

Redcar and Cleveland Borough Council

Planning (Development Management)

APPLICATION NUMBER:	R/2023/0837/LB
LOCATION:	NORMANBY HALL NORMANBY HALL PARK NORMANBY MIDDLESBROUGH TS6 0HH
PROPOSAL:	LISTED BUILDING CONSENT FOR CONVERSION OF FORMER CARE HOME INTO 11 RESIDENTIAL APARTMENTS

[Planning Application Details](#)

APPLICATION SITE AND DESCRIPTION

Permission is sought for listed building consent for conversion of former care home into 11 residential apartments.

The application relates to Normanby Hall, Normanby Hall Park, Normanby. The Grade II country house is set in 2.8 hectares of parkland. The vacant building was last used as a care home. The application site is located within a residential area containing a mix of large detached two storey dwellings, semi detached dwellings, terraced dwellings, dormer bungalows and bungalows. The site is accessed via an access track extending off Normanby Hall Park to the north of the site. The parkland contains mature tree covered particularly to the north, north east and south east of the hall. Many of the trees are protected by Tree Preservation Order 34 which includes individual and groups of trees. The site also contains a partly-culverted watercourse.

This application seeks listed building consent to carry out works to allow the conversion of the building into 11 apartments. The supporting Heritage Statement provides details of the proposed alterations which include:

- A) Refurbishment & repair to existing roof & first floor structure
- B) Retention and renovation of existing stair & replacement of lift with new
- C) Conservation standard repairs throughout the building and reinstatement of original architectural features.
- D) Opening up of existing walls to form wider openings & doorways
- E) Removal of modern partition walls not required for new layout and / or of sub-standard acoustic / thermal properties
- F) Closure / infill of internal & external existing doorways not required in new design
- G) Insertion of roof lights to 1.5 storey north wing
- H) Replacement of mechanical and electrical systems

The application has been accompanied by a site location plan, existing and proposed elevation and floor plan drawings, a Structural Report, Heritage Statement and Design and Access Statement.

DEVELOPMENT PLAN

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

NATIONAL PLANNING POLICIES

National Planning Policy Framework (NPPF)

REDCAR & CLEVELAND LOCAL PLAN (2018)

HE 2 Heritage Assets

PLANNING HISTORY

R/2023/0836/FFM - Change of use of former care home to 11no. apartments, erection of 14 no. 2.5 storey dwellings and 7 no. 2 storey dwellings, including associated community spaces, car parking and infrastructure – pending consideration

RESULTS OF CONSULTATION AND PUBLICITY

This listed building consent application was submitted at the same time the full application (R/2023/0836/FFM). However, a structural survey wasn't received until June 2024 which enabled the listed building consent to be a valid application and subsequent consultation period. The different timing of the dates valid and public consultation has resulting in many comments relating to the development of the grounds and confusion around the proposals.

The application has been advertised by means of a press notice, site notice and neighbour notification letters.

As a result of the consultation period 95 written representations have been received. 92 comments objecting to the application, 1 in support and 2 neutral comments.

The majority of the objection comments received relate to the concerns of the development of the site in terms of:

- *Removal of TPO'd trees*
- *Object to ground work associated with non-listed building segment*
- *Privacy concerns*
- *Access and highway concerns*
- *Visual amenity*
- *Loss of Biodiversity*
- *Geological conservation*
- *Flood risk*

- *Out of character*
- *Strain on local infrastructure*
- *Noise and air pollution*

Some of the objectors to the development of the site support the redevelopment of the hall. Comments such as:

- *Great to see site turned into something, will look amazing*
- *No objections to the design for the hall*
- *Support hall development*

Ward Members

Councillor Pugh

Comments received 19/07/2024

Unfortunately, after closely analysing these new plans, I'm compelled to make an objection as again, proposals have been made to redevelop Normanby Hall and it's surroundings which are not fit for purpose.

Here's just a few of the issues with this application in its current form:

- Like the original application, there is little to no consideration of the protected woodland. The standing tree preservation orders on the site need to be part of any planning application, otherwise it's not fit for purpose.

- The application is not in line with the Councils local plan, which states proposals for a conservation-led scheme incorporating sensitive residential development of up to approximately 25 dwellings within the grounds of Normanby Hall and lists requirements including restoration and sustainable management of woodland and parkland areas; "achieving a development which is sympathetic to the listed building and its setting and minimises disturbance to protected trees, valuable woodland and important wildlife areas." This application makes no consideration of the impact on protected trees the woodland, or on the wildlife. In terms of wildlife, it appears the application doesn't properly accommodate for the issue of bats nesting in the roof of Normanby Hall.

- This application doesn't properly consider access to the site. It does not state how workers will access the site to carry out the redevelopment, or for future residents to access their properties. It also doesn't seem to include car parking, which must surely be a necessity for the Hall?

I look forward to a future submission by the developer that is more acceptable. As a local Councillor, I want to see this site redeveloped, and so do the majority of local residents. But, any proposals must carefully consider the issue of site access, wildlife on the site, and not violate the standing tree preservation orders. Serious consideration needs to be given to the ability of

local highways, particularly Normanby Hall Park and Ormesby Road, to handle a significant increase in local road users.

Councillor McInnes

Comments received 19/07/2024

I'm objecting to the planning proposal R/2023/0837/LB – Normanby Hall Park. The current and previous application with issues around increase traffic, access and destroying the local environment, are both clearly unacceptable. Whilst there is a clear need for the Hall and site to be developed, the proposals must be suitable and co-existing with the surrounding areas. The proposed development will put further strain on the existing infrastructure in our local area: Schools, local GP and dental services will all be stretched beyond their current levels.

Normanby Hall Park, Coach House Mews and Cricket Lane were not designed to accommodate a large increase in traffic flow and there is currently an issue on Cricket Lane with increase capacity and speed. My opinion is the 11 suggested units are an over-development of the Hall and are NOT appropriate in keeping with the surrounding areas, but I would happily approve a slightly less amount to make the more exclusive. My biggest concern is the preservation of the surrounding woodland, especially the trees with current TPO protection, what firm guarantee's can be giving in assuring these trees are protected and not damaged before and during the development,

Redcar and Cleveland Borough Council (Planning Strategy) (Conservation Advisor)

Comments received 10/12/2024

No objection as the revised proposal is considered to comply with Policy HE2 of the adopted Local Plan. The application to convert Normanby Hall is welcomed and timely, it being evident after multiple site visits that the building is now in a parlous state and requires serious structural matters to be addressed. It is however essential that a legal agreement is in place to ensure the work to the hall proceeds in a timely manner, and to ensure compliance with Policy H3.7 of the adopted Local Plan.

The submitted Heritage Statement covers matters linked to both the proposed alterations to the hall and impacts on setting as a consequence of the proposed surrounding development. Although this application strictly relates to proposals for the historic building, for the sake of completeness and clarity this response also considers the development element.

Normanby Hall

The conversion scheme preserves the fundamentals of the layout, meaning typology of the interior is preserved. The amount of historic fabric to be

removed is minimised, with some internal walls having already being subject to substantial alteration.

The exterior remains largely unchanged aside from the insertion of some classically proportioned windows in the rear wall of the hall. A key point is the preservation of remaining fireplaces and chimney breasts, which despite subdivision are important in illustrating the original layout.

Other elements such as the remains of the back stairs and cladding/joinery in an room adjoining those stairs are now regrettably only rotten and charred timbers as a result of fire damage and water ingress, caused by a substantial roof leak and trespass as a result of the building being unoccupied for the past decade and more, further evidencing the urgency of the situation. Aside from internal alterations to facilitate the new layout, repairs such as those to the roof are welcomed and essential if the building is to be preserved.

Due to the condition of the building and accessibility issues, it is clear that final details of finish cannot be confirmed until there has been an assessment of historic material that cannot be saved such as sections of historic plaster. Other items such as historic cornicing are not proposed to be restored but it is understood they will be preserved in-situ, being covered with modern ceilings. Whilst such an approach will have an impact on the internal proportions of rooms, it is acknowledged that economic factors mean efforts are best directed to addressing structural and water ingress matters, with the preservation of remaining internal features meaning they could be re-exposed in the future.

Housing Development

Surrounding development has taken cues from the style of Ignatius Bonomi, who designed the hall itself and numerous other buildings in the region including a cluster of dwellings in nearby Wilton Village. Pyramidal roof structures are key Bonomi trait and the addition of Italianate style masonry window surrounds add a reminiscent characteristic to front elevations. It is also notable how that detail has been applied to some end elevations, as seen in house type A1, which means that blank walls are avoided.

The overall result is that despite varying orientations, the surrounding housing all appears to face the hall and its grounds, thus avoiding the appearance of a scheme that has been “shoe-horned” in despite the relatively high density. The omission of chimney stacks is a clear departure from tradition, though may be considered a more honest approach and their absence is not thought to be harmful, key characteristics being the balanced outlines of houses and the detailed facades.

Boundary treatments do however merit detailed consideration. It is noted that the most prominent stretches are of brick with pillars and close boarded timber section infills and a solid, entirely traditional, wall would be preferable. Lengthy sections of close boarded timber fencing are less prominent but still visible from the forward curtilage of the hall, which will result in a harmful suburban backyard type aesthetic that must be avoided, though it is

anticipated that a condition to confirm/vary boundary treatments can address that matter.

Landscaping and Drainage

Proposals to reintroduce formal landscaping to the forward curtilage of the hall to act as a buffer between it and the housing development should result in an enhancement to setting, addressing the dereliction of the remaining surrounding parkland. The landscaping appears however to incorporate a pond, understood to be necessary for drainage purposes and its location appears to intercept the historic culverted stone lined watercourse, which has recently been uncovered. Although the imposition of a body of water into the landscaping is accepted, its interface with the historic culvert must be addressed sympathetically as that watercourse can be considered a historic curtilage structure within the grounds of the hall, thus falling within the listing designation.

With regard to the central lawn proposed to be formed, the scheme does not exactly replicate the historic layout of what is indicated by historic mapping to have been rather plain landscaping, immediate views from the hall appearing to consist of a lawn curtailed by tree planting, rather than longer distance vistas. It is not therefore inappropriate that this landscaping scheme largely preserves that lawn. The benefit of traversing it with pathways and adding a central feature is that it provides a focal point, so views of the façade of the hall are elevated beyond merely being an opposing view to the new housing and it thus helps to retain its prominence as the focal point of the development.

Therefore, due to the level of exploratory work required before final details can be confirmed, the following conditions are suggested:

Suggested Conditions

The Historic Hall

- Prior to insertion of steels in the north western corner to rectify structural issues, full details together with a method statements for outlining how they will be affixed and how the masonry will be repaired, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

- Prior to installation of all new internal partition walls, doors and infilling/covering of any voids, full details of materials, together with method statements for outlining how they will be affixed, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

• *Prior to internal re-finishing of walls, ceilings and floor, full details of materials together with method statements for outlining how they will be affixed, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

• *Prior to repairs of the roof structure, a condition survey of the timbers shall be submitted to the local planning authority identifying which timbers are to be replaced or repaired, together with a method statement outlining how the work will be executed, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

• *Prior to re-roofing, full details of materials together with method statements outlining how the work will be carried out, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

• *New apertures in external walls are to be created in accordance with detailed method statements outlining how they will be created, which shall be submitted to and approved in writing by the local planning authority prior to their creation. Full details of windows and doors to be inserted in those openings shall be submitted to an agreed in writing with the Local Planning Authority The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan. Housing Development

• *Notwithstanding the submitted boundary treatments, details shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• *Notwithstanding the submitted garage details, the garages shall be roofed in slate with details to be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.*

REASONS: To safeguard the setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• Prior to the construction of any hard surfacing, full details and/or samples of all materials to be used shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASON: To safeguard the setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• Prior to the construction of any garages above ground level, full details and/or samples of all materials including bricks, masonry, rainwater gutters and pipes and doors, to be used in the external elevations, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASON: To safeguard the setting of the listed building as required by Policy HE2 of the adopted Local Plan. 4

• Prior to the construction of any dwellings above ground level, full details and/or samples of all materials including bricks, masonry, roof tiles/slates, rainwater gutters and pipes, balconies and railings, windows and doors, to be used in the external elevations and for the roof, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASON: To safeguard the setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• Prior to the construction of the dwelling roofs, full details of eaves finishing drawn at 1:20 shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASON: To safeguard the setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• Notwithstanding the provisions of the Town and Country Planning General Development Order, 1995 (or any Order revoking or re-enacting that Order), no fences, gates, walls of any other means of enclosure shall be erected within the curtilage of any dwellinghouse, without the prior written consent of the Local Planning Authority. REASON: To safeguard the setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order, 1995, (or any Order revoking or re-enacting that Order) no enlargement of the dwellings the subject of this permission shall be carried out without the express consent of the Local Planning Authority.

REASON: To safeguard setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• Notwithstanding the provisions of the Town and Country Planning General Development Order, 1995 (or any Order revoking or re-enacting that Order), no detached buildings shall be erected within the curtilage of the dwelling(s) the subject of this permission, without the express consent of the Local Planning Authority.

REASON: To safeguard setting of the listed building as required by Policy HE2 of the adopted Local Plan. Landscaping and Drainage

• Prior to construction of any hard surfaces / pathways / roads in pursuance of this permission, details and/or samples of all materials to be used shall be submitted to and agreed in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASON: To preserve and enhance the setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• Prior to installation of any, details of the feature sculpture shall be submitted to and agreed in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASON: To preserve and enhance the setting of the listed building as required by Policy HE2 of the adopted Local Plan.

• The attenuation pond is to be created in accordance with a detailed method statements outlining how it will be incorporated into the existing historic culver, which shall be submitted to and approved in writing by the local planning authority prior to its construction. The development shall be completed in accordance with the approved details.

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

CONSIDERATION OF PLANNING ISSUES

The main issue to consider is the impact of the alterations upon the significance on the listed building in terms of its historical and architectural fabric.

The proposals have been assessed by the Council's Conservation Advisor. The officer welcomes the application to convert Normanby Hall. After multiple site visits the Conservation Advisor notes the building is now in a parlous state and requires serious structural matters to be addressed.

The conversion scheme preserves the fundamentals of the layout, meaning typology of the interior is preserved. The amount of historic fabric to be

removed is minimised, with some internal walls having already being subject to substantial alteration.

The exterior remains largely unchanged aside from the insertion of some classically proportioned windows in the rear wall of the hall. A key point is the preservation of remaining fireplaces and chimney breasts, which despite subdivision are important in illustrating the original layout.

Other elements such as the remains of the back stairs and cladding/joinery in a room adjoining those stairs are now regrettably only rotten and charred timbers as a result of fire damage and water ingress, caused by a substantial roof leak and trespass as a result of the building being unoccupied for the past decade and more, further evidencing the urgency of the situation. Aside from internal alterations to facilitate the new layout, repairs such as those to the roof are welcomed and essential if the building is to be preserved.

Due to the condition of the building and accessibility issues, it is clear that final details of finish cannot be confirmed until there has been an assessment of historic material that cannot be saved such as sections of historic plaster. Other items such as historic cornicing are not proposed to be restored but it is understood they will be preserved in-situ, being covered with modern ceilings. Whilst such an approach will have an impact on the internal proportions of rooms, it is acknowledged that economic factors mean efforts are best directed to addressing structural and water ingress matters, with the preservation of remaining internal features meaning they could be re-exposed in the future.

The Conservation Advisor has suggested several conditions which will be included as part of the approval. In light of the Conservation Advisors supporting comments, it is considered the proposed alterations will help preserve the buildings historic fabric and they are in accordance with Redcar and Cleveland Borough Council Local Plan Policy HE2.

CONCLUSION

The proposed development will not have a detrimental impact on the special architectural or historic interest of the Grade II listed building. Therefore, the proposed development is considered to accord with the requirements of all relevant Local Plan policies, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Areas) Act 1990.

RECOMMENDATION

Taking into account the content of the report the recommendation is to:

GRANT LISTED BUILDING CONSENT subject to the following conditions:

1. The development shall not be begun later than the expiration of **THREE YEARS** from the date of this permission.

REASON: Required to be imposed pursuant to section 18 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:
 - Location plan Amended 14 01 2025 received by the Local Planning Authority on 14/01/2025
 - Proposed Normanby Hall Elevations received by the Local Planning Authority on 05/12/2023
 - Proposed Normanby Hall Ground Floor received by the Local Planning Authority on 05/12/2023
 - Proposed Normanby Hall First Floor received by the Local Planning Authority on 05/12/2023
 - Structural Report received by the Local Planning Authority on 06/06/2024

REASON: To accord with the terms of the planning application.

3. Prior to insertion of steels in the north western corner to rectify structural issues, full details together with a method statements for outlining how they will be affixed and how the masonry will be repaired, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

4. Prior to installation of all new internal partition walls, doors and infilling/covering of any voids, full details of materials, together with method statements for outlining how they will be affixed, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

5. Prior to internal re-finishing of walls, ceilings and floor, full details of materials together with method statements for outlining how they will be affixed, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

6. Prior to repairs of the roof structure, a condition survey of the timbers shall be submitted to the local planning authority identifying which

timbers are to be replaced or repaired, together with a method statement outlining how the work will be executed, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

7. Prior to re-roofing, full details of materials together with method statements outlining how the work will be carried out, shall be submitted to and approved in writing by the local planning authority. The development shall be completed in accordance with the approved details.

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

8. New apertures in external walls are to be created in accordance with detailed method statements outlining how they will be created, which shall be submitted to and approved in writing by the local planning authority prior to their creation. Full details of windows and doors to be inserted in those openings shall be submitted to an agreed in writing with the Local Planning Authority. The development shall be completed in accordance with the approved details.

REASONS: To safeguard the special character of the listed building as required by Policy HE2 of the adopted Local Plan.

STATEMENT OF COOPERATIVE WORKING

Statement of Co-operative Working: The Local Planning Authority considers that the application as originally submitted is a satisfactory scheme and therefore no negotiations have been necessary.