

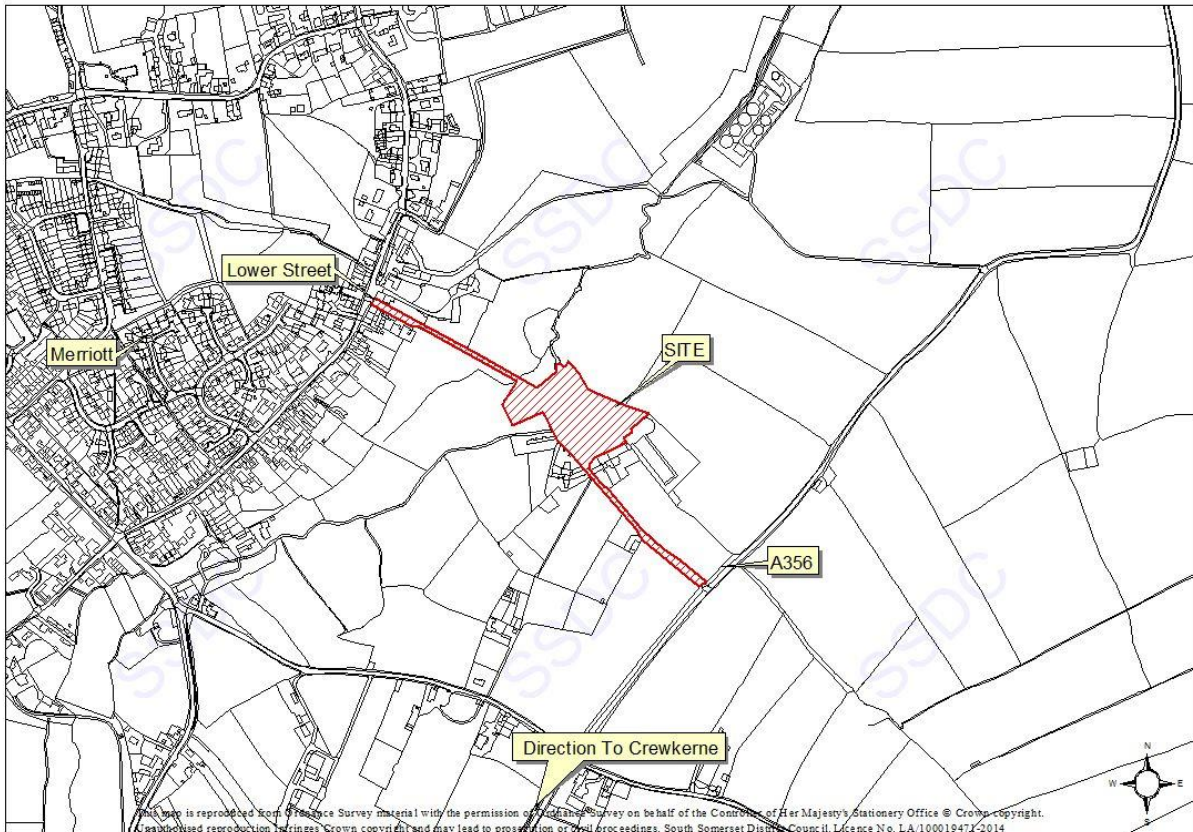
Officer Report On Planning Application: 14/04201/LBC

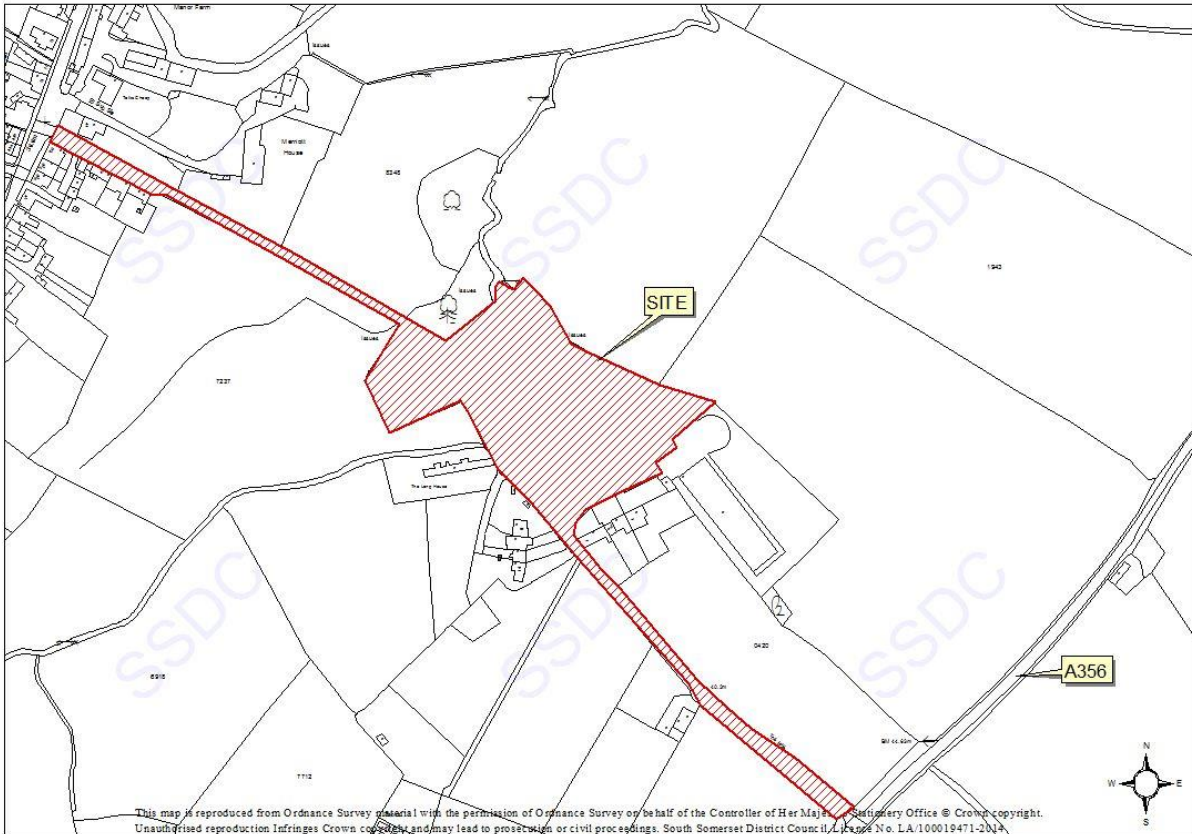
Proposal:	Alterations and conversion of redundant mill site to residential to include 23 No. converted to residential units and 22 No. new build dwellings (total 45 No. residential units), demolition of factory buildings including portions of listed buildings and altered vehicular access to Tail Mill Lane. (GR 344893/112385)
Site Address:	Tail Mill Tail Mill Lane Merriott
Parish:	Merriott
EGGWOOD Ward (SSDC Member)	Cllr P Maxwell
Recommending Case Officer:	Linda Hayden Tel: 01935 462534 Email: linda.hayden@southsomerset.gov.uk
Target date:	12th November 2014
Applicant:	Zero C Holdings Limited
Agent: (no agent if blank)	James Armitage Architects Great Bow Wharf Bow Street Langport, Somerset, TA10 9PN
Application Type:	Other LBC Alteration

REASON FOR REFERRAL TO COMMITTEE

In order to ensure that this application is considered at the same time as the planning application for the site (which is a departure from the local plan).

LOCATION





The Tail Mill complex comprises a range of former industrial buildings that sit to the west of Merriott. The site dates from the early 13th century when it was used as a corn and grist mill and has undergone various changes of use from sailcloth manufacturing through to munitions and plastic mouldings. It is understood that the majority of the older surviving buildings and structures on the site were developed between 1820 and 1930. Modern additions were erected from 1930 onwards when the plastic mouldings factory was established. There is a mill pond at the centre of the site and the buildings on the site include an early to mid-nineteenth century textile Mill with internal engine and boiler houses, four long mid-nineteenth century warehouses, a mid-nineteenth century north light shed and a late nineteenth/early twentieth century engine house. A large section of the site is located within the designated Merriott Conservation Area and the original historic factory buildings are grade II listed.

PROPOSAL

The application proposes the conversion, extension and part demolition of the existing industrial buildings into 23 residential units with the erection of a further 22 new build dwellings to the west of the site. The plans have been amended in order to address concerns raised by the Conservation Manager, English Heritage and other historic building groups. The site has a long planning history and there have been previous consents for residential conversion and new build dwellings none of which have been implemented. The commercial business that previously occupied the buildings (Merriott Plastics) has now left the site and relocated to Crewkerne. The buildings are currently empty and many are now in a poor state of repair.

HISTORY

The application site has a very complex planning history. The previous occupants, Merriott

Mouldings Ltd, submitted an outline application in 1990 for the erection of 36 new dwellings and the conversion of the mill buildings into 43 units together with the erection of a replacement factory. The housing element of that scheme was intended to partially finance the relocation of the works into the new factory building. The siting of the new factory building and the conversion of some of the buildings was agreed in principle by the Council after a Committee site meeting in 1991.

A number of subsequent proposals were submitted between 1991 and 1993 that reduced and revised the housing layout and numbers. In 1992 the Council produced a Development Brief for the site, which set out clear development guidelines for both the new factory building, and the residential development.

In 1993 the Council resolved to grant permission for the erection of 30 dwellings, the conversion of existing buildings into 21 dwellings and the erection of a new factory subject to the completion of a detailed Section 106 Agreement, which included the occupation of the factory, highway improvements, traffic calming measures, landscaping and reclamation and management of the pond. Negotiations commenced on that Agreement but they were never completed and the application was subsequently withdrawn.

In March 2000 the historic core of buildings on the site was included on the Statutory List of Buildings of Special Architectural and Historic Interest. The list description concludes by saying the following:

"Tail Mill is a highly significant site in the history of the Somerset sailcloth industry, dating from the early 19th century. It is an evolved integrated textile factory, retaining characteristic structures from all periods of its development, including ancillary structures used for secondary and finishing processes. These, together with its mid-19th century weaving shed, and the very clear evidence of both water and steam power provision from an unusually complete and coherent survival, which despite 20th century alterations clearly demonstrates the major phases of development of a significant branch of the textile industry of South West England."

In 2007 planning permission and listed building consent were granted (02/01696/FUL and 02/01698/LBC) for the demolition of ancillary buildings, conversion of former mill buildings to 33 residential units; the erection of 10 new dwellings, improved junction arrangements onto A356 and the erection of a new employment building. This was subject to a s106 agreement that required:-

- the factory to be built prior to the occupation of any dwelling
- new junction at junction of Tail Mill/A356
- improvements to condition of Tail Mill Lane
- upgrading of southern end of Tail Mill to accommodate HGV's
- scheme to include measures to prevent HGV's accessing factory from the Merriott side
- creation of a footpath alongside Tail Mill Lane

A further application and listed building consent (07/02775/FUL and 07/02799/LBC) were approved in 2008 which allowed for the conversion of the existing factory buildings and the erection of new dwellings to form 52 units together with alterations/improvements to access road, junction and other associated works. The planning permission was subject to a supplemental agreement in association with the previous s106 that was signed in connection with the early permissions (02/01696/FUL and 02/01698/LBC).

POLICY

Section 16 of the Listed Building and Conservation Areas Act is the starting point for the

exercise of listed building control. This places a statutory requirement on local planning authorities to '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'

National Planning Policy Framework: Chapter 12 - Conserving and Enhancing Historic Environment is applicable. This advises that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.'

Whilst Section 38(6) of the 2004 Planning Act is not relevant to this listed building application, the following policies should be considered in the context of the application, as these policies are in accordance with the NPPF.

South Somerset Local Plan (2006):

Policy EH1: Conservation Areas
Policy EH3: Listed Buildings
Policy EH4: Demolition of Listed Buildings
Policy EH5: Setting of Listed Buildings

National Planning Policy Framework (March 2012):

Chapter 12 - Conserving and enhancing the historic environment

CONSULTATIONS

Merriott Parish Council:

- 'There has been a lack of consultation with residents. A meeting was arranged but not well published within the village.
- Issues for Highways on the site access and egress for contractors and later for residents. Tail Mill Lane is an unadopted road classified as a bridle way. The residents wish for it to remain as such and for a bollard to be placed after the last house to limit traffic. Traffic should be diverted away from the village core.
- This is a prestigious development that will have impact on the village services, school and amenities and should therefore be favourable considered for Section 106. The Village Plan clearly states the need for any development to have the financial infrastructure to support it.
- The Village Plan also states that there is a need for low cost and social housing in the village. There is none within this 45 house development when much smaller sites are required to make such provision. This needs to be addressed.
- What provision is being made for the Parrett Trail which crosses this site?

In principle the development/ planning is supported BUT the issues above need to addressed.'

Conservation Manager:

Had concerns about the original plans with regard to missing elements in Heritage Statement; over-domestication as a result of the proposed conversion of some of the historic buildings; and the need for better detailing of fenestration details. Further comments regarding the amended plans will be reported at the meeting.

English Heritage:

Had similar concerns as the Conservation Manager about the original plans, further comments regarding the amended plans will be reported at the meeting.

Society for the Protection of Ancient Buildings:

In response to original plans:

Did not wish to formally comment but hoped that the works carried out will be sympathetic to local tradition and traditional materials will be used.

Association for Industrial Archaeology:

In response to original plans:

Largely approved of the proposal noting that this is a difficult site to re-use. Advise that it will be essential that the necessary archaeological recording work on hidden features is done before any development.

Somerset Industrial Archaeological Society:

In response to original plans:

Generally fully support the applications which proposed sympathetic conversions of most of the buildings but ask that careful consideration be given to; future maintenance of chimney base to be incorporated in communal area; finding a suitable home of the hydraulic accumulator; archaeological investigation and recording; and careful monitoring of work.

Council for British Archaeology:

In response to original plans:

Supports the principle of development on the site and welcomes this potentially exciting scheme but asks that further archaeological work be undertaken and suggests an archaeological/conservation specialist be employed at this stage.

Senior Historic Environment Officer (SCC):

Recommends use of model condition requiring implementation of a programme of archaeological work.

REPRESENTATIONS

None received in regard to the listed building application.

CONSIDERATIONS

Large parts of the application site are Grade II listed and the site is a designated conservation area. The proposal does include the demolition of some historic parts of the site as well as demolition of more modern additions and in-fills. Fundamental to the consideration

of these proposals is the requirement of the 1990 Act that special regard be given to the desirability of preserving listed buildings along with the setting of listed buildings and any features of architectural or historic interests. In addition, para 129 of the NPPF requires that consideration be given to the setting of historic assets and para 132 states that in considering the impact of proposed development on a historic building or area great weight should be given to the conservation of the asset and clear and convincing justification is needed if there is loss or harm is proposed.

The site is made up of a complex of older historic buildings along with new modern additions. The Mill to the south-east of the site is a very important building that is both architecturally and historically significant. The proposals were subject to detailed pre-application advice and discussion and further meetings have been held with the applicant, English Heritage and the Conservation Manager which has led to the submission of the amended plans.

The proposals will require the removal of some sections of the main listed building notably the north-light party of the site. Detailed discussions have taken place with the applicant with regard to the retention of part of this structure as it is considered to be a very important part of the history of the site. It has also been recognised that due to the design (notably the depth of the building) the conversion to residential use is not straightforward. As such, a compromise has been agreed whereby parts of the structure will be retained but there will also be a significant new build element of modern design to reflect the industrial character of this part of the site. Otherwise, the main listed structures on the site are to be carefully converted with all important features retain and where possible enhanced. There are proposals for new openings but the amended plans have ensured that the buildings will not be overly domesticated and retain their industrial character. Overall, it is considered that the proposal has been subject to very thorough consideration and an acceptable scheme for the conversion of the buildings has been the result.

In terms of the proposed new housing, this will mainly be in the form of a courtyard with a mix of detached and terraced dwellings; 3 new dwellings are also proposed to the east of the main site. The properties are to be constructed in natural hamstone rubble and render with ashlar dressings and slate roofs. It is felt that the proposed arrangement will both respect the setting of the adjacent listed complex as well as accord with the local character in the vicinity. It is considered that the three new dwellings in the main body of the site are of an appropriately simple design and will respect the character of the surrounding listed buildings. The proposals are therefore considered to represent an enhancement of the conservation area as they will ensure an appropriate redevelopment of this redundant site.

RECOMMENDATION

That Listed Building Consent be granted

01. The proposals by reason of their size, scale, design, materials and position, and informed intervention into the historic fabric of these listed buildings, are considered to respect the historic and architectural interests of the building and is in accordance with policies EH3 and EH4 of the South Somerset Local Plan, and the provisions of Chapter 12 of the NPPF.

SUBJECT TO THE FOLLOWING:

01. The works hereby granted consent shall be begun before the expiration of three years from the date of this consent.

Reason: As required by Section 16(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

02. The development hereby permitted shall be carried out in accordance with the approved plans as detailed on the Document Issue Register 007 received 16 December 2014.

Reason: For the avoidance of doubt and in the interests of proper planning.

03. No work shall be carried out on site unless particulars of the materials (including the provision of samples where appropriate) to be used for external walls and roofs have been submitted to and approved in writing by the Local Planning Authority. Such particulars will include the detailed finish (rough sawn, hand tooled, etc.) Slate hooks shall not be used.

Reason: In the interests of the special architectural and historic interests of the listed building and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

04. No work shall be carried out on site unless full details the new natural stonework walls, including the materials, coursing, bonding, mortar profile, colour, and texture along with a written detail of the mortar mix, have been provided in writing; this shall be supported with a sample panel to be made available on site and approved in writing by the Local Planning Authority. The work shall be carried out in accordance with the agreed details, and the sample panel shall remain available for inspection throughout the duration of the work.

Reason: In the interests of the special architectural and historic interests of the listed building and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

05. No work shall be carried out on site unless details of the design, materials and external finish for all new doors, windows, boarding and openings have been submitted to and approved in writing by the Local Planning Authority. This will include detailed drawings including sections of at least 1:5. Such approved details, once carried out shall not be altered without the prior written consent of the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed building and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

06. No work shall be carried out on site unless design details of all roof eaves, verges and abutments, including detail drawings at a scale of 1:5, and details of all new cast metal guttering, down pipes, other rainwater goods, and external plumbing have been submitted to and approved in writing by the Local Planning Authority. Such details once carried out shall not be altered without the prior written consent of the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed building and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

07. The areas of rebuilding and demolition shall be restricted to that defined on the approved plans and shall not be enlarged without the prior express grant of Listed

Building Consent. In the event that completion strictly in accordance with such approved plans shall become impracticable for whatever reason, work shall thereupon cease and only be re-commenced if and when consent has been obtained in regard to an amended scheme of works which renders completion of the scheme practicable.

Reason: In the interests of the special architectural and historic interests of the listed buildings and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

08. No work shall be carried out on site unless details of the roof lights have been submitted to and agreed in writing by the Local Planning Authority. Unless otherwise agreed in writing, the roof lights shall be top hung and flush with the roof covering. Such approved details once carried out shall not be altered without the prior written consent of the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed buildings and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

09. No work shall be carried out on site unless details of the lintels to all new openings, including those in any new build, and the treatment the surrounds of the window (sills and reveal depths) and doorway openings have been submitted to and approved in writing by the Local Planning Authority. Such approved details, once carried out shall not be altered without the prior written consent of the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed buildings and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

10. No works are to be undertaken to any structural fabric/timbers until details of any alteration have been submitted to and approved in writing by the Local Planning Authority. The works will only be undertaken in accordance with the agreed details, and if found to be impracticable will cease until an alternative has been agreed. Any intervention into historic fabric will be minimal with the introduction of additional timber or steel to the structure always being preferred to the replacement of timber.

Reason: In the interests of the special architectural and historic interests of the listed buildings and in accordance with policy EH3 of the South Somerset Local Plan 2006.

11. No work shall be carried out on site unless details of all new services to all bathrooms, kitchens etc., including details of routes of foul water and any ventilation or extraction have been submitted to and approved in writing by the Local Planning Authority. Such approved details, once carried out shall not be altered without the prior written consent of the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed buildings and in accordance with policy EH3 of the South Somerset Local Plan 2006.

12. No works shall be carried out to the doors and windows of the existing listed buildings that are to be converted unless details of any repairs or refurbishment have been submitted to and approved in writing by the Local Planning Authority. The works shall thereafter be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed buildings and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

13. All new external walls and alterations and making good to existing walls shall be constructed and carried out in matching natural materials (including the matching of pointing and coursing) samples of which shall have been submitted to and approved in writing by the Local Planning Authority before any of the development hereby permitted is commenced. Such approved details, once carried out shall not be altered without the prior written consent of the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed buildings and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

14. The windows comprised in the development hereby permitted shall be recessed in accordance with details to be submitted to and approved in writing with the Local Planning Authority before any work on the development hereby permitted is commenced. The works shall be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed buildings and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

15. No work shall be carried out on site unless details of the proposed insulation for the buildings to be converted have been submitted to and approved in writing by the Local Planning Authority. Such approved details, once carried out shall not be altered without the prior written consent of the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed buildings and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.

16. All electrical and telephone services to the development shall be run underground. All service intakes to the dwelling(s) shall be run internally and not visible on the exterior. All meter cupboards and gas boxes shall be positioned on the dwelling(s) in accordance with details, which shall have been previously submitted to and approved in writing by the local planning authority and thereafter retained in such form. On (all) buildings satellite dishes shall be of dark coloured mesh unless fixed to a light coloured, rendered wall, in which case a white dish should be used. Satellite dishes shall not be fixed to the street elevations of the buildings or to roofs. All soil and waste plumbing shall be run internally and shall not be visible on the exterior unless otherwise agreed in writing by the local planning authority.

Reason: In order to ensure that the development accords with the character of the conservation area in accordance with Policy ST6, EH1 and EH5 of the South Somerset Local Plan 2006.

17. Details of the surface treatment for all open areas on the site shall be submitted and approved in writing by the District Planning Authority before any development is commenced on site and the development shall thereafter be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of the special architectural and historic interests of the listed buildings and conservation area in accordance with Policies EH1, EH3 and EH5 of the South Somerset Local Plan 2006.
