

Title: Committee Site Plan

Reference: 0072/16 & 0150/16

Site: Dagwood Farm, Ashfield Road, Elmswell, IP30 9HJ



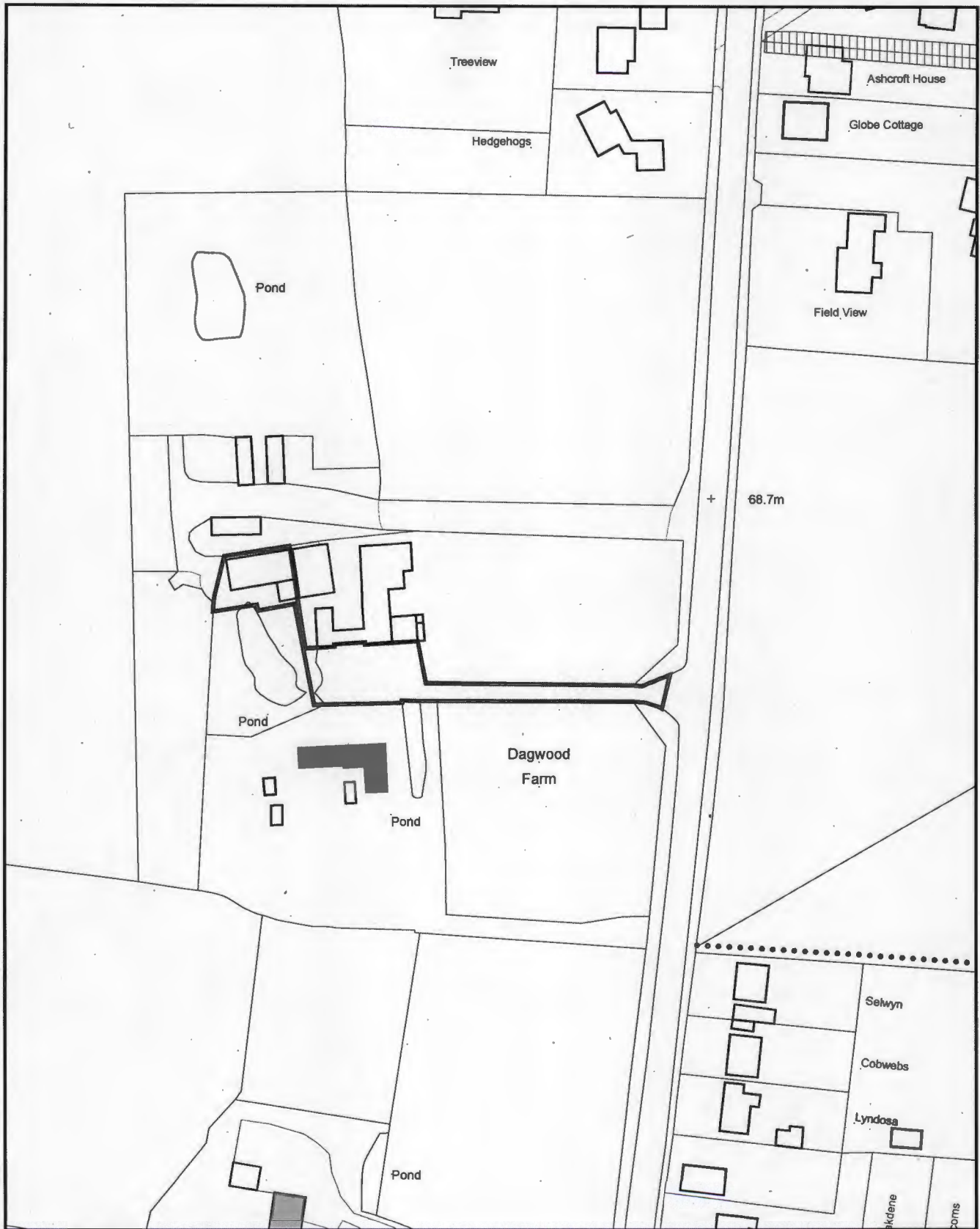
MID SUFFOLK DISTRICT COUNCIL

131, High Street, Needham Market, IP6 8DL
Telephone : 01449 724500



SCALE 1:1250

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Title: Committee Constraints Map

Reference: 0072/16 & 0150/16

Site: Dagwood Farm, Ashfield Road, Elmswell, IP30 9HJ



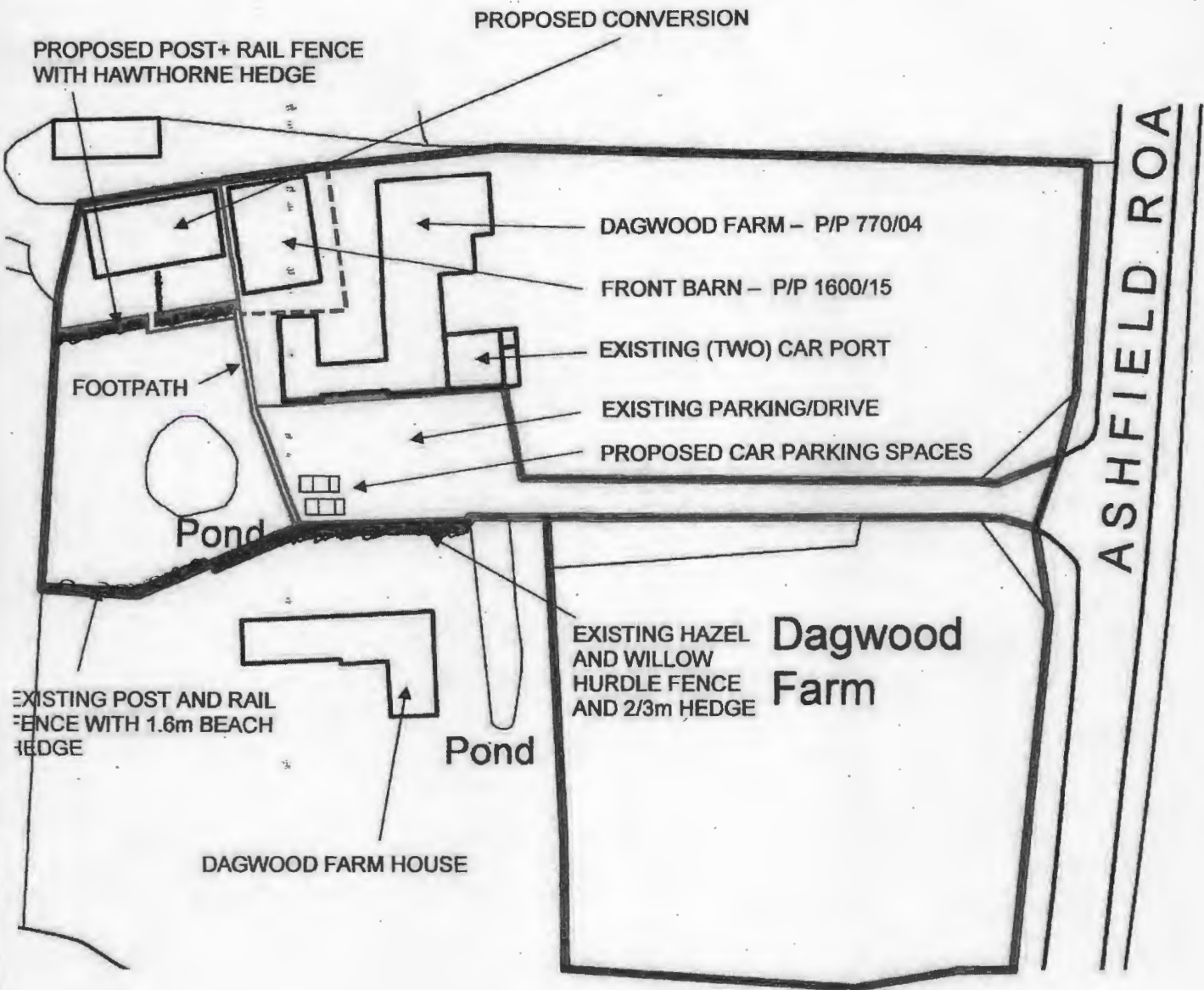
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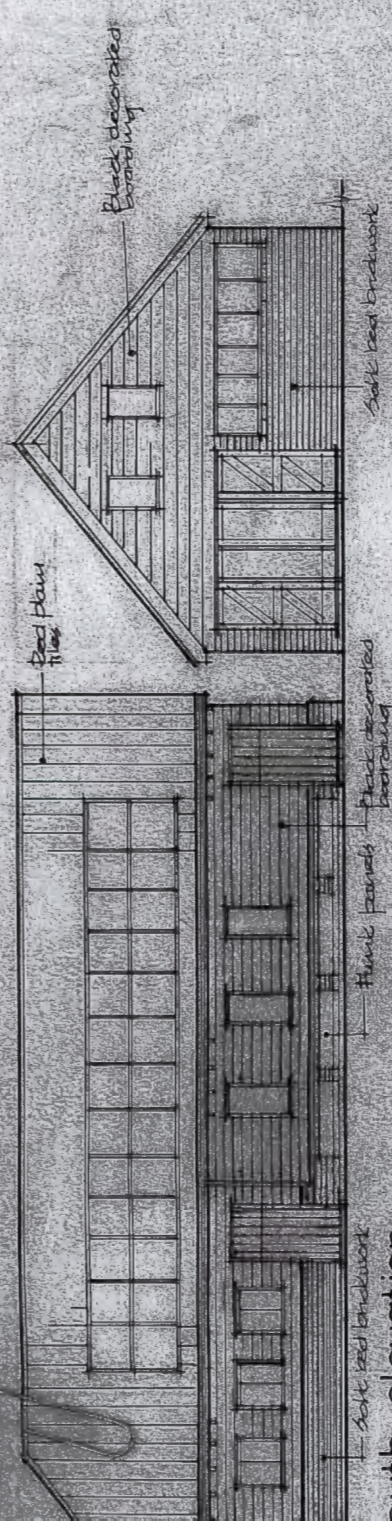
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SITE PLAN DAGWOOD FARM

PROJECT: PROPOSED CONVERSION OF EX-DAIRY BUILDING

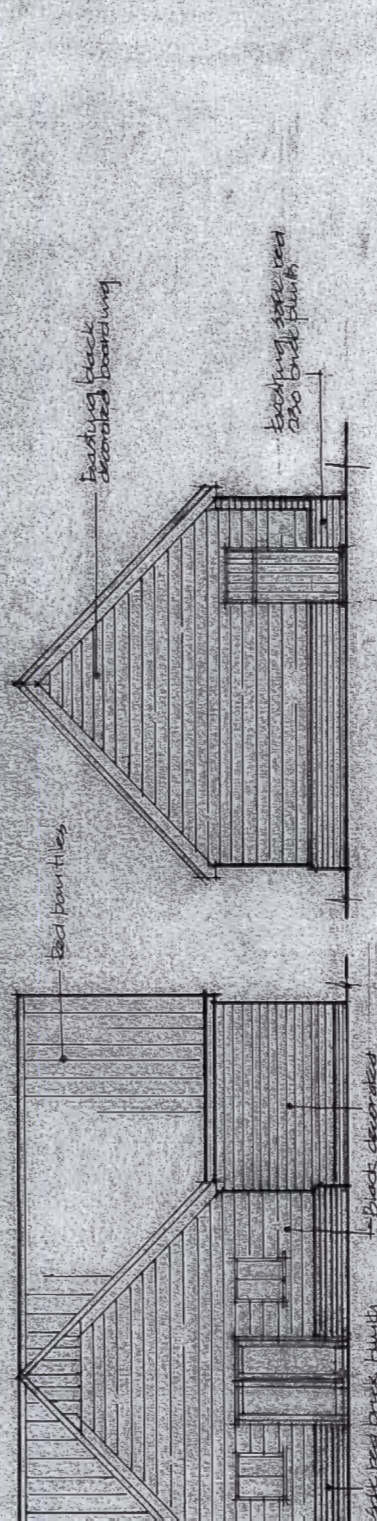
DATE: DEC 2015
SCALE: 1:1250 @A4
DRAWN: J.P.W.C.



South elevation



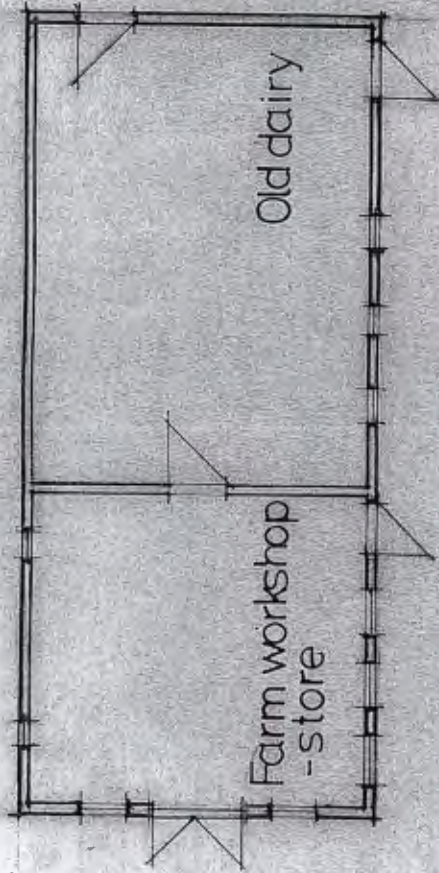
North elevation



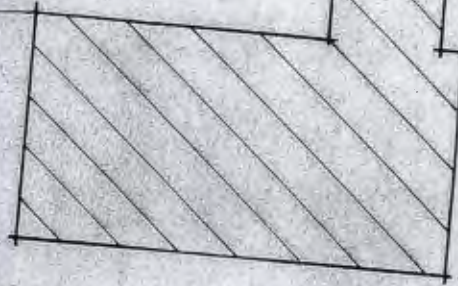
East elevation

Scale 1:100

DAGWOOD FARM, ASHFIELD ROAD, ELMSWELL. Elevations as existing



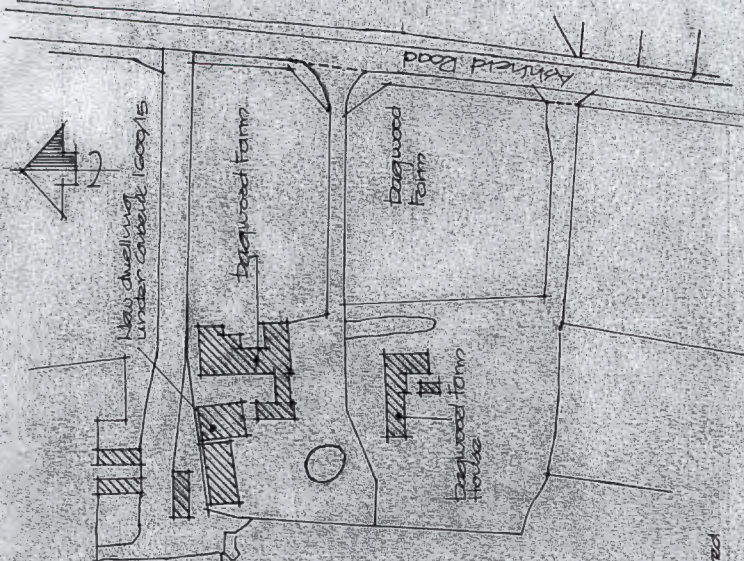
Proposed dwelling
under consent
15/00/15 and
L.P. 15/04/15



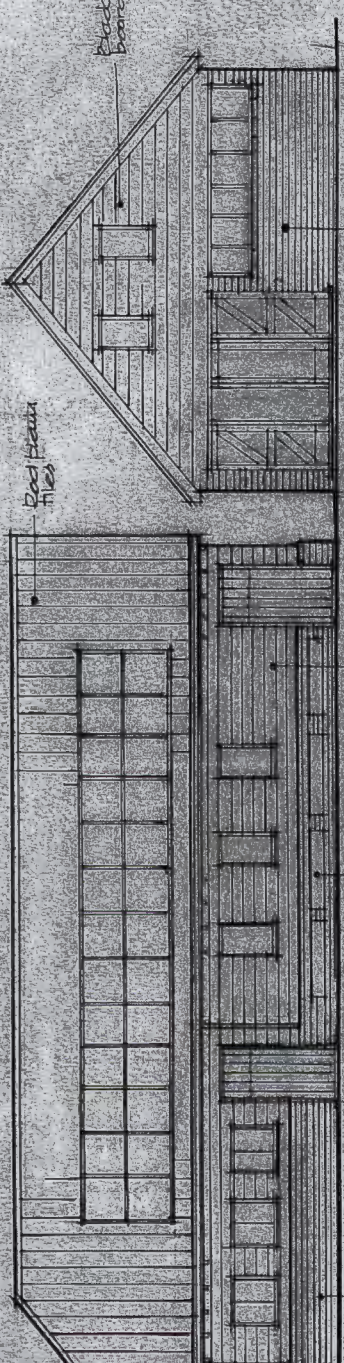
Dagwood Farm

Plan

DAGWOOD FARM,
ASHFIELD ROAD, ELMSWELL.
Plan as existing.



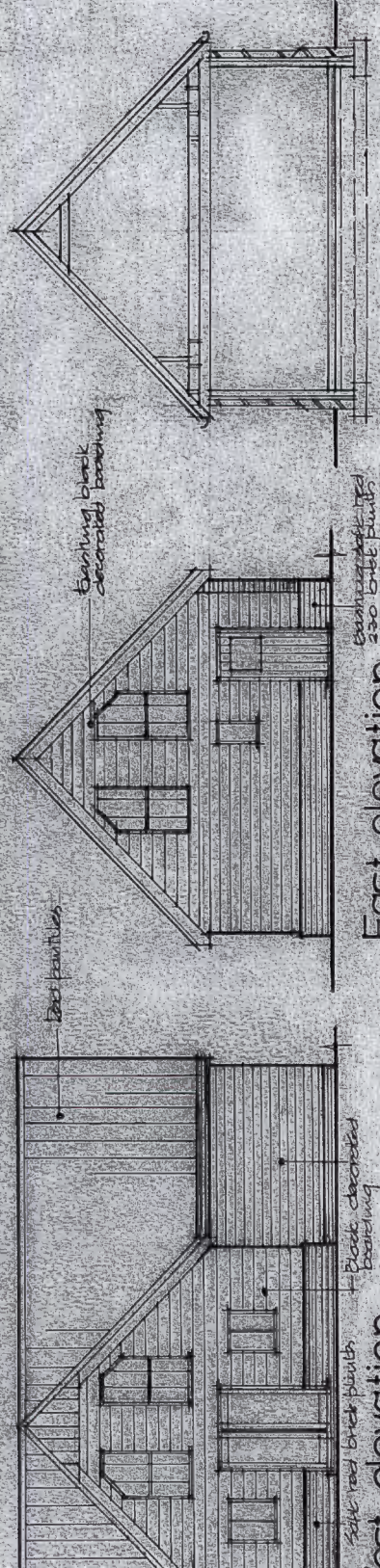
Site Plan
Scale 1/250



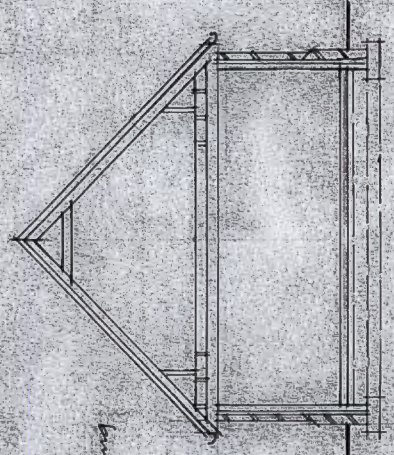
South elevation



North elevation



East elevation



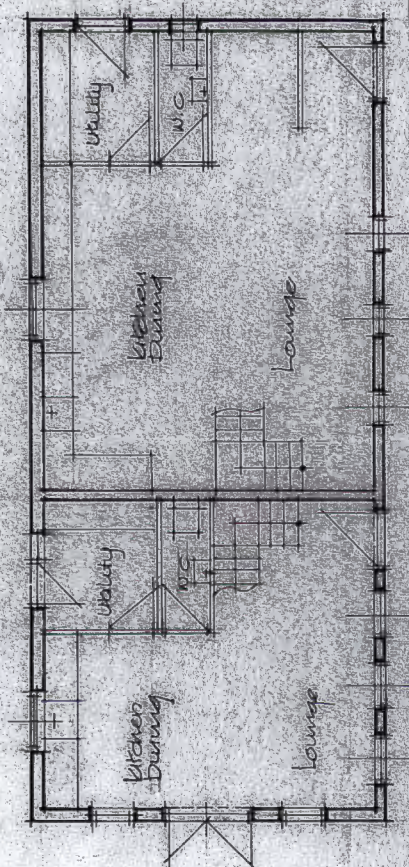
Section

DAGWOOD FARM, ASHFIELD ROAD, ELMSWELL. Elevations as proposed

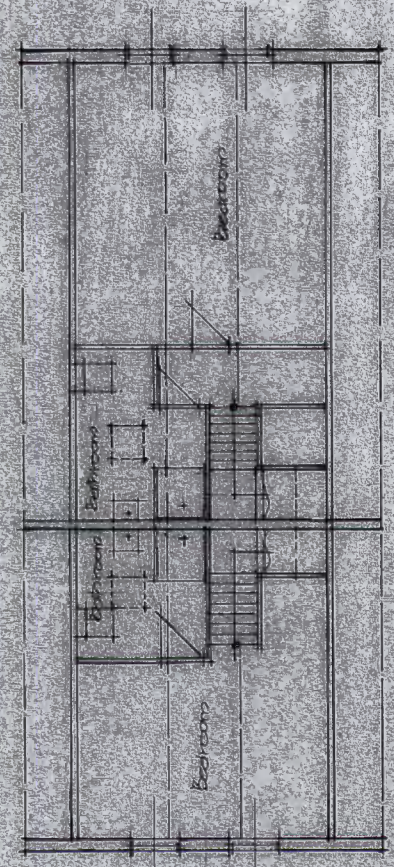
Scale 1/100
September 2015
Proj. No. 571-2.15

Dagwood Farm

Proposed dwelling
under sections 1500/15 and
L.B. 1599/15



Ground floor



First floor

Scale 1:100

DAG NIS



HERITAGE COMMENTS

Application No.: 0150/16 (LBC) & 0072/16 (PP)

Proposal: Works associated with the change of use and conversion of former dairy building to two dwellings.

Address: Dagwood Farm, Ashfield Road, Elmswell, IP30 9HJ

Date: 16th March 2016

SUMMARY

1. The Heritage Team considers that the proposal would cause harm to setting and significance of the designated heritage asset, through inappropriate changes to the application building itself and over-intensification of the use of the site. The harm would be considerable, but less than substantial; as such, the application fails to meet the requirements of NPPF 126, 128, 131, 132 133 and 134. It also fails to meet the requirements of saved LP policies HB1, HB3, HB5 and H9
2. The Heritage Team recommends that the case officer now weighs this level of harm against the public benefits of the scheme, as required by NPPF 134. Unless the public benefits are considered to be significant, however, they will not outweigh the harm to heritage interests and the scheme should be refused.

DISCUSSION

Dagwood Farm was listed on 15th November 1954. The building the subject of this application is not listed in its own right, but forms part of the historic curtilage of Dagwood Farm and therefore is to be regarded as part of that "listed building" for all planning purposes. It also lies within the setting of Dagwood Farmhouse. The Farmhouse and its outbuildings form a coherent historic farmstead group of some historic interest. The main heritage consideration is the effect of the proposal on the setting of Dagwood Farmhouse and its significance as a designated heritage asset. The character of the historic farmstead and the character, amenity and appearance of the surrounding countryside are also material considerations.

The applicant contends that only the physical changes to the application building itself should be considered in determining the listed building consent application and that the effect on the setting of the Farmhouse, in particular the effect of the change of use to residential, should only be considered in relation to the planning application. The heritage team does not share this view. The application building forms part of the historic curtilage of Dagwood Farmhouse. As such, it is to be considered as part of Dagwood Farmhouse as a "listed building" and as a heritage asset. It is not listed in its own right and any heritage value it may possess is primarily as part of the curtilage and setting of Dagwood Farmhouse and as part of the historic farmstead group.

The Planning (Listed Buildings and Conservation Areas) Act 1990 lays on the LPA a duty, in considering whether to grant listed building consent for any works, to have special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses. Thus, the heritage team contends that it is not only appropriate to consider the effect on the setting of the Farmhouse, including the effect of the change of use, in considering the listed building consent application; it is, in fact, a requirement laid on the LPA by the Act.

In practice, it is hard to separate the physical works to the application building from the change of use, because the works to the building that require listed building consent are only being carried out in order to affect the conversion. These comments are therefore to be read in connection with both applications, for listed building consent and for planning permission.

The physical changes to the application building itself are not innocuous. They represent an unwelcome domestication of its appearance and a further erosion of its agricultural character. The addition of new windows on the west and east elevations with an overtly domestic appearance and new doors and roof-lights on the north elevation will break up the existing, mostly blank, elevations which at present retain at least some of their agricultural character. There will be internal changes to the layout associated with the conversion, including the addition of a new first floor. The application building has apparently already been substantially rebuilt and now contains very little *in situ* historic fabric. Nevertheless, if consent is granted for the works as now proposed, any remnants of agricultural character will be further eroded, to the detriment of the character, setting and significance of the listed building.

Dagwood Farmhouse and its outbuildings, as noted above, form a coherent historic farmstead group. This has already been subject to considerable alteration, including the conversion of an existing barn on the site to a dwelling and the granting of a further permission for conversion of another curtilage building which has yet to be implemented. The creation of two new curtilages in addition to those already permitted will have a cumulative effect on the setting which, in the heritage team's view, is harmful to significance. The curtilages of the new dwellings will have new boundaries, marked by a post-and-rail fences and new hawthorn hedges. These new subdivisions of the farmyard will be harmful to the setting and significance of the listed building. If permission for two new domestic curtilages is given, however, it is difficult to see how the pressure for some form of physical boundary treatment could reasonably be resisted. Conditions could be imposed, but in practice, the LPA may have to accept a number of apparently minor, but very damaging developments. Most of this development would be located very close to the listed farmhouse and would have a considerable harmful effect on its setting, on the character of the historic farmstead and on the character, amenity and appearance of the surrounding countryside. The level of harm is assessed as considerable, but less than substantial.

Subdivision of a farmstead is generally accepted with a view to securing the future of historic curtilage farm buildings, but in this case the arguments for preserving the application building by conversion are considerably diluted by the extent of rebuilding to which it has already been subjected.

The case officer should now weigh the harm to the heritage asset against the public benefits of the scheme. In this case, the level of harm to the heritage asset is such that, unless the public benefits are considered to be significant, they will not outweigh the harm to heritage interests and the scheme should be refused.

Name: William Wall
Position: Enabling Officer - Heritage



Appeals Decisions

Site visit made on 03 November 2006

by **Ava Wood** DIP ARCH MRTPI

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

The Planning Inspectorate
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Temple Quay House
2 The Square
Temple Quay
Bristol BS1 6PN
☎ 0117 372 6372
e-mail: enquiries@planning-inspectorate.gsi.gov.uk

Date: 22 November 2006

Appeal Ref: APP/W3520/E/06/2019422

Dagwood Farm, Ashfield Road, Elmswell, Suffolk IP30 9HJ

- The appeal 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 and Mrs J Cunningham against the decision of Mid-Suffolk District Council.
- The application (Ref: 2215/05/LBC), dated 20 October 2005, was refused by notice dated 21 December 2005.
- The works proposed are to a building within the curtilage of the listed building site.

Summary of Decision: The appeal is dismissed.

Appeal Ref: APP/W3520/A/06/2019423

Dagwood Farm, Ashfield Road, Elmswell, Suffolk IP30 9HJ

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Mr and Mrs J Cunningham against the decision of Mid-Suffolk District Council.
- The application (Ref 2214/05/FUL), dated 20 October 2005, was refused by notice dated 21 December 2005.
- The development proposed is conversion of redundant barns and other farm buildings to form a detached 4 bedroomed house with carport/store.

Summary of Decision: The appeal is dismissed.

Procedural Matters

1. As the appeal building falls within the curtilage of the Grade II listed Dagwood Farmhouse, it is listed under Section 1(5) of Planning (Listed Buildings and Conservation Areas) Act 1990. The development, for which planning permission is sought, additionally requires listed building consent and that is the basis on which I have considered the first appeal, notwithstanding the description on the listed building application form.

Main Issues

2. A main issue in the planning appeal is whether the conversion proposed would comply with policies that seek to resist the introduction of new dwellings in the countryside. A further main issue, common to both appeals, is the effect that the scheme would have on the interest of the appeal building and on the setting of Dagwood Farmhouse.

MID SUFFOLK
DISTRICT COUNCIL
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24 NOV 2006

Reasons

New dwelling in the countryside

Policy Background

3. The development plan for the area includes the Suffolk Structure Plan 2001 (SP) and the Mid Suffolk Local Plan, adopted in 1998 (LP). The emerging East of England Plan (RSS14) is a material consideration, but I am able to give it only the weight that is appropriate to the stage that has been reached in the preparation processes.
4. Under Policy ENV4 of the SP, development in the countryside is acceptable only where a countryside location is necessary. Policy ENV2 allows for re-use of sound, traditional rural buildings, particularly in circumstances where employment can be generated or where it leads to significant environmental benefits. In the interest of protecting the character and appearance of the countryside, Policy H7 applies strict control over new housing and expects such development to form part of the existing settlements. However, Policy H9 of the LP adopts a favourable position towards the conversion and change of use of rural buildings, with certain caveats.
5. The emphasis on control over development in the countryside reflects current regional and national policy thrust of achieving sustainable development, as expressed in RSS14 and in Government published planning documents. Of particular relevance is Planning Policy Statement 7 (PPS7), one key objective of which is to promote more sustainable developments. Thus, local planning authorities are urged to strictly control new house building in the countryside and special justification is required for isolated new houses in the countryside. On the other hand, there is support for the re-use of appropriately located and suitably constructed buildings in the countryside, with a preference for re-use for economic development purposes.

Reasoning

6. Although situated only 400m north of the defined settlement boundary of Elmswell, for planning purposes the appeal site is within the countryside and therefore subject to the restrictive policy framework outlined above. My site inspection confirmed the appellants' site description of Ashfield Road, insofar as there is a scattering of buildings, mainly houses, further north of the appeal site and some distance beyond the built up area of Elmswell. Nevertheless, that does not justify the addition of a new dwelling. In the interest of upholding the principles of sustainable development, and for the sake of protecting the countryside, I support the Council's position on resisting the introduction of a new house in this location. That said, the re-use of rural buildings is one of the circumstances where such development may be acceptable and I shall examine whether a case along those lines can be made for the appeal proposal.
7. Given the proximity of the listed farmhouse and future residential occupation of the adjacent agricultural buildings (granted approval in 2004), I accept that non-residential use of the appeal building would be impractical. It could lead to conflict and concerns about privacy, disturbance and access. Residential conversion is the most likely option. However, I have serious doubts about whether the building is of sufficient interest or could be converted for the intended use without substantial reconstruction.

- 8. I agree that Policy H9 does not specify the level of intervention that is acceptable in converting a rural building, but it expects such conversions to respect the structure, form and character of the original. In this case, it has to be said that, with the exception of the building referred to as Barn 3, there is little of the original building that warrants retention, as plainly demonstrated by the level of demolition and rebuild proposed. The single storey structure, referred to as the greenhouse, for instance, is to be removed in its entirety, partly to be replaced by a new detached cart lodge. The roof over Store 1 would be rebuilt, and remodelled, to tie in with the new single storey lean-to extension to the western side of the barn.
- 9. I accept that there is every intention to retain Barn 3 and to accommodate the new use without altering its shape or inserting new openings. However, to carry out the conversion, its structure and fabric would require a considerable overhaul. Much is either beyond repair or unlikely to withstand the additional loadings that would be imposed. Equally, the existing corrugated roof finish and cladding above the brickwork would be replaced, as would the associated structural elements. With the extent of the works required, the proposal could not be regarded as a straightforward conversion. In my view, it would represent a substantial reconstruction. While the barn stands as a reminder of Suffolk agricultural traditions, there are few features of interest in the building as a whole. The resulting building would bear a passing reference to the shape of what exists now, but there is very little of note to respect in terms of structure or character. In my opinion, the conversion cannot even be justified in the interest of preserving a building of quality or of significant importance.
- 10. My conclusion on the first issue is that the proposal would indeed amount to a new dwelling in the countryside, which cannot be justified on the basis of policies that allow conversion or re-use of rural buildings. There is no reason to depart from the basic premise of controlling new dwellings in the countryside, in accordance with the Government, regional and local policies referred to earlier.

Effect on the listed building and on the setting of the listed farmhouse

Policy Background

- 11. Sections 16(2) and 66(1) of the Planning (Listed Building and Conservation Areas) Act 1990 require me to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. Policies HB3 and HB5 of the LP set out the criteria against which the alteration and conversion of historic buildings will be considered. The standards expected are intended to protect listed buildings.

Reasoning

- 12. There are few features of architectural merit worth preserving in the appeal building. Therefore, the proposed scheme would have little impact on that aspect of the building. However, the residential conversion would change the character of what is essentially a very basic rural building, to the extent of diminishing the link with its agricultural past, thereby eroding any vestige of historic interest it may possess.
- 13. I disagree with the Council's position on the proposed rooflights. They would no more detract from the setting of the farmhouse than the rooflights installed on the adjacent

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buildings under construction. What is more, the setting has already been compromised by the fencing erected to separate the farmhouse from this group of buildings and the proposed conversion would have little further impact. On the second issue, while the setting of Dagwood Farmhouse would be preserved, my conclusion is that the proposal would diminish the historic interest of the appeal building, thus conflicting with policies that aim to resist such harm.

Other Matters

14. At my site inspection, I was shown the adjacent former agricultural buildings currently being converted for residential purposes. Given the extent of works required to implement conversion of those buildings, I can understand the appellants' desire to turn their attention to the remaining buildings in their possession. However, it does appear to me that there was more in the way of original features and substantial structures to preserve in the buildings being converted, and that conversion on its own would not alter the basic agricultural nature of this grouping. The same cannot be said for the appeal proposal, which in my opinion would amount to one conversion too far, and with no justification for another dwelling outside the settlement boundary of Elmswell.
15. My attention is drawn to the recent permissions granted by the Council, and on appeal, for new dwellings on Ashfield Road. I understand that these comprised schemes on previously developed land. The appeal site does not fall within that category. The response statement on behalf of the appellants misinterprets the definition of previously developed land in Planning Policy Guidance 3, as agricultural land and buildings retain their lawful agricultural use even when vacant or derelict. To all intents and purposes, the appeal site and buildings are in the countryside, this is not previously developed land and, as concluded earlier, there is no policy or other justification for allowing a new dwelling in this location.

Conclusions

16. For the reasons given above and having regard to all other matters raised, I conclude that the appeals should be dismissed.

Formal Decisions

17. I dismiss the appeals.

Ava Wood

Inspector