

**Report to be read in conjunction with the Decision Notice.**

<b>Application Ref:</b>	3/2016/0315 (LBC) & 0316 (PA)	 <p>Ribble Valley Borough Council <a href="http://www.ribblevalley.gov.uk">www.ribblevalley.gov.uk</a></p>
<b>Date Inspected:</b>	22/01/16	
<b>Officer:</b>	AD	
<b>DELEGATED ITEM FILE REPORT:</b>		<b>REFUSAL</b>

<b>Development Description:</b>	Proposed alterations, extension and repairs.
<b>Site Address/Location:</b>	Fields Farm Sawley Road Grindleton BB7 4QS

<b>CONSULTATIONS:</b>	<b>Parish/Town Council</b>
No issues with the application.	

<b>CONSULTATIONS:</b>	<b>Highways/Water Authority/Other Bodies</b>
<b>LCC Highways:</b>	
No objections; proposed development should have a negligible impact on highway safety and highway capacity in the immediate vicinity of the site; the applicant has provided adequate off road parking provision for this type and size of development.	
<b>LAAS:</b>	
<p>Heritage Statement and a Design and Access Statement - the applicants are to be congratulated on the quality of these documents and ask that they are submitted formally for inclusion into the Historic Environment Record.</p> <p>No objections to the proposed works, but would recommend that they are accompanied by a rapid photographic survey of the site as existing, to enhance the plans and photographs in the DAS and HS. Possible that sufficient photographs to satisfy this requirement, but the applicants may also wish to consider photographic recording during the stripping out works, in case further features of interest are revealed.</p> <p>With regard to the potential for buried archaeology on the site, it is probable that there will be some buried deposits relating to the original construction and subsequent alterations to the buildings. The limited amount of ground disturbance proposed would however suggest that formal recording of below-ground remains is not justified.</p> <p>If new photography is required - planning condition wording is suggested</p> <p><b>Historic amenity societies:</b></p> <p>Consulted, no representations received.</p>	
<b>CONSULTATIONS:</b>	<b>Additional Representations.</b>
None received.	

<b>RELEVANT POLICIES:</b>
<p>Planning (Listed Buildings and Conservation Areas) Act 1990          National Planning Policy Framework (NPPF)          National Planning Policy Guidance (NPPG)</p>

Ribble Valley Core Strategy:  
Key Statement EN5 – Heritage Assets  
Key Statement EN2 – Landscape  
Policy DMG1 – General Considerations  
Policy DME4 – Protecting Heritage Assets  
Policy DMG2 – Strategic Considerations

**Relevant Planning History:**

Pre-application advice was provided on 25 January 2016:

*“The submitted information includes the list description and a survey of the site from 1783. The survey plan and sketch indicate that the distinct historic farmstead layout has been largely retained (farmhouse, perpendicular barn and two storey outbuilding). No other information on the significance of the designated heritage asset has been provided.*

*Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special regard be given to the desirability of preserving listed buildings, their setting and any features of special architectural or historic interest which they possess in the consideration of listed building consent and planning applications. National Planning Policy Framework paragraph 132 states: “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”.*

*The evolution of the listed building appears interesting and complex. In order to understand its significance and as a precursor to any considerations of alteration or extension I would suggest that a historic building assessment be undertaken. Lancashire County Council (Archaeology) has a list of contractors suitable for this work.*

*A number of conservation issues (e.g. restoration work to windows, ceiling heights and doorways and the significance/value of historic fabric) relate to the proposals and I would suggest consideration to Historic England’s ‘Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment’ (HE website) in this respect.*

*At this stage, I am concerned that the proposed extensions are prominent, visually intrusive (location, scale, form and materials – glazing) and infill the important and interesting spaces, recesses and height differentials between buildings. This harms the historic relationship between elements of the farmstead including the creation of a new linear farmstead plan (compounded by the proposed two storey double garage)”.*

3/1996/0283 - Re-roofing grey damaged slate in blue to match existing house forming insulated ceiling throughout extension (single storey). LBC granted 17 July 1996.

3/2011/0619 – Installation of solar photovoltaic panels to the curtilage of the dwelling. LBC granted 31 October 2011.

3/2011/0637 - Installation of solar photovoltaic panels within the curtilage of the dwelling. PA granted 27 September 2011.

**ASSESSMENT OF PROPOSED DEVELOPMENT:**

Fields Farmhouse is a Grade II listed building of the mid C18 (double-pile plan; porch of open pediment on Tuscan pilasters; plaque inscribed 1759) in the open countryside adjoining the Forest of Bowland Area of Outstanding Natural Beauty. The site is prominent in views from public footpaths FP56 and FP 57.

NPPG identifies:

*“Heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.*

*Distinctiveness is what often makes a place special and valued. It relies on physical aspects such as:*

*building forms;  
details and materials;  
style and vernacular.*

*The risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation.*

*If there is a range of alternative viable uses, the optimum use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes.*

*The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.*

*The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting.*

*When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset’s significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.*

*Local planning authorities are required to take design into consideration and should refuse permission for development of poor design.*

*Development should seek to promote character in townscape and landscape by responding to and reinforcing locally distinctive patterns of development,*

*Plans, policies and decisions can effectively manage physical form at a variety of scales. This is how planning can help achieve good design and connected objectives. Where appropriate the following should be considered:*

- *layout – the way in which buildings and spaces relate to each other*
- *form – the shape of buildings*
- *scale – the size of buildings*
- *detailing – the important smaller elements of building and spaces”.*

‘Making Changes to Heritage Assets’ (Historic England, February 2016) identifies:

*“The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, aside from NPPF requirements such as social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be good practice for new work to dominate the original asset or its setting in either scale, material or as a result of its siting. Assessment of an asset’s significance and its relationship to its setting will usually suggest the forms of extension that might be appropriate” (paragraph 41).*

*“The historic fabric will always be an important part of the asset’s significance ... In normal circumstances, however, retention of as much historic fabric as possible, together with the use of appropriate materials and methods of repair, is likely to fulfil the NPPF policy to conserve heritage assets in a manner appropriate to their significance, as a fundamental part of any good alteration or conversion. It is not appropriate to sacrifice old work simply to accommodate the new” (paragraph 42).*

*“The junction between new work and the existing fabric needs particular attention, both for its impact on the significance of the existing asset and the impact on the contribution of its setting. Where possible it is preferable for new work to be reversible, so that changes can be undone without harm to historic fabric ... New openings need to be considered in the context of the architectural and historic significance of that part of the asset and of the asset as a whole. Where new work or additions make elements with significance redundant, such as doors or decorative features, there is likely to be less impact on the asset’s aesthetic, historic or evidential value if they are left in place” (paragraph 43).*

*“The plan form of a building is frequently one of its most important characteristics and internal partitions, staircases (whether decorated or plain, principal or secondary) and other features are likely to form part of its significance. Indeed they may be its most significant feature. Proposals to remove or modify internal arrangements, including the insertion of new openings or extension underground, will be subject to the same considerations of impact on significance (particularly architectural interest) as for externally visible alterations” (paragraph 45).*

*“The introduction of new floors into a building or removal of historic floors and ceilings may have a considerable impact on an asset’s significance” (paragraph 47).*

*“The insertion of new elements such as doors and windows, (including dormers and roof lights to bring roof spaces into more intensive use) is quite likely to adversely affect the building’s significance. Harm might be avoided if roof lights are located on less prominent roof slopes. New elements may be more acceptable if account is taken of the character of the building, the roofline and significant fabric” (paragraph 48).*

‘The Setting of Heritage Assets’ (Historic England, 2015) identifies:

*“not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset. This capacity ... can also depend on the location of the asset: an elevated or overlooked location” (paragraph 10).*

‘Managing Decision – Taking in the Historic Environment’ (Historic England, 2015) identifies:

*“Design and Local Distinctiveness - Both the NPPF (section 7) and PPG (section ID26) contain detail on why good design is important and how it can be achieved. In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment,*

materials and proposed use of new development successful in its context:

*The history of the place; The relationship of the proposal to its specific site ; The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept ; The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings ; The size and density of the proposal related to that of the existing and neighbouring uses ; The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces ; The topography ; Views into, through and from the site and its surroundings ; Landscape design ; The current and historic uses in the area and the urban grain”.*

‘Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment’ (Historic England, 2008) identifies these four groups of heritage values: Evidential, Historical, Aesthetic and Communal.

*“Evidential value derives from the physical remains or genetic lines that have been inherited from the past. The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement”* (paragraph 38);

*“Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative”* (paragraph 39);

*“Illustrative value has the power to aid interpretation of the past through making connections with, and providing insights into, past communities and their activities”* (paragraph 41);

*“The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past ... The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value”* (paragraph 44).

*“Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place”* (paragraph 46);

*“Aesthetic values can be the result of the conscious design of a place, including artistic endeavour. Equally, they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time. Many places combine these two aspects”* (paragraph 47).

*“Evidential value, historical values and some aesthetic values, especially artistic ones, are dependent upon a place retaining (to varying degrees) the actual fabric that has been handed down from the past”* (paragraph 91).

‘Seeing the History in the View’ (Historic England, 2011) identifies:

*“The setting of any heritage asset is likely to include a variety of views of, across, or including that asset, and views of the surroundings from or through the asset”* (page 5).

*“Views are often kinetic (i.e. the observer is moving) and so, if necessary, there should be separate consideration and explanation of how the visibility and appearance of the heritage asset may change as the observer moves around the Viewing Place. This may include a description of the asset’s visual relationship to other features in the view. Some views will have a more extensive Viewing Place than others”* (page 13).

‘Conversion of Traditional Farm buildings: A Guide to Good Practice’ (Heritage England, October 2006) identifies:

*“New extensions, be they a contemporary design or one based on an existing outbuilding, should be subordinate in scale and relate to the character of the farmstead group. They should not compromise the setting, so careful thought needs to be given to their siting”* (page 29).

‘Farmstead Assessment Framework: informing sustainable development and the conservation of traditional farmsteads’ (Historic England, April 2015) identifies:

*“Work to existing buildings ... minimise alterations to prominent and significant external elevations”.*

#### AONB

*“The conservation of wildlife and cultural heritage are important considerations in all these areas”* (NPPF paragraph 115).

*“The natural beauty of AONBs is partly due to nature, and is partly the product of many centuries of human modification of ‘natural’ features. Landscape encompasses everything – ‘natural’ and human – that makes an area distinctive: geology, climate, soil, plants, animals, communities, archaeology, buildings, the people who live in it, past and present*

*... The Forest of Bowland was formally designated an Area of Outstanding Natural Beauty (AONB) by Government on 10th February 1964. The area was designated as a landscape of national significance due to a variety of factors, including... The landscape’s historic and cultural associations ... The distinctive pattern of settlements*

*... There is evident contrast in the villages in Bowland – some are typical estate villages while others are more haphazard farming settlements or industrial hamlets ... Collectively these historic and cultural elements of the environment serve to enrich the landscape’s scenic quality, meaning and value”* (The Forest of Bowland AONB Management Plan; April 2014 - March 2019).

A Planning Inspector ([APP/T2350/A/12/2174422](#), Cherry Hall, Grindleton, Ribble Valley; 25 July 2012) has identified the Forest of Bowland AONB to be an acknowledged heritage asset:

*“The CA and AONB are acknowledged heritage assets”* (paragraph 12).

The relationship between the AONB and listed buildings (use) was also considered at [APP/T2350/A/13/2193965](#), Dog and Partridge public house, Tosside, Ribble Valley; 25 July 2013:

*“Overall I conclude that the proposal would fail to preserve the special historic interest of the listed public house and would, consequently, to a small degree harm the character and appearance of the Forest of Bowland Area of Outstanding Natural Beauty”* (paragraph 28).

The conclusions of the Planning Inspector at [APP/T2350/D/16/3142632](#) (4 Southport Barn Cottages, Sawley, Ribble Valley; 24 March 2016; extension to barn conversion in village conservation area) are also noted:

*“As it would be out of keeping with its surroundings, the extension would also detract from the character of the Forest of Bowland AONB, contrary to Key Statement EN2 and Policy DMG2 of the Core Strategy”* (paragraph 8).

#### **Observations/Consideration of Matters Raised/Conclusion:**

The proposals have been subject to further negotiation. On 6 June 2016 the agent was advised of concerns related to:

- (i) Stephen Haigh (paragraph 6.6) identifies the setting of the house (when viewed from the front), the dated and inscribed stone of 1759 (at the front), other unaltered components of the front elevation and the group value of associated outbuildings to be amongst the most significant features of the listed building. In my opinion, the proposed removal of historic front walling and construction of a glazed extension to the trap house and insertion of 4 roof lights to the principal building main façade is harmful to the special architectural and historic interest of the listed building;
- (ii) Stephen Haigh (paragraph 6.6) identifies the historic plan form of the house to be amongst the most significant features of the listed building. Furthermore, whilst the first floor is wholly modern in appearance the main room divisions have been preserved (paragraph 5.6). In my opinion, the proposed openings between first floor proposed bedrooms and bathrooms is harmful to the special architectural and historic interest of the listed building and is not clearly and convincingly justified (NPPF Paragraph 132);
- (iii) Stephen Haigh (paragraph 5.7) identifies that the attic was cursorily viewed and little could be seen of it. He also notes that there is no evidence for an attic stair window and contrasts ground- first floor stair window height with other houses of a similar date in the district (paragraph 5.5) which may be suggestive of the historic use of the attic. He appears to suggest (paragraph 5.6) that the exposed roof truss in the first floor south-east room may be an historic tie-beam. However, no existing attic plan has been submitted and the Design and Access Statement proposes major changes to the attic and roof including new floor level and wholesale replacement of timbers. On the information

- submitted, I cannot support the proposed works to the attic and roof;
- (iv) It is not clear from the submitted information why prominent existing rendered gable wall stonework is to be exposed – even if cement based render, might the gables have been rendered historically in a traditional lime render to assist weather protection and/or a more uniform and prestigious appearance?
  - (v) The Design and Access Statement identifies that proposals are “to re-instate the house to its original Georgian form, by removing Victorian and later changes to the property”. Whilst the removal of modern features is unlikely to be an issue and I also note that it is not the intention to remove all mid-late C19 features of the building complex, the submitted information does not provide the necessary clear and convincing justification for the restoring of ceiling heights required by NPPF paragraph 132. See also pre-application reference to Historic England’s ‘Conservation Principles’ (2008), paragraph 21-25 of Historic England’s ‘Making changes to heritage assets’ (2016) and Historic England’s listing selection guides in respect to the levels of change to be expected in historic houses.

It has not been possible to resolve all of these issues within the 8 week consideration period (on 23 May 2016 the agent responded to initial concerns by deleting the proposed glazed extension and associated removal of historic fabric from the scheme).

In my opinion, the proposals will result in less than substantial harm to the significance of the listed building. In consideration to NPPF paragraph 134, I do not consider that the public benefit of contractor employment outweighs the harm to the listed building and its setting.

**RECOMMENDATION:**

That listed building consent and planning permission be refused for the following reason

**01**

The proposed development is harmful to the special architectural and historic interest and setting of the listed building because of the installation of prominent, incongruous and visually conspicuous roof lights, the permanent removal of the render finish to the gable walls, the loss of important historic fabric (including roof timbers, attic flooring and walling) and the loss of important pre-C20 plan form. This is contrary to Key Statement EN5 and Policies DME4 and DMG1 of the Ribble Valley Core Strategy and the National Planning Policy Framework Paragraph 17 (conserve heritage assets in a manner appropriate to their significance), Paragraph 60 (reinforce local distinctiveness), Paragraph 131 (development sustaining and enhancing the significance of heritage assets and positively contributing to local character and distinctiveness) and Paragraph 132 (great weight to conservation).