

REGULATORY SERVICES COMMITTEE

26 June 2014

REPORT

Subject Heading:

P0485.14 – Langtons House, Billet Lane, Hornchurch –Proposals for the demolition of the existing stores. Existing garage to be converted into a café with external alterations. Repairs and reroofing to the Orangery. Works to the existing bothies. New openings in the garden wall. (received 4/4/14)

Report Author and contact details:

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Policy context:

Local Development Framework
The London Plan
National Planning Policy Framework
None

Financial summary:

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

Ensuring a clean, safe and green borough	[x]
Championing education and learning for all	[]
Providing economic, social and cultural activity in thriving towns and villages	[x]
Valuing and enhancing the lives of our residents	[x]
Delivering high customer satisfaction and a stable council tax	[]

SUMMARY

This matter is brought before committee as the application site is Council owned. This proposal relates to Langtons House, a Council owned, Grade II listed 18th century house and public gardens located in Billet Lane, Upminster. Planning permission is sought for the demolition of the existing stores, the existing garage to be converted into a café with external alterations, repairs and reroofing to the Orangery, works to the existing bothies and new openings in the garden wall.

In all respects, the proposal is considered to accord with the relevant policies contained in the LDF Core Strategy and Development Control Policies Development Plan Document and The London Plan. Approval of the application is therefore recommended, subject to conditions.

RECOMMENDATIONS

It is recommended that planning permission be granted subject to the following conditions:

1. Time Limit - 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 of the Planning (Listed Building and Conservation Areas) Act 1990.

2. Accordance with plans - The development hereby permitted shall not be carried out otherwise than in complete accordance with the plans as listed on page 1 of this decision notice approved by the Local Planning Authority.

Reason: The Local Planning Authority consider it essential that the whole of the development is carried out and that no departure whatsoever is made from the 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 the LDF Development Control Policies Development Plan Document Policy DC61.

3. Café opening hours - The premises shall not be used for the purposes hereby permitted other than between the hours of 8:00 and 21:00 on Sundays to Fridays and 08:00 and 22:00 on Saturdays unless otherwise agreed in writing by the Local Planning Authority.

Reason: To enable the Local Planning Authority to retain control in the interests of amenity, and in order that the development accords with Development Control Policies Development Plan Document Policy DC61.

4. Extract ventilation system - Before the use commences suitable equipment to remove and/or disperse odours and odorous material should be fitted to the extract ventilation system in accordance with a scheme to be designed and certified by a competent engineer and after installation a certificate to be lodged with the Planning Authority. Thereafter, the equipment shall be properly maintained and operated within design specifications during normal working hours. The level of dispersion has been calculated based upon an estimation of intended use scale and nature of the business and has been determined as Discharging 1m above eaves at 10 -15m/s. Odour control should be implemented as described in guidance issued by the environmental health department to the level required by the level of likely nuisance.

Reason: To protect the amenity of occupiers of nearby premises.

INFORMATIVES

1. Statement Required by Article 31 (cc) of the Town and Country Planning (Development Management) Order 2010: No significant problems were identified during the consideration of the application, and therefore it has been determined in accordance with paragraphs 186-187 of the National Planning Policy Framework 2012.

2. The applicant is advised to have regard to the following guidance provided in:

- The Food Industry Guides to Good Hygiene Practice:
- Workplace, Health, Safety and; Welfare Approved Code of Practice L24 ISBN 0-7176-0413-6 available to order from book shops.

Further information is available at the following web sites:

- Food safety – www.food.gov.uk/foodindustry/
- Occupational safety & health – www.hse.gov.uk

Applicants have found it beneficial to consider the items below before final detailed plans are produced

1. provision of suitable outside bin storage
2. provision of a grease trap on the foul drainage
3. proper storage and disposal of waste oil
4. vehicle and pedestrian routes when loading and unloading
5. vehicle and pedestrian routes for customers

Finally, food premises must be registered with us at least 28 days before opening. It is an offence for premises to trade without registration. A registration form is available from our office or at our web site: online.havering.gov.uk/officeforms/licence_food_business.ofml .

REPORT DETAIL

1. **Site Description:**

- 1.1 This proposal relates to Langtons House, a Council owned, Grade II listed 18th century house and public gardens located in Billet Lane, Upminster. The site is located in the Langtons Conservation Area. There are residential properties on the majority of the perimeter of the site. There is vehicular access to the site from Billet Lane. Langtons House is owned and managed by the London Borough of Havering. The buildings and gardens are used as a public park and wedding venue.

2. **Description of development:**

- 2.1 Planning permission is sought for the demolition of the existing stores, the existing garage to be converted into a café with external alterations, repairs and reroofing to the Orangery, works to the existing bothies and new openings in the garden wall.
- 2.2 The existing garage would be converted into a café with concertina aluminium doors as well as new timber ledge and braced barn doors on the front elevation.
- 2.3 The Orangery is Grade II listed and comprises of a glazed timber structure with a red brick wall. The proposal includes repairs and reroofing of the Orangery.
- 2.4 The bothies provide 3-4 rooms, partially used for storage but also to provide a potting shed and a mess room for the Park staff. The proposal includes internal repair works and refurbishment to the bothies as well as a new door opening formed in the existing brick wall.

3. **Relevant History:**

- 3.1 L0004.14 – Proposals for demolition of the existing stores and replacing with new public toilets and bin store. Existing café converted to a café. Repairs and reroofing to Orangery. Works to existing bothies. New workshop. New greenhouse. New openings in garden wall – To be determined.

L0005.14 – Proposals for demolition of existing toilet block, repairs to walls and repairs and refurbishment to Bath House. New door access to Billet Lane – To be determined.

L0009.08 – Listed Building Consent for internal alterations including removal of partitions and installation of air conditioning units and general refurbishment and decoration – Approved.

4. Consultations/Representations:

- 4.1 The application has been advertised in a local newspaper and by way of a site notice, as the proposal relates to a listed building and the site is located in the Langtons Conservation Area. The occupiers of 59 neighbouring properties were notified of this proposal. Three letters of objection were received with detailed comments that have been summarised as follows:
- Noise from the café.
 - Security.
 - Requested opening and closing times for the gates in the wall to improve security for residents surrounding the Fielders Sports Ground.
 - Queried the opening hours and trading days of the café.
 - Queried whether the proposal would require a change of use of the existing car park, which is used by Council employees and utilising the car park for late night functions.
 - Anti-social behaviour.
 - Rubbish.
- 4.2 In response to the above comments, the opening hours and trading days of the café will be secured by condition if minded to grant planning permission. No change of use of the existing car park is proposed. No further proposals relating to car parking form part of this application. The opening and closing times for Langtons House remain unchanged and therefore, it is not deemed necessary to condition the hours of use of the openings in the wall. The remaining issues will be addressed in the following sections of this report.
- 4.3 The Highways Authority has no objection to the proposals.
- 4.4 English Heritage – The proposal is unlikely to have a significant effect on heritage assets of archaeological interest. No further assessment or conditions are therefore necessary.
- 4.5 The Council's Heritage Officer makes the following comments:
- The demolition of the existing c. 1960s stores will be an improvement to the site; both in terms of the condition of the listed garden wall and main house to which they are attached, and in terms of the setting of the listed stable block opposite.
 - These are good proposals to convert and alter the garage building into a cafe so that it appears more in keeping with the style of a working stable area. The setting of the stables and the main house is improved by these changes.
 - The re-use of the garage as a café is considered to make a positive contribution to the life and atmosphere of the site, converting the stable yard from a rather bleak and utilitarian character to one which is very much in use by visitors and part of the whole house and garden site.
 - The proposals for the repairs to the roof of the boiler house and the works to the Orangery are all considered acceptable.

- It is considered that the internal works to the bothy are appropriate and necessary to bring the building up to a quality standard of use.

- The doorway and door will be created to be in-keeping with the design of existing doorways, and so its creation will have a neutral impact on the appearance of the garden wall from either side.

5. Relevant policies:

5.1 Policies CP18 (Heritage), DC18 (Protection of public open space, recreation, sports and leisure facilities), DC61 (Urban Design), DC67 (Buildings of Heritage Interest) and DC68 (Conservation Areas) of the LDF Core Strategy and Development Control Policies Development Plan Document are considered material together with the Langtons Conservation Area Character Appraisal.

5.2 Policies 7.4 (Local Character) and 7.8 (Heritage Assets and Archaeology) of the London Plan are relevant.

5.3 Chapters 7 (Requiring good design) and 12 (Conserving and enhancing the historic environment) of the National Planning Policy Framework are relevant.

6. Staff Comments

6.1 This proposal is put before the Committee owing to the site being Council owned and objections being received. The issues arising in respect of this application are the impact on the Langtons Conservation Area, the streetscene, amenity issues and parking and highways implications.

7. Conservation Area

7.1 Policy DC68 states that the character of Conservation Areas will be preserved or enhanced. Planning permission for development within a Conservation Area will only be granted where: it does not involve the demolition of a building that makes a positive contribution to the character or appearance of the area, it preserves or enhances the character of the Conservation Area and is well designed and it does not involve the loss of trees which contribute towards the character of the Conservation Area.

7.2 The proposal is judged by the Council's Heritage Officer to be both justified and acceptable. It is considered that the overall scheme at Langtons House will have a positive impact on both the listed structures and their settings, and will vastly improve public access and enjoyment of the historic site and would enhance the character and appearance of the Langtons Conservation Area. The proposal is therefore considered to be acceptable and to accord with both national and local planning policies.

8. Design/impact on street/Garden scene

8.1 It is considered that the demolition of the existing stores would not adversely affect the streetscene, as the building is located to the west of Langtons

House and is approximately 110 metres from the entrance to the site in Billet Lane.

- 8.2 Staff consider that converting the existing garage to a café with external alterations would not adversely affect the streetscene, as the building is located to the west of Langtons House and approximately 130 metres from the entrance to the site in Billet Lane. In addition, the current application makes good proposals to alter the building so that it appears more in keeping with the style of a working stable area. The formation of arched openings in the style of a barn door or coach entrance makes a significant improvement to the appearance of the building and how it relates to its setting, whilst the modern glazing makes a good quality modern contribution to the site.
- 8.3 It is considered that the repairs and reroofing to the Orangery would not adversely affect the streetscene, as the building is located approximately 130 metres from the entrance to the site in Billet Lane and to the west of the existing stores and Langtons House. It is considered that the repairs and reroofing of the Orangery would improve its appearance.
- 8.4 Staff consider that the works to the existing bothies and the new openings in the garden wall would not adversely affect the streetscene. The works would improve the appearance of the bothies, the building is located to the west of the Orangery, existing stores as well as Langtons House and is approximately 160 metres from the entrance to the site in Billet Lane.

9. **Impact on amenity**

- 9.1 It is considered that the demolition of the existing stores, the existing garage to be converted into a café with external alterations, repairs and reroofing to the Orangery, works to the existing bothies and new openings in the garden wall would not result in material harm to neighbouring amenity, as the proposal would be contained within the grounds of Langtons House and as such, are well separated from neighbouring properties. The opening hours and trading days for the café would be secured by condition if minded to grant planning permission. It is considered that the café would not result in a significant loss of amenity to neighbouring properties, as its opening hours would be similar to those of Langtons House and its grounds. Additionally the café building is set some distance from the boundary with the neighbouring residential properties. Langtons is owned and managed by the Council and it is considered that the Council, in its role as both owner and Local Authority will be able to ensure that the café is operated in a way that does not cause nuisance to occupiers of neighbouring property. A condition is also proposed to secure suitable extraction and ventilation equipment. Provision will be made for refuse collection in conjunction with the existing refuse collection arrangements for Langtons House.

10. **Highway/parking issues**

- 10.1 It is considered that the proposal would not create any parking or highway issues. The site has existing car parking provision, which is sufficient and

there are other car parks in the vicinity of the site. The Council's Highway Authority has no objection to the proposal.

11. Mayoral CIL

11.1 The application is not liable to Mayoral CIL.

12. Conclusion

12.1 Having regard to all relevant factors, Staff are of the view that this proposal for the demolition of the existing stores, the existing garage to be converted into a café with external alterations, repairs and reroofing to the Orangery, works to the existing bothies and new openings in the garden wall would be acceptable. It is considered that the overall scheme at Langtons House will have a positive impact on both the listed structures and their settings, and will vastly improve public access and enjoyment of the historic site and would enhance the character and appearance of the Langtons Conservation Area. Staff are of the view that the proposal is acceptable, would not adversely impact on the streetscene or result in a significant loss of amenity to neighbouring occupiers. It is considered that the proposal would not create any highway or parking issues. The proposal is considered to be acceptable in all other respects and it is therefore recommended that planning permission be granted subject to conditions.

IMPLICATIONS AND RISKS

Financial implications and risks:

None.

Legal implications and risks:

This application is considered on its merits independently of the Council's interest as applicant and owner of the site.

Human Resources implications and risks:

None.

Equalities implications and risks:

The Council's planning policies are implemented with regard to Equalities and Diversity. The proposals will provide enhanced facilities for members of the public visiting the site, facilitating wider use by the community.

BACKGROUND PAPERS

Application forms and plans received 4/4/2014.