

APPLICATION NO	PA/2019/1845
APPLICANT	Mr Mark Snowden, Keigar Homes Ltd
DEVELOPMENT	Listed building consent to demolish existing outbuildings, strip out mill tower and convert to a new dwelling, and erect three linked dwelling houses
LOCATION	Former Hewson's Mill, Hewson's Lane, Barton upon Humber
PARISH	Barton upon Humber
WARD	Barton
CASE OFFICER	Scott Jackson
SUMMARY RECOMMENDATION	Grant consent subject to conditions
REASONS FOR REFERENCE TO COMMITTEE	Member 'call in' (Cllrs Paul and Keith Vickers and Jonathan Evison – significant public interest)

POLICIES

National Planning Policy Framework: Sections 2, 5, 8, 11, 12, 14 and 16 apply.

North Lincolnshire Local Plan: Policies H5, H8, DS1, DS16, HE5, HE6, T1, T2 and T19 apply.

North Lincolnshire Core Strategy: Policies CS1, CS2, CS5, CS6, CS7, CS8 and CS19 apply.

CONSULTATIONS

National Planning Casework Unit (Secretary of State): In deciding whether to call in this application, the Secretary of State has considered his policy on calling in planning applications. This policy gives examples of the types of issues which may lead him to conclude, in his opinion, that the application should be called in. The Secretary of State has decided not to call in this application. He is content that it should be determined by the local planning authority.

In considering whether to exercise the discretion to call in this application, the Secretary of State has not considered the matter of whether this application is EIA Development for the purposes of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. The local planning authority responsible for determining this application remains the relevant authority responsible for considering whether these Regulations apply to this proposed development and, if so, for ensuring that the requirements of the Regulations are complied with.

Historic Environment Record (HER):

Original comments

The extant machinery within this mill tower has high historic and evidential values that make a substantial contribution to the overall high significance of Hewson's Mill and its place within the historic industrial quarter of the Barton upon Humber conservation area. Fully endorse the comments and recommendations made by the historic mill specialists and amenity societies that have responded to these applications to date. The conservation of the external structure is generally to be welcomed with the caveats set out in the specialists' responses.

The development as proposed involves the unacceptable loss of significance amounting to substantial harm to the internal structure of the mill tower and machinery that is integral to its significance. The substantial harm and loss of significance has not been fully justified given that potentially feasible alternatives have previously been set out by the planning authority and other respondents that would preserve the integrity and special historic interest of the listed mill and do not appear to have been fully considered; these include:

- retaining the mill machinery in situ following an agreed scheme of conservation;
- rethinking the residential layout within the mill tower and adjacent units to ensure the viable reuse and sustainability of the mill as a desirable and safe dwelling.

Whilst these proposals do not affect any significant below-ground archaeological remains, the HER objects to the current proposals as they do not conserve the importance of the industrial archaeology and would result in substantial harm to a designated heritage asset contrary to paragraphs 192–194 NPPF, Core Strategy CS6 and local plan policies HE5 and HE9. Should a subsequent decision on an amended application be taken to grant planning permission, conditions securing agreed mitigation measures in accordance with a detailed written scheme of investigation to record the conservation and restoration of the mill machinery to the mill tower and other alteration works would be needed.

Updated comments summary

Further to previous advice, the applicant has submitted a detailed baseline condition survey prepared by appropriate specialist mill consultants. The report identifies the significance of the mill and its machinery to our satisfaction. Recommendations are provided for recovering, restoring and replacing the important structural elements and equipment to ensure the preservation of the significance of the designated heritage asset and its continued legibility.

This report and the amended accommodation and design proposals discussed with the Conservation Officer removes the objections set out in the previous HER responses submitted December 2019 and August 2020. The planning authority should satisfy itself that the recommendations set out in the report can be successfully achieved in relation to the amended floor plans and the proposed domestic use of the mill (cf Barton Civic Society response submitted 11 September 2020).

Where the planning authority is minded to grant consent, any permission should be subject to specifically worded conditions that secure the recommendations set out in the report to record the conservation and restoration of the mill machinery to the mill tower and other alteration works. The Conservation Officer and myself can advise further on appropriately

worded planning conditions including those set out in the 2019 HER response to secure the recording of the important industrial archaeology.

Conservation:

Original comments

My previous consultation responses regarding the previous applications on the mill (PA/2018/551 and PA/2018/552) detailed that a significant amount of the mill's original equipment and machinery is still contained within the grade II listed structure. These consultation responses detail an article by Jon Sass, a leading authority on ancient mills in his article published in 2017 in the Barton and District History Group Journal. The article details the machinery still in the mill and provides an assessment on the significance of the mill, i.e. value to this and future generations as a heritage asset. Hewson's Mill is one of the few 'great survivors' in Lincolnshire still containing its original machinery and provides an example of early tower mill technology.

The three elements (the new build terrace to the north, the new extension and the rebuilding of the outbuildings) have an impact on the significance and historic character of the mill and the resulting harm could be justified as this development provides an economic platform for the sympathetic conversion of the mill tower.

The drawback of this approach and the submitted application has been highlighted by statutory consultees, historic mill specialists and amenity societies. One of the key issues highlighted is the level of residential development proposed in the mill. Using the upper floors as bedrooms would be incompatible with retaining the mill machinery in its original position. The consultation responses highlighted the need to survey the interior of the mill prior to determination of the application which would then inform the final design of the proposal. Advice was provided by Historic England on how the internal surveying of the equipment could take place. The applicant has stated that reducing the level of residential development is not viable and a survey of the interior cannot be safely established prior to determination. They propose to remove all collapsed structural material within the building, assess for condition (rot/decay) and where possible safely store for later re-use, and in the case of industrial machinery, record and assess condition with a view to feasibility of retention as artefacts within the restored building.

Ultimately the planning department must consider whether, on balance, it is in the public interest, considering present market conditions, to approve a scheme that would retain the mill tower which is dilapidated and at risk and to secure the conservation of the internal equipment by condition. This approach is described in section 196 of the NPPF.

Updated comments summary

In accordance with paragraph 196 of the NPPF, I advise that the harm to the significance of Hewson's Mill should be weighed against the public benefits of the proposal.

Significant weight should be attributed to the retention of the mill tower, being a listed building of national importance which is at risk and in a very dilapidated condition. Should the planning department be mindful to approve the application conditions are recommended to conserve the character of the mill.

Council for British Archaeology: Request previous comments from PA/2018/552 be repeated in relation to this application.

Supports the views of other consultees, including the Society for the Protection of Ancient Buildings (SPAB) and the council's own conservation advisors, regarding the impact on the listed windmill. Fully supports comments made by those consultees and has the following points to make:

- The Heritage Statement makes no reference to the Barton-on-Humber conservation area or the 2004 conservation area appraisal which is problematic in terms of how the impact of the proposed development, including various demolitions and new builds, has been perceived by the applicants and their consultants.
- The Heritage Statement appears to rely solely on structural assessments made by others to determine the suitability or otherwise of the various proposed demolitions.
- The Structural Report by Ross Davies acknowledges that they did not access the upper floors.
- The Design and Access Statement has not been updated to take account of the revised drawings.

It is considered that a case has not been adequately made for the quantum of proposed demolition or that conversion of the mill itself has been adequately articulated. There is particular concern that the impact on the setting of listed buildings, as well as impact on the character and appearance of the Barton-upon-Humber conservation area, have not been addressed in any of the application documentation.

Particularly concerned at the proposed loss of the mill machinery and other original features which could be conserved in situ as well as the demolition of ancillary mill buildings. Strongly object to the new application.

The Society for the Protection of Ancient Buildings (SPAB):

Original comments

The SPAB Mill Section has a Philosophy of Repair that states 'The aim of the Section is therefore to fight for the conservation and repair of any mill, but particularly those that retain machinery'. We believe that conversion should be a last resort. The SPAB only supports conversion of redundant mill buildings where the intention is to preserve any remaining machinery and the structural features and layout of the mill in such a way as to maintain both the historical record and the possibility of future restoration to a working state. It sets boundaries as to what constitutes acceptable conversions applying the following criteria:

1. As much as possible of any remaining machinery must be retained, restored and maintained as a historical record of the building's primary function.
2. The remaining structure should be restored to a viable condition using principles of repair laid down in other SPAB documents and designed to retain the unique characteristics and maintainability of old buildings.
3. The structure should not be altered in any manner that detracts from the ability to "read" its original purpose and that makes it difficult to understand its functioning processes.
4. The curtilage of the mill must be retained in order to demonstrate how its environment contributed to its function.

Hewson's Mill has been redundant for some time, but the fact that a housing developer who has already invested in housing in the centre of Barton-upon-Humber adjacent to the site and has now acquired it should not mean that they should be allowed a scheme that causes more damage to the significance of the listed building than previous ones on the grounds that it will make a more desirable residential conversion. By allowing the demolition and rebuilding of the outbuildings around it, in spite of them being an important element in the significance and setting of the mill, acceptance of this enabling development should allow the mill tower itself to be carefully conserved and sensitively converted.

Object to the latest changes in the application for the following reasons:

1. The increased alterations to the internal plans for the mill and to the surrounding buildings are not justified by supporting arguments (and, indeed, are not in line with the original Heritage Collective statement). In particular, the conversion of a third floor of the mill would not meet the objectives listed above.
2. The financial statements have not been made public, but they represent the pith and core of the arguments that justify the proposal. This is unacceptable – if they are important to the case, then they must be made available for scrutiny.
3. The plan must be stabilised and supported by suitable and up-to-date documents. The frequent changes and lack of documentation place an unreasonable burden on the resources of the statutory bodies. In particular, it should contain more definite detail as to how the machinery will be conserved, restored and replaced in position. This has always been a weakness of the proposal.
4. The treatment of the mill tower should be consistent with the SPAB "Philosophy of Repair" and the SPAB Technical Note on "Damp in Brick Towers".

For all these reasons, the SPAB Mills Section objects to the application. The SPAB Mills Section remains willing to discuss the conservation of the mill tower with the council and the developer, in the belief that a sensitive conversion of the mill is viable and possible, especially with cross-funding from the development of new housing around the site.

Updated comments summary

These changes meet our specific objections 1 and 3 and we withdraw them, please refer to our previous response from 5 August 2020. With regard to objection 2, no additional justification has been presented. However, the final statements in the addendum to the supporting document make a good case for urgency and by implication the risk of collapse may be treated as being the justification. The Teme Valley Heritage Engineers (TVHE) report makes it clear that the condition is probably worse even than previously thought, and their inspection was both more thorough and more knowledgeable than the previous one.

Additionally, they have made good recommendations both for the process of removal of the machinery and for its reinstatement and for retention of interesting features – in particular on the ground floor which is, presumably, enabled by the removal of this floor from the conversion plans. The whole of section 7.2 of their report should be followed in the restoration process. We recommend that TVHE continue to be involved in the process, at least as advisors, on all these points.

For all these reasons, the SPAB Mills Section would recommend approval of the application.

Historic England:

Original comments

We previously provided advice on this application on 2 August 2020 and 6 December 2019. The amended scheme shows the proposed balcony on the third floor removed and the existing cog and stones indicated as being located on the fourth floor instead of a bedroom. The access arrangements remain the same.

Whilst the proposed retention of machinery on the fourth floor is an improvement, our advice remains as set out in our letter of 2 August 2020, including for the proposed new build element and the demolition of the existing buildings. We advise that all the surviving machinery is retained *in situ*, and that before determination a clear and detailed methodology is agreed to retain internal fabric and machinery wherever possible. This should be informed by specialist advice. The evidence of how the machinery works as a whole in the working mill is a key part of the significance of the listed building. The arrangement of access to the upper floors should be designed to accommodate the retention of machinery.

We continue to advise that your authority seeks an independent assessment of the viability of the proposed scheme in order to determine if it can be justified, and if alternative, less harmful forms of development can be achieved. We also urge your authority to take the necessary steps for the proper preservation of the listed building whilst a sustainable solution is sought.

Historic England has concerns regarding the application on heritage grounds. Your authority should take these representations into account and seek amendments, safeguards or further information as set out in our advice.

Updated comments summary

We welcome the Baseline Survey Report by Teme Valley Heritage Engineers with an addendum which has been provided as additional information. The report clearly sets out the current condition and contents of the mill tower, including internal machinery and structural members. It also includes further information on the significance of the internal features and machinery.

We support the proposals for retention of historic fabric in the tower, including machinery, set out in the Baseline Survey Report, including the need to engage a suitably experienced contractor to carefully remove the surviving fabric. We advise that your authority requires a clear statement from the applicant that the surviving historic features and machinery will be conserved and replaced at the original location as recommended by the Baseline Survey Report, unless agreed in writing by your authority.

Areas of retained fabric should be clearly marked on plans and access arrangements adjusted to accommodate surviving machinery. We consider that there is scope for more efficient use of space within the proposed adjacent building (which forms part of the proposed dwelling including the tower) and the tower itself to accommodate surviving machinery in the third floor of the tower and floors above. The new opening proposed in the

external tower wall on the second floor should be reduced in width to a single opening and accommodation rearranged to achieve this.

All reinstated windows in the tower should be timber sash windows. We advise that a clear and detailed methodology, informed by the Baseline Survey report, is agreed with your authority to conserve and retain the surviving internal fabric and machinery.

Georgian Group: As previously stated, no objection in principle to a domestic conversion scheme but reiterate the previous stated concerns as the proposed works will still cumulatively cause a considerable degree of harm to the significance of this listed complex. Despite significant revisions over a lengthy period the present scheme will still cause a significant degree of harm to both the fabric and significance of the mill, its subsidiary buildings and to its setting. Wish to reiterate the urgent need for an independent assessment of the scale of the conservation deficit by a CARE accredited structural engineer so that an objective assessment of the applicant's case can be made. The harm from the proposal will be irreversible and the robustness of the applicant's financial justification for these proposals will be crucial to assessing the scheme's acceptability.

The Association for Industrial Archaeology:

Original comments

This application is for the demolition of the outbuildings associated with the mill and the conversion of the mill into a residential unit. There is also new build on the site. The Association notes the poor condition of the mill; however, it also notes that it still retains much of its machinery including that with maker's plates which provide important links. Whilst it is essential that the mill either finds a new use or is retained/repared in some type of working or museum form, this should not be at the expense of the important features which do survive in their original locations. Therefore, it is unfortunate that the proposed plans do not provide even limited details of the machinery to be retained. The Association notes and supports the comments made by both Historic England and the Society for the Protection of Ancient Buildings (Mills section). In consequence, although the Association is sympathetic to the finding of a new use for the mill, it objects to the present application.

Updated comments summary

The original comments still apply in respect of the condition of the mill and the need to find an alternative use. It is pleasing to note there is some detail in respect of the use and retention of features on the mill floors, although greater detail would be preferred.

Barton Civic Society:

Original comments

The original response is an extensive objection extending to more than 100 bullet points. The Civic Society continues to be very concerned about the inadequacy of the application and the serious unjustified harm that the proposed development will inflict on the statutorily designated heritage assets of the grade II listed mill, western ancillary building and cottage and site of the former engine house. In our view, the application fails in several important respects to meet the requirements of key local and national planning policies for developments affecting heritage assets and the historic environment.

Updated comments summary

Following receipt of the additional information and updated plans, they welcome the undertaking of a survey of the mill by a mill specialist and agree the report gives a comprehensive update of the condition of the mill from outside as is possible. Support the report's overarching statements on the need for the use of the mill to be arranged to work around the surviving features and the need for the costs of the conservation work on the mill to be seen in the context of enabling development on the site. Serious concerns about the methodology and the advice on specific items within the mill. Extensive floor by floor review of the report which the Civic Society agrees and disagrees with on various points of consideration and maintains objection to the proposed treatment of the listed ancillary buildings and the replacement with a three-storey residential building.

TOWN COUNCIL

Support the application as the proposed development will retain the structure of the mill for the town's heritage.

Following receipt of the additional information and plans, no objection subject to a condition which ensures the employment of an experienced contractor for the works.

PUBLICITY

Advertised by site and press notice. Five responses have been received objecting to the proposals and raising similar issues to the consultees, together with the following:

- The two-storey building previously proposed to the west of the mill is much more in keeping with the original layout.
- Access between the proposed three-storey terrace and the mill will be difficult for maintenance; weatherproofing.
- The third floor of the mill contains important working equipment (mill stones and spur wheel) and it appears the applicant is still proposing to remove machinery and reinstate where it suits the room arrangements.
- There is an ongoing reluctance for an in-depth survey and inspection of the floors and machinery.
- The preference would be for the upper floors to be retained in use for the machinery/equipment and for the lower floors and habitable room accommodation to be in the former two-storey engine house.
- The retention of the machinery would still allow the lower three floors to be used as residential accommodation.
- When the roads are full of parked cars there is lack of access for utility and emergency service vehicles.

A further detailed objection has been received following receipt of the additional survey and amended plans. This raises similar issues as the conservation groups and Barton Civic Society.

One response has been received in support, commenting it should have been done a long time ago and the mill will look better as a home.

ASSESSMENT

The application site is dominated by a grade II listed mill known as Hewson's Mill which dates from 1813 and is located within the defined settlement boundary for Barton upon Humber. It is accessed from Mill View to the south-east which is a modern housing estate, and the mill is in a state of visible disrepair. The mill has a number of two-storey buildings attached to it on its western and eastern sides and neighbouring land uses include industrial, commercial and residential. The site is located outside the conservation area and within flood zone 2/3a. The mill is constructed from a dark brick with no visible cap and the attached buildings are of red brick and pantile construction. This application is a resubmission of PA/2018/552 which was refused on the grounds that the substantial harm to the heritage asset (the listed mill) was not outweighed by bringing it back into alternative use as a dwelling.

The main issue in the determination of this application is the impact on the character, appearance and setting of the listed building(s).

Heritage assets

It is proposed to demolish the existing buildings attached to the listed mill, strip out the mill to facilitate its conversion to residential use, and erect three dwellings attached to the west of the mill and an additional dwelling to the east. The drawings and supporting documents show that the existing buildings attached to the mill will be demolished (which in themselves are listed) and the erection of three, three-storey dwellings to be linked to the mill. The plans show these dwellings to be of a similar built footprint and scale to the listed buildings they are proposed to replace. In addition, the amended plans show that the mill will be reinstated to its previous height and an ogee cap and finial added to the top.

A heritage statement has been submitted which was amended in August 2018 (and submitted with the previous application PA/2018/552). In terms of the discussion relating to the significance of this heritage asset, the updated heritage statement does draw upon the historical and communal value of the mill and notes that views of the site and its listed buildings from the Barton conservation area are extremely limited. It does highlight that the mill is visible in several directions but that recent developments have partially masked the visibility of the mill. The heritage statement also confirms that the complex of listed buildings retains its historic legibility with much value drawn from its evidential and architectural attributes and it does allude to some of the conservation principles when considering the significance of a heritage asset as defined by Historic England.

The heritage statement (produced by Allen Archaeology) goes on to consider the impact of the proposals and potential mitigation. It outlines the case for the demolition of the linked buildings and the conversion of the mill to residential use and cites the findings of the structural report to substantiate the case for demolition and re-use. The report states the ancillary buildings are proposed for demolition on account of their poor structural condition and that the eastern elevation of the former farmhouse is to be retained and repaired; this is noted within the report as the most significant elevation of the farmhouse. In terms of the built aspect of the proposals the report states that the development is in keeping with the context of the mill and complements its historic plan form, that the restoration of the mill will enhance its appearance and secure its long-term future, that the original form of the mill will

be retained and that the working elements of the mill will be safely removed and reinstated where possible.

Another heritage statement has been submitted with this application, which presents information on heritage values and the significance of the mill, and an assessment of impacts to that significance arising from the development proposals. This document sets out the case for assessing the surviving condition of the mill and the inherent issues associated with a detailed survey of the internal condition of the mill, and its structural condition not being possible to undertake. This document then proceeds to discuss the significance of the building and its listed linked buildings and at paragraphs 5.6–5.9 sets out a detailed methodology and approach for the inspection of the listed mill. In conclusion, this document provides the following commentary in relation to the harm to the listed mill:

Considering both the harms arising and the key heritage benefits of the scheme it is considered that, after this internal balance, the scheme gives rise to a less than substantial degree of harm to the heritage values of Hewson's Mill as a listed building. Because of the great benefit of retaining and restoring the tower structure the level of less than substantial harm is considered moderate to low.

and,

In line with paragraph 196 of the NPPF less than substantial harm should be balanced by the public benefits of a scheme. We have presented the very high degree of heritage benefit arising from this scheme. The DAS and planning statement also present other benefits relating to sustainability, housing and other elements that could be considered.

The NPPF, at paragraph 200, states 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. Substantial harm to or loss of grade II listed buildings, or grade II registered parks or gardens, should be exceptional and at paragraph 201 it states that where a proposed development will lead to substantial harm to (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, or all of the following apply:

- (a) the nature of the heritage asset prevents all reasonable uses of the site; and
- (b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- (c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- (d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Taking the above criteria into account, it is noted that residential re-use of the mill and the reinstatement of the section of tower and a cap finish could secure the long-term future of this grade II listed building (the mill). In addition, the structural report submitted with the application concludes that the tower is capable of conversion to habitable (residential) accommodation following incorporation of additional stability measures, that some of the main walls are beyond safe repair and that the only course of action is partial demolition and reconstruction of certain elements. However, when taking the specialist consultee

advice into account, it is evident that the impact of the development proposals previously failed to fully consider the significance of the internal working fabric of the mill which emanates from its historic use.

Whilst it is accepted that the applicant is prepared to undertake a regime of stripping out and recording the internal fabric of the mill and buildings and that a detailed methodological approach for inspection, recording and reinstatement is clearly set out in the additional heritage statement produced by Heritage Collective UK Ltd are noted, it is considered that listed building consent should only be granted where the local planning authority has the substantive supporting information available to them to do so. In this case it was initially considered that the full and detailed internal inspection of the mill should have been submitted as part of this application. The applicant has now submitted a Baseline Survey Report (undertaken by Teme Valley Heritage Engineers), which it is considered provides a robust assessment to establish the current condition and contents of the mill tower. It is noted that this assessment was undertaken using an external inspection approach, utilising a man basket affixed to a telehandler boom. The document provides a floor-by-floor survey and makes several recommendations in respect of a methodology of clearance and retention of features within the mill itself.

This mill is recognised by a local historian as being one of the very few 'great survivors' in Lincolnshire still containing its original machinery and is an excellent example of early mill technology; the council's conservation officer, Barton Civic Society and other specialist heritage consultees concur with this view. Based on this, it is considered that greater consideration, and therefore greater weight, should be given to the significance of this mill and its surviving internal fabric and equipment.

An intrinsic part of this building's significance is the large degree of surviving machinery within the mill, including the millstones and runner stone, parts of the tentering mechanism, bridge trees, stone spindles, spur wheel, driveshaft, drive wheel and 'wire machine'. Some of the internal structure also survives, including floors, beams, and columns/uprights. Following receipt of the Baseline Survey Report the local planning authority now has much more detailed information in its possession to assess the internal condition of the mill, whether conditions related to a methodology for the conservation and preservation of the mill and its surviving features is feasible to ensure the retention of the mill and whether it is suitable for conversion to residential use.

It is noted that both the current applications (full planning permission and listed building consent) are informed by a number of reports and surveys that detail the condition of the listed building and that discussions had previously taken place between the applicant and the local planning authority as to whether a methodology for internal inspection of the building could be addressed through an appropriately worded planning condition. In addition, the concerns of the relevant amenity societies and consultees are noted in respect of the condition of the building, the requirement to retain features integral to the internal fabric of the mill and the methodology for retention and reinstatement of features and floors within the mill.

It is considered the Baseline Survey provides sufficient basis on which an understanding of the significance/condition of the mill and its internal fabric has been provided and that without these works the condition of the mill will continue to deteriorate and to conserve the significance of the mill it is essential that all the surviving equipment and machinery is restored and reinstated. Therefore, to enable this, and considering the issue highlighted by the Barton Civic Society in relation to the safe removal of the equipment to allow its

restoration and reinstatement, it is considered that the conditions recommended in the updated consultation response from the council's Conservation Officer (dated 24 May 2021) are suitable to ensure this and such conditions would meet the tests for conditions in being precise, necessary and enforceable. In addition to this it is considered the proposed floor layout (taking into account flood risk) allows sufficient provision for the reinstatement of the machinery and equipment which is integral to the internal fabric of this listed mill.

The proposal is for the erection of a terrace of three houses to the side of the listed mill (to the west) three storeys in height and a terrace of four houses to the north of the listed mill. It is acknowledged that the terrace of three dwellings is located in a part of the site where buildings attached to the mill exist in part and that the height of these dwellings is dictated by the high flood risk zone in which the site is located; however, the additional height and siting of this terrace adds a further sense of enclosure to the mill building itself. The terrace of dwellings to the north measures 24.64 metres by 7.42 metres, with a ridge height of 10.4 metres and would result in a further sense of enclosure directly to the north of the listed mill; on this basis, therefore, it is considered that this aspect of the proposal would negatively impact on the immediate setting of the listed mill. However, the mill, in its converted residential form with its ogee cap, will remain visually prominent from within the very few views it is visible from in the public domain, these being views from within Mill View itself (which is a modern housing estate three-storeys in height), from Humber Road (where it is a glimpsed view to the east between large, bulky industrial buildings) and from Waterside Road along Hewson's Lane. The plans submitted with the application show the dwellings to be attached to the western side of the mill occupying a similar built footprint but at three-storeys in height (which is taller than the existing attached listed structures); however, given their position to the west of the building, it is considered that the most visually prominent views of the mill (from Waterside Road and Mill View) will be retained. The plans also show that a two-storey dwelling will be attached to the eastern side of the mill that is consistent with the scale, height, position and orientation of the building formerly attached to this side of the mill; the historical photographs of the mill demonstrate this.

The conclusions of the additional heritage statement dated 19 October 2019 are that the scheme gives rise to a less than substantial degree of harm to the heritage value of Hewson's Mill as a listed building and the level of less than substantial harm is considered moderate to low. It is worth noting that this additional heritage statement has not been updated to take account of the amended plans which show the terrace of three houses to the west of the mill being reorientated and increased in height to three storeys. Paragraph 202 of the NPPF is applicable and states where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. In this case it is considered the development proposals will lead to less than substantial harm to the significance of this heritage asset (listed mill); this view is consistent with that of Historic England. However, it is considered, following the submission of further information detailing and documenting the internal machinery/equipment and condition of the mill (which are considered integral to its significance), that the public benefits of the scheme (reinstatement of the mill and its features, residential conversion, overcoming flood risk and housing delivery) do outweigh the harm to the listed building. It is therefore concluded that listed building consent should be granted in this case.

Pre-commencement conditions

The applicant has agreed to the imposition of a pre-commencement condition requiring the submission of a historic building recording and written scheme of investigation.

RECOMMENDATION Grant consent subject to the following conditions:

1.

The works must be begun before the expiration of three years from the date of this consent.

Reason

To comply with Section 18(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.

The development hereby permitted shall be carried out in accordance with the following approved plans: MV/148/01, MV/148/02 A, MV/148/03 B, MV/148/04 D, MV/148/16A, MV/148/17, MV/148/18, MV/148/19 E, MV/148/20 E and MV/148/21 D.

Reason

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

3.

No demolition or alterations shall take place until the applicant, or their agents or successors in title, has secured the implementation of an archaeological mitigation strategy comprising a Historic Building Record, to be defined in a written scheme of investigation that has been submitted to and approved in writing by the local planning authority. The strategy shall accord with a brief provided by North Lincolnshire Historic Environment Record equivalent to Historic England's Level 3 building survey and shall include details of the following:

- (i) measures and methodologies to ensure the preservation by record of the historic structure, building fabric and fittings before, during and after any approved programme of removal, conservation and reinstatement
- (ii) report and archive content
- (iii) archive preparation and deposition with recognised repositories, including the ADS for digital archive
- (iv) a timetable of works in relation to the proposed development, including sufficient notification and allowance of time to ensure that the recording work is undertaken and completed in accordance with the strategy
- (v) monitoring arrangements, including the notification in writing to the North Lincolnshire Historic Environment Record of the commencement of recording works and the opportunity to monitor such works
- (vi) personnel involved in the implementation of the strategy, including sub-contractors and specialists, their responsibilities and qualifications.

Reason

To comply with policy CS6 of the Core Strategy, and policies HE5 and HE9 of the North Lincolnshire Local Plan as the listed building has significant architectural, historic and archaeological interest. Demolition and alterations will result in the loss of historically significant evidence and the proposed historic building record will ensure that such evidence is appropriately recorded and a permanent archive created.

4.

The applicant shall notify the local planning authority in writing of the intention to commence the historic building recording at least one week/seven days before commencement. Thereafter, the recording shall be carried out in accordance with the approved details and timings.

Reason

To comply with policy CS6 of the Core Strategy, and policies HE5 and HE9 of the North Lincolnshire Local Plan as the listed building has significant architectural, historic and archaeological interest. Demolition and alterations will result in the loss of historically significant evidence and the proposed historic building record will ensure that such evidence is appropriately recorded and a permanent archive created.

5.

The historic building report shall be deposited at the North Lincolnshire Historic Environment Record and the archive at the North Lincolnshire Museum within six months of commencement of the recording or such other period as may be agreed in writing by the local planning authority.

Reason

To comply with policy CS6 of the Core Strategy, and policies HE5 and HE9 of the North Lincolnshire Local Plan as the listed building has significant architectural, historic and archaeological interest. Demolition and alterations will result in the loss of historically significant evidence and the proposed historic building record will ensure that such evidence is appropriately recorded and a permanent archive created.

6.

The development hereby permitted shall be undertaken in strict accordance with the Recommendations Section (Section 7) of the Baseline Survey Report, dated 9 April 2021 produced by TEME Valley Heritage Engineers.

Reason

To define the terms of the permission, to ensure a satisfactory method of internal survey and reinstatement and to ensure the works to the mill are undertaken in a timely manner, to preserve the setting and condition of the listed building in accordance with policies HE5 and DS1 of the North Lincolnshire Local Plan and CS6 of the adopted Core Strategy.

7.

Prior to their installation within the mill and the attached dwellings details of all new staircases, windows and doors shall be submitted to and agreed in writing by the local planning authority. The details shall include scale elevations, cross-sectional drawings (showing window bars and opening mechanisms) and material specifications of all new staircases, windows and doors to be installed. The development shall take place in accordance with the agreed details and once installed shall thereafter be retained.

Reason

To define the terms of the permission, to preserve the setting and condition of the listed building in accordance with policies HE5 and DS1 of the North Lincolnshire Local Plan and CS6 of the adopted Core Strategy.

8.

Notwithstanding the schedule of materials submitted with the planning application, prior to their installation, details of the make, type and colour of all external facing materials for the mill and its attached dwellings shall be submitted to and agreed in writing by the local planning authority and only the approved materials shall be used.

Reason

To define the terms of the permission, to preserve the setting and condition of the listed building in accordance with policies HE5 and DS1 of the North Lincolnshire Local Plan and CS6 of the adopted Core Strategy.

9.

Prior to their installation details of the positions, design, materials and type of boundary treatment to be built/planted shall be submitted to and agreed in writing by the local planning authority. The agreed boundary treatment shall be built/planted before each applicable dwelling is occupied and once built/planted it shall be retained.

Reason

To provide an appropriate level of screening in accordance with policies H8 and DS1 of the North Lincolnshire Local Plan.

10.

Other than in the case of the construction of dwellings 1-4 and the implementation of the agreed methodology, no works shall take place until detailed drawings showing the exact positioning of the restored equipment and internal layout of the mill and a schedule of works to all internal timber beams, joists and posts, which includes repair, reinstatement and replacements, have been submitted to and agreed in writing by the local planning authority. The works shall take place in accordance with the agreed drawings and details, and shall thereafter be retained.

Reason

To define the terms of the permission, to ensure a satisfactory method of internal survey and reinstatement and to ensure the works to the mill are undertaken in a timely manner, to preserve the setting and condition of the listed building in accordance with policies HE5 and DS1 of the North Lincolnshire Local Plan and CS6 of the adopted Core Strategy.

11.

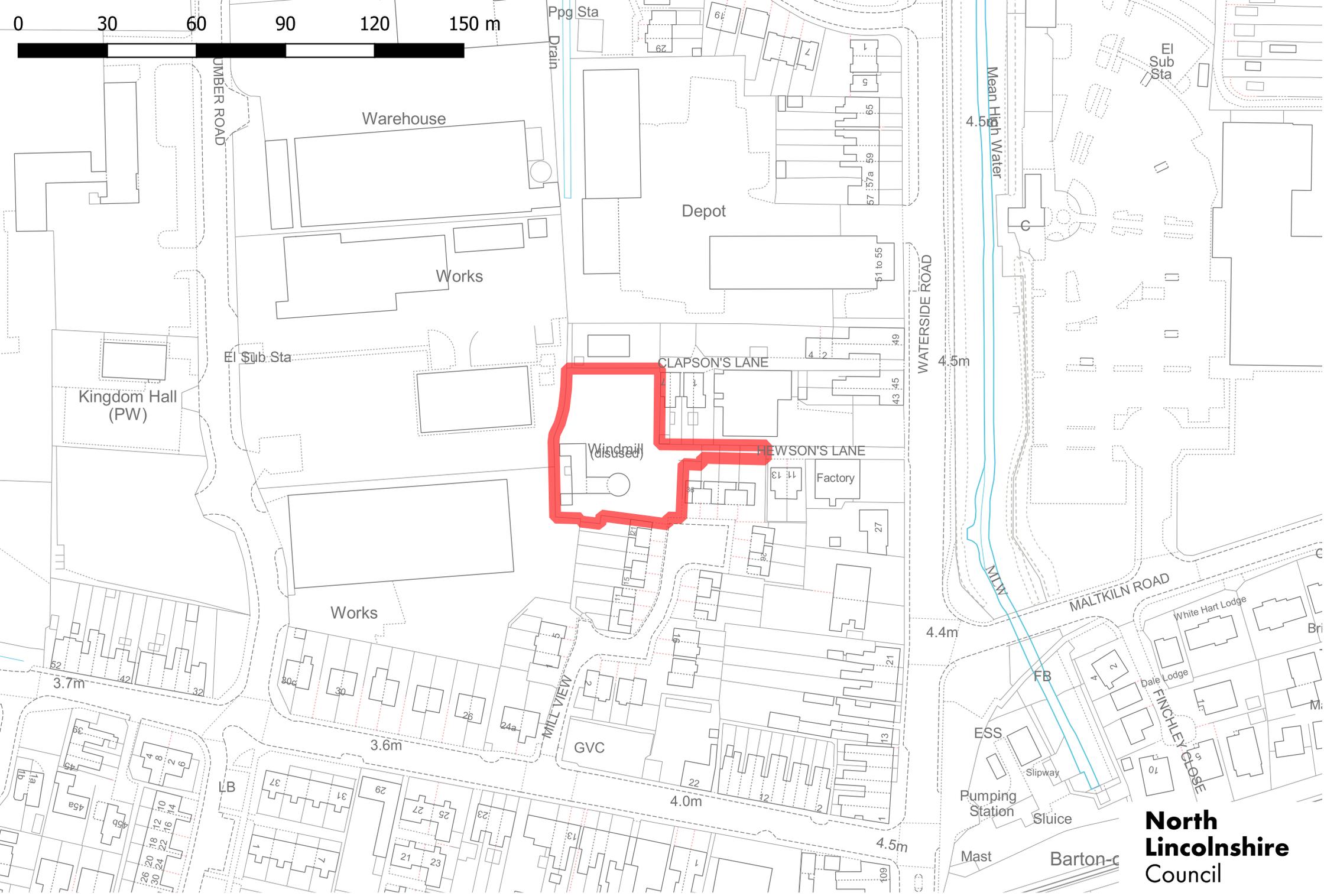
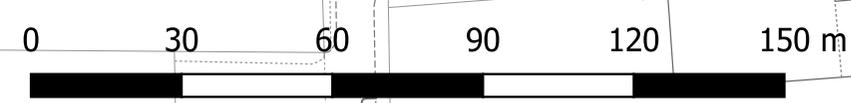
Prior to the occupation of the 4th dwelling marked as plot 4 on drawing MV/148/03 B the works identified within the agreed methodology (under condition 6 of this permission) and approved drawings and schedule (under condition 10 of this permission) to the mill itself shall be completed in their entirety. Evidence in the form of photographs and written documentation shall be submitted to the local planning authority to demonstrate this has occurred.

Reason

In the interest of the historic environment and to align with the terms of this planning permission, in accordance with policies CS6 of the Core Strategy and HE5 of the North Lincolnshire Local Plan.

Informative

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraph 38 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



**North
Lincolnshire
Council**

PA/2019/1845

PA/2019/1845 Proposed site layout (not to scale)



PHASE 2 plots 9 - 11 gardens to be extended & levels raised by approx. 300mm.

D	MILL UPDATED	NwP	18.08.20
C	UPDATED SCHEME.	MdS	26.05.20
B	REVISED SCHEME.	MdS	20.05.20
A	Mill stones added.	MdS	16.05.18

Rev: Details: Drawn by: Date Approved:

KEIGAR HOMES LTD
 KEIGAR LODGE
 CANBERRA VIEW
 BARTON-UPON-HUMBER
 NORTH LINCOLNSHIRE
 DN15 5GR
 Tel: 01652 631939 Fax: 01652 631938



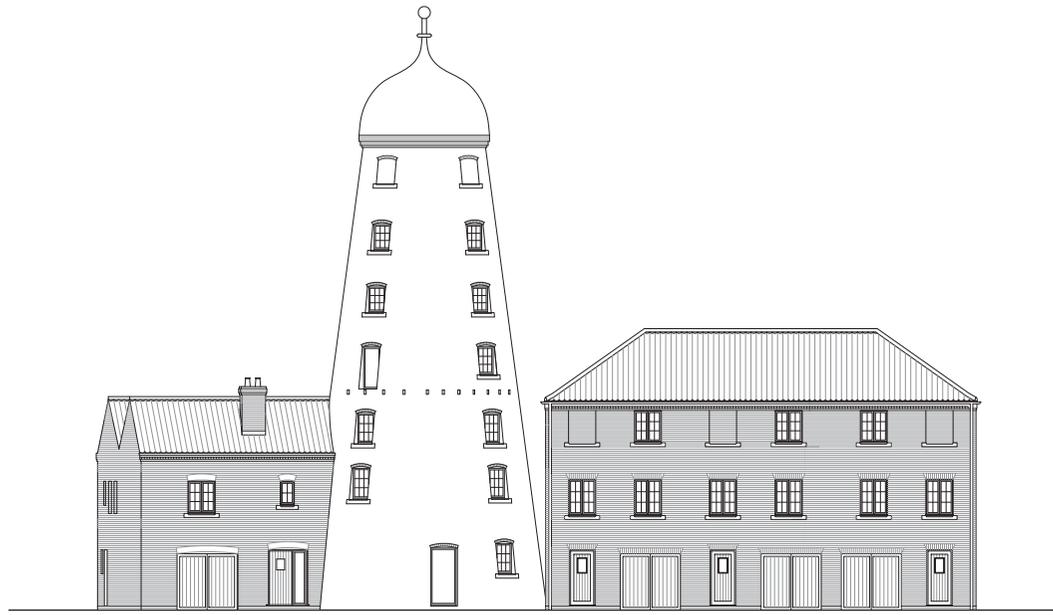
Project Title:
 Residential Development at
 MILL VIEW phase 3
 BARTO UPON HUMBER

Drawing Title:
 SITE PLAN

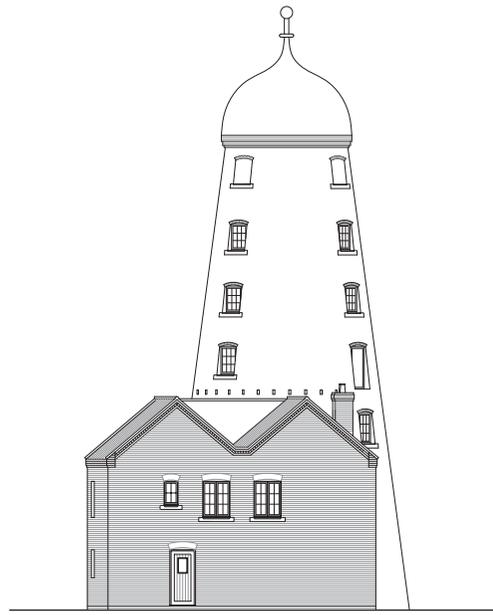
Drawn by: MdS Date: 12.04.17 Scale: 1/250 @ A3

Drawing No: MV / 148 / 04

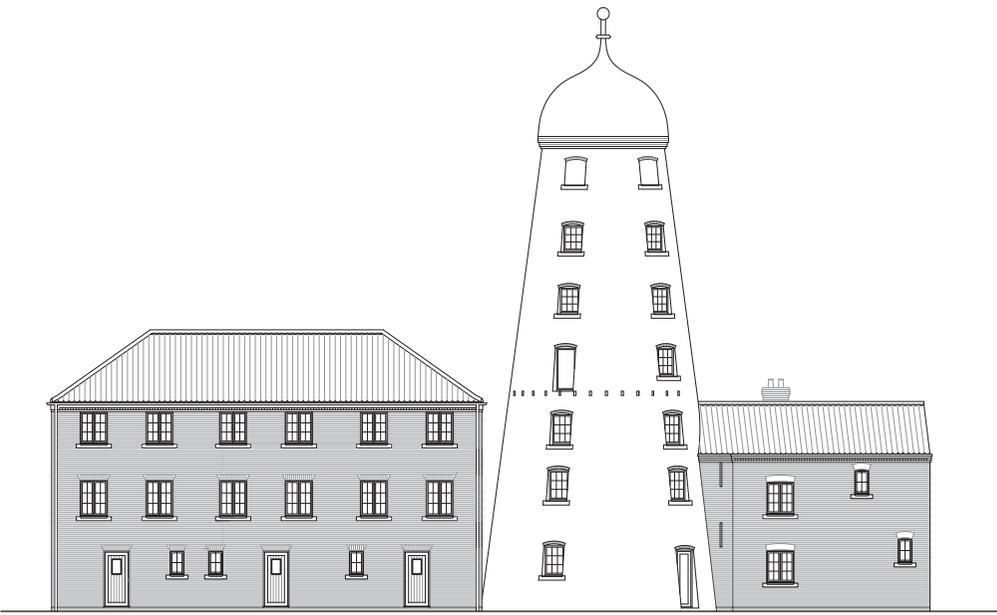
AMENDED



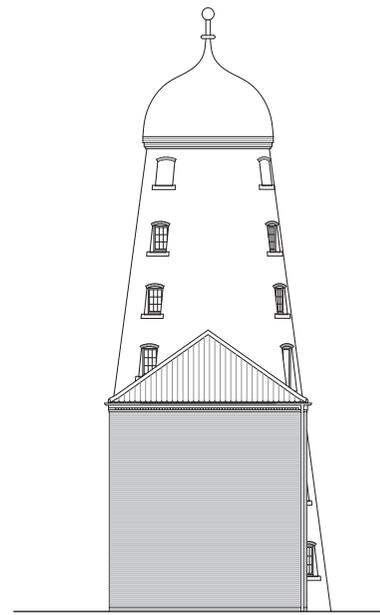
NORTH ELEVATION



EAST ELEVATION



SOUTH ELEVATION



WEST ELEVATION

D	UPDATED SCHEME	MdS	28.08.20
C	Updated for re-submission	MdS	13.03.20
B	Updated for re-submission	MdS	22.10.19
A	Updated for Planning	MdS	16.05.18

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Residential Development at
 MILL VIEW phase 3
 BARTON UPON HUMBER

PROPOSED
 ELEVATIONS

MdS	12.04.17	1/100@A1
MV / 148 / 21		D