

Planning and Heritage Statement



Conversion of one house into two
flats
at
1 Maltkiln Row, Cawthorne,
Barnsley, S75 4HH

September 2023

Document Control Sheet

Client	Jowett House Farms Ltd
Project Reference	4343
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Planning and Design Heritage Team

Jon Millhouse is a Director at Planning & Design Practice. Jon is a Chartered Town Planner, member of the Royal Town Planning Institute (RTPI) and a Full member of the Institute of Historic Building Conservation (IHBC), Jon joined Planning & Design Practice in 2004 after gaining a First in Environmental Design and Conservation at Oxford Brookes University. He has since carried out further training in Urban Design at Birmingham City University and completed the RIBA Conservation Course.

Lindsay Cruddas qualified as a RIBA Chartered Architect in 2012, after receiving her degrees in architecture at Leeds Metropolitan University. She has a specialist knowledge and interest in historic building conservation, reuse of redundant buildings and residential design. In 2018, Lindsay obtained accreditation to the RIBA Conservation Register as a Specialist Conservation Architect, of which there are currently only 141 in the country.

Ruth Gray joined Planning & Design Practice as a Heritage Consultant in October 2021, having gained a distinction for Master of Public History and Heritage at the University of Derby. Ruth uses her extensive research skills to compile Heritage Impact Assessments as well as heritage support and advice to clients. Ruth has gained detailed historical local built environment knowledge from her work as an illustrative artist of heritage buildings.

1 INTRODUCTION

- 1.1** Planning & Design Practice were commissioned by Jowett House Farms Ltd to prepare a Heritage Statement for 1 Maltkiln Row, Cawthorne, Barnsley, S75 4HH. Jowett House Farms Ltd propose to subdivide 1 Maltkiln Row to provide two flats.
- 1.2** 1 Maltkiln Row is situated within the Cawthorne Conservation Area. Policy C8 of the Cawthorne Neighbourhood Development Plan, July 2021 Protecting Non Designated Heritage Assets identified Maltkiln Row for protection as a non-designated heritage asset. Development proposals which have an effect on any such assets will be assessed having regard to the scale of any proposed harm or loss and the significance of the asset.
- 1.3** This report briefly sets out the historic development of the location and assesses the significance of the building. A site visit was undertaken on September 11, 2023.



Figure 1 Showing the front elevation.

2 DOCUMENTARY RESEARCH

- 2.1** Documentary and cartographic research has been used to inform the assessment. The assessment of the building in its historic context has been informed by various publications including the Barnsley Local Plan (Adopted January 2019) which is the development plan for the Barnsley

District. Policies relevant to the historic environment and the proposed scheme are listed below. Historical Journals and the following sources and publications have also been consulted:

- South Yorkshire Local Heritage List.¹
- Heritage Gateway.
- Historic Ordnance Survey Maps.
- Historic England Listings.
- The Setting of Heritage Assets Historic Environment Good Practice Advice in Planning Note 3 (Second Edition)
- Research undertaken and submitted for application (2021/1151)²
- Barnsley Local Plan Supplementary Planning Document Cawthorne Village Design Statement³
- Cawthorne Conservation Area Appraisal and Management Plan, February 2020⁴
- Cawthorne Neighbourhood Development Plan, July 2021

3 POLICY CONTEXT

- 3.1** The nature of heritage assets and the potential impact upon them through development are both very varied. Heritage assets include both designated heritage assets – such as listed buildings, scheduled ancient monuments and conservation areas – and non-designated heritage assets, a category that includes locally listed buildings, field systems, buried archaeological remains and views. Non-designated heritage assets are buildings, monuments, sites, places, areas, or landscapes identified by plan-making bodies as having a degree of heritage significance meriting

¹ <https://local-heritage-list.org.uk/south-yorkshire>

² Roberts, Ian. Jowett House Farm Dovecot Cawthorne, South Yorkshire Written Scheme of Investigation For Archaeological Building Recording and a Watching Brief

³ <https://www.barnsley.gov.uk/media/17704/cawthorne-design-statement-spd-august-2019.pdf>

⁴ <https://www.barnsley.gov.uk/media/26057/cawthorne-conservation-area-appraisal.pdf>

consideration in planning decisions, but which do not meet the criteria for designated heritage assets.⁵

3.2 The significance of heritage assets is assessed in terms of the following values, as set out in National Planning Policy Practice Guidance:⁶

- *‘Archaeological interest: As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.*
- *architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.*
- *historic interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation’s history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.’*

Listed Buildings and Conservation Areas Act 1990

3.3 Section 69 (1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states;

⁵ Paragraph: 007 Reference ID: 18a-007-20190723 Revision date: 23 07 2019

⁶ <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>

‘in respect of Conservation Areas “every local planning authority shall from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance.”

3.4 Section 72 of the same Act states that in exercise of planning functions;

‘special attention shall be paid to the desirability of preserving or enhance the character or appearance of that area.’

The National Planning Policy Framework

3.5 Paragraph 190 of the National Planning Policy Framework (NPPF) advises that:

‘Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay, or other threats. This strategy should take into account:

(a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;

(b) the wider social, cultural, economic, and environmental benefits that conservation of the historic environment can bring;

(c) the desirability of new development making a positive contribution to local character and distinctiveness; and

(d) opportunities to draw on the contribution made by the historic environment to the character of a place.’

3.6 Paragraph 194 of the NPPF advises:

‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their

significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.'

3.7 Paragraph 197 of the NPPF advises that:

'In determining planning applications, local planning authorities should take account of:

- *the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.*
- *the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- *the desirability of new development making a positive contribution to local character and distinctiveness.'*

3.8 Paragraph 199 of the NPPF notes:

'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'

Impacts can of course be positive, negative, or neutral.

3.9 Paragraph 200 of the NPPF advises 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:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.'*

3.10 Paragraph 201 of the NPPF advises 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.’*

3.11 Paragraph 202 of the NPPF advises 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 including, where appropriate, securing its optimum viable use.’

3.12 Paragraph 206 of the NPPF states:

‘Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.’

Planning Practice Guidance

3.13 Paragraph 002 of the PPG states:

‘Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in everyday use and as yet undiscovered, undesignated buried remains of archaeological interest. In the case of buildings, generally the risks of

neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time... Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past.'

3.14 Paragraph 016 of the PPG states:

"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, the National Planning Policy Framework (paragraph 196) requires that this harm should be weighed against the public benefits of the proposal including, where appropriate, securing the optimum viable use of that asset. Where a heritage asset is capable of having a use, then securing its optimum viable use should be taken into account in assessing the public benefits of a proposed development. 'Area-based' designated heritage assets such as World Heritage Sites and conservation areas will not themselves have a single use (though any individual heritage assets within them may). Therefore, securing the optimum viable use of the area-based asset as a whole is not a relevant consideration in assessing the public benefits of development proposals affecting such heritage assets. However, securing the optimum viable use of any individual heritage assets within the area-based designated heritage asset may still be a relevant consideration".

3.15 Paragraph 020 of the PPG states

'The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal.

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits,

for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- *sustaining or enhancing the significance of a heritage asset and the contribution of its setting*
- *reducing or removing risks to a heritage asset*
- *securing the optimum viable use of a heritage asset in support of its long term conservation'*

Barnsley Adopted Local Plan.

3.16 Policy H4 Residential Development on Small Non-allocated Sites:

'Proposals for residential development on sites below 0.4 hectares (including conversions of existing buildings and creating dwellings above shops) will be allowed where the proposal complies with other relevant policies in the Plan.'

3.17 Policy HE1 The Historic Environment

We will positively encourage developments which will help in the management, conservation, understanding and enjoyment of Barnsley's historic environment, especially for those assets which are at risk This will be achieved by: -

'a. Supporting proposals which conserve and enhance the significance and setting of the borough's heritage assets, paying particular attention to those elements which contribute most to the borough's distinctive character and sense of place.

These elements and assets include: -

- *The nationally significant industrial landscapes of the Don Valley which includes Wortley Top Forge and its associated water management system.*
- *Elsecar Conservation Village, its former ironworks and its workshops which were once part of the Fitzwilliam Estate.*

- *A number of important 18th and 19th century designed landscapes and parks including Wentworth Castle parkland (the only grade I Registered Park and Garden in South Yorkshire), and Cannon Hall Park.*
- *The well-preserved upstanding remains of the Cluniac and Benedictine monastery at Monk Bretton.*
- *18 designated conservation areas of special and architectural interest including three town centre conservation areas, as well as large areas incorporating Stainborough Park, Cawthorne, Penistone and Thurlstone.*
- *The 17th century Rockley Blast Furnace and its later engine house.*
- *Gunthwaite Hall Barn, a large 16th century timber framed barn.*
- *Barnsley Main Colliery Engine House and Pithead structures.*
- *The 17th century Worsbrough Mill (the only historic working water mill in South Yorkshire).*

Relatively widespread evidence of pre-historic settlements, and occupation which are often archaeological and below ground but sometimes expressed as physical or topographic features. The boroughs more rural western and Pennine fringe characterised by upland and (often) isolated settlements or farmsteads surrounded by agricultural land and dominated by historic and vernacular buildings built from local gritstone.

By ensuring that proposals affecting a designated heritage asset (or an archaeological site of national importance such as a Scheduled Ancient Monument) conserve those elements which contribute to its significance. Harm to such elements will be permitted only where this is outweighed by the public benefits of the proposal. Substantial harm or total loss to the significance of a designated heritage asset (or an archaeological site of national importance) will be permitted only in exceptional circumstances where there is a clearly defined public benefit.

By supporting proposals that would preserve or enhance the character or appearance of a conservation area. There are 18 conservation areas in the borough, and each is designated for its particular built and historic significance. This

significance is derived from the group value of its constituent buildings, locally prevalent styles of architecture, historic street layouts and its individual setting which frequently includes views and vistas both into and out of the area. Particular attention will be given to those elements which have been identified in a Conservation Area Appraisal as making a positive contribution to its significance.

By ensuring that proposals affecting an archaeological site of less than national importance or sites with no statutory protection conserve those elements which contribute to its significance in line with the importance of the remains. In those cases where development affecting such sites is acceptable in principle, mitigation of damage will be ensured through preservation of the remains in situ as a preferred solution. When in situ preservation is not justified, an understanding of the evidence to be lost must be gained in line with the provisions of Policy HE6.

By supporting proposals which conserve Barnsley's non-designated heritage assets. We will ensure that developments which would harm or undermine the significance of such assets, or their contribution to the character of a place will only be permitted where the benefits of the development would outweigh the harm.

By supporting proposals which will help to secure a sustainable future for Barnsley's heritage assets, especially those identified as being at greatest risk of loss or decay.

3.18 Policy HE2 Heritage Statements and general application procedures

'Proposals that are likely to affect known heritage assets or sites where it comes to light there is potential for the discovery of unrecorded heritage assets will be expected to include a description of the heritage significance of the site and its setting. This description will need to include an appropriate but proportionate level of detail that allows an understanding of the significance of the asset but no more than is necessary to understand the impact of the proposal. For sites with significant archaeological potential, a desk-based assessment may be required in line with the provisions of Policy HE6. Applications made in outline form will not be accepted for proposals which will affect a conservation area, a listed building or any other designated heritage asset. In such cases, sufficiently detailed plans and drawings to enable an assessment to be made of the likely

impact of the development upon the significance of any heritage assets affected will be required.'

3.19 Policy HE3 Developments affecting Historic Buildings

'Proposals involving additions or alterations to listed buildings or buildings of evident historic significance such as locally listed buildings (or their setting) should seek to conserve and where appropriate enhance that building's significance. In such circumstances proposals will be expected to: Respect historic precedents of scale, form, massing, architectural detail and the use of appropriate materials that contribute to the special interest of a building. Capitalise on opportunities to better reveal the significance of a building where elements exist that detract from its special interest.'

3.20 Policy HE6 Archaeology

'Applications for development on sites where archaeological remains may be present must be accompanied by an appropriate archaeological assessment (including a field evaluation if necessary) that must include the following: Information identifying the likely location and extent of the remains, and the nature of the remains; An assessment of the significance of the remains; and Consideration of how the remains would be affected by the proposed development. Where preservations of the remains are not justified, permission will be conditional upon:- Archaeological recording of the evidence (including evidence that might be destroyed), whether buried remains or part of a standing structure or building; Analysis of the information gathered; Interpretation of the results gained; Public dissemination of the results; and Deposition of the resulting archive with an appropriate museum or archive service.'

4 SITE DESCRIPTION

- 4.1** 1 Maltkiln Row is part of a historic terrace situated in the centre of Cawthorne village. Cawthorne is a commuter village located 4 miles to the north west of Barnsley. It sits on the south side of a shallow valley with the Cawthorne Dike and Daking Brook at its bottom, and lies on Coal Measures sandstone. It is surrounded by agricultural land and the historic parkland of Cannon Hall, a Grade II listed Registered Park and Garden. The Cawthorne Conservation Area was first designated in 1970 by the West Riding County Council. Its boundary was extended in February 1979.

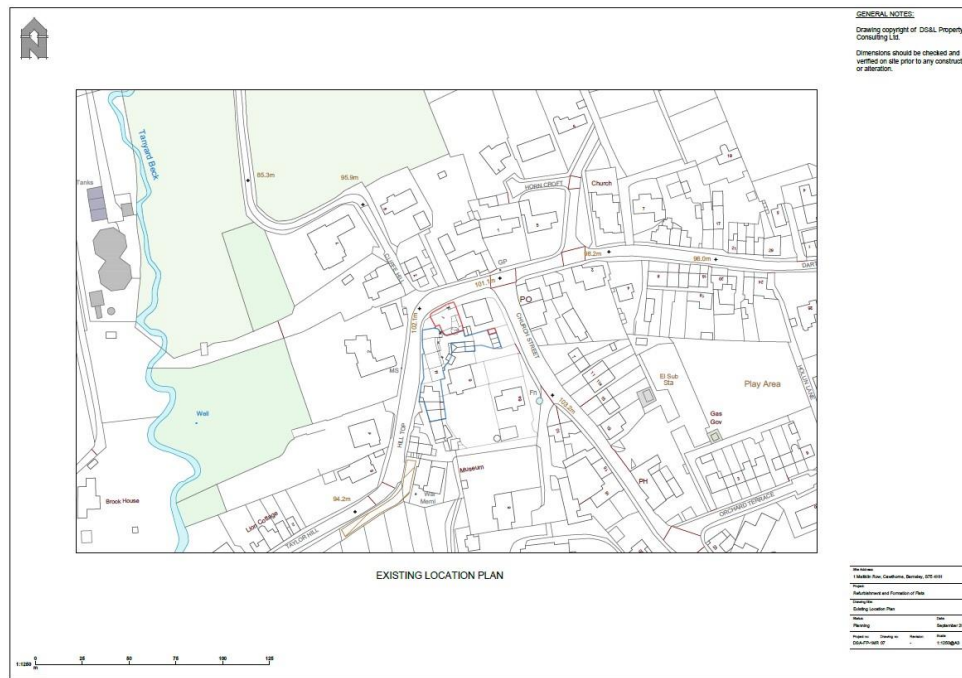


Figure 2 Site location plan image provided by Davy Stone Associates.

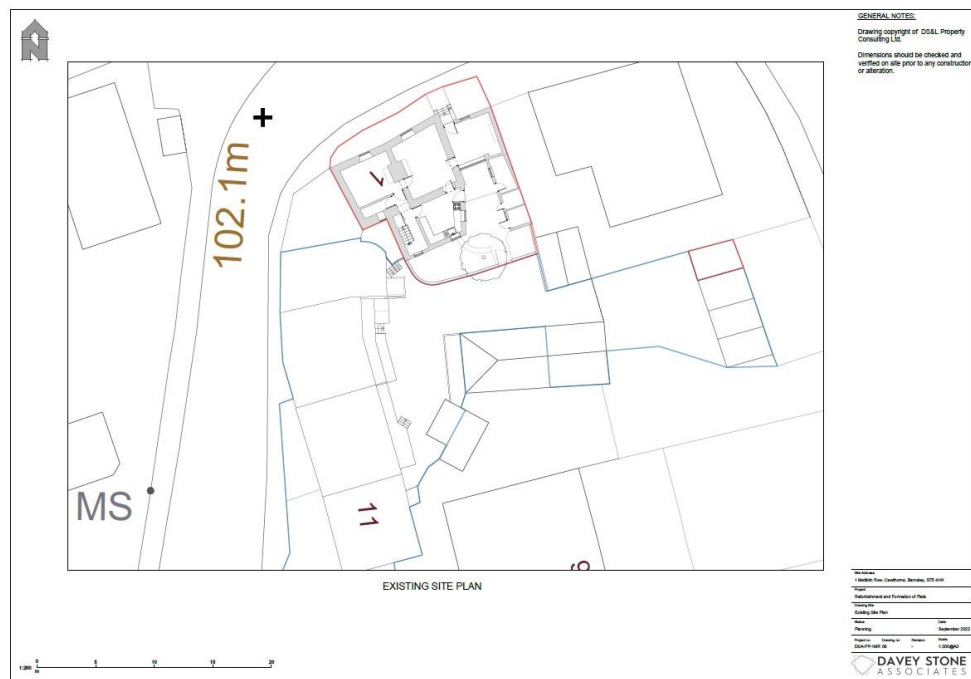


Figure 3 Existing site plan image provided by Davy Stone Associates.

5 THE PROPOSED DEVELOPMENT

- 5.1** It is proposed to subdivide 1 Maltkiln Row into two flats, which will require the formation of a new external door. A new parking space will be created to the rear of the property (second space to be within an adjacent garage).

6 HERITAGE SIGNIFICANCE

6.1 Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent, and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.⁷

6.2 Paragraph 018 of the Planning Practice Guidance states

‘What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset.’

6.3 The NPPF defines:

“significance” as:

‘The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.’

“Setting” as:

‘The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.’

Timeline

⁷ Paragraph: 007 Reference ID: 18a-007-20190723 Revision date: 23 07 2019



Figure 4 Bingley, J. ; Teesdale, Henry 1828.



Figure 5 1855 OS.

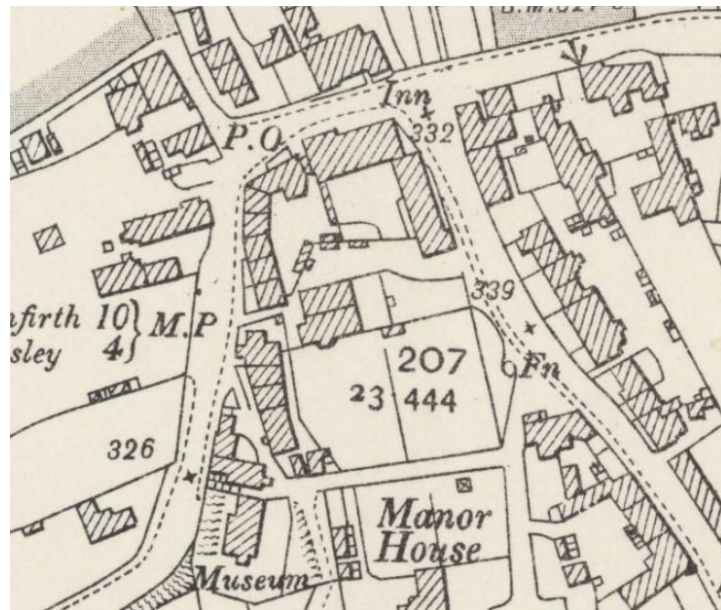


Figure 6 1893 OS. Showing Maltkiln Row divided into separate cottages.



Figure 7 1931 OS.

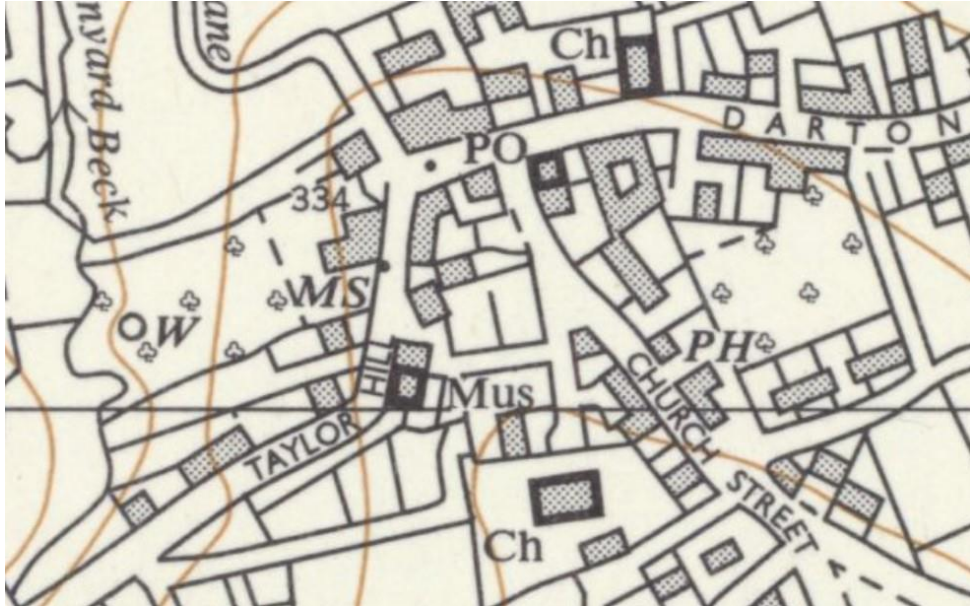


Figure 8 1963 OS.



Figure 9 Map of Cawthorne showing the non-designated heritage assets where Malkiln Row is number 3.⁸

⁸ Cawthorne Neighbourhood Development Plan, July 2021

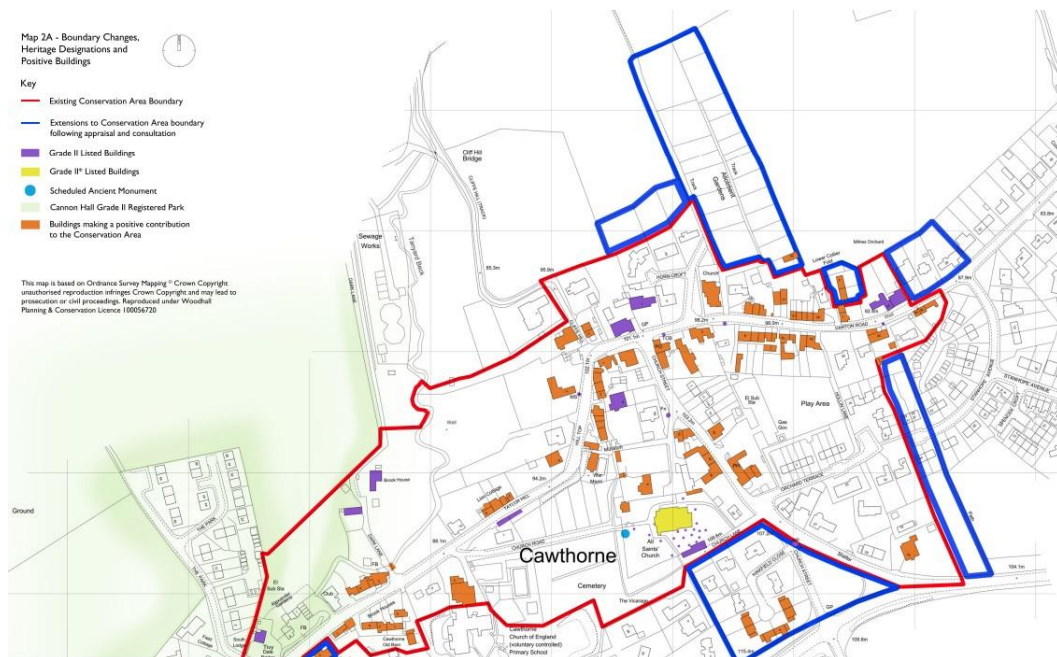


Figure 10 Showing heritage designations. Buildings marked orange make a positive contribution to the conservation area. Purple are Grade II listed buildings, yellow Grade II* (Maltkiln Row is shaded orange).

- 6.4** Maltkiln Row was originally built as malt kilns and brewery buildings including 2 cottages. It was converted into miners' cottages in the early 19th century: The cottages are constructed from local sandstone and have stone slate roofs. The Cawthorne Neighbourhood Development Plan Steering Group and Parish Council have placed Maltkiln Row on a prepared list of non-designated heritage assets for consideration by Barnsley Metropolitan Borough Council.⁹ They are considered significant for their age, their value as a group and as an important example of Cawthorne's heritage architecture and malt house history.
- 6.5** Currently internally the property is outdated and in need of modernisation in order to be made habitable for the present day as the following images illustrate.

⁹ Cawthorne Neighbourhood Development Plan, July 2021



Figure 11 Ground floor living room



Figure 12 Ground floor reception room.

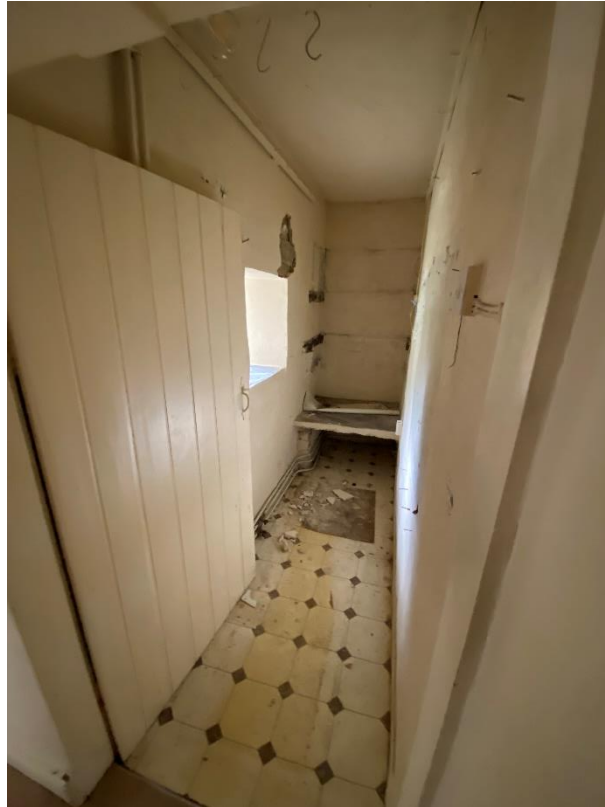


Figure 13 Ground floor pantry.



Figure 14 Ground floor kitchen space.

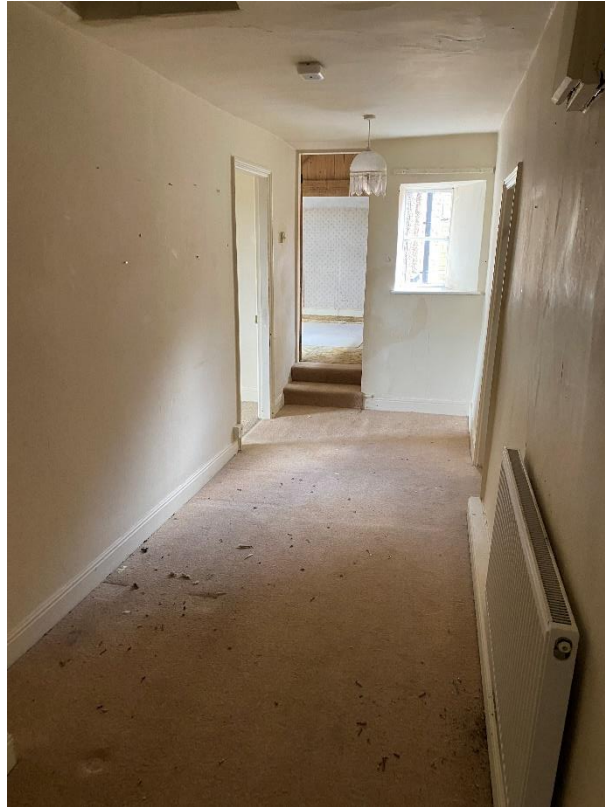


Figure 15 first floor hallway.



Figure 16 first floor bedroom.

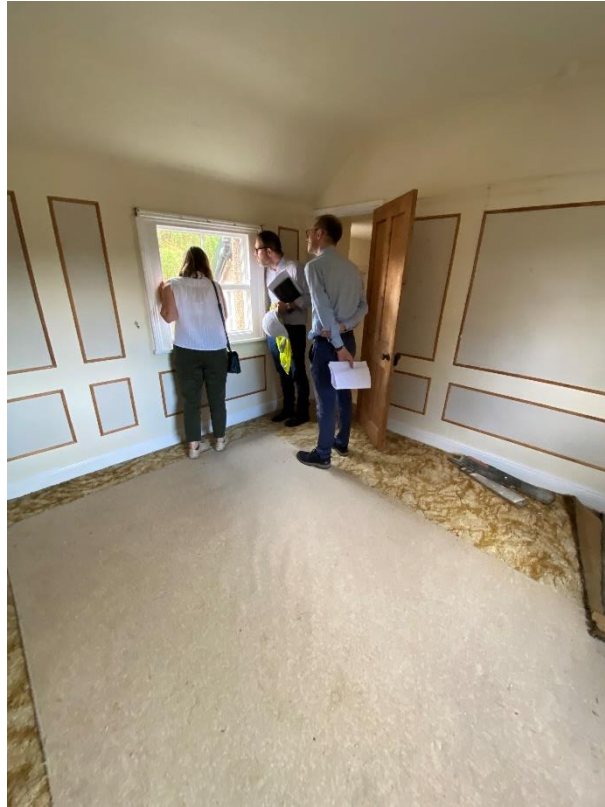


Figure 17 First floor bedroom.



Figure 18 first floor bathroom.



Figure 19 Showing the rear of 1 Maltkiln Row.



Figure 20 Showing the front of 1 Maltkiln Row.



Figure 21 Showing the view from the first floor out over the rear court yard of 1 Maltkiln Row.

7 KEY PLANNING ISSUES

The Principle of Development

- 7.1** The property is situated within the built up area of the village of Cawthorne, where the subdivision of one dwelling into two is acceptable in principle.
- 7.2** The scale and character of the proposed development is such that the general exterior of the property will remain the same, apart from the introduction of a rear external door. Therefore, there is negligible effect to the conservation area of Cawthorne.



Figure 22 Showing the rear courtyard of 1 Maltkiln Row where the proposed new door will be inserted.

Parking and Access

- 7.3** A new parking space will be created to the rear of the property (second space to be within an existing adjacent garage). The proposed new parking space utilises the existing access and driveway for the existing dwelling, and other neighbouring dwellings. The overall increase in vehicles using this established access route will be negligible. No highway safety issues are therefore envisaged. As is demonstrated by vehicle tracking on the submitted plans, it will be possible to park, turn and exit in a forward gear.

- 7.4** One space per unit is considered sufficient for small properties in a village centre location, particularly given that the scheme will create a new party space where one doesn't exist currently for the existing properties.



Figure 23 Showing the proposed site plan with parking detail.

8 IMPACT ON THE CONSERVATION AREA

- 8.1** It is considered that the proposed internal changes will generally conserve the non - designated heritage asset and externally it will be unaltered apart from the addition of a new back door and therefore will continue to contribute positively to the conservation area.
- 8.2** The conversion of 1 Maltkiln Row into two dwellings will secure its future and prevent further deterioration and is the optimal viable use on the basis that it is likely to be easier to rent out as there is more local demand for flats than for a large property with no garden.
- 8.3** Overall, facilitating the long-term active use of this historic building is considered beneficial to its long-term conservation and will allow it to continue to be an asset within the historic village of Cawthorne.

9 CONCLUSION

- 9.1** As this report has described 1 Maltkiln Row is part of a terrace of buildings that are historically important to the wider landscape and heritage of Cawthorne.
- 9.2** The scale and character of the proposed development is such that the general exterior of the property will remain the same. Therefore, there is negligible effect to the conservation area of Cawthorne.
- 9.3** The conversion of 1 Maltkiln Row into two dwellings will secure its future and is the optimal viable use on the basis that it is likely to be easier to rent out due to local demand for two bedroom rentals. At present, the dwelling is not viable to rent as a three reception room three bedroom property and needs a scheme of refurbishment. In our view, 1 Maltkiln Row is capable of being converted sensitively.
- 9.4** Overall, facilitating the long-term active use of this historic building is considered beneficial to its long-term conservation and to the wider conservation area.



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