

Committee Report

Item No: 2

Reference: DC/18/04991

Case Officer: Gemma Pannell

Ward: Hadleigh North

Ward Member: Cllr Tina Campbell and Cllr Siân Dawson

RECOMMENDATION – GRANT LISTED BUILDING CONSENT SUBJECT TO CONDITIONS

Description of Development

Application for Listed Building Consent - Partial demolition works; Internal and external alterations to form 2 ground floor apartments and 1 duplex apartment at ground and first floor level

Location

21 Bridge Street and adjoining buildings, Hadleigh

Parish: Hadleigh

Expiry Date:

Application Type: Listed Building Consent

Development Type:

Applicant: Babergh District Council

Agent: Lawson Planning Partnership Ltd

PART ONE – REASON FOR REFERENCE TO COMMITTEE

The application is referred to committee for the following reason:

The applicant is Babergh District Council.

Details of Previous Committee/Resolutions and Member Site Visit

None.

PART TWO – POLICIES AND CONSULTATION SUMMARY

Summary of Policies

NPPF National Planning Policy Framework 2018

Babergh Core Strategy 2014:

- CS15 Implementing Sustainable Development in Babergh

Saved Policies in the Babergh Local Plan (2006):

- CN06 Listed Buildings – Alterations/ Extension/ Change of Use

Planning History

There is an extensive planning history relating to the broader site that is subject to proposed redevelopment, none of which is of relevance to this listed building consent application.

To note are the applications lodged concurrently for the redevelopment of the broader development site that the subject buildings form a part of, including the applications for listed building consent relating to four other listed buildings. These applications, currently pending consideration, are as follows:

- DC/18/05018 - Malthouse and adjoining buildings, Bridge Street - demolition and internal and external alterations to form 4 ground floor apartments; 4 first floor apartments in historic section. Conversion of and erection of extension to form 16 apartments (LBC application).
- DC/18/04966 - Redevelopment to provide 57 dwellings (Use Class C3) with private amenity areas, parking, fencing, landscaping, open space and refuse facilities, access roads and associated works and infrastructure, incorporating the part demolition and part retention and conversion of the existing office buildings (including the retention and conversion of The Maltings, 21 and 23 Bridge Street, River View and The Cottage and demolition of Bridge House), site of the former Babergh District Council Offices and associated land (full planning application).
- DC/18/04971 - The Cottage and adjoining buildings, Corks Lane - Partial demolition and internal and external alterations to enable the formation of 1 dwelling as per schedule of works (LBC application).
- DC/18/04992 - 23 Bridge Street - Internal alterations to form 2 apartments (LBC application).
- DC/18/04996 - River View and adjoining buildings, Corks Lane - Partial demolition works and internal and external alterations and extension to reinstate River View as a single dwelling and erection of eight apartments.

Amended plans have been received in respect to application DC/18/04966. None of the amendments relate to 21 Bridge Street other than a revised internal floor layout at ground level, as shown on amended drawing 201N. The internal changes seek to address concerns raised by Council's Heritage Consultant and are considered further below. The balance of the amended plans received in respect to DC/18/04966 are not relevant to the determination of this listed building consent application. Consideration of the extent to which the amended proposals for DC/18/04966 and/or demolition of the modern offices may or may not affect the 'setting' of 21 Bridge Street will be considered within the relevant planning [rather than LB] reports.

Consultations and Representations

During the course of the application consultation and representations from third parties have been received as follows.

A: Summary of Consultations

(i) November 2018 proposal:

Hadleigh Town Council

No recommendation will be made until further discussion is had with Babergh District Council. *[officer's comment: please note this position has been superseded by the later response reported further below].*

Place Services – Heritage

Relevant comments taken from referral response received in respect to application DC/18/04966:

I am generally supportive of the proposed plans within the listed buildings but there are some specific areas which I consider inappropriate and cause 'less than substantial harm' and as such paragraph 196 is relevant. I consider these harmful elements can be mitigated and encourage the applicant to consider changing these aspects of the scheme.

Areas which require consideration include:

Unit 2.0.1 includes an ensuite to a ground floor room of Grade II* listed 21 Bridge Street, this detracts from the configuration of a principal room and I recommend this is omitted from the scheme. Furthermore the configuration of the room at the southwest corner is very awkward and poor in quality, this requires further consideration.

I recommend conditions (attached to an approved application) pertaining to:

All new windows, doors in existing buildings.

Schedule of repairs to historic fabric such as windows and brick masonry.

The canopy to the rear of Number 23 is retained in the scheme.

All materials/fixtures to new build elements.

Further details pertaining to landscaping and public realm.

I recommend a scheme of archaeological building recording, commensurate with a 'Level 3' record as outlined in Historic England publication 'Understanding Historic Buildings', is undertaken across the whole site.

Comments received in respect to amended ground floor plan:

The concerns above related to 'less than substantial harm' to Numbers 21 and 23 which have now been mitigated. The remainder of my original consultation remains unchanged.

Historic England

The grade II* number 21 Bridge Street originally dates from the late 17th century and is a two storey house on a corner plot chiefly comprising two main rooms on each floor. An elegant brick façade was added facing the street dating from the 18th century. The historic development plans submitted with the application are most helpful in establishing more precisely the dates of the various parts of the building.

The current application proposes its refurbishment for use as two apartments, a new use which we were consult on prior to the submission of this application. Despite the considerable amount of change the late 17th and 18th century house has seen its layout is still readily recognisable. Moving around the building in a way that allows the interrelationship of the principle rooms to be appreciated is important in understanding its historic significance. We would support the return of the building to its original domestic use although we have reservations about its subdivision into multiple units. The scheme proposed involves relatively little subdivision of the main rooms even though it would separate the first from ground floor of the original house and would return a staircase to use

in the correct historical location. We therefore consider the program of repair and updating of the accommodation acceptable in principle.

The National Planning Policy Framework (NPPF) states that the significance of listed buildings and conservation areas can be harmed or lost by alteration to them or development in their setting (paragraph 194). The conservation of heritage assets is an overarching objective of achieving sustainable development in the planning system (paragraph 8) upon which the NPPF places great weight (paragraphs 193). Clear and convincing justification should be made for any harm to the significance of heritage assets (paragraph 194).

We have considered the current proposals in light of this government policy and support the proposals to repair and refurbish the building. We do not consider these works would result in harm to the historic significance of the building in terms of the NPPF. *[officer's note to readers of this report: for the purpose of the NPPF tests in respect of impact this is interpreted to be 'No Harm']* We would not object to the granting of consent, but recommend the Council's conservation officer is given the opportunity to agree a detailed schedule to ensure the works are in line with good conservation practice.

Recommendation Historic England has no objection to the application on heritage grounds. We would recommend the Council's Conservation Officer secures a schedule of works and agrees the details in line with good conservation practice. We consider that the application meets the requirements of the NPPF, in particular paragraph numbers 7, 8, 193, 194 and 196.

Hadleigh Society

21 Bridge Street, on the corner of Corks Lane and Bridge Street, is possibly the best preserved Listed Building on the whole Corks Lane Council Complex retaining much of its original 17 century character and handsome 18 century brick facade onto Bridge Street. Whilst generally supportive of the reversion of the building to a domestic use there is concern regarding its subdivision into three flats, it is considered it would be more sympathetically converted to either one or two dwellings.

Twentieth Century Society

Object on grounds of loss of Arup building elements would cause substantial harm to non-designated heritage assets.

Suffolk Preservation Society

Demolition of Bridge House would result in substantial harm.

Former Bridge House site townhouses have fundamental design flaws. Large scale gardens are inappropriate and represent an inefficient use of the land.

44 car spaces within the greensward is wholly unacceptable.

Apartment block east of River View – materially harmful to the setting and appearance of both designated heritage assets.

The Cottage – removal of modern accretions is welcomed. Proposed bin and bike store undermines the attempts to create more open setting. The crass location of service areas in such a sensitive location is testament to the insensitive disregard for the historic environment demonstrated by these proposals and should be fundamentally reconsidered.

Lack of affordable housing.

(ii) February 2019 proposal:

Hadleigh Town Council

The changes for re-consultation were noted but concerns still remained regarding flooding and car parking issues. It was felt that because there have been no assurances about the

situation with the cricket club being resolved, Hadleigh Town Council cannot approve this application.

Place Services – Heritage

The concerns above related to ‘less than substantial harm’ to Numbers 21 and 23 which have now been mitigated.

Historic England

Thank you for consulting us on the amendments to the suite of applications concerning redevelopment of the Corks Lane site and Bridge House, Hadleigh. I do not have any comment to make on the majority of these, though do note the amendments made to block 6 and Bridge House in application number 18/4966 and are content with these. In our advice to the Council concerning the proposed alterations to the listed buildings at the Corks Lane site we asked for amendments to the design of the extension to River House. The amendments to application 18/4996 show a simplification of the rear extension to the listed building combined with setbacks in the line of development which break up the mass of building seen from the west. These are positive changes and while we retain some reservations about the massing of building around Riverview are also content with these amendments.

We noted in our advice on the applications which affected the existing Council buildings designed by Arup that the Council should wait on the decision to list the building before determining the applications. The decision has now been made not to list so we would have no objection to the applications being determined.

Hadleigh Society

The amendments to the design are considered inconsequential and do not alter the Society’s strong objections to the scheme on the grounds of design, poor and inadequate parking provision, and serious damage to the setting, appearance and special character of adjoining listed buildings and the Conservation Area.

B: Representations

None received.

PART THREE – ASSESSMENT OF APPLICATION

1. The Site and Surroundings

- 1.1. The site is located on the north-western corner of Corks Lane and Bridge Street, to the north of the Hadleigh town centre. The subject Grade II* listed building forms part of a much broader site proposed for redevelopment, comprising the former Babergh District Council offices complex.
- 1.2. The two storey building has direct frontage to Corks Lane and Bridge Street. The building’s principal frontage is to Bridge Street. To the west (rear) is the Arup Building and further west is River View, a Grade II listed building. To the north is 23 Bridge Street, a double storey Grade II listed building.
- 1.3. The site is within Hadleigh Conservation Area and in close proximity to a number of Grade II* and Grade II listed buildings beyond the wider former Council offices site

2. The Proposal

- 2.1 Listed Building Consent is sought for conversion works to the building to form three dwellings. The conversion works are predominantly internal, with the majority of works relating to the removal and insertion of partition walls.
- 2.2 With regard to openings, all existing windows will be retained and refurbished, with a new system of replacement secondary glazing installed to the Bridge Street windows. New windows to the west elevation where the arches are to be infilled are proposed, in the form of timber sashes. The historic front door, currently fixed shut, will be reopened to form the entrance door to the ground floor dwelling. A historic door to the south elevation, which was more recently partially blocked to become a window, will be re-opened giving access to the relocated stair, and will become the entrance door to the second dwelling.
- 2.3 A detailed schedule of works supports the application.

3. Historic Character of the Listed Building

- 3.1 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to have special regard to the desirability of preserving listed buildings and their setting or any features of special architectural or historic interest which they possess.
- 3.2 Policy CN06 states that alterations to listed buildings should, amongst other things, be of an appropriate scale, form, siting and detailed design to harmonise with the existing building and its setting.
- 3.3 Paragraph 192 of the NPPF states 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.
- 3.4 The extent of demolition is very minor, limited to the rear of the building. The adaptation and re-use of the building is being undertaken without significant alteration to the principal façade and flank elevations. The external works are very minor, largely focused at the rear, and ensure the preservation of the building's original 17 century character.
- 3.5 The original rear elevations will be revealed with the removal of the 1980s single storey extension. The re-exposed walls will be repaired and returned to a red brick finish and new sash windows will be inserted into the openings. The demolition and 'making good' works will enhance and better reveal the significance of the highly valued Grade II* listed asset. Such an outcome is expressly supported by paragraph 200 of the NPPF which states that proposals which better reveal (heritage) significance should be treated favourably.
- 3.6 The retention of the highly valued, intact 18 century brick façade that addresses Bridge Street is appropriate. The re-opening of the main historic door to Bridge Street is a positive heritage outcome. The insertion of a timber door in the elevation

fronting Corks Lane is a modest intrusion and merely reinstates the original opening that has since been partially infilled by a more recent window. No changes are proposed to the roofscape, a further positive aspect of the conversion works. The proposed system of replacement secondary glazing is an acceptable heritage response.

- 3.7 The conversion works are largely internal with new partition walls inserted, as is most common with the conversion of historic buildings. The conversion works have generally been well considered, responding positively to the original domestic layout of the building. The Heritage Consultant originally raised concern regarding elements of the internal design of dwelling 2.0.1. An amended plan addresses the concerns raised, with the ensuite at ground level omitted and the southwest room reconfigured to provide a less awkward layout.
- 3.8 The Heritage Consultant recommends a suite of planning conditions to ensure control is retained over the detailed design elements of the scheme. The conditions are reasonable, necessary and appropriate given the building's Grade II* listed status. Moreover, the conditions are consistent with well-established heritage practice and meet the tests set out at section 17 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3.9 Officers note the comments of the Hadleigh Society in respect to the proposed three unit subdivision and their preference for a more sympathetic one or two dwelling subdivision. It may be the case that a one or two dwelling conversion might be more sympathetic than the subject proposal. However that is not the relevant test. The relevant trust is determining whether the proposed works respond appropriately to the governing policy context. The Heritage Consultant and Historic England do not object to the three unit subdivision. The above assessment demonstrates that the relevant test is met.

PART FOUR – CONCLUSION

4. Statement Required By Article 35 of the Town and Country Planning (Development Management Procedure) Order 2015

- 4.1 When determining planning applications The Town and Country Planning (Development Management Procedure) (England) Order 2015 requires Local Planning Authorities to explain how, in dealing with the application they have worked with the applicant to resolve any problems or issues arising.
- 4.2 Council officers have worked with the applicant through the life of the application.

5. Identification of any Legal Implications and/or Equality Implications (The Equalities Act 2012)

- 5.1 There are no known legal implications derived from the determination of this application.

6. Planning Balance

- 6.1 The listed building is being conserved and great weight is attached to this conservation consistent with paragraph 193 of the NPPF. The building is Grade II* listed and is afforded a higher level of significance. In accordance with paragraph 193, greater weight is attached to the building's conservation given the higher importance of the asset. The works will not result in substantial harm to the building or its setting and so paragraph 194 of the NPPF is not engaged. Historic England in

assessing the impact of the proposed works has described them as resulting in no harm and therefore paragraph 196 of the NPPF [*where there is less than substantial harm to a heritage asset*] is similarly not engaged.

- 6.2 The proposed conversion works have been designed in a sensitive manner, respectful of the building's valued historic integrity and setting. The amended proposal addresses initial issues raised by Council's Heritage Consultant. The Heritage Consultant and Historic England do not raise objection to the amended scheme on heritage grounds.
- 6.3 The scheme of works do not conflict with local policy CN06 or paragraph 192 of the NPPF. The proposal facilitates the conservation of heritage assets, consistent with the overarching objective of achieving sustainable development as set out at paragraph 8 of the NPPF. There are a number of positive elements to the scheme that offer heritage benefits, largely relating to the reinstatement of the original rear elevations and removal of the rear extension allowing the building to read more clearly as a separate building.
- 6.4 The re-use of the building secures its long term future and in so doing preserves the building, together with its special architectural features and historic interest. The proposal is therefore consistent with section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 6.5 Members are advised that the wider planning benefits expected to arise from the development [and the other elements across the wider site] and the impact on the character of the conservation area will be appropriately considered in associated planning application reports.

RECOMMENDATION

(1) That the Acting Chief Planning Officer be authorised to grant Listed Building Consent subject to conditions including:

- Standard time limit
- Window and door details
- Details of repairs
- All materials/fixtures to new build elements
- Landscaping and public realm details
- Level 3 Archaeological building recording
- Joinery colour
- Rainwater goods