

**REGULATORY
SERVICES
COMMITTEE**
24 August 2017

Subject Heading:

L0016.16 - Upper Bedfords Farm, Lower Bedfords Road
Listed building consent application for the demolition of the redundant former agricultural and storage buildings within the curtilage of Grade II listed Upper Bedfords Farmhouse and conversion of existing barn to form 8no. new dwellings.

Ward

Havering Park

SLT Lead:

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Policy context:

Local Development Framework
The London Plan
National Planning Policy Framework
National Planning Practice Guidance

Financial summary:

Not relevant

The subject matter of this report deals with the following Council Objectives

Communities making Havering	[x]
Places making Havering	[x]
Opportunities making Havering	[x]
Connections making Havering	[x]

SUMMARY

The application site lies within the Green Belt to the north of Lower Bedfords Road and comprises a Grade II listed building and associated outbuildings within its curtilage. The proposal concerns the demolition of existing former agricultural barns, the conversion of some older farmyard buildings and the development of 8 new dwellings, three of which would incorporate the extension and rebuild of curtilage listed buildings. The overall development would provide a viable use for two of the existing buildings which together with the wider development would enhance the overall setting of the listed building without causing any substantial harm to the heritage asset. The demolition of one of the curtilage buildings would not result in any significant harm to the setting of the listed building and other buildings to be demolished are of more recent construction and not covered by the listing status. Overall staff are satisfied that the significance of the listed building would be enhanced by the development and that the proposals would be in accordance with the guidance in the NPPF, the NPPG, LDF Policy DC67 and London Plan Policy 7.8.

RECOMMENDATIONS

Grant listed building consent subject to the following conditions:

1. The development to which this consent relates must be commenced not later than three years from the date of this consent.

Reason: To comply with the requirements of Section 18(1) of the Planning (Listed Building and Conservation Areas) Act 1990 (as amended by Section 5 of the Planning Compulsory Purchase Act 2004).

2. Written notification of the intended start of works on site shall be sent to the Local Planning Authority, at least seven days before the works hereby approved are commenced.

Reason: In order that Historic England and the Local Planning Authority may be given the opportunity of monitoring the progress of works on site to ensure the preservation of the special interest of the building affected by the works hereby approved, and in order that the development accords with the Development Control Policies Development Plan Document Policy DC67.

3. The rebuild and conversion of the barns 1 and 4 hereby consented shall not be carried out otherwise than in complete accordance with the approved plans (as set out on page one of this decision notice).

Reason: The Local Planning Authority consider it essential that the conversion of the listed building is carried out in accordance with details approved, since the development would not necessarily be acceptable if partly carried out or carried out differently in any degree from the details submitted. Also, in order that the development accords with Development Control Policies Development Plan Document Policy DC67.

4. Before any work is undertaken in pursuance of this consent to demolish or to alter by way of partial demolition any part of the barn 1 or barn 4 as identified on drawing 1034-PL-GA-0101, structural engineers drawings and/or method statement, indicating the proposed method of ensuring the safety and stability of the building fabric to be retained throughout the period of demolition and any reconstruction work shall be submitted to and approved by the local planning authority. The relevant work shall be carried out in accordance with such structural engineer's drawings and/or method statement thus approved.

Reason: Insufficient information has been submitted in relation to these matters which are necessary in order to secure the preservation of the listed buildings in accordance with Development Control Policies Development Plan Document Policy DC67 and the guidance in the National Planning Policy Framework.

5. Before any work is undertaken in pursuance of this consent to demolish or to alter by way of partial demolition any part of the barn 1 or barn 4 as identified on drawing 1034-PL-GA-0101, a full schedule of works for the conversion and construction of houses 1, 2 and 6 shall be submitted to and approved by the local planning authority prior to the commencement of works to the respective buildings.

Reason: Insufficient information has been submitted in relation to these matters which are necessary in order to safeguard the appearance of the building and the character of the immediate area, and in order that the development accords with the Development Control Policies Development Plan Document Policies DC61 and DC67 and the guidance in the National Planning Policy Framework.

6. Full details of doors and windows and samples of all materials including rainwater goods to be used in the conversion and rebuild of barn 1 and barn 4 as identified on drawing 1034-PL-GA-0101, shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of the work.

Reason: Insufficient information has been submitted in relation to these matters which are necessary in order to safeguard the appearance of the building and the character of the immediate area, and in order that the development accords with the Development Control Policies Development

Plan Document Policies DC61 and DC67 and the guidance in the National Planning Policy Framework.

7. Before any work is undertaken in pursuance of this consent to demolish or to alter by way of partial demolition any part of the barn 1 as identified on drawing 1034-PL-GA-0101, cross sectional details of houses 1 and 2 shall be submitted to and approved in writing by the local planning authority. The work shall be implemented in accordance with the approved details.

Reason: Insufficient information has been submitted in relation to these matters which are necessary in order to safeguard the appearance of the building and the character of the immediate area, and in order that the development accords with the Development Control Policies Development Plan Document Policies DC61 and DC67 and the guidance in the National Planning Policy Framework.

8. No timber beam in barn 1 as identified on drawing 1034-PL-GA-0101, which shall include, but be limited to principal bay division posts, mid-rails, tie beams, elbow brackets, wall plates, principal rafters, principal braces and king posts shall be impacted without the prior approval in writing of the local planning authority.

Reason: Insufficient information has been submitted in relation to these matters which are necessary in order to safeguard the appearance of the building and the character of the immediate area, and in order that the development accords with the Development Control Policies Development Plan Document Policies DC61 and DC67 and the guidance in the National Planning Policy Framework.

9. a) No development, including any works of demolition shall take place until the applicant has secured the implementation of a programme of historical assessment and building recording of all of the buildings to be demolished in accordance with a written scheme which has been submitted to and approved in writing by the Local Planning Authority and a report on that evaluation has been submitted to the local planning authority. The said building recording shall be undertaken at level 3 for Barn 1, level 2 for Barn 4 as identified on drawing 1034-PL-GA-0101, and level 1 for all other buildings and structures to be demolished within the red line
b) No development or demolition shall take place other than in accordance with the written scheme approved under Part b).

Reason: Heritage assets of historical interest survive on the site. Insufficient information has been supplied with the application in relation to these matters. The planning authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development (including historic buildings recording), in accordance with Policy DC70 of the Development Control Policies Development Plan Document and the guidance in the National Planning Policy Framework.

INFORMATIVES

1. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: In accordance with para 186-187 of the National Planning Policy Framework 2012, improvements required to make the proposal acceptable were negotiated on site with Steve Walters and John Lyall on 27 April 2017 and submitted on 5th and 21st June 2017. The revisions involved a redesign of the majority of the buildings on the site.

REPORT DETAIL

1. **Site Description**

- 1.1 The application site lies within the Green Belt to the north of Lower Bedford Road. The site is broadly rectangular with an area of 1.6 hectares occupying a relatively high spot on the Havering Ridge and is accessed along a single carriageway unmade access track to the south from Lower Bedfords Road. Upper Bedfords Farmhouse is a Grade II listed mid 19th century farmhouse with a three storey crenelated tower acting as an eye-catcher or prominent feature in the landscape. The list entry does not make any reference to curtilage buildings.
- 1.2 The site comprises a cluster of former agricultural buildings centred around the farmhouse, the majority of which are now redundant. The following are curtilage buildings:
 - Barn 1 is an 18th century single storey timber framed barn located opposite to the north of the listed building. A substantial section of the roof timbers and roof are currently supported by scaffolding having partially collapsed.
 - Barn 3 is a “Nissen” style building in a state of dilapidation located towards the northern edge of the site adjacent to open farmland.
 - Barn 4 is a two storey brick built structure incorporating elements of differing ages. The western two thirds are of no particular heritage value but the eastern element facing onto the farmhouse rear courtyard appear to be contemporary with the farmhouse and incorporates a hipped slate roof.

2. **Description of Proposal**

- 2.1 The application is for listed building consent for the rebuild/conversion of Barn 1 to form a pair of 4 bedroom houses; for the incorporation of the eastern end of Barn 4 into a new 4 bedroom house and for the demolition of Barn 3.

Consent is required for such works to, and demolition of, curtilage buildings where they were erected prior to 1st July 1948 and were in the same ownership at the time of listing.

3. **Relevant History**

- 3.1 P2045.16 - Demolition of the redundant former agricultural and storage buildings and redevelopment, including conversion of barn 1, to provide 8 new residential dwellings, with associated landscape, access and parking - current

4. **Consultations and Representations**

- 4.1 The application was advertised as relating to a listed building and affecting its setting.
- 4.2 There have been two letters of representation one in support and the other providing comments as follows:
- Close to the walled garden of Bedfords Park;
 - Concerns about avoiding the bird breeding season should development take place;
 - Concerns of impact of new buildings on the listed farmhouse and historic landscape;
 - Impact on badger sett within the site;
 - Impact on barn owls breeding in vicinity so would welcome measures to retain nest sites and nesting boxes;
 - Impact on bats if trees removed;
 - Impact on Great Crested Newts;
 - Lack of public transport in locality - suggests financing a new bus stop
 - Would bring old buildings back into use;
 - Remove ugly looking buildings;
 - Improve access road;
 - Development would assist in the security of the area.
- 4.3 These comments were made in conjunction with those made in relation to P2045.16 and raise issues that do not directly relate to the listed building application. Whilst these matters are not material to this application they are addressed in the report on P2045.16.

Consultation Responses

Historic England (Historic buildings) - application should be determined on the basis of the Council's own specialist conservation advice and in accordance with national and local planning policy guidance.

5. **Relevant Policies**

- 5.1 Policies CP18 (Heritage); DC67 (Buildings of Heritage Interest) and DC68 (Conservation Areas) of the LDF Core Strategy and Development Control

Policies Development Plan, Heritage Supplementary Planning Document, Policies 7.4 (Local Character) and 7.8 (Heritage Assets and Archaeology) of the London Plan and the guidance in Chapter 7 of the National Planning Policy Framework and the National Planning Practice Guidance.

6. **Staff Comments**

- 6.1 The main issue in this is whether either the conversion or the demolition of the curtilage buildings would cause substantial or other harm to the listed building.
- 6.2 Upper Bedfords Farmhouse is Grade II listed and the buildings subject to the application fall within its curtilage. The related planning application also proposes the demolition and redevelopment of barn structures within the curtilage, but these all postdate 1948 which is the date before which any curtilage buildings would be considered as being curtilage listed.
- 6.3 The demolition of existing buildings has the potential to adversely impact on the significance of the listed building. Significance is defined as the value of the heritage asset to this and future generations because its heritage interest. This derives from the physical appearance of the asset and its setting. Curtilage buildings can form an important part of the setting and hence the significance of the listed building.
- 6.4 Whether a proposal causes substantial harm will be a matter of judgement and the guidance in the National Planning Practice Guidance is that there is a threshold and that substantial harm should be exceptional. Where substantial harm is recognised, to overcome such harm or loss substantial public benefits that outweigh that harm should be demonstrated. In this case Staff and the Council's heritage advisor judge that the loss of specified curtilage buildings and conversion/re-use of others would not lead to substantial harm to or loss of the significance of the listed building or to its setting. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.
- 6.5 The curtilage buildings appear as a group of former agricultural buildings around the main farmhouse and do have some value within the overall setting of the listed building. However, the condition of the buildings and the general air of dis-use do not contribute positively to the setting at present. The retention of the main 19th century eastern element of barn 4 and the re-building and conversion of barn 1 would help to retain the setting of the listed building. The demolition of barn 3, which is in a very poor state of repair, would not materially affect the importance of the heritage asset. It could be argued that the change to the character of the farmyard from the residential conversions proposed would cause some limited harm to the setting of the farmhouse. Where there is less than substantial harm, as in this case here, the NPPF paragraph 134 advises that this should be weighed against the public benefits of the proposal. Public benefits may include sustaining or enhancing the significance of the asset. Looking at the changes to and demolition of curtilage buildings as a whole there would be some clear public

benefit by enhancing the curtilage listed buildings to be retained and by ensuring their long term use and contribution to the setting of the farmhouse.

- 6.6 Staff conclude that the special character of the listed building as set out in the listing would not be materially affected by the demolition and conversion. The grant of listed building consent is recommended accordingly.

IMPLICATIONS AND RISKS

Financial implications and risks: Not applicable

Legal implications and risks:

The statutory duty applied to Local Planning Authorities in the exercise of their planning function in respect of listed buildings is set out in section 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990. These tests require that, in exercising any of their powers under the Act with respect to any decision on a planning application for development that affects a listed building or its setting, a local planning authority must have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Preservation in this context means not harming the interest in the building, as opposed to keeping it utterly unchanged, sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Human Resources implications and risks: Not applicable

Equalities implications and risks: Not applicable

BACKGROUND PAPERS

1. Listed building application and plans received 21-12-2016