



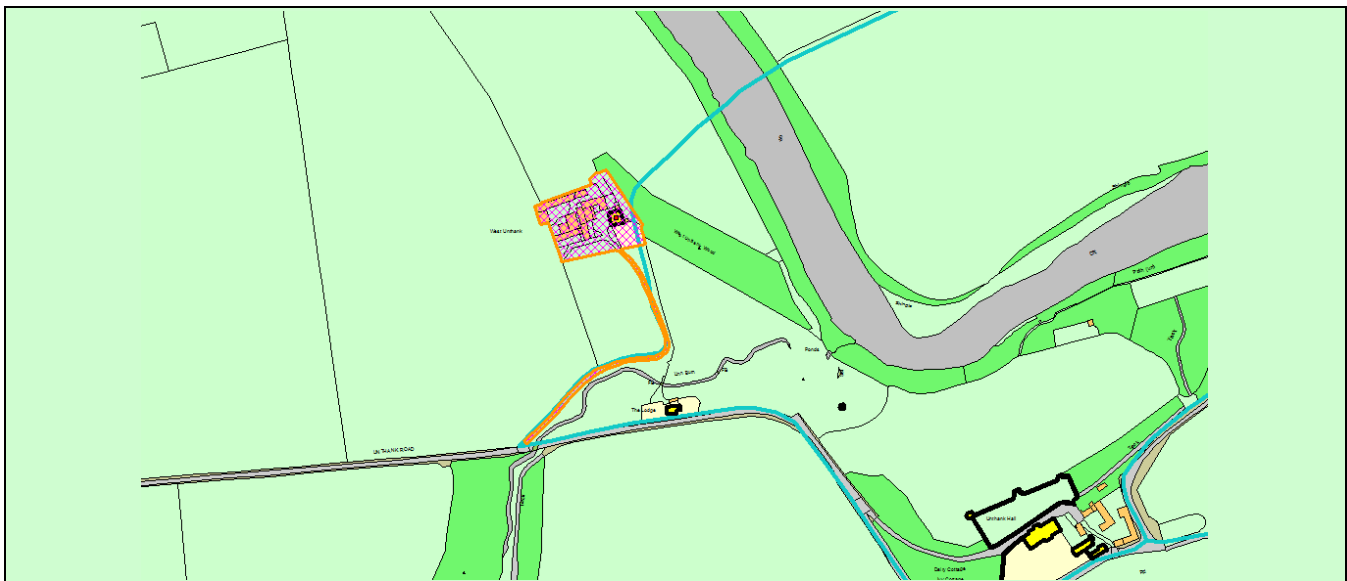
Northumberland

County Council

Tynedale Local Area Council Planning Committee

15 May 2018

Application No:	18/00330/LBC		
Proposal:	Listed Building Consent – the conversion of 2 x barns into accommodation ancillary to the dwelling house; demolition of modern sheds; modification of the bothy; modifications to the layout of the farmhouse including part removal of 2 x stud walls and installation of new bathroom fittings.		
Site Address	West Unthank Farm, Unthank Road, Haltwhistle, Northumberland NE49 0HX		
Applicant:	Mr Edward Hoskyns – Abrahall, West Unthank Farm, Unthank Road, Haltwhistle, Northumberland, NE49 0HX	Agent:	Mr Charles Collins, Lancaster Associates Architects, The Woodlands, Wingrove, Rowlands Gill, Northumberland, NE391DT
Ward	Haltwhistle	Parish	Plenmeller With Whitfield
Valid Date:	29 January 2018	Expiry Date:	18 May 2018
Case Officer Details:	Name: Ms Marie Haworth Job Title: Planning Officer Tel No: 01670 623787 Email: Marie.Haworth@northumberland.gov.uk		



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1. Introduction

1.1 Under the provisions of the Council's current Scheme of Delegation, in cases where applications are to be recommended for refusal contrary to the support of a Town or Parish Council, they are referred to the Head of Service and the Chair of the relevant Planning Committee for consideration to be given as to whether the application should be referred to the Planning Committee for determination. The matter was duly considered under these provisions and it was confirmed that the matter should be considered by Committee.

2. Description of the Proposals

2.1 Listed building consent is sought for the following works at West Unthank Farm, Haltwhistle:

- the demolition of modern corrugated farm buildings;
- internal reconfiguration work to the existing farmhouse which includes the reconfiguration of the kitchen to a childrens playroom, the modification of the bedrooms and bathroom arrangement to the first floor
- external works to the existing farmhouse including the part demolition of the existing rear porch and bothy which would be replaced in part by the construction of a single-storey glazed link building which would extend northward from the rear of the exiting farmhouse;
- a new two-storey extension to the north of the existing farmhouse, which would be connected by the glazed link building, and would contain a new open plan kitchen and family room to the ground floor and a two bedrooms, a bathroom and a w/c to the first floor;
- the construction of a new single-storey extension to the east of the new build which would link to the west barn and which is identified in the plans as a hall and would link the buildings to the existing farm buildings identified on the plans as Barn 1 and Barn 2;
- the conversion of barn 1 and barn 2 to a boot room and utility/boiler room;
- the conversion of the stock barn to a hall, store and w/c; and
- the conversion of the part of the former milking parlour to a drawing room, with a mezzanine glazed gallery.

2.2 West Unthank Farmhouse is part of a planned farm steading and is Grade II listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural and historic interest. The site is accessed from Unthank Road and is approximately 3 miles south-east of Haltwhistle, and is bounded to the south by the Linn Burn and to the north and east by the River South Tyne and Unthank Wood. The farmstead is situated in open countryside and is part of a larger agricultural estate.

2.3 The site comprises a four bedroom detached farmhouse and traditionally constructed farm buildings arranged in a U-plan with a yard framed by four connecting ranges circa early 19th century. The farmhouse is symmetrical in design with a gabled stone porch to the front elevation. A stone bothy and timber and slate roof porch extends from the rear of the farmhouse with a single-storey range set back from the house enclosing the garden to the west. Orientated south overlooking a garden, the detached Farmhouse has a farmyard to its west enclosed by a range of stone farm buildings under pitched slate roofs. Immediately west of the

Farmhouse is the farmyard, which is enclosed by a series of farm ranges consisting of a single-storey dairy with milking parlour, attached two-storey cow house and store, attached two-storey cart/shelter shed and stable range, and detached poultiggery. Situated to the west of the farmyard, lies a linear stone outbuilding under pitched slate roof identified as kennels within the application and to the north is a series of modern Dutch barns for hay storage.

2.4 An application for planning permission has been submitted to accompany this application, which has been submitted under reference 18/00229/FUL, and is also being considered at this Committee.

2.5 The following documents have been submitted in support of this application;

- Design and Access Statement
- Heritage Statement

2.6 The application is a re-submission of a previously submitted scheme withdrawn application references 17/01442/LBC & 17/01441/FUL were withdrawn on 27th December 2017 as the proposals were deemed contrary to the requirements of the Planning (Listed Buildings and Conservation Areas) Act and the test set out in the National Planning Policy Framework.

3. Planning History

Reference Number: 17/01441/FUL

Description: +Construction of a 1.5 storey extension and 2 single storey links: conversion of 2 barns, demolition of "modern" sheds and rear stone structure to farmhouse, modification of first floor rear room layout to farmhouse including part removal of 2 stud walls and installation of new bathroom fittings

Status: WITHDRAWN

Reference Number: 17/01442/LBC

Description: Listed Building Consent: Construction of a 1.5 storey extension and 2 single storey links: Conversion of 2 barns, demolition of " MODERN" sheds and rear stone structure to farmhouse, Modification of first floor rear room layout to farmhouse including part removal of 2 stud walls and installation of new bathroom fittings

Status: WITHDRAWN

Reference Number: 18/00329/FUL

Description: Proposed erection of 1.5 storey extension and 2 x single storey links; conversion of 2 x barns; demolition of modern sheds; modification of bothy; modification of first floor rear room layout to farmhouse including part removal of 2 x stud walls and installation of new bathroom fittings

Status: PENDING CONSIDERATION

Reference Number: T/960680

Description: LISTED BUILDING CONSENT: Proposed internal and external alterations

Status: PERMITTED

4. Consultee Responses

Plenmerller With Whitfield Parish Council	<p>Support the application:</p> <ul style="list-style-type: none"> - the development reuses long redundant farm buildings which ensures their preservation for the future - the development involves the removal of unused modern farm buildings which will enhance the setting of the farmhouse and stone built buildings - the modern link between the farmhouse and buildings which are to be incorporated is a clear contrast to the existing buildings and therefore will not impact on the setting or future interpretation of the listed building - the development ensures that the listed building will continue to be lived in as intended, with additional space for a large family which is of considerable benefit to the small rural community - we consider the proposed works to be the best possible use for the farmhouse and buildings for the future and believe that the immediate surroundings will be much improved upon once the works are completed
Building Conservation	Objection - 'less than substantial harm' identified has not been demonstrated as necessary and has not been justified.

5. Public Responses

Neighbour Notification

Number of Neighbours Notified	0
Number of Objections	0
Number of Support	20
Number of General Comments	0

Notices

Site notice - 7 February 2018

Press notice: Hexham Courant - published 9 February 2018

Summary of Responses:

20 representations in support of the application have been received covering a range of issues, which are summarised in the table below:

Topic area	Comments
Design	- Preservation of redundant buildings which without the work will fall into decay and disrepair;

	<ul style="list-style-type: none"> - Families that are prepared to invest such substantial sums of money on improving listed buildings ought to be able to live in a design that will allow them to move from one part of the house to another without having to go outside; - Concern over the farm buildings falling into further disrepair if the proposed works are not approved. Understand why the owners would not want to invest in the buildings if they cannot be linked to the farmhouse. - The façade of the listed house appears to remain unchanged whilst the rear extension is subservient to the main house; the original dwelling is largely unaffected, which is commendable
Visual amenity	<ul style="list-style-type: none"> - Removal of modern farm buildings which are an eyesore
Neighbouring amenity	<ul style="list-style-type: none"> - No negative impact on neighbouring properties or the public
Heritage assets	<ul style="list-style-type: none"> - Sustainability of heritage asset; - The proposed extension will be separated from the farmhouse; - the glass link will separate the old from the new and will not detract from the importance of the listed building; - The proposal will protect the internal features of the building such as the stone work and arches and expose the original building that is currently been hidden by modern buildings.
Other issues	<ul style="list-style-type: none"> - Concern over the potential loss of the applicants to the community if they were forced to move by being unable to convert West Unthank Farm into a modern family home.

The above is a summary of the comments. The full written text is available on our website at:

<http://publicaccess.northumberland.gov.uk/online-applications//applicationDetails.do?activeTab=summary&keyVal=P361PYQSLXT00>

6. Planning Policy

6.1 Development Plan Policy

Tynedale LDF Core Strategy (2007)

BE1 Principles for the built environment

Tynedale Local Plan (2000)

GD2 Design Criteria for development, including extensions and alterations

BE21 Alteration and extension to Listed Buildings

BE22 The setting of Listed Buildings

BE23 Change of use of Listed Buildings

6.2 National Planning Policy

National Planning Policy Framework (NPPF) (2012)

National Planning Practice Guidance (NPPG) (2014, as updated)

7. Appraisal

7.1 The main issue for consideration in the determination of this application falls on whether the proposed works would preserve and enhance the listed building, its setting and any features of architectural or historic interest, having regard to Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended), the relevant policies of the Tynedale Core Strategy and Tynedale Local Plan and Chapter 12 of the NPPF.

7.2 The starting point for any decision is the development plan and decisions should be made in accordance with the development plan unless material considerations indicate otherwise. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in considering whether to grant listed building consent for any works the local planning authority or 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. The scope of assessing this application is therefore limited under legislation to the impacts on the listed building, and consultation has taken place with the Council's Building Conservation Officer in respect of the proposed works and the impact upon the listed building.

7.3 The principle of altering a listed building is considered to be acceptable provided that the essential character of the building is retained and its special features of interest remain intact and unimpaired. Policy BE1 of the Core Strategy sets out principles for the built environment and seeks to ensure the conservation of listed buildings. Policy GD2 of the Local Plan sets out criteria to ensure development respects the natural and built environment. Policy BE21 of the Local Plan permits alterations to listed buildings subject to criteria, comprising:

- a) the essential character of the building is retained and its features of special interest remain intact and unimpaired; and
- b) the works proposed make use of traditional and/or sympathetic building materials and techniques which match or are in keeping with those found on the listed building; and

- c) the architectural details (e.g. doors, gutters, windows) match or are in keeping with the listed building; and
- d) the proposal meets the requirements of Policy GD2

There is a clear requirement in Policy BE21 for applications to be compliant with Policy GD2, and the two are therefore viewed concurrently in determining applications for listed building consent. Furthermore, Policy BE22 of the Local Plan states that proposals for development which would adversely affect the essential character or setting of a Listed Building will not be permitted and that proposals for development within the setting of a Listed Building will only be appropriate where the detailed design is in keeping with the Listed Building in terms of scale, height, massing and alignment; and the works proposed make use of traditional or sympathetic building materials and techniques which are in keeping with those found on the Listed Building.

7.4 Northumberland has a distinctive vernacular architecture intrinsically linked with the region's agrarian practices and provides physical evidence of the historical development of agriculture and West Unthank Farm is one such example. The application property is a Grade II Listed farmhouse and steading. It is considered that the group of buildings epitomises the steading arrangements, categorised by linear building formations with farmhouse and detached farm buildings, and are considered important for their architectural quality, illustrative value and pleasing hierarchy arrangement of buildings with the architectural quality of the Grade II listed house distinguishing it as a building of status when comparatively viewed with the farm buildings and ancillary structures, whilst having regard to the natural landscape, making West Unthank Farm a fine example of a 19th century steading.

Internal Works to Listed Farmhouse

7.5 There are no physical changes to the ground floor internal fabric of the farmhouse. The kitchen is removed entirely from the farmhouse and is illustrated in the proposed new build, although it is not clear as to how this proposal would physically impact on the internal fabric of the farmhouse as no details are provided. The first floor would be altered to accommodate an ensuite bathroom and dressing room; and to enlarge the existing bathroom and rear bedroom. Whilst the proposals would result in the removal of partitions, it is considered the internal proposals at first floor level would be acceptable and in accordance with Policy BE21 of the Local Plan.

Proposed External Works to Listed Farmhouse

7.6 The Conservation Officer has highlighted that whilst they consider there are positive elements to the scheme, and acknowledge the desire of the applicants to have larger accommodation, the overarching issues with the applications are the proposed treatment of the farm buildings; and the size, form and design of the proposed extensions.

7.7 The proposals include the retention of the traditional bothy walls but incorporate the demolition of the internal bothy wall. The proposal includes the construction of a new 1.5 storey building to the north of the farmhouse, a single-storey glazed link, which would be constructed off the rear of the existing outbuilding attached to the Grade II Listed farmhouse, and a new single-storey

extension to the west of the new build, which will link the farmhouse to the agricultural buildings resulting in the creation of a a continuous building form.

7.8 Officers consider that no clear justification has been presented for this loss of the internal elements of the bothy. It is considered that the series of extensions proposed would result in a a continuous building form, and would dilute the farmyard arrangement creating a new 'courtyard' and negatively impacts on the character and setting of the detached Farmhouse and its farm buildings by removing the historic and purpose design intent of separation between the domestic and agricultural buildings - an integral element to their setting and significance. It is considered that proposed extensions with residential annex would interrupt and dissolve this special relationship and further significantly alter the farmyard arrangement; the proposed extensions would absorb the listed building into a new dwelling, removing the sense of the farmhouse standing within its own curtilage and equate to an increased living space of 76% in relation to the existing dwelling house, resulting in a harmful impact upon its character and appearance in terms of size, scale and massing and as such would be contrary to Policies GD2 and BE21 of the Local Plan.

7.9 Having assessed and evaluated the proposals in relation to paragraphs 132-134 of the NPPF and established design principles in the Tynedale Local Plan, it is considered that the extensions would be excessive in terms of their scale, height and massing and would appear greater than the host property and as such would be incompatible with the established listed building and farm steading arrangement.

7.10 Furthermore, it is considered that the proposals represent harm to the heritage asset's significance and that the degree of harm is 'less than substantial'. Paragraph 132 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 asset's conservation. Paragraph 134 of the NPPF states that where a development 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 securing its optimum viable use. It is considered that the 'less than substantial harm' identified has not been demonstrated as necessary and has not been justified. Officers consider that the application has not demonstrated that there are public benefits that would outweigh the harm to the listed building, and the proposal would therefore be contrary to Policy BE1 of the Core Strategy, Policies GD2 and BE21 of the Local Plan and the NPPF.

Proposed Works to Farm Buildings

7.11 The proposals include the demolition of the modern stock barn, porch to milking parlour and covered frontage to the cartshed. These elements are not of architectural or historic interest and have compromised the character and special significance of the listed farm buildings. In the consideration of the conversion of the cart shed and barn range to the north of the farmyard into ancillary residential accommodation, the Conservation Officer acknowledges that the principle of adapting farm buildings for a new use is considered acceptable however it must be consistent with the heritage asset's conservation.

7.12 Details of the treatment of roof structures, walls and floors which retain historic cobbles and trinkets have not been fully considered or justified in the proposals. In

respect of the cartshed it is acknowledged that the location and form of the rooflights has been informed by the existing glazed lights arrangement and that the proposed number of 6 can be accommodated without harmful impact on the historic roof. The proposals do not include the necessary details in respect of the treatment of the openings and segmental-headed arches and seeks to insert concrete floors and line traditional masonry walls, however such proposals are not deemed compatible and sympathetic with the form and techniques which are in keeping with those found on the Listed Building, and as such would not comply with Policies BE1 and H6 of the Core Strategy or Policy BE21 of the Local Plan.

7.13 A number of neighbour representations were received highlighting concerns that the existing farm buildings would fall into disrepair if the proposed works are not approved and that there would be public benefit in relation to the sustainability of a heritage asset. The applicant offers that there would be some public benefit to the conversion of the farm buildings. However when considered in the context of the NPPF, the farm buildings are not considered 'at risk', although the repair and ongoing stewardship of listed buildings could also be seen as a public benefit, notwithstanding the responsibilities of their owners.

7.14 The Building Conservation Officer has been consulted on this application and has undertaken a thorough assessment of the proposals. Whilst they consider that there are positive elements to the scheme they are unable to support the application and consider that 'clear and convincing justification' has not been presented with regards the demolition of a traditional bothy; that the series of extensions would result in a continuous building form, which would serve to dilute the existing farmyard arrangement, and which would negatively impact on the character and setting of the detached farmhouse and its farm buildings, concluding that in having regard to Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended), the proposed extensions would not preserve the listed building and its setting or the setting of the listed farm buildings. In respect of the conversion of the farm buildings, the Conservation Officer is unable to support the applications as there remains outstanding information and justification required in which to fully assess the impact of the proposals on their historic fabric and character.

7.15 Whilst it is acknowledged the proposals would provide additional desired living accommodation, there has been no evidence presented that the future of the farmhouse would not be viable without the proposed harmful extensions. Whilst it is accepted that some aspects of the proposals could be supported, it is considered holistically that the development represents harm to the significance and setting of the listed buildings. The proposals would result in 'less than substantial harm' of a designated heritage asset. It is considered that the application has not demonstrated that there public benefits that would outweigh this harm, and as such the proposal would be contrary to Policy BE1 of the Core Strategy, Policies GD2 and BE21 of the Local Plan and the NPPF.

Other considerations

7.16 This application has been assessed under the Equality Act, Crime and Disorder, and the Human Rights Act. A short assessment of these is provided below.

Equality Duty

7.17 The County Council has a duty to have regard to the impact of any proposal on those people with characteristics protected by the Equality Act. Officers have had due regard to Sec 149(1) (a) and (b) of the Equality Act 2010 and considered the information provided by the applicant, together with the responses from consultees and other parties, and determined that the proposal would have no material impact on individuals or identifiable groups with protected characteristics. Accordingly, no changes to the proposal were required to make it acceptable in this regard.

Crime and Disorder Act Implications

7.18 These proposals have no implications in relation to crime and disorder.

Human Rights Act Implications

7.19 The Human Rights Act requires the County Council to take into account the rights of the public under the European Convention on Human Rights and prevents the Council from acting in a manner which is incompatible with those rights. Article of the Convention provides that there shall be respect for an individual's private life and home save for that interference which is in accordance with the law and necessary in a democratic society in the interests of (inter alia) public safety and the economic wellbeing of the country. Article 1 of protocol 1 provides that an individual's peaceful enjoyment of their property shall not be interfered with save as is necessary in the public interest.

7.20 For an interference with these rights to be justifiable the interference (and the means employed) needs to be proportionate to the aims sought to be realised. The main body of this report identifies the extent to which there is any identifiable interference with these rights. The Planning Considerations identified are also relevant in deciding whether any interference is proportionate. Case law has been decided which indicates that certain development does interfere with an individual's rights under Human Rights legislation. This application has been considered in the light of statute and case law and the interference is not considered to be disproportionate.

7.21 Officers are also aware of Article 6, the focus of which (for the purpose of this decision) is the determination of an individual's civil rights and obligations. Article 6 provides that in the determination of these rights, an individual is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal. Article 6 has been subject to a great deal of case law. It has been decided that for planning matters the decision making process as a whole, which includes the right of review by the High Court, complied with Article 6.

8. Conclusion

8.1 In respect of the internal alterations of the Grade II Listed Building the proposal would accord with Policy BE1 of the Tynedale LDF Core Strategy, Policies GD2 and BE21 of the Local Plan and the provisions of the NPPF.

8.2 In respect of the demolition of the existing modern steel agricultural buildings the proposal would accord with Policy BE1 of the Core Strategy, Policies GD2 and BE21 of the Tynedale District Local Plan and the provisions of the NPPF.

8.3 With regards to the external works to the Listed Farmhouse 'clear and convincing justification' has not been put forward for the demolition of a traditional bothy and the 'less than substantial harm' identified has not been demonstrated as necessary and has not been justified. It is considered that the proposals would adversely affect the character of the Listed Building and no public benefits have been identified that would outweigh this harm. As such the proposals would not accord with Policy BE1 of the Core Strategy, Policies GD2 and Policy BE21 of the Local Plan and the provisions of the NPPF.

8.4 In respect of the proposed extensions, the proposals are excessive in terms of their scale, height and massing and would appear greater than the host property and thus considered incongruent with the established listed building and its farm steading arrangement. The series of extensions would result in a continuous building form and would serve to dilute the existing farmyard arrangement creating a new courtyard. It is considered that this would negatively impact on the character and setting of the detached farmhouse and its farm buildings and would not accord with Policy BE1 of the Core Strategy, Policies GD2 and BE21 of the Local Plan and the provisions of the NPPF.

8.5 The proposed conversion of the existing farm buildings to accommodation ancillary to the Grade II Listed Farmhouse are considered generally acceptable in principle, however the treatment of roof structures, walls and floors which retain historic cobbles and trinkets have not been fully considered or justified. The proposals are not deemed compatible and sympathetic with the form and fabric of the buildings and the 'less than substantial harm' identified has not been demonstrated as necessary nor has it been justified. The proposals would not accord with Policies BE1 and H6 of the Core Strategy, Policies GD2 and BE21 of the Local Plan and the provisions of the NPPF.

9. Recommendation

That this application be REFUSED consent for the following reasons:

01. With regards to the external works to the Bothy attached to the Listed farmhouse, clear and convincing justification has not been put forward for the demolition of a traditional bothy, and the less than substantial harm identified has not been demonstrated as necessary and has not been justified, with no public benefits identified that would outweigh this harm. It is considered that the proposals would have a harmful impact upon the character of the Listed Building and as such would be contrary to Policy BE1 of the Tynedale Core Strategy, Policies GD2 and BE21 of the Tynedale Local Plan Policy and the National Planning Policy Framework.

02. By virtue of their layout, scale, massing and design, the proposed extensions would have a detrimental impact upon, and would adversely affect the character and appearance of the Grade II Listed farmhouse and steading, resulting in less than substantial harm for which there are not considered to be any demonstrated public benefits that would outweigh this harm. The proposed extensions would have a detrimental impact upon and would appear greater than the host Grade II Listed Farmhouse, and are considered incongruent with the established listed building and its farm steading arrangement. This would negatively impact on the character and setting of the detached farmhouse and its farm buildings and would be contrary to

Policy BE1 of the Tynedale Core Strategy, Policies GD2 and BE21 of the Tynedale Local Plan, and the provisions of the National Planning Policy Framework.

03. The proposals for the conversion of the existing farm buildings to accommodation ancillary to the Grade II Listed Farmhouse are not deemed compatible and sympathetic with the form and fabric of the vernacular buildings. The treatment of roof structures, walls and floors, which retain historic cobbles and trinkets, have not been fully considered or justified, and the less than substantial harm identified has not been demonstrated as necessary nor has it been justified, with no public benefits identified that would outweigh this harm. The proposals would be contrary to Policies BE1 and H6 of the Tynedale Core Strategy, Policies GD2 and BE21 of the Tynedale Local Plan and the National Planning Policy Framework.

Background Papers: Planning application file(s) 18/00330/LBC