been received.

6.0 POLICY CONTEXT

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Section 70 (2) of the Town and Country Planning Act 1990 provides that the Local Planning Authority shall have regard to the provisions of the Development Plan, so far as material to the application, and to any other material considerations.
- 6.2 The Development Plan currently comprises the Joint Core Strategy (JCS) (2017), saved policies of the Tewkesbury Borough Local Plan to 2011 (March 2006) (TBLP), and a number of 'made' Neighbourhood Development Plans. Wormington does not currently have an adopted Neighbourhood Development Plan.
- 6.3 The Pre-Submission Tewkesbury Borough Plan was submitted to the Secretary of State for Housing, Communities and Local Government on 18 May 2020 for examination. On the basis of the stage of preparation it has reached it is considered that the plan can be afforded at least moderate weight. However, the weight to be attributed to individual policies will be subject to the extent to which there are unresolved objections (the less significant the unresolved objections, the greater the weight that may be given) and their degree of consistency with the NPPF (the closer the policies to those in the NPPF the greater the weight that may be given).
- 6.4 Other material policy considerations include National Planning Guidance contained within the National Planning Policy Framework; 2019 (NPPF).
- 6.5 The relevant policies are set out in the appropriate sections of this report.

7.0 ANALYSIS

Heritage assets

- 7.1 Manor Farmhouse is a Grade II listed building of 17th century origins as is the Granary on the East side of the yard. There is also an extensive range of traditional agricultural buildings which with the listed buildings forms a yard to the south. These buildings (including the affected building) are considered to be curtilage listed, forming a compact historic farmstead. The neighbouring property to the West is also Grade II Listed (Well House).

- 7.2 As such when determining listed building consent applications this authority has a duty under Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings, their features of special architectural or historic interest and their settings. The proposal will also be assessed in relation to Section 16 of the NPPF, JCS Policy SD8, saved Policy AGR7 of the TBLP and emerging Policy HER2 of the PSTBP.
- 7.3 Paragraph 184 of the NPPF states that: Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. 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.
- 7.4 Paragraph 193 of the NPPF states 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.
- 7.5 Paragraph 194 of the NPPF states that: 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.
- 7.6 Policy SD8 of the JCS states that: Development should make a positive contribution to local character and distinctiveness, having regard to valued and distinctive elements of the historic environment. The policy also states that: Designated and undesignated heritage assets and their settings will be conserved and enhanced as appropriate to their significance, and for their important contribution to local character, distinctiveness and sense of place.
- 7.7 Emerging Policy HER2 of the PSTBP specifies that alterations, extensions or changes of use to Listed Buildings, or development within their setting, will be expected to have no adverse impact on those elements which contribute to their special architectural or historic interest, including their settings. It further states that any proposals which adversely affect such elements or result in the significant loss of historic fabric will not be permitted, and specifies that any alterations, extensions or repairs to the Listed Buildings should normally be carried out using the traditional materials and building techniques of the existing building.
- 7.8 The proposal is to convert one of the buildings within the Western range to residential use and allocating a substantial area of the yard to this one unit. The other buildings towards the South and East of the yard would remain unconverted and in agricultural use. To the south of the complex is a collection of large modern agricultural buildings which serve the current farming enterprise. The character of the historic farmstead is charming and vernacular with the farmhouse, and the granary providing a prominent and characterful influence.
- 7.9 The Conservation Officer raises no objection in principle to the conversion of the buildings to residential use and considers that overall the details of the conversion of the buildings are sympathetic to their character. Part of the adjacent historic shed would also be utilised as garaging and lobby in a manner that would preserve its character.
- 7.10 Whilst there are strong objections in relation to the full application which involves the provision of a garden area and driveway etc., this application for listed building consent relates solely to the physical works to the listed building which are considered to be acceptable.

Other Considerations

- 7.11 The NPPF sets out that when determining planning applications, Local Planning Authorities should aim to conserve and enhance biodiversity by encouraging opportunities to incorporate biodiversity in and around developments, especially where this can secure measurable gains for biodiversity. JCS Policy SD9 seeks to protect and, wherever possible enhance biodiversity, including wildlife and habitats. Emerging Policy NAT1 of the PSTBP states that development proposals that will conserve, and where possible restore and/or enhance, biodiversity will be permitted.
- 7.12 An Ecology response has previously been provided in relation to the proposed works under application reference numbers 20/00286/FUL and 20/00450/LBC. The Council's Planning Ecological Advisor has reviewed the available documentation including the Bat Survey Report, and considers that sufficient survey effort has been undertaken. The survey highlighted that the building supported a roost for whiskered bats and brown long eared bats. The Ecological Advisor considers that appropriate bat mitigation has been given considering the small number of bats found.
- 7.13 As such the Planning Ecological Advisor raises no objection, subject to any consent being subject to condition for all works to be undertaken in accordance with the mitigation outlined within the Bat roost assessment and Bat survey report, and for evidence of the installation of the ecological enhancements (including, but not limited to, bat boxes and bird boxes) to be submitted to and approved in writing by the Local Planning Authority prior to first occupation.
- 7.14 In addition, the Ecological Advisor recommends that any consent be subject to condition requiring a lighting scheme and plan for the development (devised following consultation with the project ecologists) to be submitted to and approved in writing by the Local Planning Authority prior to first occupation.
- 7.15 Should more than 12 months' elapse from the date of the bat surveys undertaken in 2020, the Ecological Advisor comments that they would require an updated bat dusk emergence survey to confirm that the bat roost has not changed and to inform a Natural England licence, to be undertaken within the most recent survey season between May – September.
- 7.16 The Ecological Advisor further comments that Natural England's EPS Mitigation licence should be sent to the Local Planning Authority prior to commencement in order to ensure works are proceeding under licence.

8.0 CONCLUSION AND RECOMMENDATION

- 8.1 Section 38(6) of the Town and Country Planning Act 1990 provides that, if regard is to be had to the development plan, the determination must be made in accordance with the development plan unless other material circumstances indicate otherwise. Section 70 (2) of the Act provides that the Local Planning Authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations.
- 8.2 As detailed above, the Conservation Officer has no objection to the works to the listed building and it is therefore recommended that listed building consent be **granted**.

Conditions:

1. The works hereby permitted shall be begun before the expiration of five years from the date of this consent.

Reason: To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2. The development hereby permitted shall be carried out in accordance with details within the application form, the Dusk Emergence and Pre-dawn Re-entry Surveys for Bats (commissioned by All Ecology and dated June 2020) and the Inspection Survey for Bat Roost Potential and Nesting Birds (commissioned by All Ecology and dated January 2020) and approved drawing nos. MF.W.JN.01 (Proposed Details – Window Joinery), MF.W.JN.02 (Proposed Details – Window Joinery), MF.W.JN.03 (Proposed Details – Window Joinery), MF.W.JN.04 (Proposed Details – Roof Window Details), MF.W.JN.05 (Proposed Details – Door Joinery) and MF.W.PR.01 Revision C (Proposed Details – Floor Plans and Sections), received by the Local Planning Authority on 18th January 2021, and approved drawing no. MF.W.PR.02 Revision F (Proposed Details – Elevations and Site Details) received by the Local Planning Authority on 15th February 2021, except where these may be modified by any other conditions attached to this permission.

Reason: To ensure that the development is carried out in accordance with the approved plans.

3. All works shall be undertaken in accordance with the mitigation outlined within the Dusk Emergence and Pre-dawn Re-entry Surveys for Bats (commissioned by All Ecology and dated June 2020) and the Inspection Survey for Bat Roost Potential and Nesting Birds (commissioned by All Ecology and dated January 2020) received by the Local Planning Authority on 18th January 2021.

Reason: In the interests of ecology, and to protect biodiversity.

4. Prior to first occupation of the dwelling, evidence of the installation of the ecological enhancements (including, but not limited to, bat boxes and bird boxes) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of ecology, and to protect and enhance biodiversity.

5. No new external lighting shall be installed without full details of proposed lighting design being first submitted to and approved in writing by the Local Planning Authority. The lighting shall thereafter be installed in accordance with the approved details.

Reason: In the interests of ecology, and to protect and enhance biodiversity.

Informative:

1. In accordance with the requirements of the NPPF the Local Planning Authority has sought to determine the application in a positive and proactive manner by offering pre-application advice, publishing guidance to assist the applicant, and publishing to the council's website relevant information received during the consideration of the application thus enabling the applicant to be kept informed as to how the case was proceeding.
2. Any alterations to the submitted and approved plans, brought about by compliance with Building Regulations or any other reason, may require listed building consent.

3. Should more than 12 months' elapse from the date of the bat surveys undertaken in 2020, an updated bat dusk emergence survey is required to confirm that the bat roost has not changed and to inform a Natural England licence, to be undertaken within the most recent survey season between May – September.
4. Natural England's EPS Mitigation licence should be sent to the Local Planning Authority prior to commencement in order to ensure works are proceeding under licence.