

Applicant	Mr & Mrs P Sowerby Caythorpe Hall, Church Lane, Caythorpe, Grantham, Lincolnshire, NG32 3EL
Agent	Steven Dunn Architects Hadleigh House, High Street, Walcott, Lincoln, LN4 3SN
Proposal	Retention of two conservatories, veranda, extension to Coach House and various structures within the curtilage (including fountain, fencing, CCTV cameras and landscaping works), erection of leisure building, greenhouse and cold frames within existing walled garden, construction of tennis court
Location	Caythorpe Hall, Church Lane, Caythorpe, Grantham, NG32 3EL
App Type	Householder Development
<u>Parish(es)</u>	Caythorpe Fulbeck
Reason for Referral to Committee	This application has been referred to the committee as it involves significant works to heritage assets including a grade II* listed building and is considered to be locally important.
Recommendation Summary	Refusal

Key Issues

- The impact on the historic character of the listed buildings and their settings
- The impact on the historic character of the conservation area and its setting
- The visual impact on the wider area

Technical Documents Submitted with the Application

- Design and Access Statement

REPORT

Reason for Referral to Committee

This application has been referred to the committee as it involves significant works to heritage assets including a grade II* listed building and is considered to be locally important.

The Town and Country Planning (Conservation Areas and Listed Buildings) Act 1990 (in conjunction with The Arrangements for Handling Heritage applications – Notification to the Secretary of State (England) direction 2009) requires applications for listed building consent involving works to grade II listed buildings where English Heritage object and the LPA is minded to approve, to be referred to the Secretary of State.

This application (along with S11/2372/LB) was originally discussed at the committee meeting of 07 February 2012. Members expressed the view that they were minded to approve the application. The listed building consent application was deferred to allow members to prepare a statement to justify reasons for approval before referring the application to the Secretary of State. This planning application was also deferred pending determination of the listed building application as much of it relates to the same development.

The Proposal

This application has been submitted following enforcement procedures after it was brought to the Council's attention that unauthorised works were being carried out at the site. Some of these works have now been reversed but the others are the subject of this application. This application was submitted on officer advice in order to regularise the situation and involves a number of separate elements, some of which are retrospective and some of which are new build.

The retrospective elements include:

- Conservatory on the east elevation (Kitchen Conservatory)
- Conservatory on the north elevation (Coach House Conservatory)
- Link between the Coach House and adjacent building
- Veranda on the west elevation
- CCTV cameras
- Fencing and gates
- Circular pond and fountain in the courtyard

The new build elements include:

- Lean to "leisure building" within the walled garden
- Lean to greenhouse and cold frame within the walled garden
- A tennis court

This planning application is accompanied by a listed building consent application – S11/2372/LB

The application site and its surroundings

The application site is an early C19 stone built Country House with associated outbuildings and walled garden set within landscaped formal gardens and extensive informal parkland. The Hall itself

is grade II* listed whilst the adjacent Coach House is grade II listed. All other outbuildings and historic structures within the immediate curtilage are covered by the main Hall's listing. The driveway and a large part of the curtilage are also within Caythorpe Conservation Area.

Relevant Site History

The house and grounds appear to have been neglected for many years and the house was until fairly recently occupied as two dwellings without planning permission. Various other unauthorised developments appear to have occurred. The curtilage had also been subdivided into different ownerships.

The barn to the west of the courtyard was converted to a dwelling under SK.96/0944 and SK.96/LB/4872

A small lean to dwelling was approved and built under S02/1644 & S02/LB/5831 following an earlier refusal (S02/0337) of a larger dwelling in the same position.

The applicant, since purchasing the Hall, has acquired most of the land historically associated with the Hall. The Hall and its historic curtilage are therefore now under the same ownership with the exception of a small parcel of land to the west of the walled garden. The applicant has carried out a number of works of repair and restoration to the Hall, outbuildings, walled gardens, boundary walls and sunken garden as well as landscaping works to the grounds which have been carried out to a high standard and have generally enhanced the site. Planning permission (S11/1903) has been recently granted for a curtilage extension and enlargement/restoration of the pond to the south of the Hall.

Unfortunately, the applicant has also built a number of unauthorised extensions, and carried out other works which were brought to the Council's attention and are the subject of this planning application.

Policy Considerations

National Planning Policy Statement (NPPF)

Section 12: Conserving and Enhancing the Historic Environment

East Midlands Regional plan (RSS8)

Policy 2: Promoting Better Design

Policy 26: Protecting and Enhancing the Region's Natural and Cultural Heritage

Policy 27: Regional Priorities for the Historic Environment

South Kesteven Core Strategy

Policy EN1: Protection and Enhancement of the Character of the District

Representations Received

Community Archaeologist: This application does not affect any archaeological sites and therefore no archaeological intervention required.

Caythorpe Parish Council: No observations about the works

Highways Authority: No observations

English Heritage:

Summary

Caythorpe Hall, built in 1823, is listed Grade II* and is therefore within the top 8% of listed buildings in England. The Coach House, also built in 1823, is Listed Grade II. They are historically, functionally and spatially related to ancillary structures and features which contribute positively to their setting and significance and, together, these heritage assets create an attractive ensemble within the Caythorpe conservation area.

The proposals are for various alterations and extensions affecting the Hall, the Coach House and their setting. Some of these alterations and extensions have already been carried out without Listed Building or Planning consent, and consent is now being applied for retrospectively.

Our advice is provided in line with Planning Policy Statement 5: Planning for the Historic Environment (PPS5), particularly policies HE6, HE7, HE9 and HE10; the Historic Environment Planning Practice Guide (English Heritage, March 2010), particularly paragraphs 178-180; and English Heritage 'Conservation Principles': Policies and Guidance for the Sustainable Management of the Historic Environment (English Heritage, April 2008).

It remains our view that the kitchen conservatory extension and the Coach House conservatory extension cause substantial harm to the significance of the Grade II* listed Hall. We also consider that the veranda on the west elevation has a harmful impact upon the significance of the Grade II listed Hall and has not been justified. Where these structures have already been added to the Grade II* listed Hall without consent the harm and substantial harm is clearly demonstrable. We consider that the further information provided by the applicant does not justify the proposed scheme.

English Heritage objects to this application because of the unjustified and demonstrable substantial harm caused by the kitchen conservatory and the Coach House conservatory, and the unjustified, demonstrable harm caused by the veranda. We recommend refusal of planning permission and listed building consent.

English Heritage Advice

Significance and heritage values

Caythorpe Hall is listed Grade II* which means that it is part of a small proportion (about 8%) of listed buildings which are of outstanding architectural or historic interest. The Coach House is listed Grade II which means it is of special architectural or historic interest. Both Caythorpe Hall and the Coach House have high historic and aesthetic value which derives from the conscious and formal design of the buildings and setting in 1823 by William Parsons for Col. G. Hussey Packe. 'Conservation Principles', Understanding Values, 46-53 highlights that sustaining design value depends upon maintaining the integrity of the design concept. As paragraph 19 of the PPS5 Practice Guide says, Conservation Principles is simply another way of analysing a heritage asset's significance.

As we stated in our letter of 13 May 2011, the Greek inspired architectural style of the Grade II* listed Hall is expressed eloquently in the fenestration and detailing of the elevations and makes an important contribution to the architectural and historic interest of the building. The building has been

designed in the round and the uninterrupted visibility of the elevations allows the architecture to be appreciated and understood. In addition, the architectural treatment and detailing of the elevations reflects the hierarchy of the layout and plan form of the rooms behind. Therefore, any addition to the building should ensure that the legibility of the established architectural character and significance of the building is preserved.

The proposed scheme

The proposed scheme is for various alterations and extensions affecting Caythorpe Hall, the Coach House and their setting. Two conservatories (the kitchen conservatory extension and the Coach House extension) and the veranda on the western elevation of the hall have been built without Listed Building or Planning consent, and consent is now being applied for retrospectively. Replacement Coach House doors have also been inserted without consents. The proposed scheme also includes a new leisure building and greenhouse in the walled garden. It is unfortunate that no photographs survive of the Hall before the works were undertaken.

Planning policy and guidance

It is the Government's overarching aim that listed buildings and the historic environment generally should be conserved and enjoyed for the quality of life they bring to this and future generations (PPS5, para. 7). More particularly, listed buildings should be conserved in a manner appropriate to their significance. Conservation is defined as the process of maintaining a heritage asset and managing change to it in a way that sustains and where appropriate enhances its heritage significance.

By law, in every listed building consent or planning permission decision concerning a listed building, special regard must be paid to the desirability of preserving a listed building or its setting or any features of special architectural interest which it possesses (sections 16(20 and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990).

In short, the objective should always be first to conserve the heritage interest in the property.

PPS5 policy HE7.2 states that in considering the impact of a proposal on any heritage asset local planning authorities should take into account the particular nature of the significance of the heritage asset and the value that it holds, and that this understanding should be used to avoid or minimize conflict between the heritage asset's conservation and any aspect of the proposal.

PPS 5 and the accompanying Practice Guide (HEPPG), produced by English Heritage and endorsed by Government, tell us that local planning authorities should take into account the desirability of sustaining and enhancing the significance of heritage assets and the desirability for new development to make a positive contribution to character, including scale, height, mass and alignment (PPS5 paragraphs HE7.4 and HE7.5, HEPPG paragraphs 178 and 180). It is important to note that the use of the word 'loss' in policies HE7 (including HE7.7) and HE9 refers to loss of significance, not just loss of fabric.

We do not agree with the statement in the Design and Access Statement that none of the proposals constitute loss to the heritage asset.

Policy HE9.1 states "there should be a presumption in favour of the conservation of designated heritage assets", that harm to significance must be clearly justified (also HEPPG, paras 8 and 85), and that substantial harm to the significance of a grade II* listed building should be wholly exceptional.

PPS5 policy 9.2 recommends that local planning authorities should refuse consent “unless it can be demonstrated that substantial harm to significance is necessary in order to deliver substantial public benefits that outweigh the harm” or the conditions of HE9.2 (i) and HE9.3 relating to reasonable and viable use, marketing, grant funding or public ownership are met (also HEPPG, paras 85, 91 to 97).

Policy HE9.4 tells us that where a proposal makes a harmful impact on the significance of a designated asset local planning authorities should weigh the public benefit of the proposal against the harm caused.

The Practice Guide, section 6, refers to how each heritage asset and group of heritage assets has its own characteristics which can include orientation, layout, plan-form, setting, materials, the disposition of openings, and external detailing. As we advised in our letter of 13 May 2011, in assessing the impact of the various elements of the proposals upon the significance of the heritage assets affected, we draw your attention to some key principles referred to in HEPPG paragraphs 178-180:

“It would not normally be acceptable 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.”

“The fabric will always be an important part of the asset’s significance.”

“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.”

Impact of the proposed scheme

Kitchen conservatory extension to the Grade II* listed Hall

The proposed kitchen conservatory extension (which has already been built without consent) infills the recessed section of the building which visually separates the formal southern part of the Hall from the northern L-shaped service wing. As we advised in our letter of 13 May 2011, the projection of the extension beyond the existing east facing section of the north service wing has a negative visual impact upon the designed symmetry of this part of the building. We do not agree with the assertion in Appendix C of the Design and Access Statement that the conservatory is a ‘logical additional phase of construction’ or that it has no impact on the principal eastern elevation. The conservatory is particularly prominent and visible in relation to the highly significant eastern Garden frontage of the main house. The roof of the extension projects above the first floor string-course and cuts across the view of several first floor windows on the recessed section of the eastern elevation and is particularly harmful. The Design and Access statement understood our advice in our letter of 13 May 2011 to mean that we considered the roof to physically cut across these windows. This is not the case and our advice refers to cutting across views of the first floor windows.

We reject completely the assertion in the Design and Access Statement that the “suggestion that the use of glass does not diminish the physical presence” is purely a matter of personal opinion and should not be allowed significant weight’. We continue to advise that the use of glass does not diminish the physical presence of the extension; rather, the apparent bulk of the structure is increased by the visual effects of glare and reflections, and the fact that the extensive glass panels form a mass of different material to the rest of the building, which together significantly detracts from the appearance of the Grade II* listed building. This is evident from viewing the conservatory ‘in situ’. We also reject the suggestion that because there are limited views from the public highway, this in some way diminishes the harm to significance. Views of the Hall from within its setting, including private areas, are of central importance to the significance of the listed building.

Therefore, it is our view that an extension of this scale, form, design and character in this location significantly detracts from the architectural interest of the Grade II listed building and results in substantial harm to its significance. Evidence remaining on site suggests that two shallow extensions previously existed at this location. A sloping scar from a previous roof on the north elevation of the main part of the Hall shows that a low extension of some form extended a short way from the existing linking section of the service wing.

Similarly it appears that a three storey extension existed on the northern side of the recessed area which again only extended a short way to the east from the existing linking section of the service wing. As we said in our letter of 13 May 2011, removal of an inappropriate later addition to the building would have given rise to the opportunity to 'better reveal' the significance of the heritage asset which PPS5 encourages. There may be a case for small extensions to the linking section of the service wing. However any such extensions should only extend as far to the east as the previous extensions and would therefore be significantly recessed from the east facing section of the main part of the north service wing. The fact that small extensions previously existed should not be taken as justification for replacing them with a structure which causes substantial harm.

We continue to have major concerns about what appears to be the removal of a large part of a principal external wall to create a full width open access into the extension. This is a major alteration to the plan form of the building resulting in loss of significant historic fabric.

Coach House conservatory extension to the Grade II* listed Hall

As we advised in our letter of 13 May 2011, the Grade II listed Hall and the Grade II listed Coach House have been designed as discrete entities with a form and layout to reflect their respective functions and settings. It is our view that the creation of a link structure between the two buildings (which has already been carried out without consent) results in substantial harm to the significance of both listed buildings. No evidence of a previous structure on this location was observed on site. Any new opening to link the Coach House conservatory extension to the main house would also have a harmful impact upon the plan form and layout of the Coach House and would result in the loss of historic fabric.

The Design and Access Statement suggests that there is a perception that the Hall and Coach House are linked from a certain viewpoint in the courtyard because a wall exists between them. It is clear that a conservatory, with access through doorways to both buildings, provides an entirely different link compared to the physical connection of a freestanding wall to both buildings. This is obviously even more evident in views of the Hall, Coach House and conservatory from the north and east.

With regard to justification, PPS5, policy HE9.2 requires that where an application would lead to substantial harm to significance, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm is necessary in order to deliver substantial public benefits that outweigh the harm. It is our view that the justification provided in the Design and Access Statement that the two conservatories are 'fundamentally required to provide the living space required for modern living' is unproven as there is no evidence to suggest that the existing accommodation is inadequate. Neither is there any demonstration of public benefits.

Veranda to the western elevation of the Grade II* listed Hall

The justification presented in the Design and Access Statement for this addition to the Grade II* listed Hall (already constructed without consent) refers to the existing west elevation as being 'ill-proportioned, unbalanced and somewhat 'institutional' in its appearance' and that the veranda would provide a 'visual device which unifies the appearance of the elevation concerned and breaks

up the overall mass of the elevation'. As we stated in our letter of 13 May 2011, we strongly disagree with this claim and point out that rather than being a 'unified' elevation, the decorative quoin treatment around the windows and difference in the limestone of the three southernmost bays of the elevation and doorway serves to create an important visual division between the more formal central section of the Hall and the northern service wing.

Therefore, the proposed veranda would have a harmful visual and physical impact by cutting across this subtle architectural distinction. The veranda would also obscure views of the ground floor windows, detracting from the significance of the proportions of the fenestration, including the regular arrangement of the windows and the spaces between them. We reject the suggestion in the Design and Access Statement that the veranda is 'in essence, a 'temporary' structure'. It can also be seen on site that the veranda does indeed visually obscure views of the ground floor windows. Again, views of the Hall from within its setting, including private areas, are of central importance to the significance of the listed building.

PPS5, policy HE9.4 advises that where a proposal would have a harmful impact on significance which is less than substantial, a 'clear and convincing' justification should be provided. We remain of the view that there is not adequate justification for this harmful alteration.

New leisure building

As we previously advised in our letters of 13 May 2011 and 13 December 2010, we have no objection in principle to the proposal to erect a building on the site of what appears from photographic evidence to have been a glasshouse. We remain of the view that extending the structure around the corner of the walled garden, across the blank south elevation of the existing corner building, the red brick wall and gateway adjacent to the old laundry building will have a negative impact upon on the setting of the Grade II listed Hall. We continue to advise that your authority should assess the impact of this upon setting of the Hall from inside the walled garden and the justification provided. We remain concerned about the level of information provided in terms of the detailing and materials. We advise that this should be clarified and controlled by conditions attached to any consent in order to ensure that the new building is of a quality with appropriate materials and detailing that responds adequately to its sensitive historic context.

Coach House doors

We consider that the new doors of the Coach House harm the significance of the building. As the new door has only two leaves, the door leaves are greatly oversized, with huge hinges, and this damages the appearance and design of the elegant main façade of the Coach House which is a key part of the building's significance. We understand that the original doors had more than two leaves and this would provide an appropriate solution.

Position

The Design and Access statement argues that the wider works to restore the estate justify any harm caused by the extensions and the veranda. We do not accept this argument. The extensions and veranda are not necessary to deliver the scheme or 'preserve the asset' as substantial accommodation already exists within the hall and associated buildings. Restoration of other parts of a heritage asset is not in itself a justification for causing substantial harm to the heritage asset, particularly where the works which cause substantial harm are not necessary to deliver the overall scheme. We consider that the proposed scheme does not meet the requirements of PPS5 policies HE9.1, HE9.2, HE9.3 and HE9.4. It is important to note that simple reversal of additions, even if possible, is not in itself a justification for works which cause substantial harm to the significance of listed buildings.

We consider that the proposed scheme does not sustain and enhance the significance of the heritage assets, nor do the conservatories and veranda make a positive contribution to character, including scale, height, mass and alignment

The Design and Access Statement also refers to policy HE11 although it is stated that no enabling development is part of the application. For the avoidance of doubt the conservatories and veranda could not be considered as enabling development, particularly as they have not been shown to be necessary to secure the long term future of the asset, they are not necessary to resolve problems arising from the inherent needs of the heritage asset, and they cause substantial harm to the significance of the listed building.

During the site visit it was clear that other alterations to the Hall, Coach House and other buildings had recently taken place and are not part of the current applications for listed building consent and planning permission. We would urge the local authority to determine what recent alterations have occurred and to take appropriate action, including statutory interventions where appropriate.

English Heritage Recommendation

Accordingly, English Heritage objects to this application because of the demonstrable substantial harm caused by the kitchen conservatory and the Coach House conservatory, and the unjustified, demonstrable harm caused by the veranda, which have all already been carried out without consent and without the benefit of heritage advice. We recommend refusal of planning permission.

SKDC Conservation Officer:

I refer to your memorandum dated 17th October 2011 inviting comment on the application for listed Building Consent for works of alteration and extension to Caythorpe Hall.

The present Hall, a modest Georgian country house displaying the, then fashionable, influence of Ancient Greece. It was built in 1823/4 for Colonel G. H. Packe, the Lord of the Manor and the architect was William Parsons of Leicester. The house itself is listed Grade II* and an adjacent Coach House is listed grade II. All other buildings within the curtilage are covered by the listing to the main house, apart from the grade II listed Lodge and the Icehouse. The latter is not affected by the current application.

The whole estate was sold out of the Hussey family in 1947 when both the Hall and gardens, amounting to 5.8 acres, were purchased by H. Adcock of Corby Glen Sawmills.

More recently, prior to it coming into the applicant's ownership it was occupied, unauthorised, as two dwellings and had been the subject to neglect and a degree of unsympathetic alteration.

The Hall was listed in 1955 and the Coach House and Lodge in 1984.

The Hall, Coach House and other buildings and the grounds in the immediate vicinity of the Hall are within the Caythorpe Conservation Area.

The current application seeks consent for works of alteration and extension already undertaken and also for further proposed works. There still remain other works that have been carried out without authorisation that do appear to form part of the current applications.

In April 2010 it was brought to the Authority's attention that works were being undertaken to the Hall by a new owner. A site visit by Officers revealed that various unauthorised works of alteration and extension had been carried out without authorisation. The owner was advised of the legal implications of carrying out works without first obtaining the requisite authorisations and was

advised to cease further works, other than repairs on a like-for-like basis, and to submit as soon as possible an application seeking consent for works already undertaken and others that were proposed.

Despite having been advised to cease any further works, the owner carried on with those already started and others which are included in the current applications for listed building consent and planning permission.

Not everything the applicant has undertaken at the property has had a negative impact on the buildings. There have been extensive works of refurbishment, to both internal and external features that had been neglected or the subject of past, unsympathetic alteration.

Taking each element of the proposal separately, I would comment as follows:

Kitchen Conservatory

The hall comprises two distinct elements, the original Hall and an L-shaped service wing adjoining at the northern end. Adjoining the northern end of the Hall and the eastern wall of the service wing, which is significantly recessed from the eastern elevation of the Hall, a substantial timber conservatory has been added that has itself an L-shaped floor plan and extends beyond the eastern wall of the service wing. It also projects above the first floor string course and obscures several of the first floor windows.

There have been some unauthorised demolitions in this recessed area to accommodate the conservatory.

A three-storey, flat roof structure was demolished and a large opening formed in the eastern wall of the service wing, without authorisation. The supporting information claims that the structures that have been removed “comprised rough brick walling, single-glazed joinery frames, felt flat roofing, corrugated PVC sheeting roofing in part”. No photographic evidence has been submitted to support this claim but the photographs that were taken at the time the property was last on the market show the three-storey element that has been removed to apparently be constructed of stone. The removal of structures without authorisation means that the applicant’s assertions about their construction could not be verified and there was no opportunity for an assessment to be made of their historic significance.

In addition, a large area of the external wall of the service wing has been removed at ground floor level where the conservatory adjoins, not by the current owner it is claimed, that has resulted in the loss of a significant amount of historic fabric.

The conservatory that has been erected here has a significant and removal of a substantial area of external wall has a harmful impact on the character and appearance of the principal, eastern elevation of the Hall and the adjoining service wing. It is irrelevant that there are only limited public views of this part of the building. Private views are of equal importance.

Conservatory to north wall of service wing

Again this extension has already been added. It provides an enclosed link between the service wing and an adjacent building between the Hall and the Coach House. It allows for passage between the three buildings without the need to go outdoors.

It is similar in design and materials to that added to the eastern wall of the service wing but has a much smaller footprint. It is also claimed that this replaces a former, inferior structure, although again no evidence has been provided to support this claim.

A small area of garden around this conservatory has been enclosed by fencing.

In my opinion the impact of this conservatory on the character and appearance of the listed building is not significant, nor is the structure inappropriate in terms of its design, materials and size.

I would not wish to object therefore to this element of the proposals.

Coach House

The grade II listed Coach House is located at right angles to and to the north-west of the Hall. There have been significant alterations to this building, including the creation of a link to the Hall, as mentioned above.

A significant and harmful alteration has been the replacement of the sliding doors to the south, principal elevation facing onto the courtyard, with side hung doors. This unauthorised alteration has altered the appearance of the building to the detriment of its character and appearance. The replacement doors are much larger and fill the entire opening. They incorporate no glazing, unlike the previous doors which had glazing at the top of the side panels, and they have, of necessity, larger and more prominent hinges.

A large opening, not much smaller than that on the south elevation, has been formed in the north wall and it has a similar pair of double doors. This alteration has resulted in the unjustified loss of a significant amount of historic fabric to the detriment of the significance of this heritage asset.

Veranda to western elevation of the Hall

This addition has also already been added to the Hall. It is constructed of timber and has a lead roof. It extends across nearly the full length of the west elevation to the service wing.

The supporting statement suggests that that the west elevation is “ill-proportioned unbalanced, and somewhat ‘institutional’ in its appearance” and claims that it is an “essential” log store and covered porch.

It is not only excessive for the stated purpose but also has the unfortunate effect of obscuring the subtle transition from the formal part of the Hall and the service wing, which are constructed of noticeably different coloured stone and have different detailing to the window and door openings.

The supporting statement also makes reference to such structures on similar properties at Normanton and Stragglethorpe but these are not precisely identified and nor are any photographs provided so a how relevant these comparisons are cannot be assessed.

New leisure building and Greenhouse

The ground area of the walled garden has been sensitively restored and its enclosing walls have been re-pointed. It is proposed to erect a new ‘leisure building’, comprising a swimming pool, gym and ancillary facilities against the north wall of the kitchen garden in the style of a period greenhouse/conservatory. There is evidence of a similar structure having once been in this location, if not quite as extensive as currently proposed.

It is also proposed to erect a sizeable lean-to greenhouse and cold frame in the south west corner of the walled garden. These are shown to be in a style appropriate for the context.

Although no large scale details have been submitted, I am satisfied that the setting of none of the principal and curtilage heritage assets will be compromised by these buildings but, if the applications are approved, I would request that a condition be imposed stipulating that these structures be constructed with timber framing and to details to be agreed with the authority.

Other works

Other works for which planning permission is being sought, again retrospectively, include the creation of an ornamental pond and fountain in the courtyard, the installation of pole mounted cctv cameras, the erection of fencing and the formation of a tennis court. I have no particular concerns about these works, even though they have already been undertaken. The pole mounted cctv cameras and the tennis court are sited discreetly as practicable and the fencing is preferable to the on-end railway sleepers that were formerly used in several places on the site.

There are other works that appear to have been carried out without authorisation and for which consent is not being sought under the current applications include:

- Wall connecting the Hall, intervening outbuilding and the Coach House.
- Small extension to rear of Coach House, linking the Coach House with the adjacent garage to the east and thus, via the conservatory, to the Hall.
- Demolition of previous additions.
- Replacement door to west elevation of service wing.

Although I do not share English Heritage's opinion on a couple of elements of the works for which consent is being sought, specifically the conservatory against the north wall of the Hall and the Leisure building to be erected against the walls of the former kitchen garden, I concur with their comments on the majority of the works for which consent is being sought.

I would advise therefore that on the grounds that substantial harm has been caused to the character and appearance of the grade II*, grade II and curtilage listed and therefore their significance as heritage assets by the kitchen extension and associated alterations to the Hall, the alterations to the Coach House and the addition of a veranda to western side of the Hall. Policy HE9 of PPS5 states that "Loss affecting any designated asset should require clear and convincing justification". In the case of the applications under consideration in this instance no convincing justification has been provided.

The works for which consent/approval are being sought under these applications are considered to be contrary Central Government Guidance on Planning and the Historic Environment contained in PPS5 – Planning for the Historic Environment, in particular policies HE6, HE7, HE9, HE10, Policies 26 and 27 of the East Midlands Regional Plan and Policy EN1 of the Core Strategy to South Kesteven local Development Framework.

Statement from Applicant's Agent

I write with reference to your email of 20th December 2011 enclosing further comments from English Heritage on the revised/resubmitted planning application at the above.

Following further consultation with my clients in the above matter, I have been asked by Mr. & Mrs. Sowerby to put-forward the following points. Which I quote from an email received from Mr Sowerby:

- “We do not accept the points made by EH which we believe have already been fully addressed in great detail in our application. In particular, pages 1 to 14 of the Design and Access Statement (revision B, 12 September 2011) remain entirely relevant.”
- “In our opinion, EH are objecting to the conservatories and veranda purely on the grounds of the application being retrospective. We feel that their arguments are biased and have been predetermined since the outset.”
- “The above point is reinforced by their ‘bully-boy’ tactics and threats to refer the matter to the Secretary of State (if they don’t get their way!). Their attitude is borne-out by their unethical and high handed unauthorised site visit, in respect of which we are in the process of making an official complaint to the relevant authorities.”
- “Not one person who has seen the work at Caythorpe has failed to be impressed and nobody can understand why EH object to the proposals.”
- “How can English Heritage say that the building has been “harmed” when it clearly has not, and in fact has been saved beautifully restored as indeed the Committee will see on their forthcoming visit!”
- “We believe EH have totally misunderstood the history and reading of the building and how this has changed over the years. As a result, EH have misunderstood the application completely.”
- “EH allude that the “appendages” spoil a previously untouched building when is it clear that the building has been constructed over many years and different stages so that the relationship of the component parts has been constantly changing. For example, the Hall itself has been extended at least twice and was originally significantly further separated from the Coach House which has at some point had the wing added and then the small lower garage (at later dates).”
- “EH have made no mention of the quality and detail of the four years of restoration work that has taken place and that has saved the building for the next 100 years. Surely we must be allowed some credit for all of this effort!?”
- “The kitchen conservatory recessed area has previously been significantly infilled with various buildings as detailed on old Land Registry plans. This contradicts some elements of the view stated by English Heritage.”
- “EH are saying that they would be prepared to consider extensions within this area. In fact any such extension would look very little different from what has already built when viewed from the lawn area to the east of the property.”
- “EH accept the proposal for the huge leisure complex building within the walled garden, and have previously allowed a 20% floor area extension to the walled garden house, yet a 4% increase in the floor area of the Hall (in the form of the conservatories) is unacceptable to them!”
- “How can EH possibly say that the work is “not in the public interest” when it can not be seen by the public?”
- “Without the conservatories and the veranda the property is not suitable for our families’ practical use. We are living in the 21st Century and the property has to be both practical and manageable.”

- “As already stated, the property had previously been split into seven separate ownerships and has now been returned to one.”
- “If the application is rejected, the Hall will have to be split back into multi-occupancy along with applications for further enabling development to recoup significant costs already expended. The only other alternative would be to redevelop the Hall as a Hotel which would inevitably lead to fundamental physical changes to the fabric, and the loss of the use of the property as a family home.”
- “The Walled Garden leisure complex has been amended in line with English Heritage’s previous comments. It appears from their latest response that they have overlooked these amendments. Surely one must question how carefully they are looking at the application documents if this can be the case?”
- “The project as a whole means that the extensive wall along the main road side to the east of the site which is in a terrible state will be saved. This wall is perhaps the most outstanding piece of construction within the village and its reconstruction is a fundamental part of our proposal to reinstate the formal parkland around the Hall as was originally the case. Surely we must be given credit for works of this type?”

Please note that this is my client’s express wish that the above points are put to you prior to your consideration of this matter.

Representations as a result of publicity

The application has been advertised in accordance with the statement of community involvement relevant to this type of planning application. At the time of writing, one neighbour letter had been received:

No objection to the proposal. Welcomes the applicant’s investment in the site but questions the applicant’s assertion that the Hall was split into 8 occupancies

Officer Evaluation

Changes to planning policy

Since the previous committee meeting where this application was discussed, all national Planning Policy Statements including PPS5 (Planning and the Historic Environment) have been superseded by the National Planning Policy Framework (NPPF). However, policy in relation to the historic environment, as set out in Section 12 of the NPPF, has not changed significantly, either in its general thrust or at the more detailed level. In respect of this application, effectively the same policy considerations apply under the new regime.

Determination of the Application

Your officers continue to recommend refusal of this application based on the evaluation and reasons given in the original report and late background papers. In determining this application, the Committee must take the following into account. Only in the case that the proposal can be satisfactorily justified, taking into account the relevant policies listed below should the application be approved. If the proposal cannot be satisfactorily justified in relation to those policies, the application should be refused.

The relevant policies against which proposals in the planning application under consideration at Caythorpe Hall are largely the same as those against which the listed building consent must be considered, and include the following:

East Midlands Regional Plan (RSS8)

The following questions must be answered in relation to policies 26 & 27 of RSS8:

Policy 26

1. Does this proposal ensure that this historic asset receives the highest protection?
2. Is the damage (loss/alteration of historic fabric) unavoidable and has it been minimised as far as possible? Does the need for the works outweigh the damage and has it been clearly justified?

Policy 27

1. Has the significance of the heritage asset been fully identified and assessed in this application? (see note on significance)

National Planning Policy Framework (Chapter 12)

This document sets out the national policy principles guiding the determination of applications for consent relating to all heritage assets. The first key question is - has the applicant demonstrated an understanding of the significance of the heritage asset?

The following questions must be answered in relation to the paragraphs below of the NPPF. NB. Some paragraphs have been omitted as they are not applicable to this type of application.

Paragraph 128

1. Has full account been taken of all relevant sources of information relating to the significance of the heritage asset and expert advice given by consultees? Can committee justify why they think English Heritage and the Conservation Officer's expert advice is wrong?
2. Has the nature of the significance and value of the heritage asset been fully considered? This includes Caythorpe conservation area as well as Caythorpe Hall and Coach House.

Paragraph 130

1. Has it been taken into account that deliberate damage (loss or significant alteration) to the historic fabric has been carried out in the hope of gaining permission, i.e. has the fact that the work has already been carried out and therefore that it may be considered to serve no purpose to reverse it been given weight when policy says it should not?

The next section stipulates that any harmful impact on the significance of a designated asset needs to be justified against specific criteria. For substantial, harm, that harm must be considered necessary and justified in order to deliver substantial public benefit. The key questions in this case are therefore: Is the harm necessary? What are the public benefits? Has the applicant justified the harm to the significance of the heritage asset caused by the unauthorised works already undertaken?

The following questions must be answered in relation to the paragraphs below of the NPPF:

Paragraph 132

1. Bearing in mind that there is a policy presumption in favour of the conservation of heritage assets, and the higher the grade the greater the presumption in favour, has the high grading (grade II) of the heritage asset and therefore the even greater presumption in favour of conservation than that given to lower graded heritage assets been taken into account?
2. Has there been clear and convincing justification for ALL the proposed works?
3. Are there wholly exceptional circumstances that justify the substantial harm (loss/alteration of historic fabric) to a grade II* Listed Building (Caythorpe Hall) and exceptional circumstances that justify the replacement of the doors to the grade II listed Coach House.

Paragraph 133

1. Are there substantial public benefits (of ALL the proposals contained in this LB application only) that outweigh the harm and what are these?
2. Are the works ESSENTIAL because of ALL the following
 - a. without them the nature of the heritage asset prevents all reasonable uses of the site
 - b. the site has no other viable use to ensure its conservation
 - c. no grants/public ownership are available
 - d. it is the only way of bringing the site back into use?
3. Has the above been fully demonstrated by the applicant through evidence including that the site has been properly marketed and all other alternatives have been investigated?

Paragraph 137

1. Do all aspects of this proposal within the conservation area better reveal the significance of the heritage asset?

Paragraph 138

1. Does the removal of relatively modern and incongruous later additions justify substantial harm to the historic fabric?

Definitions

Substantial Harm

Substantial harm means significant loss of or alteration to the historic fabric of the building or loss/alteration that undermines or diminishes its historic significance. This would include changes to historic layouts, elevations, or details (such as windows/doors/roofing materials), removal/alteration of parts of the building (including curtilage listed structures) that form part of the building's intrinsic character and history. In the context of a grade II listed building, this is likely to mean ANY significant intervention in the historic fabric.

Significance

It is a long established principle of historic building conservation that any works of alteration or extension should be based on an understanding of the 'significance' of the building in question. Without such an understanding there is a serious danger of irreparable damage being caused to, or irreplaceable historic fabric being lost. In the case of Caythorpe Hall the majority of the works have been undertaken without any attempt to understand the significance of the building, in particular those parts of it which have been affected by the unauthorised works. Caythorpe Hall is a grade II* listed building and this means that it is of outstanding architectural merit. Only about 8% of all

Listed Buildings are listed II*. Caythorpe Hall is therefore of high 'significance'. What is 'Significance'? Significance in the case of Caythorpe Hall can be taken to comprise its:

- Historic Significance;
And its
- Architectural and Artistic Significance.

Historic significance - arises from its history, its development over time, the strength of its tie to a particular architectural or historic period, its layout, plan form and internal features of special interest including chimney stacks and fireplaces and links to a notable designer, owner or to a local industry.

Architectural and Artistic Significance – derives from its design and general aesthetics, either from a particular architectural design or from the way the building has evolved over time. It includes visual qualities and characteristics, legibility of form, character of elevations, roofscape, materials, fabric, construction, craftsmanship and decoration.

Once having established the significance of the whole building and those elements to be subject to intervention, proposed alterations can be designed in such a way as to avoid or minimise any loss of significance.

Other relevant facts

- The determination should relate to the acceptability or otherwise of what is proposed specifically in this planning application and not to any other development, or land ownership issues, whether proposed or already carried out by the applicant at Caythorpe Hall.
- ALL separate elements, whether retrospective or proposed, in the application must be in accordance with policy. If one element, however small, is not in accordance with policy or material considerations indicate against it, and it is therefore unacceptable, the whole application must be refused.
- The quality of the workmanship or materials of any works already undertaken is not material to whether these works are acceptable in principle or not. Whether they accord with policy is the relevant issue.
- It should be noted that the house has been in continuous residential occupation until the current owner bought it and although in need of repairs and investment was not derelict or in danger of falling down – it was not on English Heritage's or the council's buildings at risk register. The house itself was subdivided into two with part of the service wing being used as a separate flat – the main house was still in its original use as a dwelling. The reference made by the applicant at the previous committee to previous subdivision to 7 dwellings and different ownerships relates to the whole estate and the various outbuildings and dwellings within the wider curtilage including the lodge.
- The fact that the applicant apologised to committee for carrying out works without permission is not a material consideration and does not make the works acceptable. Neither are any stated intentions to sell the site for a hotel or leave it to dereliction should planning permission not be forthcoming.
- Since the unauthorised works came to the council's attention, the applicant has taken 2 years to submit a valid application and provide evidence and justification for the works.
- There is no reason why the applicant cannot submit new applications for those parts of the scheme which officers do not consider unacceptable or contrary to policy.

Crime and Disorder Implications

The application will not raise any significant issues.

Human Rights Implications

Articles 6 (Right to fair decision making) and Article 8 (Right to private family life and home) of the Human Rights Act have been taken into account in making this recommendation.

It is considered that no relevant Article of that act will be breached.

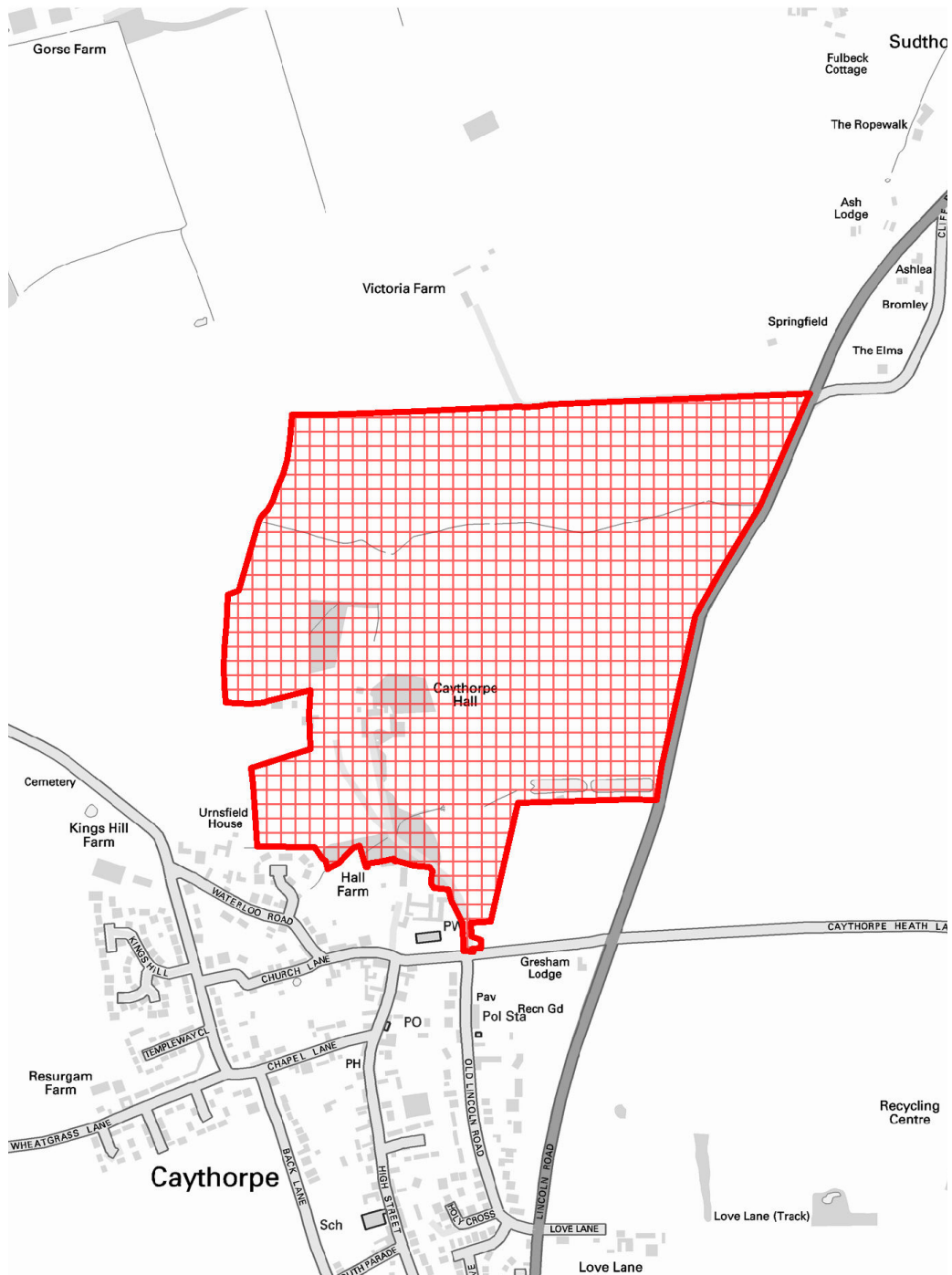
RECOMMENDATION: That the development be Refused for the following reason(s)

1. It is considered that a thorough understanding of the historic significance of grade II* listed Caythorpe Hall and the impact on its character has not been demonstrated and that the kitchen conservatory and the veranda have a significantly harmful and unjustified impact on the historic character of the grade II* listed Hall, the setting of the grade II listed Coach House and Caythorpe conservation area, contrary to National Planning Policy Framework (Section 12: Conserving and Enhancing the Historic Environment) and policies 26 & 27 of the East Midlands Regional Plan and policy EN1 of The South Kesteven Core Strategy.
2. No evidence has been submitted to demonstrate that the future viability and long term preservation of this heritage asset can only be achieved by allowing the harmful elements of the proposal. It is therefore considered that the positive benefits of the wider restoration works to the Hall and grounds carried out by the applicant do not outweigh the significant and unjustified harm to the historic character of the grade II* listed Hall the setting of the grade II listed Coach House and Caythorpe conservation area contrary to National Planning Policy Framework (Section 12: Conserving and Enhancing the Historic Environment) and policies 26 & 27 of the East Midlands Regional Plan and policy EN1 of The South Kesteven Core Strategy.

* * * * *

Site Location Plan

Ref	S11/2371
Proposal	Retention of two conservatories, veranda, extension to Coach House and various structures within the curtilage (including fountain, fencing, CCTV cameras and landscaping works), erection of leisure building, greenhouse and cold frames within existing walled garden, construction of tennis court
Location	Caythorpe Hall, Church Lane, Caythorpe, Grantham, NG32 3EL



Scale 1:10000
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Applicant	Mr & Mrs P Sowerby Caythorpe Hall, Church Lane, Caythorpe, Grantham, Lincolnshire, NG32 3EL
Agent	Steven Dunn Architects Hadleigh House, High Street, Walcott, Lincoln, LN4 3SN
Proposal	Extensions and alterations to listed building including retention of two conservatories, veranda, and extension to Coach House, erection of leisure building and greenhouse within existing walled garden, replacement of Coach House doors and other associated works
Location	Caythorpe Hall, Church Lane, Caythorpe, Grantham, NG32 3EL
App Type	Listed Building Consent
Parish(es)	Caythorpe Fulbeck
Reason for Referral to Committee	This application has been referred to the committee as it involves significant works to heritage assets including a grade II* listed building and is considered to be locally important.
Recommendation Summary	Refusal

Key Issues

- The impact on the historic character of the listed buildings
- Is there sufficient justification for the loss of historic fabric?
- Are the alterations involving loss of historic fabric absolutely necessary, unavoidable and essential to ensure the long term preservation of the building?
- Are there wholly exceptional circumstances that justify the substantial harm (loss/alteration of historic fabric) to a grade II* Listed Bulding?

Technical Documents Submitted with the Application

- Design and Access Statement

REPORT

Reason for Referral to Committee

This application has been referred to the committee as it involves significant works to heritage assets including a grade II* listed building and is considered to be locally important.

The Town and Country Planning (Conservation Areas and Listed Buildings) Act 1990 (in conjunction with The Arrangements for Handling Heritage applications – Notification to the Secretary of State (England) direction 2009) requires applications involving works to grade II* listed buildings where English Heritage object and the LPA is minded to approve, to be referred to the Secretary of State.

This application was originally discussed at the committee meeting of 07 February 2012. Members expressed the view that they were minded to approve the application. The application was deferred to allow members to prepare a statement to justify reasons for approval before referring the application to the Secretary of State.

The Proposal

This application has been submitted following enforcement procedures after it was brought to the Council's attention that unauthorised works were being carried out at the site. Some of these works have now been reversed but the others are the subject of this application. This application was submitted on officer advice in order to determine the acceptability or otherwise of the work. The works involve a number of separate elements, some of which are retrospective and some of which are new build.

The retrospective elements include:

- Conservatory on the east elevation (Kitchen Conservatory)
- Conservatory on the north elevation (Coach House Conservatory)
- Link between the Coach House and adjacent building
- Veranda and replacement door on the west elevation
- Replacement doors to the Coach House
- Removal and relocation of stone gate piers and fountain from garden in front of east elevation to courtyard to the west

The new build elements include:

- Lean to "leisure building" within the walled garden
- Lean to greenhouse within the walled garden

This listed building consent application is accompanied by a planning application– S11/2371

The application site and its surroundings

The application site is an early C19 stone built Country House with associated outbuildings and walled garden set within landscaped formal gardens and extensive informal parkland. The Hall itself is grade II* listed whilst the adjacent Coach House is grade II listed. All other outbuildings and

historic structures within the immediate curtilage are covered by the main Hall's listing. The driveway and a large part of the curtilage are also within Caythorpe Conservation Area.

Relevant Site History

The house and grounds appear to have been neglected for many years and the house was until fairly recently occupied as two dwellings without planning permission. Various other unauthorised developments appear to have occurred. The curtilage had also been subdivided into different ownerships.

The barn to the west of the courtyard was converted to a dwelling under SK.96/0944 and SK.96/LB/4872

A small lean to dwelling was approved and built under S02/1644 & S02/LB/5831 following an earlier refusal (S02/0337) of a larger dwelling in the same position.

The applicant, since purchasing the Hall, has acquired most of the land historically associated with the Hall. The Hall and its historic curtilage are therefore now under the same ownership with the exception of a small parcel of land to the west of the walled garden. The applicant has carried out a number of works of repair and restoration to the Hall, outbuildings, walled gardens, boundary walls and sunken garden as well as landscaping works to the grounds which have been carried out to a high standard and have generally enhanced the site. Planning permission (S11/1903) has been recently granted for a curtilage extension and enlargement/restoration of the pond to the south of the Hall.

Unfortunately, the applicant has also built a number of unauthorised extensions, and carried out other works which were brought to the Council's attention and are the subject of this listed building consent application.

Policy Considerations

National Planning Policy Statement (NPPF)

Section 12: Conserving and Enhancing the Historic Environment

East Midlands Regional plan (RSS8)

Policy 26: Protecting and Enhancing the Region's Natural and Cultural Heritage

Policy 27: Regional Priorities for the Historic Environment

Representations Received

Community Archaeologist: This application does not affect any archaeological sites and therefore no archaeological intervention required.

Caythorpe Parish Council: No observations about the works

Highways Authority: No observations

English Heritage:

Summary

Caythorpe Hall, built in 1823, is listed Grade II* and is therefore within the top 8% of listed buildings in England. The Coach House, also built in 1823, is Listed Grade II. They are historically, functionally and spatially related to ancillary structures and features which contribute positively to their setting and significance and, together, these heritage assets create an attractive ensemble within the Caythorpe conservation area.

The proposals are for various alterations and extensions affecting the Hall, the Coach House and their setting. Some of these alterations and extensions have already been carried out without Listed Building or Planning consent, and consent is now being applied for retrospectively.

Our advice is provided in line with Planning Policy Statement 5: Planning for the Historic Environment (PPS5), particularly policies HE6, HE7, HE9 and HE10; the Historic Environment Planning Practice Guide (English Heritage, March 2010), particularly paragraphs 178-180; and English Heritage 'Conservation Principles': Policies and Guidance for the Sustainable Management of the Historic Environment (English Heritage, April 2008).

It remains our view that the kitchen conservatory extension and the Coach House conservatory extension cause substantial harm to the significance of the Grade II listed Hall. We also consider that the veranda on the west elevation has a harmful impact upon the significance of the Grade II* listed Hall and has not been justified. Where these structures have already been added to the Grade II* listed Hall without consent the harm and substantial harm is clearly demonstrable. We consider that the further information provided by the applicant does not justify the proposed scheme.

English Heritage objects to this application because of the unjustified and demonstrable substantial harm caused by the kitchen conservatory and the Coach House conservatory, and the unjustified, demonstrable harm caused by the veranda. We recommend refusal of planning permission and listed building consent.

English Heritage Advice

Significance and heritage values

Caythorpe Hall is listed Grade II* which means that it is part of a small proportion (about 8%) of listed buildings which are of outstanding architectural or historic interest. The Coach House is listed Grade II which means it is of special architectural or historic interest. Both Caythorpe Hall and the Coach House have high historic and aesthetic value which derives from the conscious and formal design of the buildings and setting in 1823 by William Parsons for Col. G. Hussey Packe. 'Conservation Principles', Understanding Values, 46-53 highlights that sustaining design value depends upon maintaining the integrity of the design concept. As paragraph 19 of the PPS5 Practice Guide says, Conservation Principles is simply another way of analysing a heritage asset's significance.

As we stated in our letter of 13 May 2011, the Greek inspired architectural style of the Grade II* listed Hall is expressed eloquently in the fenestration and detailing of the elevations and makes an important contribution to the architectural and historic interest of the building. The building has been designed in the round and the uninterrupted visibility of the elevations allows the architecture to be appreciated and understood. In addition, the architectural treatment and detailing of the elevations reflects the hierarchy of the layout and plan form of the rooms behind. Therefore, any addition to the building should ensure that the legibility of the established architectural character and significance of the building is preserved.

The proposed scheme

The proposed scheme is for various alterations and extensions affecting Caythorpe Hall, the Coach House and their setting. Two conservatories (the kitchen conservatory extension and the Coach House extension) and the veranda on the western elevation of the hall have been built without Listed Building or Planning consent, and consent is now being applied for retrospectively. Replacement Coach House doors have also been inserted without consents. The proposed scheme also includes a new leisure building and greenhouse in the walled garden. It is unfortunate that no photographs survive of the Hall before the works were undertaken.

Planning policy and guidance

It is the Government's overarching aim that listed buildings and the historic environment generally should be conserved and enjoyed for the quality of life they bring to this and future generations (PPS5, para. 7). More particularly, listed buildings should be conserved in a manner appropriate to their significance. Conservation is defined as the process of maintaining a heritage asset and managing change to it in a way that sustains and where appropriate enhances its heritage significance.

By law, in every listed building consent or planning permission decision concerning a listed building, special regard must be paid to the desirability of preserving a listed building or its setting or any features of special architectural interest which it possesses (sections 16(20 and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990). In short, the objective should always be first to conserve the heritage interest in the property.

PPS5 policy HE7.2 states that in considering the impact of a proposal on any heritage asset local planning authorities should take into account the particular nature of the significance of the heritage asset and the value that it holds, and that this understanding should be used to avoid or minimize conflict between the heritage asset's conservation and any aspect of the proposal.

PPS 5 and the accompanying Practice Guide (HEPPG), produced by English Heritage and endorsed by Government, tell us that local planning authorities should take into account the desirability of sustaining and enhancing the significance of heritage assets and the desirability for new development to make a positive contribution to character, including scale, height, mass and alignment (PPS5 paragraphs HE7.4 and HE7.5, HEPPG paragraphs 178 and 180). It is important to note that the use of the word 'loss' in policies HE7 (including HE7.7) and HE9 refers to loss of significance, not just loss of fabric.

We do not agree with the statement in the Design and Access Statement that none of the proposals constitute loss to the heritage asset.

Policy HE9.1 states "there should be a presumption in favour of the conservation of designated heritage assets", that harm to significance must be clearly justified (also HEPPG, paras 8 and 85), and that substantial harm to the significance of a grade II* listed building should be wholly exceptional.

PPS5 policy 9.2 recommends that local planning authorities should refuse consent "unless it can be demonstrated that substantial harm to significance is necessary in order to deliver substantial public benefits that outweigh the harm" or the conditions of HE9.2 (i) and HE9.3 relating to reasonable and viable use, marketing, grant funding or public ownership are met (also HEPPG, paras 85, 91 to 97).

Policy HE9.4 tells us that where a proposal makes a harmful impact on the significance of a designated asset local planning authorities should weigh the public benefit of the proposal against the harm caused.

The Practice Guide, section 6, refers to how each heritage asset and group of heritage assets has its own characteristics which can include orientation, layout, plan-form, setting, materials, the disposition of openings, and external detailing. As we advised in our letter of 13 May 2011, in assessing the impact of the various elements of the proposals upon the significance of the heritage assets affected, we draw your attention to some key principles referred to in HEPPG paragraphs 178-180:

“It would not normally be acceptable 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.”
“The fabric will always be an important part of the asset’s significance.”

“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.”

Impact of the proposed scheme

Kitchen conservatory extension to the Grade II* listed Hall

The proposed kitchen conservatory extension (which has already been built without consent) infills the recessed section of the building which visually separates the formal southern part of the Hall from the northern L-shaped service wing. As we advised in our letter of 13 May 2011, the projection of the extension beyond the existing east facing section of the north service wing has a negative visual impact upon the designed symmetry of this part of the building. We do not agree with the assertion in Appendix C of the Design and Access Statement that the conservatory is a ‘logical additional phase of construction’ or that it has no impact on the principal eastern elevation. The conservatory is particularly prominent and visible in relation to the highly significant eastern Garden frontage of the main house. The roof of the extension projects above the first floor string-course and cuts across the view of several first floor windows on the recessed section of the eastern elevation and is particularly harmful. The Design and Access statement understood our advice in our letter of 13 May 2011 to mean that we considered the roof to physically cut across these windows. This is not the case and our advice refers to cutting across views of the first floor windows.

We reject completely the assertion in the Design and Access Statement that the “‘suggestion that the use of glass does not diminish the physical presence’ is purely a matter of personal opinion and should not be allowed significant weight’. We continue to advise that the use of glass does not diminish the physical presence of the extension; rather, the apparent bulk of the structure is increased by the visual effects of glare and reflections, and the fact that the extensive glass panels form a mass of different material to the rest of the building, which together significantly detracts from the appearance of the Grade II* listed building. This is evident from viewing the conservatory ‘in situ’. We also reject the suggestion that because there are limited views from the public highway, this in some way diminishes the harm to significance. Views of the Hall from within its setting, including private areas, are of central importance to the significance of the listed building.

Therefore, it is our view that an extension of this scale, form, design and character in this location significantly detracts from the architectural interest of the Grade II listed building and results in substantial harm to its significance. Evidence remaining on site suggests that two shallow extensions previously existed at this location. A sloping scar from a previous roof on the north

elevation of the main part of the Hall shows that a low extension of some form extended a short way from the existing linking section of the service wing.

Similarly it appears that a three storey extension existed on the northern side of the recessed area which again only extended a short way to the east from the existing linking section of the service wing. As we said in our letter of 13 May 2011, removal of an inappropriate later addition to the building would have given rise to the opportunity to 'better reveal' the significance of the heritage asset which PPS5 encourages. There may be a case for small extensions to the linking section of the service wing. However any such extensions should only extend as far to the east as the previous extensions and would therefore be significantly recessed from the east facing section of the main part of the north service wing. The fact that small extensions previously existed should not be taken as justification for replacing them with a structure which causes substantial harm.

We continue to have major concerns about what appears to be the removal of a large part of a principal external wall to create a full width open access into the extension. This is a major alteration to the plan form of the building resulting in loss of significant historic fabric.

Coach House conservatory extension to the Grade II* listed Hall

As we advised in our letter of 13 May 2011, the Grade II* listed Hall and the Grade II listed Coach House have been designed as discrete entities with a form and layout to reflect their respective functions and settings. It is our view that the creation of a link structure between the two buildings (which has already been carried out without consent) results in substantial harm to the significance of both listed buildings. No evidence of a previous structure on this location was observed on site. Any new opening to link the Coach House conservatory extension to the main house would also have a harmful impact upon the plan form and layout of the Coach House and would result in the loss of historic fabric.

The Design and Access Statement suggests that there is a perception that the Hall and Coach House are linked from a certain viewpoint in the courtyard because a wall exists between them. It is clear that a conservatory, with access through doorways to both buildings, provides an entirely different link compared to the physical connection of a freestanding wall to both buildings. This is obviously even more evident in views of the Hall, Coach House and conservatory from the north and east.

With regard to justification, PPS5, policy HE9.2 requires that where an application would lead to substantial harm to significance, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm is necessary in order to deliver substantial public benefits that outweigh the harm. It is our view that the justification provided in the Design and Access Statement that the two conservatories are 'fundamentally required to provide the living space required for modern living' is unproven as there is no evidence to suggest that the existing accommodation is inadequate. Neither is there any demonstration of public benefits.

Veranda to the western elevation of the Grade II* listed Hall

The justification presented in the Design and Access Statement for this addition to the Grade II* listed Hall (already constructed without consent) refers to the existing west elevation as being 'ill-proportioned, unbalanced and somewhat 'institutional' in its appearance' and that the veranda would provide a 'visual device which unifies the appearance of the elevation concerned and breaks up the overall mass of the elevation'. As we stated in our letter of 13 May 2011, we strongly disagree with this claim and point out that rather than being a 'unified' elevation, the decorative quoin treatment around the windows and difference in the limestone of the three southernmost bays of the elevation and doorway serves to create an important visual division between the more formal central section of the Hall and the northern service wing. Therefore, the proposed veranda

would have a harmful visual and physical impact by cutting across this subtle architectural distinction. The veranda would also obscure views of the ground floor windows, detracting from the significance of the proportions of the fenestration, including the regular arrangement of the windows and the spaces between them. We reject the suggestion in the Design and Access Statement that the veranda is 'in essence, a 'temporary' structure'. It can also be seen on site that the veranda does indeed visually obscure views of the ground floor windows. Again, views of the Hall from within its setting, including private areas, are of central importance to the significance of the listed building.

PPS5, policy HE9.4 advises that where a proposal would have a harmful impact on significance which is less than substantial, a 'clear and convincing' justification should be provided. We remain of the view that there is not adequate justification for this harmful alteration.

New leisure building

As we previously advised in our letters of 13 May 2011 and 13 December 2010, we have no objection in principle to the proposal to erect a building on the site of what appears from photographic evidence to have been a glasshouse. We remain of the view that extending the structure around the corner of the walled garden, across the blank south elevation of the existing corner building, the red brick wall and gateway adjacent to the old laundry building will have a negative impact upon on the setting of the Grade II listed Hall. We continue to advise that your authority should assess the impact of this upon setting of the Hall from inside the walled garden and the justification provided. We remain concerned about the level of information provided in terms of the detailing and materials. We advise that this should be clarified and controlled by conditions attached to any consent in order to ensure that the new building is of a quality with appropriate materials and detailing that responds adequately to its sensitive historic context.

Coach House doors

We consider that the new doors of the Coach House harm the significance of the building. As the new door has only two leaves, the door leaves are greatly oversized, with huge hinges, and this damages the appearance and design of the elegant main façade of the Coach House which is a key part of the building's significance. We understand that the original doors had more than two leaves and this would provide an appropriate solution.

Position

The Design and Access statement argues that the wider works to restore the estate justify any harm caused by the extensions and the veranda. We do not accept this argument. The extensions and veranda are not necessary to deliver the scheme or 'preserve the asset' as substantial accommodation already exists within the hall and associated buildings. Restoration of other parts of a heritage asset is not in itself a justification for causing substantial harm to the heritage asset, particularly where the works which cause substantial harm are not necessary to deliver the overall scheme. We consider that the proposed scheme does not meet the requirements of PPS5 policies HE9.1, HE9.2, HE9.3 and HE9.4. It is important to note that simple reversal of additions, even if possible, is not in itself a justification for works which cause substantial harm to the significance of listed buildings.

We consider that the proposed scheme does not sustain and enhance the significance of the heritage assets, nor do the conservatories and veranda make a positive contribution to character, including scale, height, mass and alignment

The Design and Access Statement also refers to policy HE11 although it is stated that no enabling development is part of the application. For the avoidance of doubt the conservatories and veranda

could not be considered as enabling development, particularly as they have not been shown to be necessary to secure the long term future of the asset, they are not necessary to resolve problems arising from the inherent needs of the heritage asset, and they cause substantial harm to the significance of the listed building.

During the site visit it was clear that other alterations to the Hall, Coach House and other buildings had recently taken place and are not part of the current applications for listed building consent and planning permission. We would urge the local authority to determine what recent alterations have occurred and to take appropriate action, including statutory interventions where appropriate.

English Heritage Recommendation

Accordingly, English Heritage objects to this application because of the demonstrable substantial harm caused by the kitchen conservatory and the Coach House conservatory, and the unjustified, demonstrable harm caused by the veranda, which have all already been carried out without consent and without the benefit of heritage advice. We recommend refusal of planning permission.

SKDC Conservation Officer:

I refer to your memorandum dated 17th October 2011 inviting comment on the application for listed Building Consent for works of alteration and extension to Caythorpe Hall.

The present Hall, a modest Georgian country house displaying the, then fashionable, influence of Ancient Greece. It was built in 1823/4 for Colonel G. H. Packe, the Lord of the Manor and the architect was William Parsons of Leicester. The house itself is listed Grade II and an adjacent Coach House is listed grade II. All other buildings within the curtilage are covered by the listing to the main house, apart from the grade II listed Lodge and the Icehouse. The latter is not affected by the current application.

The whole estate was sold out of the Hussey family in 1947 when both the Hall and gardens, amounting to 5.8 acres, were purchased by H. Adcock of Corby Glen Sawmills.

More recently, prior to it coming into the applicant's ownership it was occupied, unauthorised, as two dwellings and had been the subject to neglect and a degree of unsympathetic alteration.

The Hall was listed in 1955 and the Coach House and Lodge in 1984.

The Hall, Coach House and other buildings and the grounds in the immediate vicinity of the Hall are within the Caythorpe Conservation Area.

The current application seeks consent for works of alteration and extension already undertaken and also for further proposed works. There still remain other works that have been carried out without authorisation that do appear to form part of the current applications.

In April 2010 it was brought to the Authority's attention that works were being undertaken to the Hall by a new owner. A site visit by Officers revealed that various unauthorised works of alteration and extension had been carried out without authorisation. The owner was advised of the legal implications of carrying out works without first obtaining the requisite authorisations and was advised to cease further works, other than repairs on a like-for-like basis, and to submit as soon as possible an application seeking consent for works already undertaken and others that were proposed.

Despite having been advised to cease any further works, the owner carried on with those already started and others which are included in the current applications for listed building consent and planning permission.

Not everything the applicant has undertaken at the property has had a negative impact on the buildings. There have been extensive works of refurbishment, to both internal and external features that had been neglected or the subject of past, unsympathetic alteration.

Taking each element of the proposal separately, I would comment as follows:

Kitchen Conservatory

The hall comprises two distinct elements, the original Hall and an L-shaped service wing adjoining at the northern end. Adjoining the northern end of the Hall and the eastern wall of the service wing, which is significantly recessed from the eastern elevation of the Hall, a substantial timber conservatory has been added that has itself an L-shaped floor plan and extends beyond the eastern wall of the service wing. It also projects above the first floor string course and obscures several of the first floor windows.

There have been some unauthorised demolitions in this recessed area to accommodate the conservatory.

A three-storey, flat roof structure was demolished and a large opening formed in the eastern wall of the service wing, without authorisation. The supporting information claims that the structures that have been removed "comprised rough brick walling, single-glazed joinery frames, felt flat roofing, corrugated PVC sheeting roofing in part". No photographic evidence has been submitted to support this claim but the photographs that were taken at the time the property was last on the market show the three-storey element that has been removed to apparently be constructed of stone. The removal of structures without authorisation means that the applicant's assertions about their construction could not be verified and there was no opportunity for an assessment to be made of their historic significance.

In addition, a large area of the external wall of the service wing has been removed at ground floor level where the conservatory adjoins, not by the current owner it is claimed, that has resulted in the loss of a significant amount of historic fabric.

The conservatory that has been erected here has a significant and removal of a substantial area of external wall has a harmful impact on the character and appearance of the principal, eastern elevation of the Hall and the adjoining service wing. It is irrelevant that there are only limited public views of this part of the building. Private views are of equal importance.

Conservatory to north wall of service wing

Again this extension has already been added. It provides an enclosed link between the service wing and an adjacent building between the Hall and the Coach House. It allows for passage between the three buildings without the need to go outdoors.

It is similar in design and materials to that added to the eastern wall of the service wing but has a much smaller footprint. It is also claimed that this replaces a former, inferior structure, although again no evidence has been provided to support this claim.

A small area of garden around this conservatory has been enclosed by fencing.

In my opinion the impact of this conservatory on the character and appearance of the listed building is not significant, nor is the structure inappropriate in terms of its design, materials and size.

I would not wish to object therefore to this element of the proposals.

Coach House

The grade II listed Coach House is located at right angles to and to the north-west of the Hall. There have been significant alterations to this building, including the creation of a link to the Hall, as mentioned above.

A significant and harmful alteration has been the replacement of the sliding doors to the south, principal elevation facing onto the courtyard, with side hung doors. This unauthorised alteration has altered the appearance of the building to the detriment of its character and appearance. The replacement doors are much larger and fill the entire opening. They incorporate no glazing, unlike the previous doors which had glazing at the top of the side panels, and they have, of necessity, larger and more prominent hinges.

A large opening, not much smaller than that on the south elevation, has been formed in the north wall and it has a similar pair of double doors. This alteration has resulted in the unjustified loss of a significant amount of historic fabric to the detriment of the significance of this heritage asset.

Veranda to western elevation of the Hall

This addition has also already been added to the Hall. It is constructed of timber and has a lead roof. It extends across nearly the full length of the west elevation to the service wing.

The supporting statement suggests that that the west elevation is “ill-proportioned unbalanced, and somewhat ‘institutional’ in its appearance” and claims that it is an “essential” log store and covered porch.

It is not only excessive for the stated purpose but also has the unfortunate effect of obscuring the subtle transition from the formal part of the Hall and the service wing, which are constructed of noticeably different coloured stone and have different detailing to the window and door openings.

The supporting statement also makes reference to such structures on similar properties at Normanton and Stragglethorpe but these are not precisely identified and nor are any photographs provided so a how relevant these comparisons are cannot be assessed.

New leisure building and Greenhouse

The ground area of the walled garden has been sensitively restored and its enclosing walls have been re-pointed. It is proposed to erect a new ‘leisure building’, comprising a swimming pool, gym and ancillary facilities against the north wall of the kitchen garden in the style of a period greenhouse/conservatory. There is evidence of a similar structure having once been in this location, if not quite as extensive as currently proposed.

It is also proposed to erect a sizeable lean-to greenhouse and cold frame in the south west corner of the walled garden. These are shown to be in a style appropriate for the context.

Although no large scale details have been submitted, I am satisfied that the setting of none of the principal and curtilage heritage assets will be compromised by these buildings but, if the applications are approved, I would request that a condition be imposed stipulating that these structures be constructed with timber framing and to details to be agreed with the authority.

Other works

Other works for which planning permission is being sought, again retrospectively, include the creation of an ornamental pond and fountain in the courtyard, the installation of pole mounted cctv cameras, the erection of fencing and the formation of a tennis court. I have no particular concerns about these works, even though they have already been undertaken. The pole mounted cctv cameras and the tennis court are sited discreetly as practicable and the fencing is preferable to the on-end railway sleepers that were formerly used in several places on the site.

There are other works that appear to have been carried out without authorisation and for which consent is not being sought under the current applications include:

- Wall connecting the Hall, intervening outbuilding and the Coach House.
- Small extension to rear of Coach House, linking the Coach House with the adjacent garage to the east and thus, via the conservatory, to the Hall.
- Demolition of previous additions.
- Replacement door to west elevation of service wing.

Although I do not share English Heritage's opinion on a couple of elements of the works for which consent is being sought, specifically the conservatory against the north wall of the Hall and the Leisure building to be erected against the walls of the former kitchen garden, I concur with their comments on the majority of the works for which consent is being sought.

I would advise therefore that on the grounds that substantial harm has been caused to the character and appearance of the grade II*, grade II and curtilage listed and therefore their significance as heritage assets by the kitchen extension and associated alterations to the Hall, the alterations to the Coach House and the addition of a veranda to western side of the Hall. Policy HE9 of PPS5 states that "Loss affecting any designated asset should require clear and convincing justification". In the case of the applications under consideration in this instance no convincing justification has been provided.

The works for which consent/approval are being sought under these applications are considered to be contrary Central Government Guidance on Planning and the Historic Environment contained in PPS5 – Planning for the Historic Environment, in particular policies HE6, HE7, HE9, HE10, Policies 26 and 27 of the East Midlands Regional Plan and Policy EN1 of the Core Strategy to South Kesteven local Development Framework.

Statement from Applicant's Agent

I write with reference to your email of 20th December 2011 enclosing further comments from English Heritage on the revised/resubmitted planning application at the above.

Following further consultation with my clients in the above matter, I have been asked by Mr. & Mrs. Sowerby to put-forward the following points. Which I quote from an email received from Mr Sowerby:

- "We do not accept the points made by EH which we believe have already been fully addressed in great detail in our application. In particular, pages 1 to 14 of the Design and Access Statement (revision B, 12 September 2011) remain entirely relevant."
- "In our opinion, EH are objecting to the conservatories and veranda purely on the grounds of the application being retrospective. We feel that their arguments are biased and have been predetermined since the outset."

- “The above point is reinforced by their ‘bully-boy’ tactics and threats to refer the matter to the Secretary of State (if they don’t get their way!). Their attitude is borne-out by their unethical and high handed unauthorised site visit, in respect of which we are in the process of making an official complaint to the relevant authorities.”
- “Not one person who has seen the work at Caythorpe has failed to be impressed and nobody can understand why EH object to the proposals.”
- “How can English Heritage say that the building has been “harmed” when it clearly has not, and in fact has been saved beautifully restored as indeed the Committee will see on their forthcoming visit!”
- “We believe EH have totally misunderstood the history and reading of the building and how this has changed over the years. As a result, EH have misunderstood the application completely.”
- “EH allude that the “appendages” spoil a previously untouched building when is it clear that the building has been constructed over many years and different stages so that the relationship of the component parts has been constantly changing. For example, the Hall itself has been extended at least twice and was originally significantly further separated from the Coach House which has at some point had the wing added and then the small lower garage (at later dates).”
- “EH have made no mention of the quality and detail of the four years of restoration work that has taken place and that has saved the building for the next 100 years. Surely we must be allowed some credit for all of this effort!?”
- “The kitchen conservatory recessed area has previously been significantly infilled with various buildings as detailed on old Land Registry plans. This contradicts some elements of the view stated by English Heritage.”
- “EH are saying that they would be prepared to consider extensions within this area. In fact any such extension would look very little different from what has already built when viewed from the lawn area to the east of the property.”
- “EH accept the proposal for the huge leisure complex building within the walled garden, and have previously allowed a 20% floor area extension to the walled garden house, yet a 4% increase in the floor area of the Hall (in the form of the conservatories) is unacceptable to them!”
- “How can EH possibly say that the work is “not in the public interest” when it can not been seen by the public?”
- “Without the conservatories and the veranda the property is not suitable for our families’ practical use. We are living in the 21st Century and the property has to be both practical and manageable.”
- “As already stated, the property had previously been split into seven separate ownerships and has now been returned to one.”
- “If the application is rejected, the Hall will have to be split back into multi-occupancy along with applications for further enabling development to recoup significant costs already expended. The only other alternative would be to redevelop the Hall as a Hotel which would inevitably lead to

fundamental physical changes to the fabric, and the loss of the use of the property as a family home.”

- “The Walled Garden leisure complex has been amended in line with English Heritage’s previous comments. It appears from their latest response that they have overlooked these amendments. Surely one must question how carefully they are looking at the application documents if this can be the case?”
- “The project as a whole means that the extensive wall along the main road side to the east of the site which is in a terrible state will be saved. This wall is perhaps the most outstanding piece of construction within the village and its reconstruction is a fundamental part of our proposal to reinstate the formal parkland around the Hall as was originally the case. Surely we must be given credit for works of this type?”

Please note that this is my client’s express wish that the above points are put to you prior to your consideration of this matter.

Representations as a result of publicity

The application has been advertised in accordance with the statement of community involvement relevant to this type of planning application. At the time of writing, one neighbour letter had been received:

No objection to the proposal. Welcomes the applicant’s investment in the site but questions the applicant’s assertion that the Hall was split into 8 occupancies

Officer Evaluation

Changes to planning policy

Since the previous committee meeting where this application was discussed, all national Planning Policy Statements including PPS5 (Planning and the Historic Environment) have been superseded by the National Planning Policy Framework (NPPF). However, policy in relation to the historic environment, as set out in Section 12 of the NPPF, has not changed significantly, either in its general thrust or at the more detailed level. In respect of this application, effectively the same policy considerations apply under the new regime.

Determination of the Application

Your officers continue to recommend refusal of this application based on the evaluation and reasons given in the original report and late background papers. In determining this application, the Committee must take the following into account. Only in the case that the proposal can be satisfactorily justified, taking into account the relevant policies listed below should the application be referred to the Secretary of State with a view to approve. If the proposal cannot be satisfactorily justified in relation to those policies, the application should be refused.

The relevant policies against which proposals in the listed building consent application under consideration at Caythorpe Hall must be considered are as follows:

East Midlands Regional Plan (RSS8)

The following questions must be answered in relation to policies 26 & 27 of RSS8:

Policy 26

3. Does this proposal ensure that this historic asset receives the highest protection?
4. Is the damage (loss/alteration of historic fabric) unavoidable and has it been minimised as far as possible? Does the need for the works outweigh the damage and has it been clearly justified?

Policy 27

2. Has the significance of the heritage asset been fully identified and assessed in this application? (see note on significance)

National Planning Policy Framework (Chapter 12)

This document sets out the national policy principles guiding the determination of applications for consent relating to all heritage assets. The first key question is - has the applicant demonstrated an understanding of the significance of the heritage asset?

The following questions must be answered in relation to the paragraphs below of the NPPF. NB. Some paragraphs have been omitted as they are not applicable to this type of application.

Paragraph 128

3. Has full account been taken of all relevant sources of information relating to the significance of the heritage asset and expert advice given by consultees? Can committee justify why they think English Heritage and the Conservation Officer's expert advice is wrong?
4. Has the nature of the significance and value of the heritage asset been fully considered?

Paragraph 130

2. Has it been taken into account that deliberate damage (loss or significant alteration) to the historic fabric has been carried out in the hope of gaining permission, i.e. has the fact that the work has already been carried out and therefore that it may be considered to serve no purpose to reverse it been given weight when policy says it should not?

The next section stipulates that any harmful impact on the significance of a designated asset needs to be justified against specific criteria. For substantial, harm, that harm must be considered necessary and justified in order to deliver substantial public benefit. The key questions in this case are therefore: Is the harm necessary? What are the public benefits? Has the applicant justified the harm to the significance of the heritage asset caused by the unauthorised works already undertaken?

The following questions must be answered in relation to the paragraphs below of the NPPF:

Paragraph 132

4. Bearing in mind that there is a policy presumption in favour of the conservation of heritage assets, and the higher the grade the greater the presumption in favour, has the high grading (grade II*) of the heritage asset and therefore the even greater presumption in favour of conservation than that given to lower graded heritage assets been taken into account?
5. Has there been clear and convincing justification for ALL the proposed works?

6. Are there wholly exceptional circumstances that justify the substantial harm (loss/alteration of historic fabric) to a grade II* Listed Building (Caythorpe Hall) and exceptional circumstances that justify the replacement of the doors to the grade II listed Coach House.

Paragraph 133

4. Are there substantial public benefits (of ALL the proposals contained in this LB application only) that outweigh the harm and what are these?
5. Are the works ESSENTIAL because of ALL the following
 - a. without them the nature of the heritage asset prevents all reasonable uses of the site
 - b. the site has no other viable use to ensure its conservation
 - c. no grants/public ownership are available
 - d. it is the only way of bringing the site back into use?
6. Has the above been fully demonstrated by the applicant through evidence including that the site has been properly marketed and all other alternatives have been investigated?

Paragraph 138

2. Does the removal of relatively modern and incongruous later additions justify substantial harm to the historic fabric?

Definitions

Substantial Harm

Substantial harm means significant loss of or alteration to the historic fabric of the building or loss/alteration that undermines or diminishes its historic significance. This would include changes to historic layouts, elevations, or details (such as windows/doors/roofing materials), removal/alteration of parts of the building (including curtilage listed structures) that form part of the building's intrinsic character and history. In the context of a grade II listed building, this is likely to mean ANY significant intervention in the historic fabric.

Significance

It is a long established principle of historic building conservation that any works of alteration or extension should be based on an understanding of the 'significance' of the building in question. Without such an understanding there is a serious danger of irreparable damage being caused to, or irreplaceable historic fabric being lost. In the case of Caythorpe Hall the majority of the works have been undertaken without any attempt to understand the significance of the building, in particular those parts of it which have been affected by the unauthorised works. Caythorpe Hall is a grade II* listed building and this means that it is of outstanding architectural merit. Only about 8% of all Listed Buildings are listed II*. Caythorpe Hall is therefore of high 'significance'. What is 'Significance'? Significance in the case of Caythorpe Hall can be taken to comprise its:

- Historic Significance;
And its
- Architectural and Artistic Significance.

Historic significance - arises from its history, its development over time, the strength of its tie to a particular architectural or historic period, its layout, plan form and internal features of special interest including chimney stacks and fireplaces and links to a notable designer, owner or to a local industry.

Architectural and Artistic Significance – derives from its design and general aesthetics, either from a particular architectural design or from the way the building has evolved over time. It includes visual qualities and characteristics, legibility of form, character of elevations, roofscape, materials, fabric, construction, craftsmanship and decoration.

Once having established the significance of the whole building and those elements to be subject to intervention, proposed alterations can be designed in such a way as to avoid or minimise any loss of significance.

Other relevant facts

- The determination should relate to the acceptability or otherwise of what is proposed specifically in this listed building consent application and not to any other works, or land ownership issues, whether proposed or already carried out by the applicant at Caythorpe House.
- ALL separate elements, whether retrospective or proposed, in the application must be in accordance with policy. If one element, however small, is not in accordance with policy and is therefore unacceptable, the whole application must be refused.
- The quality of the workmanship or materials of any works already undertaken is not material to whether these works are acceptable in principle or not. Whether they accord with policy is the relevant issue.
- It should be noted that the house has been in continuous residential occupation until the current owner bought it and although in need of repairs and investment was not derelict or in danger of falling down – it was not on English Heritage’s or the council’s buildings at risk register. The house itself was subdivided into two with part of the service wing being used as a separate flat – the main house was still in its original use as a dwelling. The reference made by the applicant at the previous committee to previous subdivision to 7 dwellings and different ownerships relates to the whole estate and the various outbuildings and dwellings within the wider curtilage including the lodge.
- The fact that the applicant apologised to committee for carrying out works without permission is not a material consideration and does not make the works acceptable. Neither are any stated intentions to sell the site for a hotel or leave it to dereliction should listed building consent not be forthcoming.
- Since the unauthorised works came to the council’s attention, the applicant has taken 2 years to submit a valid application and provide evidence and justification for the works.
- There is no reason why the applicant cannot submit new applications for those parts of the scheme which officers do not consider unacceptable or contrary to policy.

Crime and Disorder Implications

The application will not raise any significant issues.

Human Rights Implications

Articles 6 (Right to fair decision making) and Article 8 (Right to private family life and home) of the Human Rights Act have been taken into account in making this recommendation.

It is considered that no relevant Article of that act will be breached.

RECOMMENDATION: That the development be refused for the following reasons:

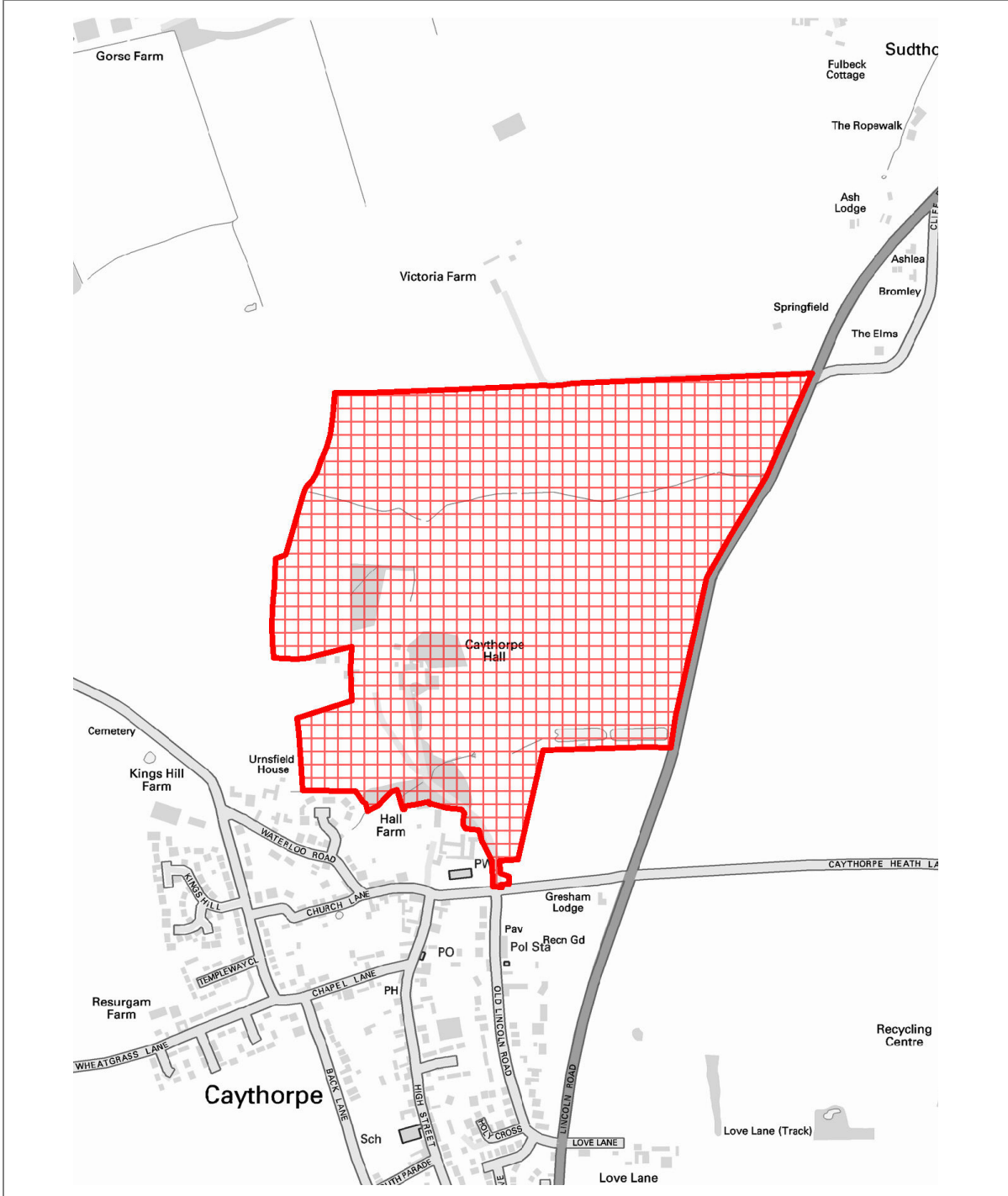
RECOMMENDATION: That the development be Refused for the following reason(s)

1. It is considered that a thorough understanding of the historic significance of grade II* listed Caythorpe Hall and the impact on its character has not been demonstrated and that the kitchen conservatory, veranda, replacement front doors and new opening on rear elevation of the Coach House, replacement door on main Hall courtyard elevation and removal and relocation of the gate piers and fountain, have a significantly harmful and unjustified impact on the historic character of the grade II* listed Hall, and the grade II listed Coach House, contrary to the National Planning Policy Framework (Section 12: Conserving and Enhancing the Historic Environment) and policies 26 & 27 of the East Midlands Regional Plan.
2. No evidence has been submitted to demonstrate that the future viability and long term preservation of this heritage asset can only be achieved by allowing the harmful elements of the proposal. It is therefore considered that the positive benefits of the wider restoration works to the Hall and grounds carried out by the applicant do not outweigh the significant and unjustified harm to the historic character of the grade II* listed Hall and the grade II listed Coach House contrary to the National Planning Policy Framework (Section 12: Conserving and Enhancing the Historic Environment) and policies 26 & 27 of the East Midlands Regional Plan.

* * * * *

Site Location Plan

Ref	S11/2372
Proposal	Extensions and alterations to listed building including retention of two conservatories, veranda, and extension to Coach House, erection of leisure building and greenhouse within existing walled garden, replacement of Coach House doors and other associated works
Location	Caythorpe Hall, Church Lane, Caythorpe, Grantham, NG32 3EL



Scale 1:10000

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Applicant	Mrs A Lea, Larkfleet Homes Larkfleet House, Falcon Way, Bourne, PE10 0FF
Agent	
Proposal	Construction of 18 dwellings
Location	Land north of, Spalding Road, Deeping St. James
App Type	Major Full (Residential)
Parish(es)	Deeping St James
Reason for Referral to Committee	The application has been referred to the Development Control Committee as the application is a major application requiring a Section 106 Agreement to be completed.
Recommendation Summary	Approved subject to condition(s)

Key Issues

- Flood Risk and Water Cycle Study
- Design and impact on character of area
- Planning history and loss of site to relocate rugby club
- Residential amenity
- Planning policy and 5 year housing land supply

Technical Documents Submitted with the Application

- Layout plans and elevation plans
- Design and access statement
- GeoDyne contamination report
- APS Archaeological Report

REPORT

The Proposal

This is a full application for the erection of 18 dwellings on the site with associated landscaping and parking provision. The application originally proposed 19 affordable dwellings but has since been amended to 18 dwellings 35% of which would be affordable.

Members will recall that this application was reported at the last meeting of the Development Control Committee on 1st May 2011. At that meeting some Members expressed concerns with regards to the parking, layout and access arrangements to the proposed development. In particular concerns were raised about the lack of two parking spaces per dwelling and the fact that the driveway to the site would not be to an adoptable standard.

The applicant has since submitted amended plans indicating that each dwelling will have 2 off-street parking spaces. The access road has been widened to 5 metres and would be built to an adoptable standard. The scheme has also been redesigned to improve the turning facilities within the site.

The applicant has also submitted a letter of support which states in part:-

“The Members also raised concerns over the adoption, or otherwise, of the road for this proposal. As you quite rightly pointed out the actual adoption is not a planning issue and the matter to be considered was whether the road complied with statutory guidance, safe and was constructed to adoptable standards. Clearly the original road did just that but nevertheless we have increased the width to 5 metres in line with their request. It should be pointed out that of the 32 dwellings already completed on this site, 27 of the houses are accessed off private roads. The only road that is to be formally adopted is the main spine road going in off Spalding Road. Additionally, you will note that the private drive running in a south easterly direction, serving 8 of the dwellings, does not contain a formal turning facility. Finally, on this point the dwellings accessed off these private roads pay a management charge in exactly the same way as being proposed by the current proposal.

From the discussions that took place at the planning meeting it was clear to me that the issues that concerned members were all highways related. I hope that you agree that the steps outlined above address these concerns and as such discharge the objections. The NPPF makes it very clear that development proposals should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe (paragraph 32). There is no severe impact in this case and as such there can be no legitimate planning reasons to refuse permission on this basis.

As well as the revised layout plan I have also included a coloured plan of the approved and completed scheme to the east. This plan identifies the extent of the adoptable highway and those roads that are private and the responsibility of the management company. Additionally, I have provided some additional photographs of this proposal so members can understand how this works on the ground.

One final point that needs to be addressed is the matter of pedestrian and cycle links back into the town and village centre (an issue raised by the representative of the Parish Council). I have included photographs looking east and west along Spalding Road which clearly shows the existing cycle and footpath links that provide safe and easy access to facilities and services for non-car borne journeys.”

The Application Site and its Surroundings

The application site was formally part of an orchard but has recently had outline planning permission (2008) for mixed use housing, nursing home, art centre and rugby clubhouse. The application site is currently vacant and has been cleared by the developer.

The site is located to the north of Spalding Road. There are agricultural fields to the north of the site, new residential development to the east and south of the site and a bowling green and sports pitches to the west. The residential development in the area is predominantly two storeys although there are some three storey dwellings directly adjacent the application sites.

Directly to the south of the site reserved matters approval (application S11/1253) has been granted for the construction of the nursing home element of the outline consent.

Relevant Site History

S08/0747 – in September 2008 outline planning consent was granted for a mixed development comprising art centre, rugby club house, nursing home, day centre and 32 affordable dwellings.

S09/1209 – In August 2009 reserved matters approval was granted for 32 affordable dwellings on land to the east of the application site. The development is almost complete.

S10/2629 – in March 2011 planning permission was granted for the erection of 4 affordable dwellings adjacent to the application site.

S11/1093 – in August 2011 planning permission was granted for the erection of a single affordable dwelling on land adjacent to the application site.

S11/1253 – in August 2011 reserved matters approval was granted for the construction of a nursing home on land directly to the south of the application site.

Policy Considerations

National Planning Policy Framework:

- Section 1: Delivering sustainable development
- Section 4: Promoting Sustainable Transport
- Section 6: Delivering a wide choice of high quality homes
- Section 7: Requiring good design
- Section 8: Promoting healthy communities
- Section 10: Meeting the challenge of climate change, flooding and coastal change.
- Section 11: Conserving and enhancing the natural environment
- Section 12: Conserving and enhancing the historic environment

South Kesteven Core Strategy 2010

- Policy SP1 – Spatial Strategy
- Policy SP3 – Sustainable Integrated transport
- Policy SP4 – Developer Contributions
- Policy EN1 – Protection and Enhancement of the Character of the District
- Policy EN2: Reducing the Risk of Flooding

Policy EN4 – Sustainable Construction and Design
Policy H1 – Residential Development
Policy H3 – Affordable Housing

Representations Received

Environment Agency – No objections subject to a condition requiring details of foul water drainage provision being attached to any consent.

Anglian Water - No objections subject to a condition requiring details of foul water drainage provision being attached to any consent. See full comments below:

“We have been working closely with the Environment Agency to explore options to the constraint identified for Deepings Sewage Treatment Works within the South Kesteven Water Cycle Study. I have tried to summarise the discussions to date and provide an updated position on the Deepings catchment.

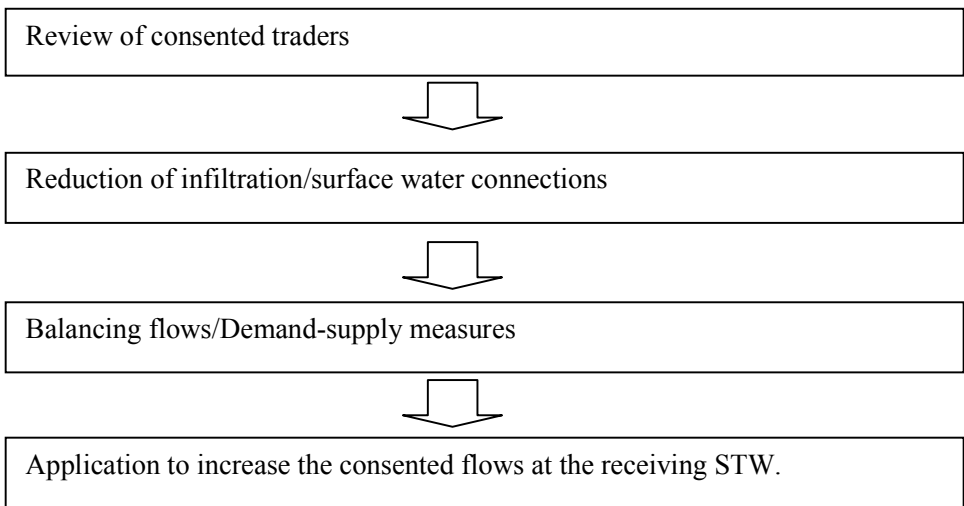
The South Kesteven Water Cycle Study has identified potential constraints to development and demonstrated that these constraints could be overcome with potential phasing implications. We view the role of the Water Cycle Study as a starting point for engagement and a useful tool to highlight potential issues. This should lead to developers engaging with Anglian Water/Environment Agency/South Kesteven District Council to progress the issue. In partnership we may identify solutions to the identified constraint that will allow sites to come ahead of the phasing plan. However, we support the position that until capacity is created, or a solution to create capacity is identified, development is likely to be delayed.

Following on from the WCS and in order to enable development, we have worked with key parties to explore the constraints and, where possible, seek effective resolution. This has resulted in a better understanding of the catchment and the available solutions.

Catchment Management Hierarchy

In order to demonstrate there is a feasible solution to serve the proposed development, the WCS has sought to cater for the higher growth scenario or outlines the potential change in discharge consent. The WCS identifies a possible way forward to support the principle of development rather than the most sustainable solution (that often takes more time and a better understanding of the proposed flows).

We follow a hierarchical approach when considering growth within a wastewater catchment considering the following stages before applying to the Environment Agency for a revised discharge consent.



Reducing flows entering our system may reduce water resource requirements and reduce flood and pollution risk. All parties are committed to ensuring we make most efficient use of existing infrastructure before we seek to implement new infrastructure.

The Deepings

The WCS identified there was no available capacity for growth until a new discharge consent was sought for the STW. Following the hierarchy for catchment management, we have explored the options with developers and the Environment Agency and consider there is reasonable prospect that a solution, that would not entail a new discharge consent, could provide sufficient capacity to serve the proposed growth.

We have created a programme of works to include auditing the consented traders and surveying (with CCTV) sections of the sewerage network to identify areas of infiltration. This is timetabled for the end of April (subject to the appropriate ground conditions). Given the scale of the catchment and the recorded flows at the works, we consider there to be reasonable prospect that sufficient infiltration will be identified and removed to enable the proposed development.

In light of the options available and the modest development proposed, we consider there to be reasonable prospect that sufficient infiltration will be identified to enable the proposed development. Accordingly, we recommend the following condition is imposed on any subsequent planning permission;

Condition: No building works which comprise the erection of a premise required to be served by water services shall be undertaken in connection with any phase of the development hereby permitted until full details of a scheme for the provision of mains foul water drainage on and off site has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the details hereby approved.

Reason: To prevent an increase risk of flooding, pollution and detriment to public amenity through provision of suitable wastewater infrastructure.”

Community Leisure Officer – Requests an off-site contribution of £9,870 towards equipped play space provision in the area.

Heritage Lincolnshire – No objections subject to condition requiring trial trenching to be undertaken prior to any development taking place.

Planning Policy – comments dated 1/12/2011 relating to original scheme for 19 dwellings

“The application proposes 19 houses on a greenfield site which currently has planning consent for the relocation of the Deepings Rugby Club clubhouse. The applicant has stated that the Rugby Club do not need/want the site and can accommodate their clubhouse needs elsewhere in the town. The original proposal was permitted because it would provide a number of valuable community uses which would help support and maintain the role of the Deepings as a market town (in accordance with the principles of policy SP1 of the Core Strategy). I think it is important in considering this application to get confirmation from the rugby club about their future intentions, in particular, whether they will need or want the site for use either now or in the future.

Policy SP1 of the adopted Core Strategy establishes the spatial strategy for new development across the district to 2026. In respect of the Deepings the strategy supports new development which would maintain and support the role of the market town (Policy SP1). The policy goes on to state that priority will be given to sustainable sites within the built up part of the town, if insufficient land is available within the built up part of the town will “appropriate sites on the edge may also be considered suitable for development”. The emerging Site Allocation and Policies DPD has allocated sufficient land to meet the housing needs of the town for the period to 2026. This site was not considered for allocation and has not therefore been allocated. The DPD also includes a new policy SAP H1 which states that “other than those sites which are allocated, new Greenfield sites on the edges of the towns and villages will not be considered acceptable for housing development”. The DPD has been published for the formal six week representation period prior to being submitted to the Secretary of State for Examination. A Public Examination will be held next year to consider whether the DPD is sound. As part of that Examination the Planning Inspector will consider the merits of this and other competing sites in the town. Consideration of this application at this time is premature to the consideration of the site alongside alternatives and will predetermine the Inspectors conclusions about allocation sites in the Deepings.

Having assessed the supply of deliverable housing land within the district the Five Year Land Supply Paper 2011-2016) concludes that there is a current supply of four years. This is slightly less than the national requirement of five years. In such circumstances the consideration of applications for sites which are not allocated would need to reflect the criteria set out in the Core Strategy policy H1. This site largely meets that criteria, however the very recently finalised detailed Water Cycle Study (Nov 2011) has identified that there is no capacity to treat additional wastewater at the Deepings WwTW. Work to resolve this constraint could take at least five years. This is a significant constraint to any additional development in the Deepings, and it is recommended that no additional development is permitted until this constraint is resolved. Allowing additional development in the knowledge of this constraint could breach the Water Framework Directive and is likely to be objected to by the Environment Agency (EA), it is therefore contrary to criterion 6, 7 and 13 of Core Strategy policy EN1. This constraint and objection by EA may affect the phasing of sites allocated in the DPD.

The application proposes 19 “affordable homes” I understand from my colleague, Mandy Gee, that there is some uncertainty about the status of the proposal as genuine affordable homes. If it is confirmed that the proposal does not fall within the definition of affordable homes the proposal should be considered as a market housing scheme and will therefore be expected to provide 6-7 genuinely affordable homes within the site to meet the requirements of policy H3 of the Adopted Core Strategy.

The proposal is for a Greenfield site on the edge of the built up part of the town, whilst I acknowledge that the principle of the development of the site has, in the past been accepted by virtue of the current consent – this is a consent for a community facility and would represent a much less intensive development form than 19 homes. The current application should therefore be assessed as a housing proposal on an unallocated greenfield site, and as such I considered it is contrary to policy SP1 of the adopted Core Strategy and to policy SAP H1 of the emerging DPD. The Adopted Core Strategy identifies that land should be identified in the Deepings to maintain a supply of housing across the plan period. The most recent Five Year Housing Land Supply paper reveals that there is not a five year supply of housing land within the district, although there is actually a good supply in the Deepings. In addition the evidence of the Water Cycle Study reveals that there is a significant infrastructure constraint to development in the Deepings which could adversely affect the water quality of receiving watercourses. In this respect the application is contrary to criterion 6, 7 and 13 of Core Strategy policy EN1, and as a result the site does not satisfy all of the criteria listed in the Core

Strategy for the consideration of potential housing sites at this point in time. I therefore object to the application as being contrary to adopted Core Strategy policies SP1 and EN1 and to SAP H1 of the emerging DPD. If the affordable housing issue remains unresolved the proposal is also contrary to policy H3 of the Core Strategy regarding the provision of affordable housing on site.”

Lincolnshire County Council Children’s Services – Requests a S106 contribution towards education facilities of approximately £56,000.

Highway Authority – Comments on amended plans to reported in Late Background Papers

Parish Council –

“This is a major variance to the original application. There is disappointment that there will be the loss of an expected community facility especially as the rugby club is still looking for a permanent site.

Additionally there had originally been allocated a large parking area at the rugby club site which could be shared with the Arts Centre and visitors to the Nursing Home – this will be lost. There should now be a public open space with Larkfleet responsible for maintenance as part of a Section 106 Agreement.

The existing Section 106 agreement should now be reviewed due to the loss of the community facility which is a major variation to that originally outlined. Additionally the Parish Council should be consulted on any new Section 106 agreements.

The need for affordable housing is recognised but not in this location.

Provision could also be made for access to a potential cycle way / footpath access to Linchfield Road and public footpaths to north of the development.”

Project and Partnership Officer (affordable Housing) amended comments

- “All developments comprising 5 or more dwellings should make appropriate provision for affordable housing within the development. On small sites of between 5-14 housing units provision may be made on site; off site or as a commuted sum in lieu of provision, depending on the viability of the individual site.
- Where affordable housing is to be provided on site, a target of up to 35% of the total capacity of a scheme should be affordable. The affordable element will be expected to include a mix of social rented and intermediate (shared ownership) housing appropriate to the current evidence of local need.
- All units should be of an appropriate size and type to meet the need identified by the current evidence of housing need

With regards to this application the requirement is as follows:-

- Preference for the Council is that 35% affordable housing to be provided on site, the developer will need to provide evidence on the viability of the site if the target is less than 35% and agree with the Council the percentage, the location, size and type of unit to be provided.
- A minimum of 60% of the affordable housing to be social rent
- A maximum of 40% of the affordable housing to be shared ownership
- The proposed tenure of the affordable housing to be agreed in writing between the council and the registered housing provider (RHP) to ensure that the affordable housing units are both affordable and available to local people to meet their housing needs.

- The affordable housing to be made available to one of the Council's preferred registered housing provider (RHP) partners and choice of partner to be agreed in writing with the council. The RHP will be required to enter into nomination agreements with the council for both the social rented and shared ownership accommodation.
- The design requirements should ensure the creation of mixed, integrated communities and particularly that the affordable housing should not be distinguishable from the market housing on the site in terms of build quality, materials, details, level of amenity space and privacy
- All social rented and shared ownership housing must be built to meet relevant Home and Communities Agency (HCA) standards and to meet the appropriate level of Code for Sustainable Homes pertaining at the commencement of the development or as otherwise agreed in writing with the council.
- The consideration of the affordable housing units to be offered for sale to a RHP shall be market value of the affordable housing units to be transferred but making due allowance for its restricted use for the provision of affordable housing units. (Please note as this is a planning gain site there will be no HCA grant funding for the affordable housing units).

Of the 35% affordable housing provided on site, one of the units to be provided is to be a four bedroom fully wheelchair accessible house. This dwelling house is to be specifically designed to meet the housing needs of an identified family currently living in Deeping St James. Discussions have already taken place with the developer and agreement reached to provide this specially adapted affordable housing unit. Further discussions will take place to agree all the additional adaptation works required."

Representations as a Result of Publicity

The application has been advertised in accordance with the Council's Statement of Community Involvement and 3 letters of objection have been received. The following comments have been made:

- Why are more houses proposed when permission was granted for a club house for the rugby club?
- Will the whole of this area be given over to housing contrary to the original planning permission for a club house, nursing home and arts centre?
- Object to the proposals as facilities for DSJ was the overriding element in the first place. Not an excuse to build all over green belt land and no facilities.

Officer Evaluation

This is a full application for the erection of 18 dwellings on land to north of Spalding Road Deeping St James. The proposed development is located on a site which has previously been granted outline planning consent for community facilities including affordable housing, a nursing home, arts centre and club house for the local rugby club under application S08/0747.

Reserved matters applications have been received for the affordable housing element and the nursing home. The affordable housing element of the 2008 scheme has almost been completed on the site. The agents have indicated in the design and access statement supporting the application that the new club house facility for the rugby club is no longer required as the club has secured the use of their current site and they no longer need to find new accommodation. The rugby club have not provided any formal objection to this application despite been contacted by officers. In view of the lack of any objection from the rugby club it is considered that the site is no longer required to provide a future alternative location for the club.

The Council's Planning Policy Team has raised objections to the development suggesting that the proposals would be contrary to policy SP1 and EN1 of the adopted core strategy and SAP H1 of the emerging DPD. The recently published NPPF requires local planning authorities at paragraph 47 to identify and maintain a 5 year housing supply within the district. In view of the fact that the Council cannot demonstrate a 5 year housing supply the NPPF suggest that there should be a presumption in favour of housing developments especially where they are in sustainable locations.

It is considered that the site is within a sustainable settlement and has good access to local facilities and is within easy walking distance of the local centres of Deeping St James and Market Deeping. Although Policy SP1 of the Core Strategy gives priority to brownfield sites within the built up part of the Deepings the policy does not exclude suitably located greenfield sites on the edge of the built framework.

The proposed amended development layout is considered to be in scale and character with the surrounding built form. The proposed layout ensures that the existing and proposed dwellings would have sufficient amenity space and ensure that there was no adverse impact on residential amenity.

Concern has been raised in relation to the Water Cycle Study which revealed that there is a significant infrastructure constraint to development in the Deepings and that this issue could adversely affect the water quality of receiving watercourses. This issue has however been extensively looked at by the developers, the Environment Agency and Anglian Water and it has been confirmed that the existing system has capacity to accommodate this development.

It is considered, that as no compelling evidence has been provided to demonstrate that the local rugby club still require the site in order to facilitate their relocation, that there is no justification for the ongoing protection of the site for that purpose. It is therefore considered that subject to the applicant being willing to enter into the necessary S106 Agreement to provide contributions towards local facilities to mitigate the impacts of the development the proposals can be considered acceptable.

Section 106 Heads of Terms

35% Affordable housing on site

A contribution towards education facilities approximately £56,000 precise figure to be confirmed.

A contribution of £9,870 towards off-site open space provision in the local area.

With regard to the contribution towards open space Cllr Stevens has indicated that the Parish Council are looking at acquiring a parcel of land off Hall Meadow Road and suggests that the required contribution could be used towards providing open spaces facilities / helping with the purchase of the site. The Council's Leisure Officer has confirmed that the proposed land at Hall Meadow Road is within an appropriate distance of the application site.

Crime and Disorder

The proposed development does not raise any significant crime and disorder implications for the local area.

Human Rights Implications

Articles 6 (Right to fair decision making) and Article 8 (Right to private family life and home) of the Human Rights Act have been taken into account in making this recommendation.

It is considered that no relevant Article of that act will be breached.

Conclusion

Recommendation 1:

That the application be deferred to the Development Management Manager in consultation with the Chairman/Vice Chairman for approval subject to the signing of a legal agreement securing developer contributions and subject to the following conditions.

Recommendation 2:

Where the legal agreement has not been concluded prior to the Committee meeting a period not exceeding six weeks post the date of the Committee meeting shall be set for the completion (including signing) of the agreement. In the event that the agreement has not been signed and where in the opinion of the Development Management Manager acting in consultation with the Chairman/Vice Chairman of the Development Control Committee, there are no extenuating circumstances which would justify a further extension of time, the related planning application shall be refused on the basis that the necessary infrastructure or community contributions essential to make what would otherwise be unacceptable development acceptable have not been forthcoming.

SUMMARY OF REASON(S) FOR APPROVAL

The proposed development of 18 dwellings on the site would not appear out of character with the surrounding area and would not be detrimental to residential amenity. The local highway authority has raised no objections to the proposed access arrangements. Subject to conditions relating to foul water drainage details being approved the Environment Agency and Anglian Water have confirmed that they have no objections to the development.

Concern has been raised in relation to the site having approval for the redevelopment and relocation of the local rugby clubs club house. There has however not been any compelling evidence provided to demonstrate that the site is still required for this use. The proposed development is considered to be in accordance with the policies contained in the National Planning Policy Framework and Policies SP1, SP3, SP4, EN1, EN2, EN4, H1 and H3 of the South Kesteven Core Strategy.

RECOMMENDATION: That the development be Approved subject to condition(s)

1. The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 (as amended) of the Town and Country Planning Act 1990.

2. No development shall commence until final details of the materials to be used in the construction of external walls and roofs have been submitted to and agreed in writing by the

Local Planning Authority. Only the agreed materials shall be used in the development.

Reason: To ensure a satisfactory appearance to the development and in accordance with Policy EN1 of the adopted South Kesteven Core Strategy (July 2010).

3. No development shall take place within the application site until the applicant has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority.

Reason: In order to provide a reasonable opportunity to record the history of the site and in accordance with Policy EN1 of the adopted South Kesteven Core Strategy (July 2010).

4. No development shall take place before the detailed design of the arrangements for surface water drainage has been agreed in writing by the Local Planning Authority and no building shall be occupied before it is connected to the agreed drainage system.

Reason: To ensure that surface water run-off from the development will not adversely affect, by reason of flooding, the safety, amenity and commerce of the occupants/residents/users of the site

5. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with the programme agreed with the local planning authority.

Reason: Hard and soft landscaping and tree planting make an important contribution to the development and its assimilation with its surroundings and in accordance with Policy EN1 of the adopted South Kesteven Core Strategy (July 2010).

6. No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed before [the use hereby permitted is commenced] or [before the building(s) is/are occupied] or [in accordance with a timetable agreed in writing with the local planning authority]. Development shall be carried out in accordance with the approved details.

Reason: To provide a satisfactory appearance by screening rear gardens from public view and in the interests of the privacy and amenity of the occupants of the proposed dwellings and in accordance with Policy EN1 of the adopted South Kesteven Core Strategy (July 2010).

7. No building works which comprise the erection of a premises required to be served by water services shall be undertaken in connection with any phase of the development hereby permitted until full details of a scheme for the provision of mains foul water drainage on and off site has been submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the details hereby approved.

Reason: To prevent an increase risk of flooding, pollution and detriment to public amenity through provision of suitable wastewater infrastructure and to ensure compliance with paragraph 11 'Conserving and enhancing the natural environment' of the National Planning Policy Framework, March 2011.

8. The development hereby permitted shall be carried out in accordance with the following list of approved plans submitted as part of the application:

Reason: To define the permission and for the avoidance of doubt.

9. All hard and soft landscape works shall be carried out in accordance with the approved details. The works shall be carried out prior to the occupation of any part of the development or in accordance with the programme agreed with the local planning authority.

Reason: Hard and soft landscaping and tree planting make an important contribution to the development and its assimilation with its surroundings and in accordance with Policy EN1 of the adopted South Kesteven Core Strategy (July 2010).

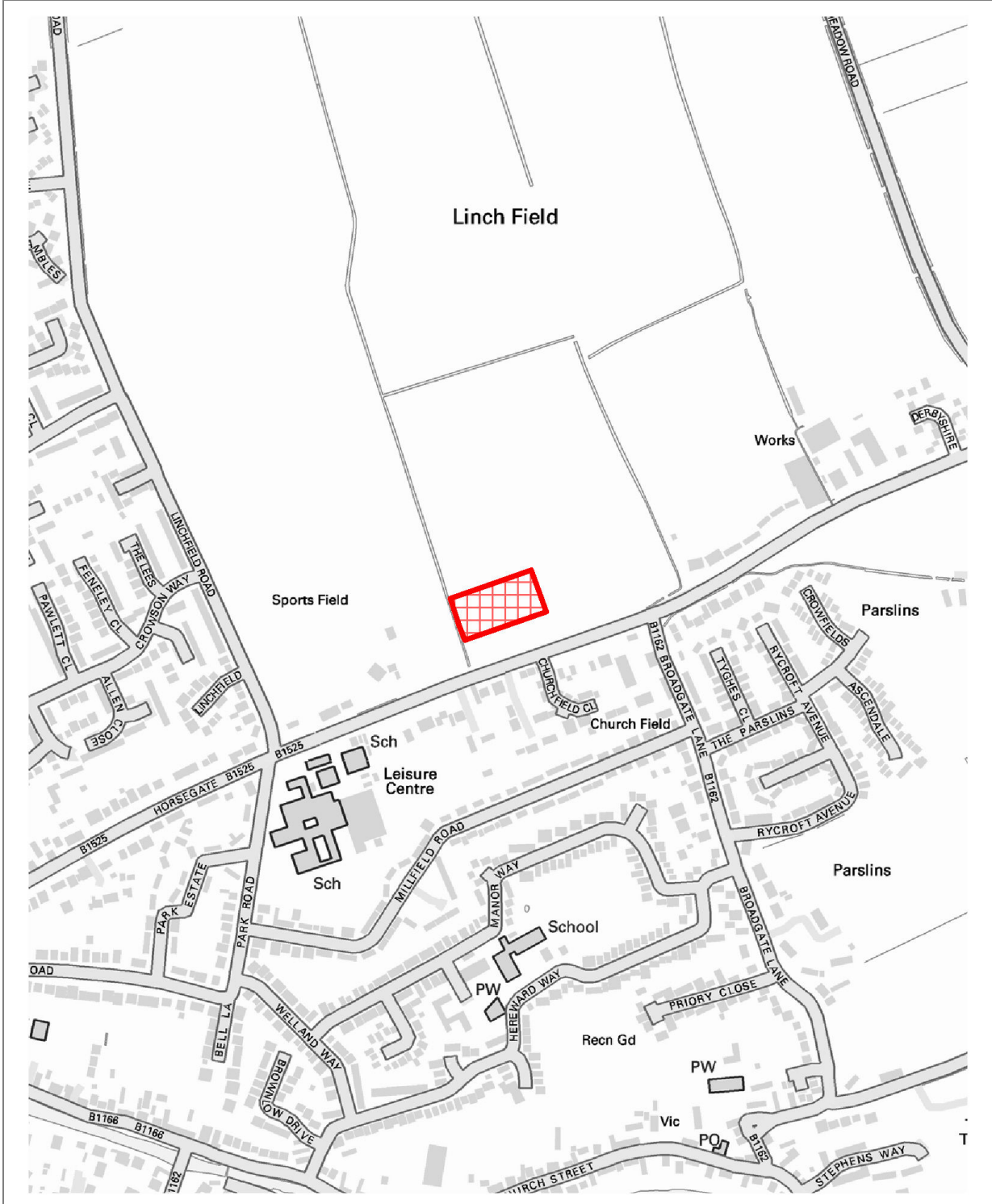
Note(s) to Applicant

1. Prior to the submission of details for any access works within the public highway you must contact the Divisional Highways Manager on 01522 782070 for application, specification and construction information.
2. You are advised to contact Lincolnshire County Council as the local highway authority for approval of the road construction specification and programme before carrying out any works on site.

* * * * *

Site Location Plan

Ref	S11/2050
Proposal	Construction of 18 dwellings
Location	Land north of, Spalding Road, Deeping St. James



Scale 1:7500
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Applicant	Mr K Baggaley 29, Drummond Road, Bourne, Lincolnshire, PE10 9JF
Agent	Jack Young 3, Bramley Road, Market Deeping, Peterborough, PE6 8JG
Proposal	Single storey rear extension and retention of garage as built
Location	29, Drummond Road, Bourne, Lincolnshire, PE10 9JF
App Type	Householder Development
Parish(es)	Bourne
Reason for Referral to Committee	The application has been referred to the development control committee at the request of the local Ward Member for the following reasons: The extension and wooden construction will take up most of the rear garden, causing loss of sunshine and light.
Recommendation Summary	The development to be approved subject to conditions

Key Issues

- Impact on property
- Impact on surroundings

Technical Documents Submitted with the Application

- none

REPORT

The Proposal

This is a full application seeking consent for the erection of a single storey rear extension, 4.8 metres deep, 5.31 metres wide, with a pitched roof located centrally on the property. Consent is also sought for the retention of a detached garage, 3.4 metres wide with a maximum length of 6.3 metres and a maximum height of 3 metres.

The Application Site and its Surroundings

The application site is located in an established residential area on the west side of Drummond Road. No. 29 is a semi detached two bed bungalow that has no previous extensions. In the south west corner of the rear garden there are two small sheds. The garage subject of this application is under construction on the northern site boundary, adjacent to the detached garage belonging to the semi detached bungalow to the north.

To the south the other half of the semi has a single storey rear extension on its southern side located away from the common side boundary between the two properties.

To the north there is a similar semi detached bungalow that has a vehicular access adjacent to the common side boundary leading to a detached garage in the rear garden. To the rear of the dwelling on the south side there is a conservatory.

Relevant Site History

None.

Policy Considerations

National Planning Policy Framework

Section 7 - Requiring Good Design.

South Kesteven District Council Core Strategy:

Policy EN1: Protection and Enhancement of the Character of the District.

Representations Received

Bourne Town Council: No objection to the extension. Due to the unusual shape of the proposed garage it is suspected that the garage may be used as a workshop.

Lincolnshire County Council Highways – Does not wish to restrict the grant of permission.

Archaeological – no affect upon any known sites.

Representations as a Result of Publicity

The application has been advertised in accordance with the Council's Statement of Community Involvement and six representations have been received from adjacent residents. The comments can be summarised as follows:

1. The proposed length of the rear extension will restrict my already limited view.
2. Size of the extension is out of character.
3. The height of the extension will restrict light into my property.
4. Garage could be used for commercial activity.
5. Overdevelopment of the rear garden.
6. Possible fire risk from the wooden structures.

Officer Evaluation

This is a full application for the erection of a single storey rear extension and the retention of a detached garage.

Having regard to the size and location of the proposed extension and garage and the relationship with the adjacent residential properties and existing outbuildings on adjacent sites, the proposal will have very little adverse affect upon the residential amenities of these dwellings in terms of loss of light or privacy. Whilst the extension will be visible from adjacent properties this is not a reason in itself to refuse permission.

Comments regarding the possible use of the garage for commercial use are noted, however there is no action the Council can take on an assumed future use, if at a later date such activities were undertaken this would be subject to a separate enforcement investigation.

Section 106 Heads of Terms

Not required.

Crime and Disorder

The proposed development raises not significant crime and disorder implications.

Human Rights Implications

Articles 6 (Right to fair decision making) and Article 8 (Right to private family life and home) of the Human Rights Act have been taken into account in making this recommendation.

It is considered that no relevant Article of that act will be breached.

Conclusion

The proposed development will have no adverse affect upon the application site itself nor on the adjacent dwellings or the area as a whole.

SUMMARY OF REASON(S) FOR APPROVAL

It is considered that, due to the mass and height of the proposed extension and garage, with the use of matching materials for the extension, the proposal is sympathetic to the host dwelling and there will be no detrimental impact on the character and appearance of the street scene or the wider area. Furthermore due to the relationship with adjacent dwellings the extension and garage will have no adverse effect upon the residential amenities of these properties in terms of loss of light or privacy.

Accordingly, the proposal is considered to conform to NPPF Section 7 (requiring good design) and Policy EN1 the South Kesteven Core Strategy.

RECOMMENDATION: That the development be Approved subject to condition(s)

1. The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 (as amended) of the Town and Country Planning Act 1990.

2. The development shall be built in accordance with the materials detailed on the submitted application forms unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of the visual amenities of the locality and to ensure a satisfactory development and in accordance with Policy EN1 of the adopted South Kesteven Core Strategy (July 2010).

3. This permission relates solely to the application as amended by drawings no. 2012-343-PC received on 28 March 2012 and 26 April 2012.

Reason: The earlier submitted drawings were unacceptable because they incorrectly showed the proposed development.

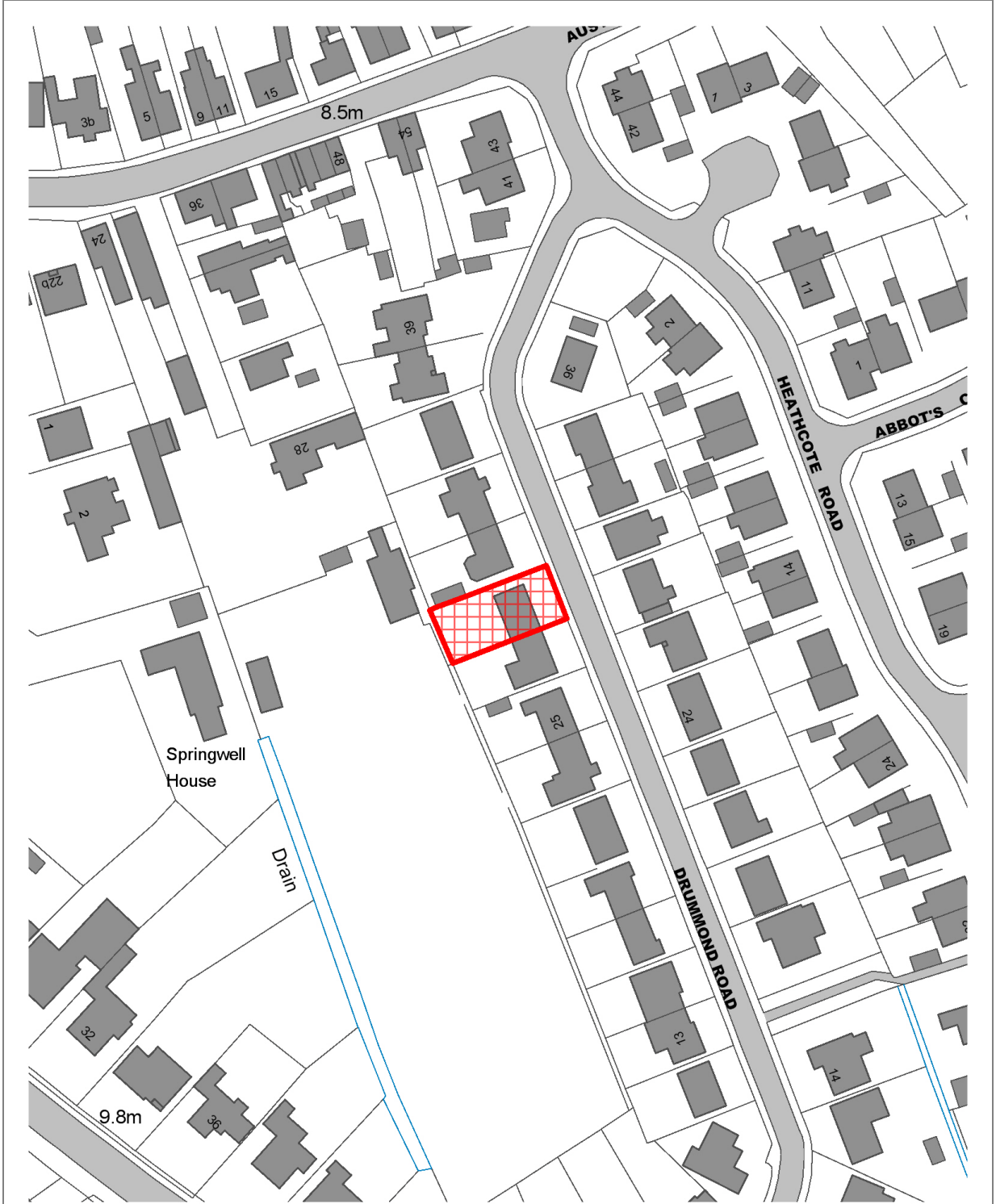
Note(s) to Applicant

1. This site is within 50m of a Land Contamination Concern. Please contact Environmental Protection Services on 01476 406300 for further information.

* * * * *

Site Location Plan

Ref	S12/0209
Proposal	Single storey rear extension and retention of garage as built
Location	29, Drummond Road, Bourne, Lincolnshire, PE10 9JF



Scale 1:1250
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Applicant	Mr Richard Udo 17, Peachwood Close, Grantham, Lincolnshire, NG31 8QP
Agent	
Proposal	Removal of fence and erection of replacement wall
Location	17, Peachwood Close, Grantham, Lincolnshire, NG31 8QP
App Type	Householder Development
Parish(es)	Grantham
Reason for Referral to Committee	The applicant is a member of staff
Recommendation Summary	That the development be approved subject to condition(s)

Key Issues

- Impact on Streetscene

Technical Documents Submitted with the Application

- Illustration of proposed wall date stamped 2 April 2012
- Face view of Typical Section date stamped 2 April 2012
- Block Plan of area to the front of property date stamped 2 April 2012
- Block Plan date stamped 2 April 2012

REPORT

The Proposal

The application is a householder application for the removal of existing fence and erection of wall to 17 Peachwood Close, Grantham.

The Application Site and its Surroundings

The application site is located in a residential area of Gonerby Hill Foot. Number 17 Peachwood Close is a corner plot at the end of the cul-de-sac, currently having painted 1.75 metre wooden trellis as boundary treatment.

Relevant Site History

S01/0754 – Erection of fence granted July 2001.

Policy Considerations

National Policy

NPPF – Section 7 Requiring good design

South Kesteven Core Strategy

EN1 – Protection and Enhancement of the Character of the District

Representations Received

Lincolnshire County Council Highways – Does not wish to restrict the grant of permission.

Archaeological – no affect upon any known sites.

Representations as a Result of Publicity

The application has been advertised in accordance with the Council's Statement of Community Involvement and no letters of objection have been received.

Officer Evaluation

This proposal is for the removal of approximately 1.8 metre trellis to the boundary of a detached corner plot dwelling and erection of replacement wall. The highest part of the wall will be 1.6 metres, comprising brick piers, wooden panels and 1.6 metres high wooden gate. It is considered that the proposal would be sympathetic to the street scene as the property is situated at the end of a cul-de-sac location, and although the immediate surroundings are open gardens, the proposal is similar to other boundary treatments within the wider street scene. The proposal will have no adverse affect upon the overall appearance of the street scene nor negatively impact on the visual or residential amenity of surrounding neighbouring properties causing no loss of light or privacy.

Crime and Disorder

It is considered that the development would not result in any significant adverse crime and disorder implications.

Human Rights Implications

Articles 6 (Right to fair decision making) and Article 8 (Right to private family life and home) of the Human Rights Act have been taken into account in making this recommendation.

It is considered that no relevant Article of that act will be breached.

Conclusion

The proposal by reason of its size, siting and design will not impact upon the amenities of the occupiers of neighbouring properties, or the character of the area and complies with Policy EN1 (Protection and Enhancement of the Character of the District) of the adopted South Kesteven Core Strategy and Section 7 of the National Planning Policy Framework Requiring Good Design.

Recommendation

That the development be approved subject to condition(s)

SUMMARY OF REASON(S) FOR APPROVAL

RECOMMENDATION: That the development be Approved subject to condition(s)

1. The development hereby permitted shall be commenced before the expiration of three years from the date of this permission.

Reason: To comply with Section 91 (as amended) of the Town and Country Planning Act 1990.

2. The development shall be built in accordance with the materials detailed on the submitted application forms unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of the visual amenities of the locality and to ensure a satisfactory development and in accordance with Policy EN1 of the adopted South Kesteven Core Strategy (July 2010).

3. The development hereby permitted shall be carried out in accordance with the following list of approved plans submitted as part of the application:

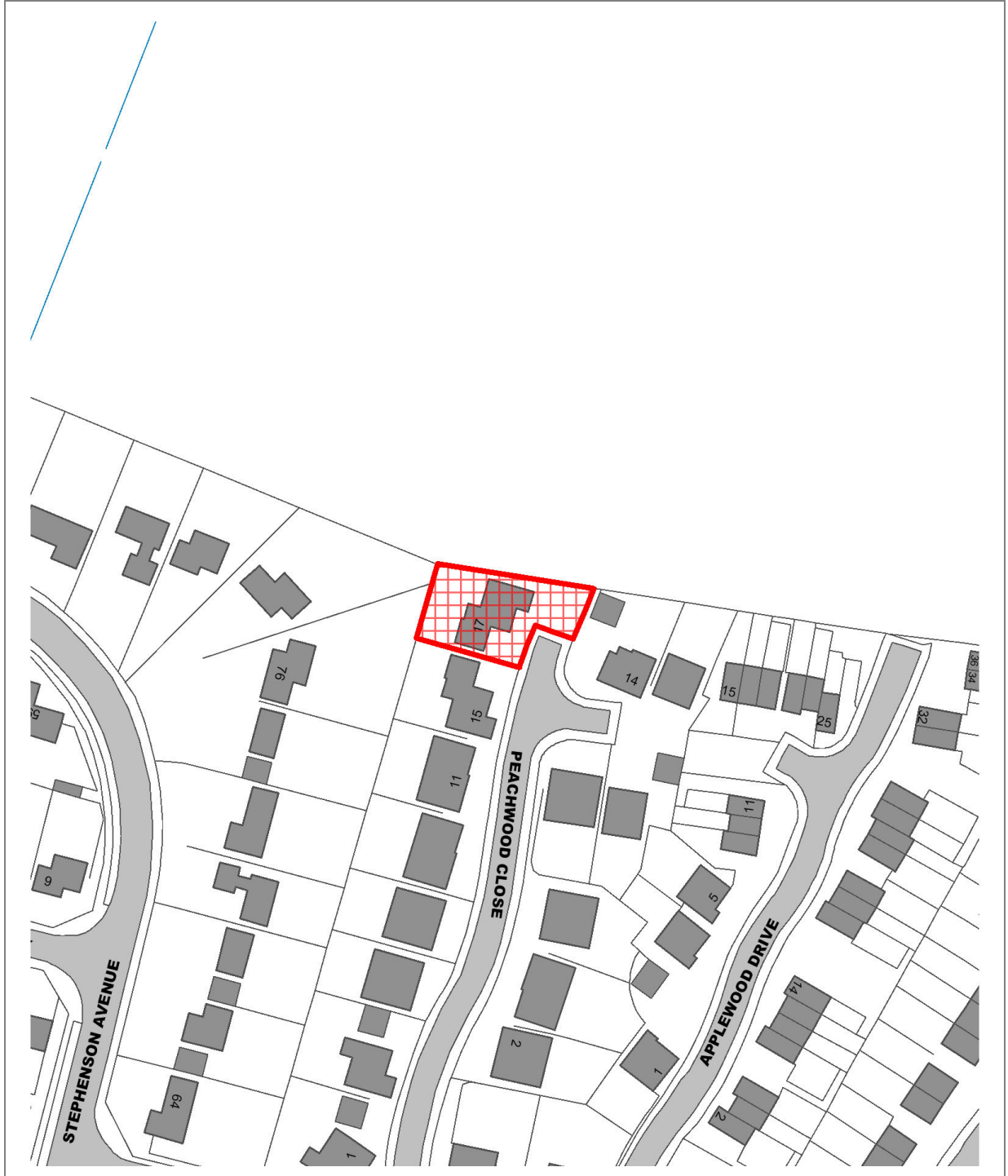
Illustration of proposed wall date stamped 2 April 2012
Face view of Typical Section date stamped 2 April 2012
Block Plan of area to the front of property date stamped 2 April 2012
Block Plan date stamped 2 April 2012

Reason: To define the permission and for the avoidance of doubt.

* * * *

Site Location Plan

Ref	S12/0807
Proposal	Removal of fence and erection of replacement wall
Location	17, Peachwood Close, Grantham, Lincolnshire, NG31 8QP



Scale 1:1250
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