

Committee Report

Application No:	DC/17/00667/LBC
Case Officer	Tracy Long
Date Application Valid	9 June 2017
Applicant	c/o Agent
Site:	Axwell Hall Axwell Park Blaydon NE21 6RN
Ward:	Blaydon
Proposal:	LISTED BUILDING CONSENT to allow for a revised scheme of development including residential annex, bin store and alterations to The Hall including reducing the number of units from 23 to 11 units.
Recommendation:	GRANT
Application Type	Listed Building Consent

1.0 The Application:

1.1 DESCRIPTION OF THE SITE

Axwell Hall is a Grade II* Listed Building located within the Axwell Park Estate and Conservation Area. The site is accessed via a private estate road from the A694 located to the south of the site.

1.2 The Hall was designed by the renowned Palladian architect James Paine in 1758. In 1920 the Hall was home to the Newcastle Ragged and Industrial School which closed in 1984. The Hall has since remained empty and has been the subject to theft, vandalism and weather damage. However, despite this, the Hall as it stands today, remains an impressive Grade II* Listed Building of historical and architectural significance.

1.3 The balustrade and steps to the southern elevation attached to the Hall are also Grade II* listed under the same listing as The Hall. The retaining wall, balustrade, piers and steps to the terrace south of the Hall are Grade II Listed, listed under a separate listing. Further, the late C18 / early C19 bridge, located 280m south of Axwell Park is also Grade II Listed, under a separate listing.

1.4 To the north of the Hall, lies a vacant area of land, beyond which car parking bays and an access road which provides residents access to the Axwell Gardens. To the eastern boundary lies the residential dwelling of Richmond House and its residential curtilage. To the west lies the residential Courtyard development. Both the Axwell Courtyard and the Axwell Gardens development (both now occupied) comprised enabling development to enable the restoration and conversion of The Hall into 23 residential apartments.

1.5 DESCRIPTION OF THE APPLICATION

This application proposes alterations to Axwell Hall in the form of conversion of the eastern proportion of the Hall to create a super apartment, resulting in a reduction in the number of apartments within the Hall from 23 to 11 apartments. The super apartment would have 7 / 8 bedrooms. A table detailing the mix of apartments proposed, against the previously approved and implemented 2010 permission can be found in the table below:

	1 bed	2 bed	3 bed	7 / 8 bed	Total
Approved and implemented DC/10/01303/FUL	8	15			23
Proposed DC/17/00666/FUL	2	7	1	1	11

1.6 The application also proposes to create a granny annex within the previously approved garage block located directly north of the Hall. The garage block would convert four of the garages on the north-western side of the block into residential and would retain four garages on the north-eastern side of the block. The residential annex would provide two bedrooms, with an open-plan living and kitchen area, with a separate bathroom, study and dining room.

1.7 The scheme also proposes the provision of a new bin store which will be located between the garage block and the Hall. The store would measure 6.6m wide by 3.1m deep and 3.9m high.

1.8 This application represents a significant opportunity to bring the Axwell Hall back into a sustainable residential use, which will secure the long-term future of this Grade II* Listed Building.

1.9 PLANNING HISTORY

The application site has a rich history of relevant planning and listed building applications as detailed below:

DC/05/00301/COU Conversion of hall to 23 apartments and erection of new-build enabling development comprising of one coach apartment and terraced blocks of 18 dwellinghouses and 9 apartments with associated garage blocks, parking and landscaping. Granted on 9.09.2005 .

DC/05/00302/LBC Restoration and conversion of hall including demolition of rear annexe and renovation of balustrade and terrace. Granted on 12.08.2005.

DC/05/00303/FUL Erection of 18 three storey houses in three blocks with associated parking including restoration of walled garden and historic parkland. Granted on 9.09.2005.

DC/06/00349/LBC Variation of condition 8 of Listed Building Consent DC/05/00302/LBC relating to the requirement for single glazed windows. Granted on 27.06.2008.

DC/07/00407/FUL Variation of condition 1 (approved plans) of permission

DC/05/00303/FUL to alter the layout of the 18 dwellings within the site and re-siting of the access into the rear of the dwellings. Granted on 22.11.2007.

DC/08/00349/FUL Variation of condition on DC/05/00301/COU - adaptation of first floor of garage/coach house to form two self-contained dwellings. Granted on 15.05.2008.

DC/08/00612/LBC Internal alterations on basement, ground floor and second floors to rationalise rooms and thereby reduce number of units from 23 (as approved under DC/05/00302/LBC) to 20. Granted on 30.07.2008

DC/10/01303/FUL Variation of condition 1 of DC/05/00301/COU to allow revision to approved scheme involving reduction of number of units to 27 and alterations to elevations and roofscape with creation of additional courtyard car parking (amended 28/01/11, 11/03/11, 30/03/11 and 05/04/11). Granted 14.04.2011 subject to S106.

DC/17/01080/NMA NON-MATERIAL AMENDMENT: to planning permission DC/10/01303/FUL to allow condition 1 (approved plans) to list the approved drawings relating to Axwell Hall as well as the Courtyard element of the development. Granted on 30.05.2018.

DC/17/00666/FUL VARIATION OF CONDITION 1 (approved plans) of permission: DC/10/01303/FUL to introduce residential annex, bin store and alterations to The Hall including reducing the number of units from 23 to 11 units. Decision Pending – also being considered at this committee meeting.

DC/17/00668/FUL Minor alterations to levels around Axwell Hall to allow for provision of a new car park, garden access and partial reinstatement of the historic landscape. Decision Pending – also being considered at this committee meeting.

DC/17/00669/LBC Minor alterations to levels around Axwell Hall to allow for provision of a new car park, garden access and partial reinstatement of the historic landscape. Decision Pending – also being considered at this committee meeting.

1.10 BACKGROUND SUMMARY

The planning history above relates to The Hall, Courtyard and Axwell Gardens. The planning history in so far as it relates to The Hall is summarised as follows:

- 1.11 In 2005, planning permission and listed building consent was granted for the conversion of The Hall to 23 apartments and the erection of new-build enabling development comprising of the dwellings at Axwell Gardens and the dwellings at The Courtyard with associated garage blocks, parking and landscaping.
- 1.12 Later in 2008, a listed building application was granted for internal alterations to the Hall to reduce the number of units to from 23 to 20. However this consent was not implemented and has since expired.

- 1.13 In 2010, a variation of condition application was granted which permitted alterations to the courtyard development consented in the 2005 application. This application was implemented and therefore constitutes the current consent for the alterations to The Hall.
- 1.14 As the 2010 decision only referenced the revised courtyard drawing numbers in the decision notice, a Non-Material Amendment application (DC/17/01080/NMA) was submitted in 2017 to attach the 2005 consented drawings for The Hall to the approved plans condition. This Non-Material Amendment application was granted on 30 May 2018.

2.0 Consultation Responses

Archaeology Officer There are no archaeology issues to address.

Historic England Do not wish to offer any comments.

3.0 Representations:

- 3.1 Neighbour notifications were carried out by the Council sending letters to 71 properties surrounding the site, site notices being displayed at the site as well as a notice appearing in the Newcastle Journal.
- 3.2 One letter of support has been received from a local resident who fully supports the plans for The Hall and looks forward to it being completed and restored to its former glory.

4.0 Policies:

NATIONAL POLICY

NPPF: National Planning Policy Framework

NPPG: National Planning Policy Guidance

CORE STRATEGY

CS15: Place Making

UDP

ENV11: Listed Buildings

5.0 Assessment of the Proposal:

- 5.1 Given that this is a listed building application the only issue for consideration is the impact of the proposed development on the listed buildings and structures.

5.2 LISTED BUILDING/STRUCTURES

Planning Legislation / Policy Position

- 5.3 There are a number of listed buildings and structures at this site including the listed Hall, the associated listed structures including the retaining wall, balustrades, piers and steps to the south of the Hall and the listed bridge on the access road to the south.
- 5.4 The LPA have a duty under section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the buildings or their setting or any features of special architectural or historic interest which they possess. This is reinforced within both national and local planning policies.
- 5.5 Paragraph 193 of the NPPF requires that when considering the impact of a proposed development on the significance of designated heritage assets, great weight should be given to the assets conservation. Paragraph 194 of the NPPF goes on to state 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.
- 5.6 Paragraph 195 of the NPPF states that where a proposed development will lead to substantial harm (or total loss of significance of) a designated heritage asset, Local Planning Authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss.
- 5.7 Paragraph 196 of the NPPF explains 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.
- 5.8 Saved Policy ENV11 of the Council's Unitary Development Plan (UDP) relates to listed buildings and states that alterations must preserve or enhance the buildings special architectural or historic interest.
- 5.9 Policy CS15 of the Council's Core Strategy and Urban Core Plan (CSUCP) also seeks the conservation and enhancement of the historic environment / heritage assets.
- 5.10 A Heritage Statement has been submitted to accompany this application which assesses the significance of the heritage assets and the effect of the proposed changes on the significance of these assets.
- 5.11 The Hall is currently empty and has been the subject to theft, vandalism and weather damage. However, despite this, The Hall as it stands today, remains an impressive Grade II* Listed Building of historical and architectural significance.
- 5.12 Proposed Subdivision of Hall

The principle of subdividing The Hall has already been established under the previous applications that were approved. The previous scheme allowed for 23 units. The proposed changes submitted as part of this current application will provide an improved layout of 11 units which is overall less intrusive than the previously approved scheme.

5.13 The Mirror Room

The submitted Heritage Statement refers to the Mirror Room in The Hall being restored. The Mirror Room is almost the only remaining example of the internal decoration of the building. Council officers consider that any historic features in the Mirror Room that can be retained should be restored as part of this application. However it is not clear at this time whether it is possible to restore the Mirror Room given the condition of the fabric around it. The internal fabric of the Mirror Room may therefore be lost due to dry rot. To address this issue a condition is considered necessary to ensure that prior to any works commencing on site including the erection of scaffolding, a structural assessment of the Mirror Room should be undertaken. The result of the structural assessment can then inform whether any elements in the Mirror Room can be re-retained and repaired.

5.14 Bin Store and Residential Annex

Two new buildings, the residential annex and bin store are proposed adjacent to the listed Hall and structures. The proposed position of the residential annex is in the same location of an originally intended garage block which was approved as part of a previous planning approval. The two buildings are small in relation to the overall Hall and adjacent Courtyard development and will remain subservient to The Hall.

5.15 Heritage Summary

The proposed changes will alter the designated heritage assets and their setting. It is however considered that the harm to the heritage assets is outweighed by delivering housing on a partly implemented, but stalled site; bringing a Grade II* Listed Building back into use, safeguarding its future.

5.16 Conditions

A number of conditions will however be necessary to ensure that all the proposed works including internal and external works to The Hall and listed structures are carried out in a sensitive and appropriate manner that respects the architectural and historic features of the listed buildings and structures and their setting.

6.0 CONCLUSION

6.1 This application represents a significant opportunity to deliver housing on a partly implemented, but stalled site; bringing a Grade II* Listed Building back into use, safeguarding its future.

6.2 Taking all the relevant issues into account, including those made by local residents, it is considered that the proposed works are acceptable, subject to a number of conditions.

6.3 It is therefore recommended that listed building consent be granted.

7.0 Recommendation:

That permission be GRANTED and that the Strategic Director of Communities and Environment be authorised to add, delete, vary, amend and finalise the wording of the conditions (as set out as headings below) as necessary:

List of approved plans

Time limit to implement

Mirror room survey to be approved

Mirror room remediation to be approved

Implement Mirror room measures

Stone cleaning to be approved

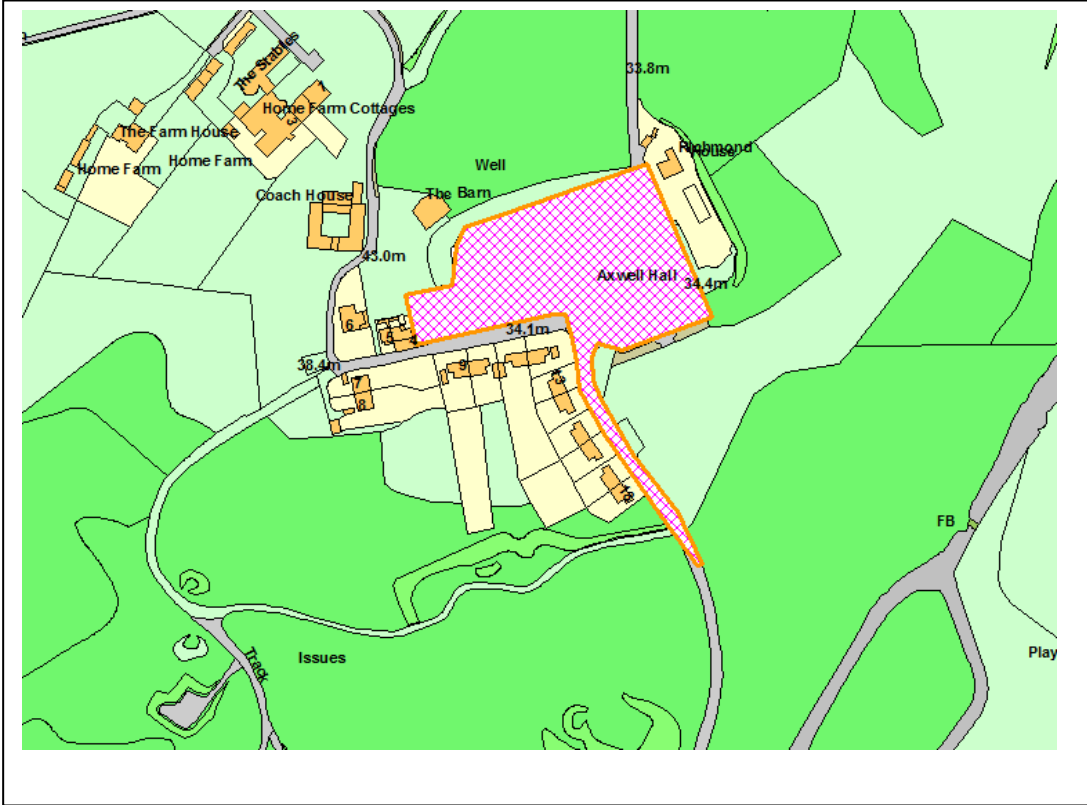
Implement stone cleaning

Scaffolding details to be approved

Implement scaffolding

Details of internal fixtures to be approved

Implement internal fixtures



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