



Report to Planning Committee 16 January 2025

Business Manager Lead: Oliver Scott – Planning Development

Lead Officer: Clare Walker, Senior Planner, 01636 655834

Report Summary			
Application No.	24/01604/LBC		
Proposal	Internal and external alterations to facilitate use of former place of worship as a dwelling		
Location	St Stephens, Fosse Road, Brough, Newark, NG23 7QE		
Applicant	The Diocese of Southwell and Nottingham	Agent	Wake Conservation Ltd
Registered	26.09.2024	Target Date	18.11.2024 EOT agreed 17.01.25
Recommendation	Approve		

Referred to the Committee by Ward Member in line with Collingham Parish Council concerns about archaeology, design and highways. Given this is an associated listed building application this is presented for completeness.

1.0 The Site

- 1.1 The site comprises the Grade II listed St Stephen’s Church, built in 1885 within its churchyard plot in the small hamlet of Brough. The small Victorian Church, constructed of red brick and rosemary clay tiled roof, is set at a lower level than the road and is located to the north of the plot. The building has not been in use for a place of congregation for many years.
- 1.2 The site is largely obscured by mature trees which enclose the site from Fosse Road. There is currently no parking or vehicular access to serve the building. Black metal railings and a pedestrian gate form the frontage boundary with the road.

1.3 Glebe Farm operates from land to north-west and the boundary comprises trees and wire mesh fencing. To the north-east is a pair of cottages with no. 1 School Cottages being located closest to the church, bound by railings. The boundary here is relatively open.

1.4 A scheduled ancient monument (Crococalana Roman town) surrounds the site.

2.0 Relevant Planning History

2.1 PREAPP/00359/22 – Change of use to dwelling with single storey dwelling. Advice offered 1st February 2023.

3.0 The Proposal

3.1 Revised plans have been received during the course of the application to address concerns raised.

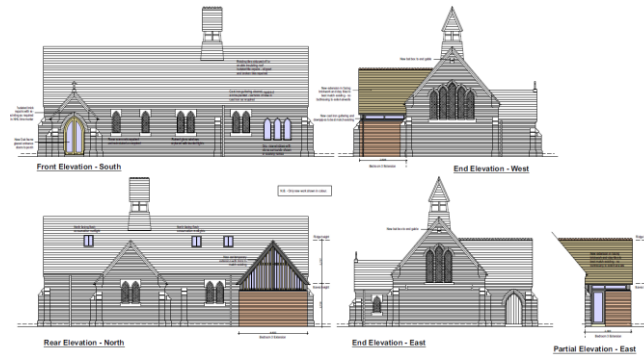
3.2 Listed building consent is sought for internal and external alterations to facilitate use as a dwelling house. Internally, alterations include creating a first floor accommodating a bedroom served by a new staircase, the subdivision of the interior, changes to floor levels, thermal upgrades, the addition of insulation and the installation of secondary glazing.

3.3 Externally, an extension is proposed on the north elevation to form a bedroom which measures 4.4m wide by 2.9m deep, with an eaves height of 2.72m and 5.45m to ridge. Other external changes include 3 (revised from 4) new roof lights to the northern roof face, the insertion of a bat box at the eastern gable, new oak framed doors to the porch and the insertion of 3 new windows with stone surround to the south elevation.

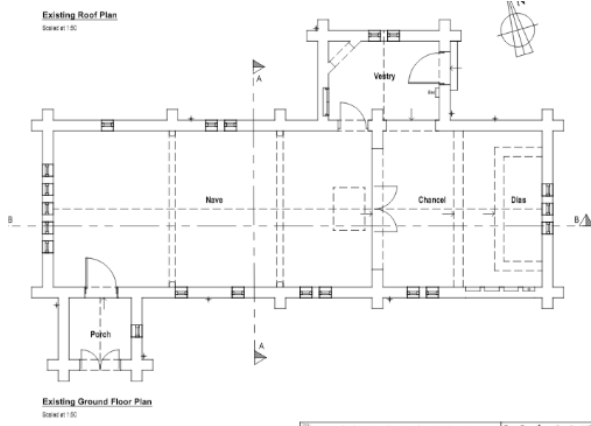
Existing Elevations



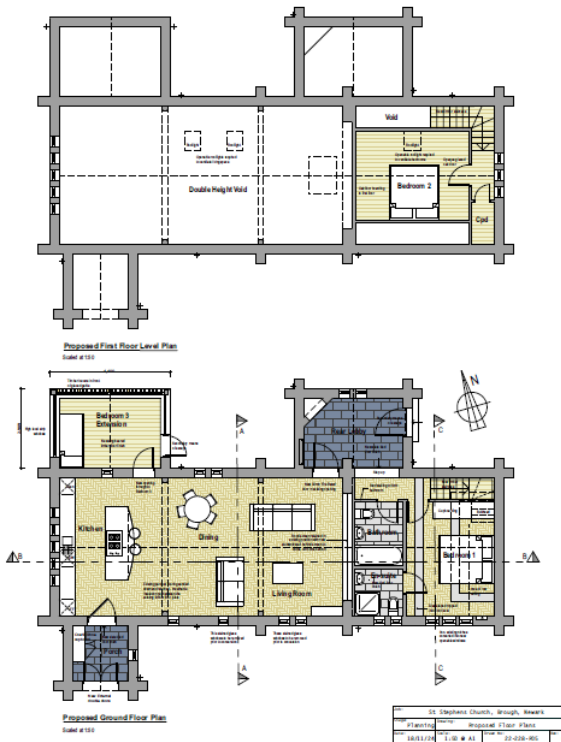
Proposed Elevations



Existing Floor Plans



Proposed Floor Plans



3.4 Documents and plans assessed in this appraisal:

- Existing Floor Plans, drawing no. 22-228-P02
- Existing Sections AA BB, drawing no. 22-228-P04
- Existing Elevations, drawing no. 22-228-P03 Rev A
- Existing Site Plan, drawing no. 22-228-P08
- Proposed Ground Floor Plans, drawing no. 22-228-P05 Rev G (received 18.11.2004)
- Proposed Site Plan, drawing no. 22-228-P09 Rev C (received 09.12.2024)
- Proposed Section AA, drawing no. 22-228-P07 Rev B (received 18.11.2024)
- Proposed Section BB, drawing no. 22-228-P10 Rev B (received 18.11.2024)
- Proposed Section CC, drawing no. 22-228-P11 Rev A (received 18.11.2024)
- Proposed Elevations, drawing no. 22-228-P06 Rev C (received 18.11.2024)

Site Location Plan, drawing no. 22-228-P01 Rev B
 Proposed Site Plan, P09 Rev B (received 18.11.2024)
 Location Plan (showing visibility splays) 22-228-P12 Rev A (received 09.12.2024)
 External Store Detail, drawing no. 22-2282-P14 (received 18.11.2024)
 Secondary Glazing Detail, 22-228-P15 (received 18.11.2024)
 Rood Screen Detail, 22-228-P16 (received 18.11.2024)
 Historic England Pre-application advice letter dated 21 July 2023
 Archaeological Evaluation, Prospect Archaeology
 Archaeological Watching Brief, Prospect Archaeology. Revised Jan 2023
 Observations of the Potential for Archaeological Remains, JM Archaeology Ltd, Nov 2022
 Heritage Statement, Rev B, Wake Conservation
 Viability/Feasibility Budget Information, (received 29.11.2024)
 Letter from Brown and Co. Estate Agents (received 29.11.2024)

4.0 Departure/Public Advertisement Procedure

- 4.1 Occupiers of 3 properties have been individually notified by letter. A site notice has also been displayed near to the site and an advert has been placed in the local press expiring 24th October 2024. Re-consultation has also taken place in respect of the revised plans.
- 4.2 Site visit undertaken on 3rd October 2024.

5.0 Planning Policy Framework

- 5.1 The Courts have accepted that Section 54A of the Town and Country Planning Act 1990 does not apply to decisions on applications for Listed Building Consents, since in those cases there is no statutory requirement to have regard to the provisions of the development plan. However, Local Planning Authorities are required to be mindful of their duty under the legal framework in determining such matters, i.e., Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 and take into account the following other material considerations:

- National Planning Policy Framework (NPPF) 2024
- Planning Practice Guidance (PPG) on line resource
- Historic England's Good Practice Advice Note 2 and 3 – Managing Significance in Decision Taking in the Historic Environment and The Setting of Heritage Assets
- Historic England Advice Note 2 – Making Changes to Heritage Assets
- Historic England – Traditional Windows: their care, repair and upgrading
- Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990
- Core Policy 14 – Historic Environment of Newark and Sherwood Amended Core Strategy DPD (adopted March 2019)
- DM9 – Protecting and Enhancing the Historic Environment of Allocations & Development Management DPD (2013)

6.0 Consultations and Representations

- 6.1 Comments below are provided in summary - for comments in full please see the online

planning file.

Statutory Consultations

6.1 Historic England – (29.11.2024) – Support but with some concerns raised on heritage grounds.

Historic England has provided pre-application advice on 21st July 2023 for the proposed conversion of the church to a private dwelling. We have since provided advice on the submitted applications, raising concerns with elements of the proposed conversion. The proposed scheme did take on board some of the pre-application comments and has taken on board the additional comments within the first submission. There are concerns which should still be addressed, and the Local Planning Authority should ensure they have all the information required which advances understanding of the proposed works.

Historic England accept the principal of conversion and note the positive changes in the proposed scheme. There are concerns with elements of the proposed development, the alterations to the chancel arch, roof insulation and stained-glass windows, and it is advised that the Local Planning Authority ensure they have sufficient information to make a balanced assessment regarding those alterations.

Regarding the proposed thermal upgrade and energy efficiency measures we refer you to the guidance set out in Historic England Advice Note 18: Adapting Historic Buildings for Energy and Carbon Efficiency and advise the use of a whole building approach to the matter to consider the need for all thermal elements to be upgraded.

It is also advised further justification and alternative options for a third car parking space be submitted.

(18.10.2024) Concern raised as proposal would cause 'less than substantial' harm to heritage asset.

- Proposed means of enclosing the chancel arch
- Shadow gap needs to be provided between the rood screen and the proposed
- Infilling of arch should be set back from the reveal
- Need for thermal insulation should be reconsidered
- Reuse of existing niches look slightly awkward with the symmetry with the rest of the windows internally
- Formation of stone surround overcomplicates the design and simpler plain brick opening would mitigate

Town/Parish Council

6.2 Collingham Parish Council – (29.11.2024) object unanimously on the following grounds:

- Ecology, landscape

- The building is adjacent to the Scheduled Monument of Crococalana and significant archaeological artefacts have been found in trial trenches that suggest that the area may be as significant as the accepted Crococalana site.
- Design and visual impact
 - New features to the existing building, such as the rooflights, alteration to the chancel and the removal of two of the stained-glass windows are likely to be visually jarring.
 - Internally, subdivision of the space would be a substantial departure from the intentional openness of the design of a church and the thermal improvements will also substantially alter the internal character.
 - The modern design of the extension would clash with the Gothic Revival architecture of the rest of the building.
- Access & Traffic
 - The original visibility splay of 45m from 2.5m back is unsuitable for a national speed limit road, and conflicts with the Nottinghamshire Highway Design Guide (NHDG). Although this may now have been revised this should be checked carefully as there have been several serious accidents recently on this road and another local main road where cars enter from driveways.
 - We note that two of the car parking spaces have been increased to the standard of 3m x 5.5m for a residential building as outlined in the NSDC Residential Cycle and Car Parking Standards SPD, but the size of the space nearest the building doesn't appear to be specified.

The Parish Council is not opposed to the development of this historic building and welcomes its preservation but does not consider this proposal to be suitable.

(25.10.2024) – Do not support – whilst they support in principle they believe strongest conditions should be imposed to preserve the archaeology and history of both below and above ground level.

Representations/Non-Statutory Consultation

6.3 NSDC Conservation – (04.12.2024) Do not object, summary of comments as follows:

Conservation are supportive of the principle of converting the church and finding a new optimum viable use for the Listed Building. They raised concerns regarding the extension as it would harm the building's historic and architectural interest albeit they accept that additional information provides more robust justification for the principle of a 3-bed dwelling. Whilst the proposal would still result in the same degree of harm to the designated heritage asset (less than substantial harm – par.208 of NPPF), there has been clear and convincing justification for this (par.206 of NPPF). Whilst the proposed extension would be overtly contemporary, its scale is proportionate the modest scale of the church and it has been sited to the rear of the building to be less visually prominent.

Overall, the proposal would result in a high degree of harm to the special interest and setting of the Listed Building, contrary to s.66 and 16 of the Act. With reference to the planning policies, this would be 'less than substantial harm' to the designated heritage asset (par.208 of NPPF and policy DM9 of the local development framework), but at

the higher end of the scale of harm. However it has been clearly demonstrated that the new use and extension is required to facilitate the long-term conservation and maintenance of the Listed Building (par.206 of NPPF). There would be public benefits arising from the reuse of the building and securing the building's optimum viable use would help sustain the significance of the heritage asset for future generations (par.203 and 208 of NPPF). With all things considered, these benefits would likely balance the heritage harm arising from the proposed development. Therefore, there are no objections to the proposal from a conservation perspective subject to a number of conditions.

(28.10.2024) Object, needs more justification.

6.4 No comments have been received from any third party/local resident.

7.0 Comments of the Business Manager – Planning Development

7.1 The key issue in assessing this listed building consent is the heritage impacts.

7.2 Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the 'Act') require the Local Planning Authority (LPA) to pay special regard to the desirability of preserving listed buildings, their setting and any architectural features that they possess. In this context, the objective of preservation is to cause no harm, and is a matter of paramount concern in the planning process. The courts have said that this statutory requirement operate as 'the first consideration for a decision maker'. Planning decisions require balanced judgement, but in that exercise, significant weight must be given to the objective of heritage asset conservation. This is also reflected in CP14 and DM9 of the Development Plan. Policies DM5 and CP9 detail a more general expectation for a high standard of design.

Significance

7.3 The proposal would involve the conversion of St Stephen's Church, which is a Grade II Listed Building immediately surrounded by a Scheduled Monument of the buried remains of a Roman Town. St Stephen's is a c.1885 parish church constructed in brick, ashlar detailing and has a plain tile roof. The building is designed in an Early English revival style. This was constructed through the support of the local community with money raised through fundraising. The hamlet of Brough became deserted in the late-20th century due to changes in agricultural production and, as such, the church became poorly attended and was eventually closed in 1985. The significance of the building relates to its intactness and integrity as a late-19th century parish church, design in Gothic-revival design, retention of stained glass, modest scale and rural setting.

7.4 Crococalana Roman Town is a Scheduled Monument and is of high archaeological and historic value due to the potential evidence of buried remains of the town dating 1st century AD which developed around a military fort. There are no earthworks visible above ground, but the proposed development has the potential to impact the Scheduled Monument and/or any undesignated archaeological remains on the development site.

Assessment

- 7.5 The proposal would involve conversion of the disused church into a single 3-bed dwellinghouse. The proposed works to facilitate the conversion would involve the creation of a single-storey projecting side extension, installation of internal partitions and a mezzanine level, installation of rooflights, replacement of some windows and installation of new windows. Works within the grounds would include alterations to the boundary treatments, creation of a driveway and access and the installation of an air source heat pump (ADHP).
- 7.6 From a heritage perspective, officers (and Historic England) support the principle of converting the church and finding a new optimum use for the listed building. Conservation colleagues have advised that there would be a high degree of harm arising from the loss of the original and historic features which would result in irreversible harm to the heritage asset. They do however recognise that the scheme has tried to sensitively design alterations and upgrades to reflect and sustain the significance of the listed building as a place of worship. The impacts of the proposal are considered below.

Internal alterations to the Listed Building

- 7.7 Churches are principally designed to be open to the rafters and, even in a modest scale church such as this, the openness is one of the key characteristics of the building's interior as it accentuates the eminence of the space and highlights the architectural detailing.
- 7.8 The proposed conversion to a dwelling would involve the subdivision of the interior, change in floor levels of the dais and the insertion of a mezzanine level to the chancel. In addition, the internal works would involve thermal upgrades such as the installation of insulation to the perimeter walls, flooring, and ceiling as well as the installation of secondary glazing to all windows. Conservation colleagues are clear that the subdivision of the layout would disrupt views and the appreciation of the internal architectural detailing and the church's sense of openness. The proposed internal wall insulation would cover the exposed brickwork and hide the aesthetic interest of the detailing, such as window surround chamfers and voussoirs. This would diminish the appreciation of the Gothic-revival detailing of the building.
- 7.9 A sectional drawing for the proposed secondary glazing has been provided which is useful to illustrate how this would sit within the masonry. However, given the sensitivity of the building's architectural design, more detail would be required through condition showing specific details of the secondary glazing upgrades to the different types of window openings and details of internal appearance of this i.e. drawings illustrating how this would align with any outer frames and details of the opening mechanisms to ensure that the impact is minimised on the asset.
- 7.10 In other aspects of the proposed conversion, there has clearly been consideration given to minimising the impact and harm on the historic character of the building. For

example, the insulation would be installed from above the ceiling, therefore maintaining the exposed timber work in situ. In addition, the flooring is proposed to be thermally upgraded by lifting and relaying the parquet flooring on top of the insulation. The proposed floorplans (dwg no. 22-228-P05 Rev F) and sectional drawing (dwg no. 22-228-P07 Rev A) illustrate that the partition to the chancel would be sited behind the brick archway and the rood screen would be retained in situ. Whilst there would be some intrusive physical works associated with these alterations, the preservation of these features would ultimately help maintain some of the aesthetic value of the building's interior.

- 7.11 The loss of some of the remaining features, such as the memorial plaque would result in a degree of harm, although it is noted in the Heritage Statement, that the Diocese intends to relocate it to a local church so its significance would not be totally lost.

External alterations to the Listed Building

- 7.12 The external alterations would involve an extension to the north elevation, external masonry and roof repairs, installation of rooflights and the replacement and insertion of new windows.
- 7.13 There would be 3 rooflights proposed (serving the open plan living area and the mezzanine bedroom) which as amended has reduced the previously (slightly cluttered) appearance to the roof slope.
- 7.14 The proposal would involve the opening up of three niches in the chancel to create a 3-light window on the south elevation. Conservation colleagues have commented that this would cause a degree of harm to the significance of the building as it would result in the loss of historic fabric and authenticity of this feature. In addition, the cill of the new windows would not align with the other features and would look discordant with the overall designed elevations.
- 7.15 It is proposed to remove and relocate three stained-glass windows within the building. Whilst their fabric will be preserved in other locations (outside of the site), the removal of them from their original location would result in the loss of a tangible connection and authenticity, thus, would result in harm to the historic and architectural interest of this listed building.
- 7.16 It is proposed to construct a projecting pitched gable extension to the north elevation to create a third bedroom. Conservation colleagues have raised concerns regarding this from the outset in terms of the effect on the historic plan form and legibility of the building, although this is not a concern that Heritage England have raised.
- 7.17 The extension would be of a similar scale to the rear lobby projecting addition. Conservation colleagues have raised concerns regarding the contemporary design which they consider would clash with and distract from the Gothic-revival interest of the building. This is not a view I share. I consider that the design approach is appropriate in scale and design and having a modern, simple design allows the history of the building to be read in a transparent, honest way.

- 7.18 Conservation colleagues were also concerned that insufficient justification had been advanced to demonstrate that the use (primarily the extension) causes the least amount of harm to the significance of the heritage asset. However, further marketing information and construction costings have been provided. This further supporting information provides more robust justification for the principle of a 3-bed dwelling. I am satisfied that in viability terms, a 3 bedroom dwelling (with extension) would be necessary to enable the building to be converted. Whilst the proposal would still result in the same degree of harm to the designated heritage asset (less than substantial harm – para.212 of NPPF), they are satisfied that there has been clear and convincing justification for this (par.213 of NPPF). Whilst the proposed extension would be overtly contemporary, its scale is proportionate with the modest scale of the church and it has been sited to the rear of the building to be less visually prominent.

Alterations within the grounds

- 7.19 Development within the grounds would involve the installation of an air-source heat pump (ASHP), the creation of an entrance and driveway, the replacement of boundary treatments and the installation of a bin store. None of these works require listed building consent but are considered as part of the full planning application which is running concurrently alongside this application. Likewise archaeological impacts are considered under the full planning application.

Balance and Conclusion

- 7.20 The proposal would result in less than substantial harm to the listed building. The proposal is therefore contrary to the objective of preservation required under section 16 of the Act. However, paragraph 215 of the NPPF sets out that where a proposal would 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.
- 7.21 The NPPG sets out (at para.20) that public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.
- 7.22 Officers conclude that there would be public benefits here in securing the optimum viable use of this listed building to support its long term conservation, which outweighs the harm in this case. Harm to the listed building can be avoided, mitigated or compensated for subject to the imposition of conditions. The recommendation is therefore for one of approval subject to the conditions set out below.

8.0 Implications

8.1. In writing this report and in putting forward recommendations officers have considered the following implications; Data Protection, Equality and Diversity, Financial, Human Rights, Legal, Safeguarding, Sustainability, and Crime and Disorder and where appropriate they have made reference to these implications and added suitable expert comment where appropriate.

9.0 Conditions

01

The works hereby permitted shall begin within a period of three years from the date of this consent.

Reason: To comply with the requirements of Section 18 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990.

02

No works shall not commence until a programme of historic building recording in accordance with Historic England Level 3 has been submitted to and agreed in writing by the Local Planning Authority. The works shall thereafter be implemented in accordance with the agreed scheme.

Reason: To ensure and safeguard the recording and inspection of matters of archaeological and historical importance associated with the building.

03

No works shall be commenced until a methodology for undertaking repair works has been submitted to and approved in writing by the local planning authority. This shall include a full schedule of works which addresses repairs to brickwork (internally and externally), re-pointing, re-roofing and any repairs to ceilings. The works shall thereafter be carried out in accordance with the approved details.

Reason: To safeguard the special architectural and historic interest of the building.

04

Before any bricks are laid, a brick sample panel, showing brick type, brick bond, mortar and pointing technique, shall be provided on site for inspection and agreed in writing by the Local Planning Authority. The works shall be carried out only in accordance with the agreed sample panel details.

Reason: To preserve the special architectural and historic interest of the listed building.

05

Before the new roof hereby approved is installed, samples or detailed specifications of the new roof tiles, shall be submitted to and agreed in writing by the Local Planning Authority. The works shall be carried out only in accordance with the agreed roof materials.

Reason: To ensure the development preserves the special architectural and historic interest of the listed building.

06

No works in relation to the following details shall be commenced until details, in the form of drawings and sections to no less than 1:20 scale (or detailed specifications), shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out and retained in accordance with the approved details.

- Ridge, verge and eaves details
- Heads and cills
- Louvres to extension
- Vents and flues
- Conservation rooflights
- Rainwater goods
- Any external lighting
- Surfacing and hardstanding within the grounds

Reason: To ensure the development preserves the special architectural and historic interest of the Listed Building.

07

Before the windows and doors hereby approved are installed, details of their material, design, specification, method of opening, method of fixing and finish, in the form of drawings and sections of no less than 1:20 scale, shall be submitted to and agreed in writing by the Local Planning Authority. The works shall be carried out only in accordance with the agreed window and door details.

Reason: Insufficient details of these matters have been submitted with the application and in order to ensure that the works preserve the special architectural and historic interest of the listed building.

08

In relation to the above condition, trickle vents shall not be inserted into the windows and doors hereby granted consent.

Reason: To preserve the special architectural and historic interest of the listed building.

09

No internal works in relation to the following details shall be commenced until details, in the form of drawings and sections to no less than 1:20 scale (or detailed specifications), shall be submitted to and approved in writing by the Local Planning Authority. Works shall thereafter be carried out and retained in accordance with the approved details.

- Specific details of secondary glazing
- Specific details of wall linings and floor upgrades

Reason: To ensure the development preserves the special architectural and historic interest of the Listed Building.

Informatives

01

This application has been the subject of discussions during the application process to ensure that the proposal is acceptable. The District Planning Authority has accordingly worked positively and pro-actively, seeking solutions to problems arising in coming to its decision. This is fully in accord Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended).

02

The applicant's attention is drawn to those conditions on the decision notice, which should be discharged before the works are commenced. It should be noted that if they are not appropriately dealt with the development may be unauthorised.

03

The applicant is advised that the proposed works may require approval under the Building Regulations. Any amendments to the hereby permitted scheme that may be necessary to comply with the Building Regulations must also be approved in writing by the Local Planning Authority in order that any planning implications arising from those amendments may be properly considered.

BACKGROUND PAPERS

Except for previously published documents, which will be available elsewhere, the documents listed here will be available for inspection in accordance with Section 100D of the Local Government Act 1972.

Application case file.

Committee Plan - 24/01604/LBC

