

## **Committee Report**

**Item No: 3**

**Reference:** DC/18/04992

**Case Officer:** Gemma Pannell

**Ward:** Hadleigh North

**Ward Member:** Cllr Tina Campbell and Cllr Siân Dawson

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## **RECOMMENDATION – GRANT LISTED BUILDING CONSENT SUBJECT TO CONDITIONS**

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### **Description of Development**

Application for Listed Building Consent - Internal alterations to form 2 apartments

### **Location**

23 Bridge Street Hadleigh

**Parish:** Hadleigh

**Expiry Date:**

**Application Type:** Listed Building Consent

**Development Type:**

**Applicant:** Babergh District Council

**Agent:** Lawson Planning Partnership Ltd

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## **PART ONE – REASON FOR REFERENCE TO COMMITTEE**

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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.

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## **PART TWO – POLICIES AND CONSULTATION SUMMARY**

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### **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/18/04996 - 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 (LBC application).
- DC/18/04991 – 21 Bridge Street - Partial demolition works; internal and external alterations to form 2 ground floor apartments and 1 duplex apartment at ground and first floor level (LBC application).

Amended plans have been received in respect to application DC/18/04966. None of the amendments relate to 23 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 23 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.

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## **A: Summary of Consultations**

### **(i) Comments received in respect to the original November 2018 proposal:**

#### **Hadleigh Town Council**

No recommendation will be made until further discussion is had with Babergh District Council [*officer comment: superseded by later response*]

#### **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 1.0.1 proposes a bathroom in the entrance hall of the Grade II listed Number 23 Bridge Street rendering the original front door void of use. This detracts from the significance of the heritage asset and I consider unnecessary given other more sympathetic configurations could be realised for this unit.

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 listed 23 Bridge Street, Hadleigh was built in the late 18th or early 19th centuries and is a handsome two storey red brick villa characteristic of the period with a formal internal layout which has largely survived and some decorative features, such as arched doorways with simple reeded mouldings.

The current application proposes its refurbishment for use as two apartments. The internal alterations are relatively modest and the program of repair and updating of the accommodation is 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. 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**

The Society supports the conversion of 23 Bridge Street to two flats and consider the schedule of works for the conversion are generally sympathetic to the special character of the building. The nineteenth century cast iron veranda at the rear should be retained.

#### **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) Comments received following submission of amended plans (amended 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.

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## **PART THREE – ASSESSMENT OF APPLICATION**

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### **1. The Site and Surroundings**

- 1.1. The site is located on the western side corner of 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 Bridge Street. The building is located between 23 Bridge Street, a Grade II\* listed building, and the Maltings building, a Grade II listed building. To the rear is an open courtyard that formed part of the former council complex.
- 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 predominantly internal conversion works to the building to form two dwellings. The majority of works relate 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.
- 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 adaptation and re-use of the building is being undertaken without significant alteration to the principal façade and flank elevations. No changes are proposed to the roofscape. The proposed system of replacement secondary glazing is an acceptable heritage response. Externally the building will essentially present no differently in terms of its current domestic villa character. The prominent red brick chimneys and pots are retained. The nineteenth century cast iron veranda to the rear of the villa is retained, as clearly shown on drawing 214E, consistent with the recommendations of the Heritage Consultant.
- 3.5 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 the location of the ground floor bathroom of dwelling 1.0.1 which negated the use of the original front door. An amended plan addresses the concern raised, with the bathroom omitted and the original front door reinstated and now serving as the principal entrance to dwelling 1.0.1.
- 3.7 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.

## **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 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 [now supported by Place Services following receipt of amendments] 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 the initial issue 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 a heritage asset, consistent with the overarching objective of achieving sustainable development as set out at paragraph 8 of the NPPF.

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 The proposed works [as amended] will result in no harm to the character and significance of this listed building.

6.6 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 including joinery colour
- Details of repairs
- All materials/fixtures to new build elements

- Landscaping and public realm details
- Level 3 Archaeological building recording