

Committee Report

Item No: 4

Reference: DC/18/04971

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 and internal and external alterations to enable the formation of 1 dwelling as per schedule of works.

Location

The Cottage and adjoining buildings, Corks Lane 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/18/04996 - 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/18/04992 - 23 Bridge Street - Internal alterations to form 2 apartments (LBC application).
- DC/18/04991 - 21 Bridge Street and adjoining buildings - 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 The Cottage and therefore they, together with the further comments received in respect to them, 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 the Cottage 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

Hadleigh Town Council

No comments received on amended plans

Place Services – Heritage

The construction of a new building in front of the cottage detracts from its setting and historic views towards the river. [less than substantial harm] [08/01/2019]

Historic England

The grade II listed Cottage originally dates from the 18th century and is a two storey timber framed house much altered internally as part of the Council's development of the site in the 1970s but which is still a good example of the building type and period. This application proposes its refurbishment for use as a single dwelling. We would support the return of the building to its original domestic use and 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 proposed alterations to The Cottage in light of this government policy and support the proposals to bring the building back into use as a single residence. We do not consider these works would result in harm to the historic significance of the listed 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.

However, the application also proposes the demolition of parts of the Council offices constructed by Arup Associates in 1978-82. Because of their physical attachment to The Cottage the Council have included the demolition in this application for listed building consent. The Heritage Statement submitted in support of this application describes this complex of modern building in some detail. It is clear that it is of some considerable architectural interest and the work of an important practice and is currently the subject of assessment by colleagues in Historic England's listing team. We cannot comment on the full impact of this demolition until this assessment has been concluded. We would therefore recommend that this application is not determined until that time, or that the demolition is withdrawn from the application to allow listed building consent for works to The Cottage to be granted.

Historic England has no objection to the application on heritage grounds and we would recommend the Council's Conservation Officer secures a schedule of works and agrees the details in line with good conservation practice. However, given the architectural interest of the 1970s Council offices we recommend that this application is not determined until Historic England's listing team have concluded their assessment of the building, or that the demolition is withdrawn from this application to allow listed building consent for works to The Cottage to be granted.

We consider that the application meets the requirements of the NPPF, in particular paragraph numbers 7, 8, 193, 194 and 196.

Note – Historic England has since confirmed the Arup building will not be listed. Historic England advice following that decision has been received and is as follows:

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 Society has no objection to the proposal to revert The Cottage to a single dwelling-house and support the general schedule of works shown to undertake this reversion, however as the proposal also involves the demolition of the distinguished 1970s Arup offices in which the Cottage is now incorporated the Society objects to this demolition on grounds that the offices are of significant architectural character.

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.

B: Representations

None received.

PART THREE – ASSESSMENT OF APPLICATION

1. The Site and Surroundings

- 1.1. The site is located on the northern side of Corks Lane, 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 listed building is known as The Cottage, and includes a modern extension to it, which itself forms part of the Arup building erected 1978-82. The Cottage and Arup building were last in use as the Babergh District Council offices. It is set back some distance from Corks Lane, with a lawned area forming the front setback and hedgerow at the Corks Lane frontage.
- 1.3. The Arup building and Grade II Malthouse building are located immediately northeast. Adjacent to the northwest is the cricket ground associated with the

Hadleigh Cricket Club. To the south is Corks Lane. Immediately west is a two storey office building that formed part of the district council offices. Between The Cottage and two storey office building is a 19m high Sycamore tree.

- 1.4 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 the demolition of the modern two storey rear extension and conversion works to reinstate The Cottage as a detached dwelling. The conversion works are predominantly internal, with the majority of works relating to the removal and insertion of partition walls.
- 2.2 The original rear external wall of The Cottage, now an internal wall owing to the Arup building extension, will be exposed as a result of the proposed removal of the two storey extension. The reinstated external wall will be rendered to match the remainder of The Cottage.
- 2.3 With regard to openings, all existing windows will be retained and refurbished, with a new system of replacement secondary glazing installed. The non-original front door will be replaced with a timber door.
- 2.4 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 key issue is the effect of the proposed works upon the special architectural and historic interest of the Grade II listed building, The Cottage.
- 3.5 Reinstating the building as a single residence is accepted by Council's Heritage Consultant and Historic England as no objections have been raised. The changes required to revert the building back to a domestic use are modest and largely internal. No changes are proposed to the roofscape or principal front elevation that

addresses Corks Lane. Returning the building to its original use will better reveal the significance of the asset.

- 3.6 The most significant change, and it is a substantial one, is the removal of part of the Arup complex to the rear of The Cottage. This element of the scheme requires listed building consent because the Arup building is physically attached to the listed building.
- 3.7 As noted above, Historic England has recently considered an application to list the Arup building and determined that it does not meet the necessary national criteria for inclusion on the List of Buildings of Special Architectural or Historic Interest. It is clear from the submissions received, in particular the Twentieth Century Society, that the building is of significance at a level that it is appropriately regarded as a non-designated heritage asset.
- 3.8 However, the more recent Arup building does not contribute to the special architectural or historic interest of the mid eighteenth century listed cottage. This is clear from the listing date of the cottage - 1972 - which predates the construction of the Arup building by a good number of years. The significance of The Cottage is derived from its historic and architectural interest as a modest vernacular dwelling, not by the modern 1980s office complex constructed to its rear.
- 3.9 Removal of the Arup building and the rear/side additions to The Cottage will not compromise the special architectural features or historic interest of The Cottage. Removal of the Arup building does not result in the loss of valued heritage fabric. To the contrary, the removal of the large scale building will create a more open setting for The Cottage and enhance its historical connection with River View. The spatial character of the group of listed buildings will be significantly improved. The demolition and 'making good' works will enhance and better reveal the significance of the 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'.
- 3.10 The improved spatial character, and the enhancement of the listed setting of The Cottage, are significant heritage benefits. It is noteworthy that Council's Heritage Consultant and Historic England do not object to the removal of the Arup building.
- 3.11 Officers note the concerns raised by the Suffolk Preservation Society regarding the location of the bin store to the front of The Cottage, considered to be within the listed curtilage of The Cottage. However this element of the broader redevelopment proposal does not require listed building consent, does not form part of this listed building consent application and is therefore not a material consideration.
- 3.11 Council's 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 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. The proposed conversion works have been designed in a sensitive manner, respectful of the building's valued historic integrity and setting, and will make a positive contribution to local character in line with paragraph 192 of the NPPF. Whilst the concern expressed by the Heritage Consultant is noted [in respect of a new building in front of the cottage] Historic England do not raise objection to the scheme the subject of this listed building consent application on heritage grounds.
- 6.2 The heritage significance of The Cottage is not in any way derived from the 1980s Arup building. The part removal of the Arup complex will therefore not compromise the historic integrity of the listed building. Part removal of the Arup building will enhance the setting of the listed building by creating a more open, spacious setting, most likely more in keeping with the building's original setting. Removing the Arup building will strengthen and improve the visual relationship and historic connection between The Cottage and the listed River View building to the east. These positive outcomes are consistent with, and promoted by, paragraph 200 of the NPPF.
- 6.3 The scheme of works do not conflict with local policy CN06. 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 will result in no harm to the character and significance of this listed building. In the wider context [and if approved] the works to demolish the Arup building will produce direct heritage benefits in relation to the Cottage.
- 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 are 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