

## **Committee Report**

**Item No:** 6C

**Reference:** DC/21/03774

**Case Officer:** Elizabeth Flood

**Ward:** Hadleigh North.

**Ward Member/s:** Cllr Siân Dawson.

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## **RECOMMENDATION – GRANT LISTED BUILDING CONSENT WITH CONDITIONS**

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### **Description of Development**

Application for listed Building Consent. Minor amendments to previously approved LBC ref: DC/18/05018 (Malthouse) as per Design & Access Statement.

### **Location**

Malthouse And Adjoining Buildings, Bridge Street, Hadleigh,

**Expiry Date:** 31/01/2022

**Application Type:** LBC - Listed Building Consent

**Development Type:** Listed Building Consent - alterations

**Applicant:** Mr Daniel Hughes

**Agent:** Mr David Monney

**Parish:** Hadleigh

**Details of Previous Committee / Resolutions and any member site visit:** None

**Has a Committee Call In request been received from a Council Member:** No

**Has the application been subject to Pre-Application Advice:** Yes

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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/s:

The applicant is Babergh District Council

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

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### **Summary of Policies**

NPPF National Planning Policy Framework 2021

Babergh Core Strategy 2014:

- CS15 Implementing Sustainable Development in Babergh
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CLASSIFICATION: Official

Saved Policies in the Babergh Local Plan (2006):

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

### **Neighbourhood Plan Status**

This application site is within a Neighbourhood Plan Area.

The Neighbourhood Plan is currently at:-

Stage 1: Designated neighbourhood area  
Accordingly, the Neighbourhood Plan has little weight

### **Consultations and Representations**

During the course of the application Consultation and Representations from third parties have been received. These are summarised below.

#### **A: Summary of Consultations**

##### **Town/Parish Council**

Hadleigh Town Council: No comments

##### **National Consultee**

Historic England: No comments

##### **Internal Consultee Responses**

Place services – Heritage: No objection. Recommend conditions from the previously consented scheme are carried across to this approval.

#### **B: Representations**

At the time of writing this report no letters/emails/online comments have been received

### **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. Below is the history relating to the redevelopment. Also please note the applications lodged concurrently for minor changes to 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.

<b>REF:</b> DC/18/04966	Full Planning Application - Redevelopment to provide 57 dwellings (Use Class C3) with private amenity areas, parking, fencing, landscaping, open space and refuse	<b>DECISION:</b> GTD 09.03.2021
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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, No's 21 & 23 Bridge Street, River View & The Cottage & demolition of Bridge House), site of the former Babergh District Council Offices & associated land.

<b>REF:</b> DC/18/04971	Listed Building Consent - Partial demolition and internal and external alterations to enable the formation of 1No dwelling as per schedule of works.	<b>DECISION:</b> GTD 28.03.2019
<b>REF:</b> DC/18/04991	Listed Building Consent - Partial demolition works; Internal and external alterations to form 2No Ground Floor Apartments and 1No Duplex Apartment at Ground and First Floor level.	<b>DECISION:</b> GTD 28.03.2019
<b>REF:</b> DC/18/04992	Application for Listed Building Consent - Internal alterations to form 2No Apartments.	<b>DECISION:</b> GTD 28.03.2019
<b>REF:</b> DC/18/04996	Listed Building Consent - Partial demolition works and internal and external alterations and extension to reinstate River View as a single dwelling and erection of 10No apartments	<b>DECISION:</b> GTD 28.03.2019
<b>REF:</b> DC/18/05018	Application for Listed Building Consent - Partial demolition and internal and external alterations to form 4 no ground floor apartments; 4 no first floor apartments in Historic Section. Conversion of and erection of extension to form 14 no apartments.	<b>DECISION:</b> GTD 28.03.2019
<b>REF:</b> DC/19/00598	Application for Advertisement Consent - Erection of A board or A-Frame sign	<b>DECISION:</b> PCO
<b>REF:</b> DC/21/03769	Application for a Non Material Amendment relating to DC/18/04966 - General amendments to Phase 1 (49 units) layout to comply with building regulations and national space standard. It entails some slight adjustments to internal partition walls, doors etc.. to allow upgrade. Please refer to the letter (L00) as attached for further details re the changes (see Key A-I and J,Q-T).	<b>DECISION:</b> PCO
<b>REF:</b> DC/21/03770	Application for Listed Building Consent - Minor Internal amendments to previously	<b>DECISION:</b> PCO

approved LBC as ref: DC/18/04992 - 23 Bridge Street Please refer to Letter L00 as submitted here for further descriptions re changes identified under points A & G.

**REF:** DC/21/03771      Application for Listed Building Consent - **DECISION:** PCO  
Minor internal amendments to previously approved LBC ref: DC/18/04991 - Bridge Street & Adjacent Buildings. Please refer to Letter (L00) as submitted here for further descriptions re changes identified under points A,F,G.

**REF:** DC/21/03772      Application for Listed Building Consent. **DECISION:** GTD  
Minor internal, layout and River View elevation amendments to previously approved LBC ref: DC/18/04996 as per Design & Access Statement. 07.12.2021

**REF:** DC/21/03773      Application for Listed Building Consent. **DECISION:** GTD  
Minor internal layout amendments to previously approved LBC ref: DC/18/04971 as per Design & Access Statement. 07.12.2021

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

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### **1.0 The Site and Surroundings**

- 1.1. The site is located on the western side 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 site is occupied by a former Malthouse building previously used by Babergh District Council as offices. The building abuts Bridge Street and has a return wing that projects westward into the broader redevelopment site. The building's northern elevation forms the broader site's northern boundary.
- 1.3. Immediately north is the cricket ground associated with the Hadleigh Cricket Club. Opposite the site on the eastern side of Bridge Street is residential development. Immediately to the south is the balance of the redevelopment site.
- 1.4. Adjoining the subject building on its southern side is 23 Bridge Street, a Grade II listed building. Adjoining its western side is the Arup building. Immediately south is an open courtyard, located to the rear of 23 Bridge Street.

### **2.0 The Proposal**

- 2.1 Listed Building Consent is sought for internal and external alterations to facilitate conversion of the former Malthouse building into eight dwellings, together with a proposed three-storey extension to

the rear of the building, linking it to the converted adjacent three-storey pavilion block. The three-storey extension proposes to accommodate 16 dwellings – six at ground floor, six at first floor and four at second floor level. A total of 24 dwellings is proposed.

- 2.2 The three-storey extension is modern, incorporates a flat roof, and the top floor is set back from the first-floor facades providing roof terraces for the two second floor dwellings. The extension is finished in a mix of brick, render, horizontal timber cladding and aluminium-framed windows. The material specification for the top floor railings to the perimeter of the roof terraces is not specified.
- 2.3 The conversion works are predominantly internal, featuring retention of the existing stair core but otherwise removal of almost all existing partitions and insertion of new partitions. The spiral staircase and mezzanine floor will be replaced with a new staircase and mezzanine floor.
- 2.4 With regard to openings, all existing windows will be retained and refurbished, with a new system of replacement secondary glazing proposed for the windows in the Bridge Street elevation.
- 2.5 The proposed changes from DC/18/05018 are as follows:
  - Minor changes to previously approved internal walls and doors
  - Introduction of toughened safety glass for windows facing the cricket ground
  - Alternations to entrance hall wall at entrance to building from Bridge St
  - Removal of rear internal staircase and new staircase to the front
  - Alternations to the rear existing external staircase, removal of staircase and addition of new timber gate at ground floor and balcony at first floor

### **3.0 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 197 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 elements of the proposed works requiring careful attention in the context of the special architectural and historic interest of the Grade II listed Malthouse are:
  - the part demolition of the Arup building;
  - the three storey modern rear extension; and
  - the internal subdivision of the Malthouse building.

### *Demolition - Arup Building*

- 3.5 The part removal of the Arup complex to the rear of the Malthouse requires listed building consent because this building is physically attached to the listed building. This building is of significance at a level that it is appropriately regarded as a non-designated heritage asset.
- 3.6 However, the more recent Arup building does not contribute to the special architectural and historic interest of the Malthouse. 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 Malthouse is derived from its former operation as a maltings and its associated industrial character, not by the modern office building to its rear.
- 3.7 Part removal of the Arup complex to the rear of the Malthouse will not compromise the special architectural features or historic interest of the Malthouse. Removal of the Arup building does not result in the loss of designated heritage fabric. It is concluded that no harm to the significance of the listed building would result from the removal of the Arup building.

### *Three Storey Addition*

- 3.8 The proposed three storey addition is located to the rear of the Malthouse, in the location of the existing Arup building. The form, design and appearance of the addition is overtly contemporary. Contrasting old with new by adopting contemporary design detailing is accepted heritage practice. The contrast will be stark; however this is not unacceptable given it occurs at the rear, less sensitive and less visible interface.
- 3.9 The addition will be largely concealed from many of the nearby public vantage points by the good number of surrounding buildings at the broader redevelopment site. Whilst the bulk of the addition is not insignificant, this is acceptable given it is of lesser scale than the existing adjacent northern office building to the rear of the Malthouse. Noteworthy is the fact that the top of the three storey addition only marginally extends beyond the eaves of the northern office building, with the distinctive square hip roof form of the office building retaining its prominence. Importantly, the top of the addition is set below the prevailing ridgeline of the Malthouse. The bulk of the addition is also moderated by the setbacks incorporated at the third floor level, a common design technique employed successfully to limit height and bulk impact of buildings. The third floor will be visible in more distant views; however it will not dominate or overwhelm the Malthouse given the physical relationship between the two. The proposed addition is less prominent and dominant than the Arup building it is proposed to replace.
- 3.10 The three storey addition will not mask or result in the loss of any special architectural or historic features of the Malthouse. The Malthouse elevations most affected by the addition are already compromised by the attached Arup complex. The three storey addition would cause harm to the significance of the Malthouse. For the reasons above the harm is deemed low.

### *Internal Subdivision*

- 3.11 The internal subdivision is arguably the most contentious element of the scheme. The subdivision will result in the loss of the expansive internal open spaces that currently assists in understanding

the historic workings of the former maltings operation. The loss of this understanding amounts to material harm. The residential conversion of former industrial buildings of this scale inevitably results in compromises in respect to historic internal layouts, owing to the more 'finer grain' functional requirements of domestic arrangements than compared with historic industrial uses.

- 3.12 Any harm to the special architectural and historic interest of a listed building or its setting must be attributed considerable importance and weight in accordance with sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, respectively
- 3.13 The internal subdivision affects only the interior of the building, and therefore would not lead to the destruction of the building or part of the building. In other words, the building is preserved. Great weight is attached to the building's preservation in accordance with paragraph 193 of the NPPF.
- 3.14 The internal works will make the interpretation of the original historic use of the building more difficult but they do not alter the building's external appearance and therefore the appreciation of the historic use is not lost entirely. The proposal will not lead to the total loss of the building's heritage significance. The proposal is limited to one building forming part of a group of listed buildings. As such, whilst material, officers consider the identified harm to the significance of the heritage asset resulting from the internal subdivision is less than substantial. Planning Balance
- 3.15 Two different forms of material harm have been identified: harm resulting from the bulk, appearance and positioning of the three-storey addition; and harm resulting from the internal subdivision. When considered together, officers are of the view that, for the reasons outlined above, the harm is less than substantial.
- 3.16 Paragraph 196 of the NPPF requires that where less than substantial harm to the significance of a designated heritage asset is identified, it should be weighed against the public benefits of the proposal including securing its optimal viable use.
- 3.17 The conversion works would contribute to securing the long-term use of the listed building. Alternative uses for the building could potentially be accommodated in a manner that does not impact the internal layout to the extent of the proposed domestic subdivision; however, the only realistic way to achieve the benefit of securing the long-term use of the listed building is by way of residential conversion. As noted above, paragraph 193 of the NPPF requires great weight to be placed on the conservation of designated heritage assets.
- 3.18 The 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.
- 3.19 The revisions from the original approved scheme are minor and will have little impact on the overall design.

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## **PART FOUR – CONCLUSION**

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### **4.0 Planning Balance and Conclusion**

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- 4.1. The above assessment concludes that whilst material harm will result from the proposal, it is outweighed by the public benefits, noting the proposed use represents the building's optimum viable use. Great weight is attached to the building's conservation, consistent with paragraph 193 of the NPPF. Noteworthy is that the works will not result in substantial harm and so paragraph 194 of the NPPF is not engaged.
- 4.2. The scheme of works responds in a sufficiently favourable manner to local policy CN06 and 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.
- 4.3. The re-use of the building secures its long term future and in so doing preserves the building, together with the majority of 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.

## **RECOMMENDATION**

That the application is GRANTED listing building consent and includes the following conditions:-

- 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
- Details to be agreed of how each column and truss will be either be left exposed or enclosed in walls, including at least one of the trusses if left exposed.