

Report to **Planning Committee**

Date **9 December 2021**

By **Director of Planning**

Local Authority **Horsham District Council**

Application Number **SDNP/21/02752/LIS**

Applicant **Mr Ian Eldred**

Application **Conversion of a grade II listed granary barn with associated outbuildings and the reinstatement of collapsed structures into a single dwelling with guest accommodation.**

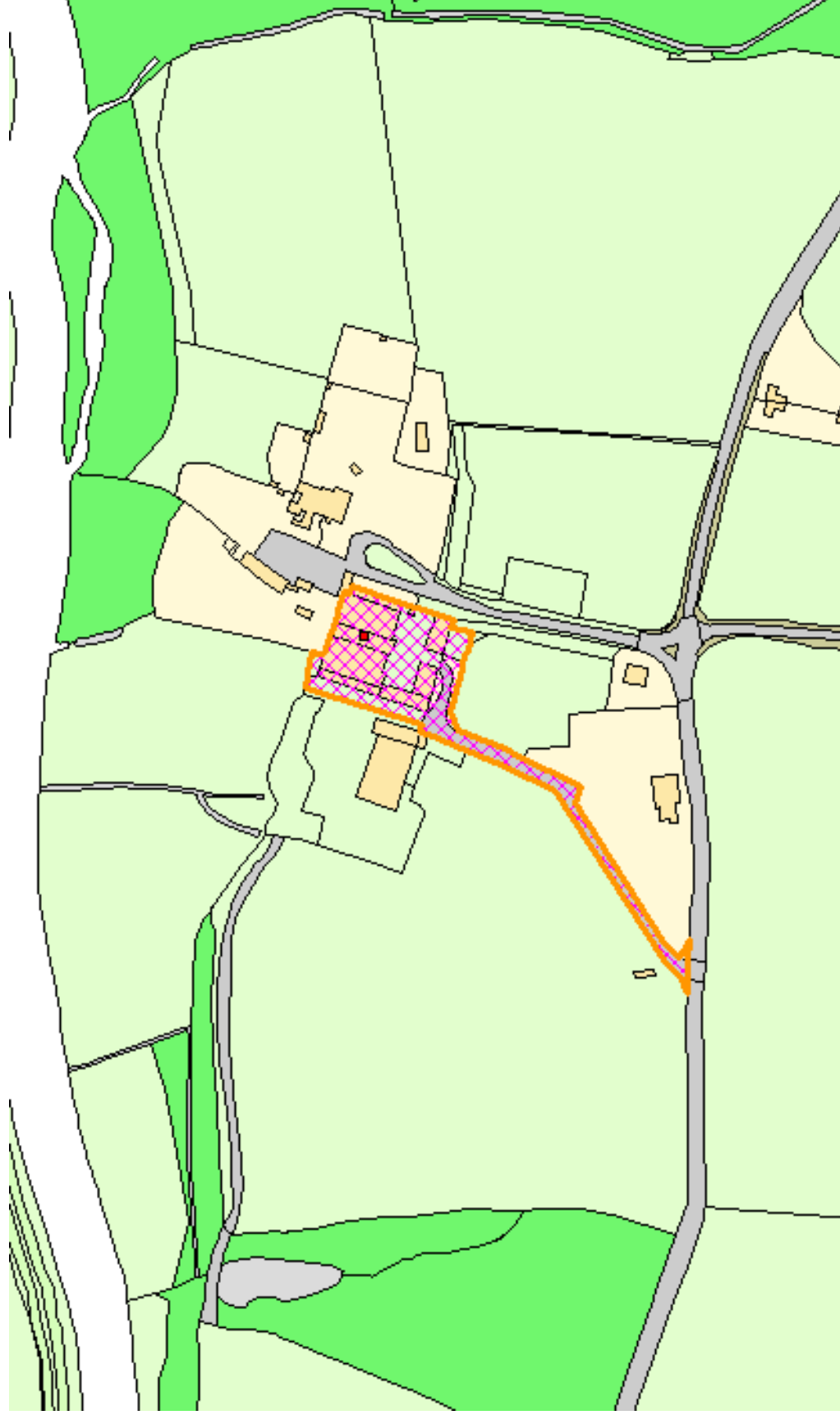
Address **The Granary, Greatham Lane, Greatham, RH20 2ES**

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**Recommendation for SDNP/21/02752/LIS: That Listed Building Consent be granted subject to the conditions set out in paragraph 10.1 of the report.**

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**Site Location Map**



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## Executive Summary

This report considers an application for Listed Building Consent (LBC) for the proposed works for the residential conversion of the site, which involves a grade II listed granary barn, existing dairy and cart sheds, which form part of the listed group, and new build works. **A decision on this application was deferred by Members at the 11 November 2021 planning committee meeting pending the joint consideration of the associated planning application.** The key considerations are:

- The site benefits from a residential use following the implementation of a 2014 permission to convert the granary barn and outbuildings into a single dwelling.
- This LBC application is considered separately to a planning application in order to facilitate works to secure the retention and historic fabric of the buildings.
- An application for LBC solely seeks permission for the carrying out of physical works for the alteration or extension of a listed building that would affect its character, as a building of special architectural or historic interest.
- **The proposed new build elements also require planning permission, which is the subject of a report at Agenda Item 7, within which a broader range of planning considerations are assessed.**
- The proposed internal works to the barn involve a new free-standing first floor within its frame. This addition would result in the loss of a section of the existing raised floor, however, the benefits of creating a more open space and better appreciation of the barn's character outweigh this loss.
- Overall, the barn's special architectural and historic interest would be preserved and enhanced. The new build elements of an addition to southern end of the dairy and a new contemporary link between the dairy and granary barn are acceptable.

The application for LBC is before Members due to the level of interest received about the proposals.

### 1. Site Description

- 1.1 The application site is located within Greatham which is a hamlet comprising a collection of listed and unlisted properties and a grade I listed church. Greatham also has a small conservation area which includes the application site and the neighbouring listed Greatham Manor and the church east of the site, Manor Farmhouse and Greatham Manor Lodge to the south, and a dwelling immediately west on the site of a former milking parlour.
- 1.2 The site is accessed via a track from Greatham Lane and is approximately 150m from the road. It comprises of a range of former agricultural buildings of varying condition. There is a grade II listed granary barn in the centre of the site. On its western side is a long single storey brick outbuilding running parallel with it that was a dairy shed. A former cart shed also forms part of this range of buildings which is south of the granary at the entrance into the yard. There are the remnants of other outbuildings and walls that once enclosed the yard around the granary barn, which include stables, a machine store, and a link building between the granary and dairy.
- 1.3 The River Arun runs east to west approximately 250m north of the site. Hedgerows along the northern side of Greatham Lane largely screen the site from view. There are views through the access towards the site but it is not prominent from this location. Apart from a short footpath between Greatham Lane and the church, east of the site, wider public views are limited.

### 2. Relevant Planning History

- 2.1 The following planning history is relevant:
  - SDNP/13/04908/FUL & SDNP/13/04909/LIS Conversion of redundant farm buildings, including a grade II listed granary barn into a single dwelling. Including the demolition of sheds, outbuildings and the reinstatement of collapsed structures. Approved 18.07.2014

- SDNP/16/02206/DCOND Discharge of Planning Conditions 3, 4, 6, 12, 13, 15 and 16 on planning consent SDNP/13/04908/FUL and SDNP/13/04909/LIS. Approved 27.06.2017
- SDNP/17/03359/FUL & SDNP/17/03360/LIS Proposed conversion and extension of existing timber frame agricultural barn and associated outbuildings to form a part two storey part single storey nine bedroom dwelling. Withdrawn 29.11.2017
- SDNP/18/00489/FUL & SDNP/18/00490/LIS Conversion and extension of existing timber framed agricultural barn and associated outbuildings to form a part two storey 4 bedroom dwelling and 3 bedroom guest accommodation. Refused 30.11.2018. Appeal dismissed 21.01.2020, a summary is below and the Decision is at Appendix 1:
  1. The granary barn and associated buildings retain historic and architectural value. The overall layout and relationship of the buildings and the Manor and Church is highly legible and has group value.
  2. Conservation Area highly sensitive to change; harm to the legibility of the historic and functional relationship between the site and surrounding buildings within it.
  3. Proposals would not preserve or enhance the character and appearance of the conservation area and fail to preserve the special architectural and interest of the listed building and setting. The harm is not outweighed by any public benefits.

Specific considerations:

4. No convincing justification that the scheme draws on historic evidence regarding original layouts and form. The introduction of a mezzanine level in the northern part of the granary barn would harm its appearance, architectural and historical significance and value.
  5. Proposed height and tiled roof of new link between the granary and dairy acceptable, but the extent of glazing on its north and south elevations would introduce a domestic appearance to the traditional and agricultural architecture of surrounding buildings, which is harmful to their significance as a group.
  6. Additional windows and roof lights in the granary and western range would domesticate the appearance of these buildings and harm their individual significance and as a group.
- SDNP/20/04002/PRES Change of use of an agricultural building to a residential use. Planning advice provided 21.06.2021.
  - SDNP/21/02751/FUL: Conversion of a grade II listed granary barn with associated outbuildings and the reinstatement of collapsed structures into a single dwelling with guest accommodation. Currently undetermined.
  - SDNP/21/05321/CND: Variation of condition 1 relating to planning approval SDNP/13/04908/FUL for amendments to the previously approved design. Under consideration at Agenda Item 7.

### **3. Proposal**

- 3.1 An application for LBC seeks permission for the specific carrying out of any works for the alteration or extension of a listed building in any manner that would affect its character as a building of special architectural or historic interest.
- 3.2 In this instance, the application solely for LBC proposes the physical works involved in the conversion of a grade II listed granary barn, associated outbuildings, and the re-instatement of collapsed structures into a single no.4 bed dwelling plus self-contained guest accommodation (3 further bedrooms).
- 3.3 Overall, the scheme proposes a contemporary approach which utilises the form and traditional character of the existing buildings, including using existing window and door openings, whilst introducing a mix of modern and traditional materials.

- 3.4 The granary barn would have a living room at its southern end, which would be on a raised staddle stone floor, and a dining room at its northern end. A new mezzanine first floor is proposed within the central area of the barn which would be a free-standing structure (i.e it would not be attached to the walls) which would enable elevated views of its internal space. Underneath this floor, a home cinema space is proposed.
- 3.5 The barn is proposed to connect with the former dairy shed via a new single storey link, which would be sited on the footprint of a former building. This would be a contemporary addition with a glazed frontage, a pitched zinc roof with recessed solar panels, and a metal canopy structure. Within it would be a kitchen and sitting room. The dairy shed is proposed to be converted into 4 en-suite bedrooms. Whilst these would be accessed via an internal corridor, 3 of these bedrooms would also have individual doors onto the courtyard area, which reflects the existing openings of the building.
- 3.6 A new 'L'-shaped building is proposed to be attached to the southern end of the dairy. This would be on the footprint of the former stables and machine shed. It would have a higher tiled pitched roof, due to a mezzanine floor, than the dairy and be constructed using bricks reclaimed from existing walls that would predominantly form its western and southern elevations. Inside, there would be new office, gym and storage space plus a plant room, which would be accessed through the dairy shed. It would also include guest accommodation which would be separately accessed via the courtyard. This would comprise of an open plan kitchen/living room and two bedrooms on the ground floor, with further space and another bedroom on a mezzanine floor. The existing card shed opposite this building is proposed to be used as a 5 bay garage. This would also house bin and cycle stores and an electric vehicle charging point.
- 3.7 The existing and new buildings would form enclosed courtyards and garden spaces. The surfacing would be a mix of paving for the driveway, gravel and lawn along with new planting. New walls either side of the granary barn would visually separate the driveway/parking area from the private amenity space.

#### 4. Consultations

- 4.1 **Archaeology:** No objection, subject to condition.
- 4.2 **Ecology:** No objection.
- 4.3 **Historic Buildings Officer:** No objection, subject to conditions:
- There is an increase in glazing over the approved scheme, but less than in the scheme dismissed at appeal;
  - Less glazing on the northern elevation would be preferable; the removal of the additional window, however any 'harm' over and above that already approved is not so great as to justify a refusal and is outweighed to a sufficient degree by the public benefit of bringing these buildings back into good order and productive use;
  - Zinc roof is contemporary but acceptable;
  - The part of the raised granary floor that would be lost is less significant as historic fabric when compared to other parts of the raised floor;
  - The new first floor insert allows views of the length of the interior and is an imaginative and unobtrusive approach that justifies the loss of the raised floor;
  - The new floor objected to by the Inspector is not included in the current scheme;
  - The reconstruction of a number of decayed and collapsed walls and the roof structure on one of the ancillary buildings is supported;
  - Any impact from the residential conversion on the character of the listed farm building and character of the Conservation Area is justified by the benefits of bringing the building back into productive use and good order;

- The loss of the agricultural role of the building has an impact on the setting of the nearby listed buildings; however their loss would have a much greater impact on that setting and is therefore an acceptable consequence of securing the future of the farm buildings.

#### 4.4 **Parham Parish Council:** Objection:

- Not against the principle of a sympathetic conversion of the farm buildings;
- No works have yet been undertaken and the building has fallen in a state of poor disrepair;
- Proposal is similar to that previously refused both by the SDNPA and the Inspector on appeal;
- Concerns regarding the proposed “flexibility of use” for the building;
- The “link” structure is no longer detailed as a simple link between the granary and bedrooms, the plans show that this is to be a large, new and intrusive building;
- The amount of glazing detracts from the character of the overall building and is contrary to the SDNPA Dark Skies policy;
- Proposed height of the boundary walls is unclear; the wall running between the Granary boundary and the neighbouring property should be increased in height (as per the 2013 agreed plans) to maintain the privacy of the neighbouring property and should be secured via condition.

## 5 **Representations**

- 5.1 26 objections to the Listed Building Consent application have been received, including from the Friends of the South Downs (formerly South Downs Society), the Campaign to Protect Rural England (CPRE), the Wiggonholt Association, and the District Ward Councillor. Many representations refer to planning matters as well as considerations concerning the physical works relevant to this LBC application. These raise the following concerns:

#### Principle:

- Concerns that proposed ‘future flexibility’ of the use suggests the introduction of multiple residential units in the future;
- Condition should be applied to prevent future subdivision of large 7 bedroom dwelling;
- Grandiose overdevelopment of a historic barn within a 1000yr old hamlet;
- Greatham Conservation Area is small so historic barn is significant;
- Concern that building is in a derelict state;

#### Design and Heritage Impacts:

- Substantial departure from 2014 permission, which was less harmful;
- This seventh application identifies no new benefits, is similar to the 2018 application which dismissed at appeal, and at odds with Inspectors reasoning with regard to extent of glazing, roof lights and other matters;
- Excessive fenestration will introduce domestic appearance, incongruous with the agricultural character of the building; will be visible from River Arun; will cause light pollution and harm to ecology; negatively impact the historic structure; contrary to SD5;
- New central mezzanine a major visual intrusion into the building’s internal space; open space within the Granary should not be segmented; and an area of historic raised flooring will be lost;
- Link is not a link but as it will contain new rooms and has been increased in height;
- Modern zinc roof is out of keeping and will be intrusive on neighbouring properties – should be traditional clay tiles to match existing as per the 2014 permission;

- Fails to take opportunities available for improving the character and quality of the area; the architectural and aesthetic significance of these buildings is due to their grouping;
- Will significantly alter the appearance of the barn to the extent that the historic appearance of the structure will be lost for ever, contrary to SD12;
- Proposed extension will impact historic significance of the rare barn building;
- Unclear whether applicant has worked closely with the LPA and local community;
- Number of bedrooms will result in increase in traffic, which will impact tranquillity;
- Two storey cinema/entertainment centre is not sympathetic restoration and will harm building's integrity;

#### Amenity

- No obscure glazing for the window on the northern elevation of the granary will cause harmful overlooking neighbour's bedroom;
- Will impact on neighbour amenity due to light spill and noise;
- Link building will extend beyond the party/boundary wall on the north western side;
- Link building sits on boundary wall and will impact privacy and amenity of adjoining Manor vegetable garden and Manor Cottage;
- East and north boundary walls should be raised to protect privacy of Greatham Manor;
- Will increase traffic on narrow lane.

5.2 Seven representations in support were received, raising the following:

- Will save building which is close to collapse;
- Proposed changes will improve the building;
- Loss of the building will detrimental to the Conservation Area;
- Proposed mezzanine at the centre of the barn will require no structural alterations or removal of beams;
- Proposed alterations are minor.

## **6. Planning Policy Context**

6.1 The relevant statutory development plan is the South Downs Local Plan (2014-33). The relevant policies are set out in section 7 below.

#### Legislation for heritage assets in relation to LBC applications

6.2 Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states "in considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

6.3 Section 72 of the Town and Country Planning (Listed Buildings and Conservation Area) Act 1990 relates to conservation areas. It requires "special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

#### National Park Purposes

6.4 The two statutory purposes of the SDNP designation are:

- To conserve and enhance the natural beauty, wildlife and cultural heritage of their areas;
- To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

6.5 If there is a conflict between these two purposes, greater weight shall be given to the purpose of conserving and enhancing the natural beauty, wildlife and cultural heritage of the

area comprised in a National Park, whereby conservation takes precedence. There is also a duty upon the Local Planning Authority to foster the economic and social wellbeing of the local community in pursuit of these purposes.

#### National Planning Policy Framework and Circular 2010

- 6.6 The National Planning Policy Framework (2021) is considered holistically although the following section is of particular relevance:
- Section 16: Conserving and enhancing the historic environment
- 6.7 Paragraph 195 of the NPPF outlines “*Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.*”
- 6.8 Paragraph 200 of the NPPF outlines that “*any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification...*”
- 6.9 Paragraph 202 outlines that “*where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*”
- 6.10 Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and the revised National Planning Policy Framework (NPPF) (2021). The Circular and NPPF confirm that National Parks have the highest status of protection. The NPPF states at paragraph 176 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks. It states “*the scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.*”

#### Relationship of the Development Plan to the NPPF and Circular 2010

- 6.11 The Development Plan policies listed below have been assessed for their compliance with the NPPF and are considered to be compliant with it.

#### South Downs Partnership Management Plan 2020-2025

- 6.12 The Environment Act 1995 (as amended) requires National Parks to produce a Management Plan setting out strategic management objectives to deliver the National Park Purposes and Duty. National Planning Policy Guidance (NPPG) states that Management Plans “contribute to setting the strategic context for development” and “are material considerations in making decisions on individual planning applications.” The South Downs Partnership Management Plan as amended for 2020-2025 on 19 December 2019, sets out a Vision, Outcomes, Policies and a Delivery Framework for the National Park over the next five years. The relevant policies include: 9, 10, 50.

#### Other relevant material considerations

- 6.13 The following are relevant considerations:
- Adopted Sustainable Construction SPD.

## **7. Planning Policy**

- 7.1 The following policies of the South Downs Local Plan 2019 are of particular relevance:
- SD1 – Sustainable Development
  - SD5 – Design



- SD12 – Historic Environment
- SD13 – Listed Buildings
- SD14 - Climate Change Mitigation and Adaptation
- SD16 - Archaeology

## 8. Planning Assessment

- 8.1 Further to paragraph 3.1 above, this application for LBC proposes the physical works only to the existing buildings and the new attached building works for the residential conversion of the site, on the basis of the listed status of the granary barn and outbuildings, which form part of the listed group. This application has been considered separately to a planning application in order to facilitate works to the site and safeguard the buildings from any further deterioration.
- 8.2 The considerations in this section are outlined within the above context and the broader issues that are considered in a planning application (eg. wider landscape impact, overlooking) are not relevant in the determination of this LBC application. A planning application will be considered at a future meeting.
- 8.3 The proposed works described in section 3 above follow the general principles of the extant 2014 permission to convert the site into a single dwelling, which are:
- New accommodation, mezzanine floor and use of openings with new glazing within the granary.
  - Creation of a contemporary link building between the barn and dairy with new accommodation.
  - Subdivision of the dairy shed into bedrooms, plus changes in fenestration.
  - A new ‘L’ shaped building attached to the dairy shed, on the site of the former stables and machine store, with a higher roof compared to the dairy.
  - Works to the cart shed to become a 5 bay garage.
- 8.4 Key policies for assessing the works are SD12 and SD13. The latter outlines that LBC will only be granted where:
- 1) proposals preserve and enhance the significance of listed buildings and their settings by demonstrating that any loss of historic fabric and details of significance, including internal features, floor plans and the integrity of rooms, is avoided; or
  - 2) harm to the significance of a listed building or its setting is outweighed by public benefits along with appropriate mitigation measures.
- 8.5 The submitted Heritage Statement sufficiently identifies the heritage significance of the site to enable an assessment of the impacts of the works under SD13. This also accords with the NPPF which outlines that where proposals affect heritage assets that their heritage significance needs to be identified and when considering the impacts from proposals great weight should be given to the asset’s conservation.
- 8.6 Furthermore, SD13 outlines that proposals will be refused LBC where they cause substantial harm to a listed building or its setting. This would not be the case in this instance and considerations regarding setting are not wholly relevant in the scope of a LBC application. The assessment below considers each main element of the proposed works.
- Works to the granary barn
- 8.7 The proposed internal works for the granary barn involve introducing a new central freestanding floor. This would result in losing part of the existing raised floor on brick piers, however, the historic buildings officer has advised that this section is less historic and that the approach is an imaginative and unobtrusive addition which would allow views across barn’s interior. This would allow for a better appreciation of its space and historic architecture without compromising its integrity and, consequently, these benefits justify the

partial loss of the raised floor and accord with SD13. Furthermore, the older raised staddle floor in the southern part of the barn would be retained where a new living room would be created. In these regards, these works also accord with policy SD12 which permits proposals where they enhance and better reveal the significance of heritage assets, including their long-term conservation and enhancement.

- 8.8 The works would reduce the extent of internal changes within the barn by introducing the more communal accommodation within it. Compared to previous schemes, retaining more openness within the granary barn is the better approach to its conservation, which is supported. The more private space, which requires more subdivision, would be located in the dairy shed and new building works.
- 8.9 The external works to the barn comprise the predominant use of existing openings, with some further modifications. The historic buildings officer has not raised an objection to these works. Also the irregular siting and sizes of the windows helps to minimise an overly domestic character and appearance for the barn and respects its special architectural and historical interest in a contemporary way. Concern was initially raised by the historic buildings officer regarding a new window in the north elevation, however, this insertion is similar to the 2014 permission and it is not considered to be significantly harmful and already exists. New walling attached to either side of the granary barn to create new courtyard space would re-introduce historic walling here which would be acceptable.
- 8.10 It is noteworthy that the scheme refused in 2018 and dismissed appeal involved similarities with the 2014 permission and that the considerations centred on more detailed matters of an alternative mezzanine floor in the granary barn, the design of the link building, fenestration of the dairy and the internal layout of the accommodation. These current proposals address the concerns raised in those previously refused proposals.

#### The dairy shed

- 8.11 The internal subdivision of the dairy shed is less sensitive to change, compared with the barn. Internally, a new master bedroom and a series of bedrooms accessed via a long corridor through the building are proposed. The layout of some of its existing windows and doors can be utilised for enable this subdivision along with other minor window additions. These works are, overall, sympathetic to the building and do not materially affect its character. The proposals for the dairy shed respond to the Inspector's concern about the external fenestration. Its roof form and materials would be retained, which is supported.

#### Additional building works attached to the dairy shed

- 8.12 The new 'L' shaped building would have a wider footprint than the dairy, which is consistent with the original buildings and previous schemes. Its roof would be higher and hipped which are characteristics of the original stables and machine store and also consistent with previous schemes. In these regards, its overall scale and appearance are acceptable. The use of reclaimed brick and a tiled roof would also replicate the former buildings. It would also be appropriately attached to the dairy shed and the internal arrangements satisfactorily join the two together.
- 8.13 There are some differences and similarities of windows and doors between the previous and current proposals but what is proposed is acceptable in terms of the rural character which is sought to be achieved, rather than an over-domestication of the design.

#### The proposed contemporary link

- 8.14 The contemporary link between the granary barn and dairy shed would have a residential character compared with the agricultural appearance of the buildings either side, but this is not, in itself, unduly harmful and follows the conceptual approach of the approved scheme. The proposed height of the link would be below the barn's eaves and its roof design improves upon previous approved and refused schemes. The extent of its glazing on the south elevation is largely consistent with the previous schemes and the new metal canopy for new plants (potentially hops) to grow and entwine onto would be an acceptable addition. The link would also be appropriately attached to the barn and dairy shed. Overall, this link

is an acceptable addition in design terms and preserving the special architectural and historic interest of the barn and the dairy shed.

- 8.15 A contemporary approach to the link was not raised as an issue in the 2018 Appeal Decision. The Inspector concluded, however, that the extent of glazing on the link's north elevation was harmful, which has been addressed and the historic buildings officer has not objected to the glazing on this elevation.

#### The cart barn

- 8.16 The works to the cart barn to create new garaging would be sensitive to the building and be in keeping with its character. The addition of doors would not overly domesticate the building due to their design.

#### Conclusions

- 8.17 There are general consistencies between the proposals and previous schemes and more detailed similarities and differences, such as internal layouts and fenestrations are, essentially, variations on the site becoming a single dwelling.
- 8.18 The proposed works are a sensitive approach to the granary and the other existing buildings. The new internal arrangements in the granary are a significant improvement over previous designs. The contemporary link building is an improved and acceptable design and the character and appearance of the dairy shed and re-instatement of the stables and machine store would not compromise the character of the existing buildings. Special regard has been given to the desirability of preserving the buildings, setting, and features of special architectural or historic interest and the merits of the works outlined above are acceptable in these regards.
- 8.19 The NPPF also outlines that where proposals lead to 'less than substantial harm' to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposals. Policy SD13 similarly also outlines that LBC will only be granted where the harm to the significance of listed buildings, or their setting, is considered to be outweighed by public benefits, when appropriate mitigation measures will be expected, including archaeological investigation.
- 8.20 In this instance, the loss of existing flooring in the barn is considered to be less than substantial harm to the heritage asset. However, the merits of the proposed internal works to the barn, as outlined above, would provide a public benefit in terms of the overall sensitive approach to its conservation which outweighs this harm. Furthermore, conditions are recommended in regard to a method statement for installing the new floor and archaeological investigations to ensure a sensitive approach to these works.

#### Impact on the conservation area

- 8.21 It is noteworthy to conclude that by conserving and enhancing the special architectural and historic interest of the site that this, consequently, would also preserve and enhance the character and appearance of the conservation area. The works would retain the legibility of the site and the cultural heritage associations and relationship it has with the surrounding neighbouring development, most notably Greatham Manor and the church, which together have value as a group and are sensitive to change.

#### Sustainability measures

- 8.22 The application proposes insulation levels that exceed Building Regulations along with energy efficient windows and lighting. Air source heat pumps are proposed but no further detail has been provided. Solar panels are proposed on the roof of the contemporary link. An electric vehicle charging point is proposed within the cart shed. Policy SD48 requires particular criteria in regard to energy and water efficiency. Conditions are recommended to seek to maximise potential benefits within the new buildings primarily to address these considerations.

## Other matters

- 8.23 Archaeological considerations are still relevant and a condition is proposed to require compliance with the submitted Archaeological Watching Brief.
- 8.24 An application for LBC can consider any ecological impacts associated with the proposed works. In this instance, the ecologist has not raised an objection.
- 8.25 An assessment of impacts from the works upon surrounding amenities is not material to the determination of a LBC application.

## **9. Conclusion**

- 9.1 In light of the statutory duties, the development plan and government policy the physical works are acceptable. They would preserve and enhance the special architectural and historic interest of the buildings and, in particular, the works to the listed barn would be an acceptable approach to its conversion even with the loss of some fabric below the existing raised floor. The historic buildings officer supports the works overall.
- 9.2 The proposals address the similarities and differences between the approved and refused schemes, as well as the considerations of the Appeal Inspector, to reach an acceptable approach to the overall conversion of the site into a single dwelling. This is reflected in the historic buildings officer's comments.
- 9.3 The proposals, therefore, accord with the First Purpose and policies SD12 and SD13 concerning cultural heritage, as well as the NPPF 2021. The 'great weight' required to be given to these considerations has been applied in the assessment of the proposed works.
- 9.4 These aspects have been give due consideration in the assessment and the identified 'less than substantial' harm is acceptable given the merits of the approach to the granary barn and the public benefit. Having considered the merits of the proposals in the context of the planning history, relevant development plan policy, material considerations and legislation, LBC is recommended to be granted for the reasons outlined.

## **10. Reason for Recommendation and Conditions**

- 10.1 It is recommended that Listed Building Consent be **granted**, subject to the following conditions:
1. The works hereby consented shall be begun before the expiration of three years from the date of this consent.  
  
Reason: To comply with the provision of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).
  2. The works hereby consented shall be carried out strictly in accordance with the approved plans unless otherwise agreed in writing by the Local Planning Authority.  
  
Reason: For the avoidance of doubt and in the interests of proper planning.
  3. No works shall be commenced unless and until a schedule of materials and samples of such materials, finishes and colours to be used for external walls, windows and doors, roofs, rainwater goods have been submitted to and approved in writing by the Local Planning Authority. All materials used shall conform to those approved. The details to be submitted shall also include:
    - i. Details of external flues, background and mechanical ventilation, soil/vent pipes and their exits to the open air;
    - ii. Large scale details of all external windows and doors (1:5 elevation, 1:2 section) including vertical and horizontal cross-sections through openings to show the depths of reveal, heads, sills and lintels as appropriate;  
  
Reason: In the interests of preserving the special architectural and historic interest of the listed buildings.
  4. No works shall be commenced unless and until the following are submitted to and approved in writing by the Local Planning Authority. The works thereafter shall be

completed in full accordance with the approved details, which shall be thereafter retained.

- i. Details of the proposed method of fixing the rainwater goods to the building, which shall avoid the use of a fascia board;
- ii. The proposed position of the downpipes.

Reason: In the interests of preserving the special architectural and historic interest of the listed buildings.

5. Prior to the insertion of the windows and doors hereby permitted, detailed elevation and sectional drawings of the windows at the scale not less than 1:10 shall be submitted to and approved by the SDNP.

Reason: To ensure a high quality development.

6. No works shall commence until details and a method statement for works to the restoration of the granary barn and outbuildings have been submitted to and approved in writing by the Local Planning Authority. The works shall thereafter be undertaken in full accordance with the approved details.

Reason: To ensure the works are undertaken sensitively.

7. No works to insert the mezzanine floor in the granary barn hereby approved shall commence until details and a method statement for its insertion have been submitted to and approved in writing by the Local Planning Authority. The works shall thereafter be undertaken in full accordance with the approved details.

Reason: To ensure the works are undertaken sensitively.

8. No works shall commence until written documentary evidence has been submitted to and approved in writing by the Local Planning Authority demonstrating that the works will maximise energy efficiency measures over the 2013 Building Regulations Part L Dwelling Emission Rate (DER)/Target Emission Rate (TER), provide a further 20% reduction in CO<sub>2</sub> emissions through the use of renewable sources, and achieve a maximum of 110 litres/person/day internal water use in the form of a design stage SAP calculations and a water efficiency calculator, unless otherwise agreed in writing by the Local Planning Authority. The works shall thereafter be undertaken in full accordance with these details.

Reason: To ensure the works minimised overall demand for resources and addresses climate change mitigation.

9. Upon carrying out the work for which Listed Building Consent is hereby granted, any damage caused to the historic fabric of existing buildings shall be made good.

Reason: In the interests of preserving the character and appearance of the listed building and its setting.

10. The works hereby approved shall be undertaken in full accordance with the submitted Heritage Statement, Written Scheme of Investigation, and Archaeological Watching Brief prepared by Chris Butler Archaeological Services Ltd, dated January 2021.

Reason: To enable sites of archaeological interest to be adequately investigated and recorded whilst undertaking the approved works.

11. Prior to the substantial completion of the works, a site investigation and post investigation assessment shall be completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition 6; and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured.

Reason: To ensure that the archaeological and historical interest of structures on the site is properly safeguarded and recorded.

12. The new walling on the east and north boundary walls shall conform with a sample panel and mortar treatment which shall be erected on site and approved in writing by the Local Planning Authority before work to these walls is commenced.

Reason: To preserve the special character of the walls, which contribute to the character and appearance of the conservation area.

**11. Crime and Disorder Implication**

- 11.1 It is considered that the proposal does not raise any crime and disorder implications.

**12. Human Rights Implications**

- 12.1 This planning application has been considered in light of statute and case law and any interference with an individual's human rights is considered to be proportionate to the aims sought to be realised.

**13. Equality Act 2010**

- 13.1 Due regard has been taken of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010.

**14. Proactive Working**

- 14.1 In reaching this decision the Local Planning Authority has worked with the applicant in a positive and proactive way, in line with the NPPF.

**Tim Slaney**  
**Director of Planning**  
**South Downs National Park Authority**

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Appendices: 1. 2020 Appeal Decision.

SDNPA Legal Services, Development Manager.

Consultees

Background Documents All planning application plans, supporting documents, consultation and third party responses [SDNP/21/02751/FUL](#) and [SDNP/21/02752/LIS](#)

[South Downs National Park Local Plan 2019](#)

[Revised National Planning Policy Framework \(2021\)](#)

[South Downs National Park Partnership Management Plan 2020-2025](#)

[South Downs Integrated Landscape Character Assessment 2020](#)

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## Appeal Decisions

Site visit made on 18 November 2019

**by Vicki Hirst BA (Hons) PG Dip TP MA MRTPI**

**an Inspector appointed by the Secretary of State for Communities and Local Government**

**Decision date: 21 January 2020**

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**Appeal A Ref: APP/Y9507/W/19/3225879**

**Appeal B Ref: APP/Y9507/Y/19/3225881**

**The Granary, Greatham Lane, Greatham, RH20 2ES**

- Appeal A is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
  - Appeal B is made under section 20 of the Planning (Listed Buildings and Conservation Areas) Act 1990 against a refusal to grant listed building consent.
  - The appeal is made by Mr Ian Eldred against the decision of South Downs National Park Authority.
  - The applications Ref SDNP/18/00489/FUL and SDNP/18/00490/LIS, dated 26 January 2018 were refused by notice dated 30 November 2018.
  - The development and works proposed are conversion and extension of existing timber framed agricultural barn and associated outbuildings to form a part two storey 4 bedroom dwelling and 3 bedroom guest accommodation.
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### Decisions

1. Both appeals are dismissed.

### Procedural Matters

2. A combined application form was used for the works and development proposed under the Planning (Listed Buildings and Conservation Areas) Act 1990 and the Town and Country Planning Act 1990. As set out above, there are two appeals before me which I have considered on their individual merits. However, to avoid duplication I have dealt with the two together except where otherwise indicated.
3. Since the South Downs National Park Authority (the Authority) issued its decision the Authority has adopted the South Downs Local Plan (the Local Plan) and a new version of the National Planning Policy Framework (the NPPF) was published in February 2019.
4. The parties were consulted on the Local Plan and its implications for these appeals and I have taken it into account in reaching my decisions.
5. I am satisfied that the revised version of the NPPF does not make any material difference to the main issues in these cases and I have had regard to it as a material consideration in reaching my decisions.

6. At the time of my site visit it was evident that some work had been carried out on the Granary building. This had resulted in the external weather boarding being removed and much of the external walls were covered with protective sheeting. As a result, it was not possible to fully inspect the external walls. However, I am satisfied from my observations on site and the evidence that has been provided I am able to fully understand the significance of the building and its relationship with its surroundings and reach my decisions.

### **Main Issues**

7. The main issues are:
- whether the works and development would preserve the listed buildings or their settings, or any features of special architectural or historic interest which they possess,<sup>1</sup> and whether the development would preserve or enhance the character or appearance of the Greatham Conservation Area<sup>2</sup>; (the heritage assets).

### *Background*

8. The appeal buildings are listed as Grade II. They comprise a late 18<sup>th</sup> or early 19<sup>th</sup> century barn, later converted to a granary store and cart house stable (the Granary) and its associated outbuildings. The latter are described as hovels and the east and west barn range in the listing description. It is understood the western range was the dairy. The group was originally part of the farm associated with the adjacent Greatham Manor which is listed separately as Grade II.
9. The south west side of the Granary is built of yellow brick in English bond with the remainder being timber framed and clad in weather boarding with a peg-tiled roof. The structure comprises of nine bays with cart entrances on each side of the third and seventh bay. A full height partition divided the southern six bays from the northern three bays. The six southern bays have a raised floor suspended on stone and concrete saddle stones. The three northern bays have unfinished pole struts supporting a second higher row of side-purlins to the roof structure. The listing description states that there is no evidence of a raised flooring in these three bays with access points in the middle of the side walls which suggest that this formed the "Cart Horse Stable" and which is shown in the 1875 plans.
10. The Granary is located to the south west of the Manor and to the south of Manor Cottages which are listed as Grade II. It lies to the west of Greatham Church which is listed as Grade I and a former parlour is located to the east and which has now been converted into residential use. Manor Farm and Greatham Lodge are situated to the south. The whole group is designated as Greatham Conservation Area (the Conservation Area).
11. Planning permission and listed building consent have previously been granted for the conversion of the Granary and associated buildings into residential use. The parties agree that these are extant permissions. The proposal, the subject of these appeals, relates to the conversion and extension of the buildings to residential use, but essentially seeks amendments to that previously approved. The extant permissions represent a fallback position should I find against the

<sup>1</sup> Section 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990

<sup>2</sup> Section 72(1) of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990



current proposals and work is taking place on site. As such, my decisions have focussed on the main changes to the approved scheme rather than those elements of the proposal that have already gained planning permission and listed building consent.

12. The main parts of the proposal that do not have the benefit of an extant permission are additional windows and rooflights on the western range, additional windows and a mezzanine level in the Granary and additional glazing on the northern elevation of the link building between the Granary and the western range and an increase in its height. The proposal would omit a gallery at the southern end of the Granary that is part of the extant permissions.

#### *The Significance of the Heritage Assets*

13. Much of the Granary's significance and special interest is derived from its architectural interest as a timber framed structure with rubble stone plinth and its southern end unusually finished in brick. Its floor to roof open characteristic is one of its defining features and its raised floor is a significant feature of some rarity. It also has historical value through its historic functional association with the adjoining Manor and church and, despite its poor state of repair prior to works commencing, its value is still very much evident.
14. The buildings to the west are also of significance due to their historical association with the farmstead and Manor and have architectural value through their design as a traditional brick dairy. Some elements of the group are missing, particularly the link between the Granary and the dairy at the northern end of the site and parts of the building in the south west corner. At the time of my visit much of the perimeter wall that contained the northern, western and eastern range was evident although some parts were in poor condition. Nonetheless, the overall layout and relationship of the buildings with each other and the Manor and church is still highly legible, and they have considerable group value.
15. The appellant's heritage statement of case finds the significance to be reduced by virtue of the age of the Granary that is considered to originate in the 19<sup>th</sup> century rather than the 18<sup>th</sup> century as described in the listing description, further modifications that were carried out in the 19<sup>th</sup> and 20<sup>th</sup> centuries, and the alleged missing hay loft at the northern end. Nevertheless, I find the Granary and its associated buildings to have much architectural and historic value to which I afford high significance.
16. The Granary and buildings are also a large part of the designated Greatham Conservation Area. This is tightly drawn around the Manor, church and former farmstead. I have not been provided with a detailed appraisal of the Conservation Area but from the evidence before me and from my own observations on site its significance lies in the relationship of the church with the manor and its originally associated farmstead and cottages. Features of particular importance are the various historic buildings and their vernacular architecture and their functional relationship with each other and their visual relationship with the rural surroundings.

#### *The effect of the proposed works and development on the heritage assets*

17. The proposal would introduce a new mezzanine level in the two northern bays of the Granary and which would accommodate a bedroom and en-suite. The

appellant contends that the later alteration to provide a cart horse stable at this end of the building would have been likely to have included a hay loft at first floor level and he claims this is substantiated by first floor windows in both the northern end of the building and an east facing opening with a hinge pin indicating the possibility of a higher level door or shutter. Furthermore, a letter from the granddaughter of previous occupants of the Manor recalls a mezzanine hayloft in this end of the building.

18. Whilst I acknowledge these factors, the letter is largely anecdotal and the comments in regard to the presence of a first floor hay loft are based on assumption and conjecture rather than historic evidence. Although the listing description identifies the addition of unfinished pole struts supporting a second higher row of side-purlins to the roof structure, this is not conclusive in itself of any historic first floor level. In the absence of more conclusive evidence that the three northern bays had an upper level I am unable to conclude that the inclusion of a first floor level would reflect the building's historic form and function. The open floor to roof nature of the Granary is one of its features of special interest and the introduction of a mezzanine level in the northern part of the building would be harmful to its appearance and its architectural and historical significance and evidential value.
19. The appellant states that the proposal would be a less harmful approach than that previously granted. It is stated that it would remove the mezzanine level approved in the more significant southern portion of the barn and which requires the removal of collars to the intermediate trusses to make the space useable and which would result in harm to the fabric of the building. Furthermore, the current proposal would retain the single volume space particularly near its entrance which is an important feature of the building.
20. Whilst the appellant's evidence suggests that the proposed mezzanine would be formed under the tie beams enabling the main roof to remain untouched and would also assist in strengthening this end of the building, I do not have sufficient structural detailing to fully explain how the mezzanine would be accommodated or the associated effect on the fabric of the building. Furthermore, I have not been provided with any substantive evidence that the southern approved first floor level could not be provided without the associated harm that the appellant alleges. Whilst I acknowledge that the current proposal would retain the open space near the proposed entrance, it would merely move the mezzanine to a different position within the building. Furthermore, I am not persuaded that the insertion of a mezzanine floor is the only solution to strengthening the northern end of the building.
21. In any event, the scheme to include a mezzanine at the southern end of the building has been approved and has been accepted as an appropriate scheme with its associated effects on the listed building. I do not find that the now alleged harmful effects of the approved scheme is sufficient justification to allow the harmful introduction of a mezzanine level at the northern end of the building.
22. The proposed link building between the Granary and the western range would be provided with a higher roof than previously proposed and include additional glazing on its northern side. I am satisfied that, although no longer evident, there was historically a link between the Granary and the dairy. From the photographs that have been provided, the proposed ridge height would be

- largely consistent with its former height. Its finish with clay tiles would be in keeping with other buildings on the site. I am satisfied that the proposed changes to the roof would be acceptable and would not be harmful to the listed building.
23. However, the proposal would introduce additional glazing on the northern side of the link. Given the glazing on the southern side this would enable views to be obtained through the building to the surrounding countryside. I find this to be at odds with the original form of the farmyard. From the evidence before me and from my observations on site, the farmyard was largely enclosed by a perimeter wall. Views would have been contained to within the yard itself. The introduction of a large amount of glazing allowing views through would be alien to the enclosed nature of the yard. Furthermore, it would introduce a very domestic appearance to the traditional appearance and agricultural architecture of the surrounding buildings. I find this to be harmful to the significance of the group.
24. Similarly, the introduction of additional windows and rooflights in both the Granary and the western range would further add to the domestic appearance of the buildings. Whilst I note the appellant's contention that there would be no net gain in glazing from the previous scheme, I find the proposed glazing in a domestic form would further contribute to the harm to the significance of the individual buildings and the group.
25. Turning to the effect of the proposal on the character and appearance of the Conservation Area, the Council and the appellant's Landscape Visual Impact Assessment finds that whilst there are views through the access towards the site, it is not prominent from this location and hedgerows largely provide screening. Apart from a short section of footpath between Greatham Lane and the church, and which I viewed on my site visit, wider public views of the site are limited. From my own observations I have no reason to disagree.
26. Nonetheless, I consider the significance of the Conservation Area is largely derived from the vernacular architecture of the buildings within the designated area and their association with each other. Taking the contained size of the Conservation Area and the small number of buildings within it most of which are heritage assets in themselves, I find that it is highly sensitive to change. I have found that the proposals would be harmful to the Granary and its associated buildings and having regard to the very important contribution that these buildings make to the Conservation Area, I find the proposal would harm the legibility of the historic and functional relationship of the appeal buildings with other buildings within the designated area. As such I find the proposal would not preserve or enhance the character or appearance of the Conservation Area.
27. I conclude that the proposal would fail to preserve the special interest of the listed buildings and their settings and the special architectural and historic features that they possess. It would fail to preserve or enhance the character or appearance of the Conservation Area. It would result in harm to the significance of both assets. Having regard to the context of the test in the National Planning Policy Framework (the NPPF) I find this harm to be less than substantial.

28. As such, the NPPF states that where a proposal will lead to less than substantial harm to the significance of an asset, this harm should be weighed against the public benefits of the proposal including securing its optimum viable use<sup>3</sup>.
29. The appellant contends that the site has suffered from significant neglect and decay over a long period of time and is on the buildings at risk register. Therefore the complete restoration, preservation and enhancement of the listed buildings and Conservation Area is essential for the public benefit. The appellant claims that the scheme now proposed draws on the historic evidence so that the original form is reflected and replicated as far as is practically possible. It is stated that a residential use would be the most viable use.
30. The restoration of the listed buildings to a residential use has already been secured by the planning permission and listed building consent that have been granted. Works are advancing on site and from my observations on site the Granary is no longer in a derelict state of repair. Whilst I note the appellant's claim that the proposed scheme draws on historic evidence as to its original layout and form, I have not been provided with convincing justification that this is the case. I have found that the scheme in its own right would be harmful to the special interest of the listed buildings and Conservation Area. Whilst the restoration of the site is clearly in the public interest, I am satisfied that the current extant permissions would equally be in the public interest and would conserve the buildings in a manner appropriate to their significance. I do not find that any public benefits put forward outweigh the harm that I have identified would arise from the proposal before me.
31. As such the proposal would not meet the statutory requirements set out in Sections 16(2), 66(1), and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. It would not be in conformity with policies SD12, SD13 and SD15 of the South Downs Local Plan which require amongst other things that proposals conserve and enhance the historic environment and preserve and enhance the significance of listed buildings, their settings and the special architectural or historic interest and character or appearance of conservation areas. It would be in conflict with the NPPF and the requirements within it to give great weight to the conservation of heritage assets' conservation and for them to be conserved in a manner appropriate to their significance<sup>4</sup>.

## Conclusions

32. I have taken into account all other matters raised including those of both supporters and those in opposition. I find no matters that outweigh the harm that I have identified.
33. For the above reasons I dismiss both appeals.

*VK Hirst*

INSPECTOR

<sup>3</sup> Paragraph 196, National Planning Policy Framework, February 2019

<sup>4</sup> Paragraphs 184 & 193, National Planning Policy Framework, February 2019