

UTT/18/0051/LB – (UGLEY)

(Other)

PROPOSAL: Part demolition northern boundary wall to create access

LOCATION: HFT Bradley Resource Centre Pound Lane Ugley

APPLICANT: Home Farm Trust

AGENT: ADP Architecture Limited

EXPIRY DATE: 27 March 2018 (Extension of Time)

CASE OFFICER: Maria Shoesmith

1. NOTATION

- 1.1 Outside Development Limits, Aerodrome safeguarding zone, 2km of SSSI, Sand & Gravel, Curtilage Listed Wall.

2. DESCRIPTION OF SITE

- 2.1 The application site is located 0.8m from Stansted, and 5m to the M11 London-Cambridge corridor. There are bus services that run along the Cambridge Road (B1383) and Pound Lane. With railway stations Elsenham 1.3 miles and Stansted 1.6 miles away.
- 2.2 The application site consists of an area of 1.23ha located southwest off Pound Lane in Ugley. The site currently forms part of the HFT Bradley Resource Centre which is a registered charity and facility to support people with learning disabilities and autism.
- 2.3 The campus at present provides various care and support including residential accommodation, supported living, residential and day support, all with the handful of buildings on site.
- 2.4 The application site is two parcels of land within the campus site which is grassland and enclosed by landscaping along the boundaries. These are both relatively flat.
- 2.5 The parcel of land to the north is bounded by landscaping, wooden fencing and Pound Lane which winds along its northern and eastern boundaries. This is adjacent to overflow parking area.
- 2.6 The parcel of land to the south is located to the other side of the sites access road, and a listed brick garden wall which is related to the original Orford Hall, which is now in separate ownership.
- 2.7 Orford Hall, Shingay House and Admiralty House are the nearest listed buildings and residential properties to the Resource Centre to the west fronting onto Cambridge Road (B1383), with Barfleur further north (26m from corner of redline) and the cottages to the east on Pound Lane (60m from corner of redline). These are all located at a distance from the application site.

- 2.8 The area is characterised by clusters of buildings, of which the application site forms part of and linear built form along Cambridge Road. To the north and south of the application site are open fields, with Halls Quarry/landfill located to the north.
- 2.9 West of the southern parcel of land is a garden centre which is operated by the Resource Centre. Plants are grown by people supported by HFT to sell to the local community and visitors. Dove Cottage and Peartree Cottage currently provides accommodation and support for people with higher support requirements including support for people with dementia, and those with complex communication and behavioural needs.

3. PROPOSAL

- 3.1 A hybrid planning application, which splits the scheme into two developments; the required autism facility forming part of the full application and; the enabling development for three dwellings, which is an outline application with all matters reserved except for access, has been submitted and is being determined under reference UTT/17/3751/OP. This application is for Listed Building consent for the part demolition of a curtilage listed wall in order to provide the access into the proposed new autism facility.
- 3.2 Access for the facility is proposed to be taken through an existing brick wall to allow for a 13.9m vehicular entrance which will also allow for visibility, pedestrian access and approximately 9.5m to allow vehicles to leave the internal main access road into the site without causing obstruction.

4. ENVIRONMENTAL IMPACT ASSESSMENT

- 4.1 Town and Country Planning (Environmental Assessment):
The proposal constitutes a 'Schedule 2' development that is one which falls within Schedule 2 of the above Regulations. (Class 10(a) industrial estate development project where the development exceeds 0.5 hectare) thereby the proposed development would be required to be screened. The application has been screened whereby it has been concluded that an EIA is not required.

And

Human Rights Act considerations:

There may be implications under Article 1 and Article 8 of the First Protocol regarding the right of respect for a person's private and family life and home, and to the peaceful enjoyment of possessions; however, these issues have been taken into account in the determination of this application.

5. APPLICANT'S CASE

- 5.1 The application includes the following documents;
- Design, Access And Heritage Statement;
 - Listed Wall - Plans And Elevations
- 5.2 *"HFT, founded in 1962, has become one of the largest and longest established charities supporting around 2,500 adults nationwide with learning disabilities. The charity, regulated by the Care Quality Commission (CQC), is registered to provide personal care and accommodation for persons who require personal care. The variety of ways in which HFT provides care and support to those with autism,*

learning disabilities and other profound and complex needs is summarised below:

■ **Supported Living:** HFT often helps those moving from residential care or family homes into their own place or a shared house with friends. HFT then provides tailored support to the individual's needs, which could be around the clock or for selected tasks. HFT assists in finding accommodation suited to the person's individual needs via Housing Associations and private landlords.

■ **Domiciliary Care:** This provision is to provide extra support to individuals to live independently in their own homes. HFT's Domiciliary Care services are registered with the Care Quality Commission (CQC), who regulates care activities in England.

■ **Residential:** These are residential care homes, adapted to meet the requirements of the individuals living there. Where appropriate, many residents living in HFT's care homes use specialist equipment and personalised technology to help them live as independently as possible.

■ **Day Opportunities/Service Centres:** Staff supports people finding hobbies they enjoy, while helping them build their independence, in accordance with the objectives of the Care Act and the Transforming Care Agenda.

■ **Short Breaks and Respite Care:** This could be a stay in one of the local service centres on a mini break, or domiciliary care so that families can take a short break for themselves.

■ **Housing:** In order to manage supported living tenancies, and to act as a management agency for third party landlords, HFT has its own dedicated housing department.

■ **Transition:** HFT supports young people with learning difficulties make the transition from children's support services to adult social care services.

■ **Support with Finances:** HFT ensures that the people they support receive Department for Work and Pensions benefits, and any other benefits that they are entitled to, by offering an 'Appointeeship' service.

■ **Family Carer Support Service:** HFT provides a free Family Carer Support Service for relatives and friends that support someone who has a learning disability.

■ **Personalised Technology:** HFT is a market leader in the use of Personalised or Assistive Technology, which supports people with learning difficulties to increase safety, privacy and independence."

5.3 The Ugley Campus specialises in providing support for people with autism, Prader Willi Syndrome, complex needs and challenging behaviour.

5.4 The supporting information submitted states;

"This type of facility will be the first offered by HFT. It is planned to repeat the offer elsewhere at other HFT facilities.

HFT already has 4 referrals from Essex CC for people who would benefit from living in the proposed residential autism facility.

The Service will provide and identify sensory presentations of individuals with ASD. This will lead to developing an understanding, and implementing strategies to support individual sensory presentations, within an integrated sensory environment. The property will have the flexibility to address the needs of both Hypo, and Hyper sensitivity to a significant range of sensory requirements. Through environmental adjustments and specific high quality training, the team will enable individuals to

develop coping strategies, enabling increased independence. It is then envisaged that over time, individuals can move on to more independent living, with less support.

The majority of individuals that will benefit from this facility would otherwise be residing in hospital, where the management of the transition between an institutional environment to living relatively independently in the community is limited. It is thought that this will be the first facility of its kind in the country."

- 5.5 The design of the scheme responds to the identified needs of young people living with autism. A tranquil environment is proposed so carers can engage with residents.
- 5.6 The building has been designed to benefit from as much north facing natural light as possible. The allotments and garden areas proposed will help with social interaction between residents. Opaque glazing is proposed around the internal courtyard area for the privacy of residents.
- 5.7 Materials chosen are in keeping with the rural setting and local vernacular. The use of black stained larch and glazing externally and internally, around the courtyard area white render, unstained larch and glazing will be used.

Statement of Community Engagement:

- 5.8 A Statement of Community Involvement has been submitted as part of the application submission. This states that a consultation was carried out with Local Commissioners (clinically led statutory NHS body responsible for planning and commissioning health care services in the local area). As a result this resulted in the rear access for the individual apartments and an external sensory garden to be included as part of the scheme.
- 5.9 A presentation to Committee Members was undertaken to explain the scheme and for Members to ask any questions.
- 5.10 A Public Consultation open day was undertaken Tuesday 14th November 2017, 10am-3.30pm. Leaflets were distributed locally and an advert was published within the Saffron Walden Local. 23 people were stated to have attended which included members of the Parish Council, local commissioners, Paul Miller Estate Agents, Saunders Auctioneers, local social workers, also both existing and prospective future family members of people/residents of the centre.

6. RELEVANT SITE HISTORY

- 6.1 There is no relevant history relating to the application site however the most relevant is the following;

UTT/1393/04/FUL – Erection of two-storey building to provide residential care.
Erection of day centre with parking and alterations to access (Bradbury Resource Centre, Pound Lane) – Granted 10.05.2006

UTT/17/3751/OP - Hybrid application - full planning permission for the erection of a new residential autism facility comprising of 8 no. 1 bedroom flats, staff accommodation, parking and associated works on land at "The Orchard" including part demolition of the northern boundary wall to create access. Outline application with all matters reserved except for access for up to 3 no. dwelling houses on "Land west of Pound Lane"

7. POLICIES

National Policies

- National Planning Policy Framework

Uttlesford Local Plan (2005)

Policy ENV2 – Development Affecting Listed Buildings

8.0 PARISH COUNCIL COMMENTS

- 8.1 Ugley Parish Council would like to make the following objections to the above planning application.

On the 'Pre-application Public Consultation' statement, it states that members of Ugley Parish Council had attended; this is not correct, no members of the Parish Council were present at the meeting and have never been consulted on this application.

Ugley Parish Council considers that this is over development of this site.

Ugley is a very rural village with many listed buildings; the proposed design of the building is not in keeping with the area. It does not respect the local character and history of the village.

Ugley Parish Council does not consider that Highways have addressed all the issues related to this application. This site borders a busy narrow lane; there is no pedestrian footpath, thus residents exiting the site on foot, will be required to walk on the road.

The Parish Council is also appalled at the intention to knock down part of the northern boundary listed wall to create an access.

9. CONSULTATIONS

Historic England

- 9.1 Do not wish to offer any comments.

Conservation Officer

- 9.2 The wall subject of this application is listed by the virtue of the curtilage with Orford Hall, grade II* listed building. The proposal is for demolition of part of northern boundary wall to create access to HFT Bradley Resource Centre which is an independent use of the site. I consider that as the proposed opening would not be along the principle elevation of the heritage asset its setting would not be unduly diminished. Consequently I suggest approval subject to the following condition.

- The exposed edges of the wall as well as any coping to be made good to match existing.
- Design of any necessary gates to be approved.

10. REPRESENTATIONS

The planning application has been advertised on site and in the local press. Neighbouring occupiers have also been notified of the application of which 1 letter was received raising the following points;

- No objection to proposed facility.
- Insufficient information regarding 3 dwellings and will wait until reserved matters are applied for.

11. APPRAISAL

The issues to consider in the determination of the application are:

A Impact upon Listed Buildings/Structures

A Impact upon Listed Buildings/Structures

- 11.1 Local Plan Policy ENV2 states *“Development affecting a listed building should be in keeping with its scale, character and surroundings. Demolition of a listed building, or development proposals that adversely affect the setting, and alterations that impair the special characteristics of a listed building will not be permitted. In cases where planning permission might not normally be granted for the conversion of listed buildings to alternative uses, favourable consideration may be accorded to schemes which incorporate works that represent the most practical way of preserving the building and its architectural and historic characteristics and its setting”*
- 11.2 Paragraph 132 of the NPPF seeks the protection of designated Heritage assets. Paragraph 133 of the NPPF states *“Where the proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply;*
- The nature the heritage asset prevents all reasonable uses of the site; and*
 - No viable use of the heritage asset itself can be found in the medium terms through appropriate marketing that will enable its conservation; and through appropriate marketing that will enable its conservation; and*
 - Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
 - The harm or loss is outweighed by the benefits of bringing the site back into use.”*
- 11.3 Paragraph 134 also states that *“where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.”*
- 11.4 A Heritage Assessment has been submitted as part of the application as a result of the proximity of the application site to Listed Buildings and the demolition of part of a curtilage listed wall to provide access to the proposed facility.
- 11.5 The wall forming part of the application originally was part of the Grade II* Listed Orford House. The wall itself is not noted but is curtilage listed due to it being a pre1948 structure. As a result a listed building application has been submitted. The D & A statement outlines that 13.9m of the 110m length wall would be demolished in order to provide the facility and the visibility splays. It would have a limited impact

upon the integrity of the wall and its historic significance and the neighbouring listed buildings. The removal of 13.9m of the curtilage listed wall is considered to be significant, however in relation to the level of remaining wall and the developments public benefit outweighs the overall harm that is considered would result. This is in accordance with Paragraph 134 of the NPPF. Substantial harm to or total loss of significance of a designated heritage asset is not considered to occur, which is in accordance with paragraph 133 of the NPPF.

- 11.6 The Conservation Officer has been consulted on the application and has stated that the proposed opening would not be along the principle elevation of the heritage asset and therefore its setting would not be unduly diminished. As a result no objection has been raised and recommended approval subject to conditions.
- 11.7 In consideration of the Heritage Statement and the Conservation Officer's comments the works is therefore considered to be in accordance with Local Plan Policy ENV2 and the NPPF, subject to conditions should planning permission be granted.

12. CONCLUSION

- 12.1 The removal of 13.9m of the curtilage listed wall is considered to be significant, however in relation to the level of remaining wall and the developments public benefit outweighs the overall harm that is considered would result. This is in accordance with Paragraph 134 of the NPPF. Substantial harm to or total loss of significance of a designated heritage asset is not considered to occur, which is in accordance with paragraph 133 of the NPPF.
- 12.2 The Conservation Officer has raised no objection subject to conditions.
- 12.3 The proposed development accords with Policy ENV2 of the Local Plan and the NPPF, subject to conditions should planning permission be granted.

RECOMMENDATION – CONDITIONAL APPROVAL

Conditions

1. The development to which this consent relates shall be begun before the expiration of 3 years from the date of this decision.

REASON: To comply with the requirements of Section 18 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The exposed edges of the wall as well as any coping shall be made good to match the existing.

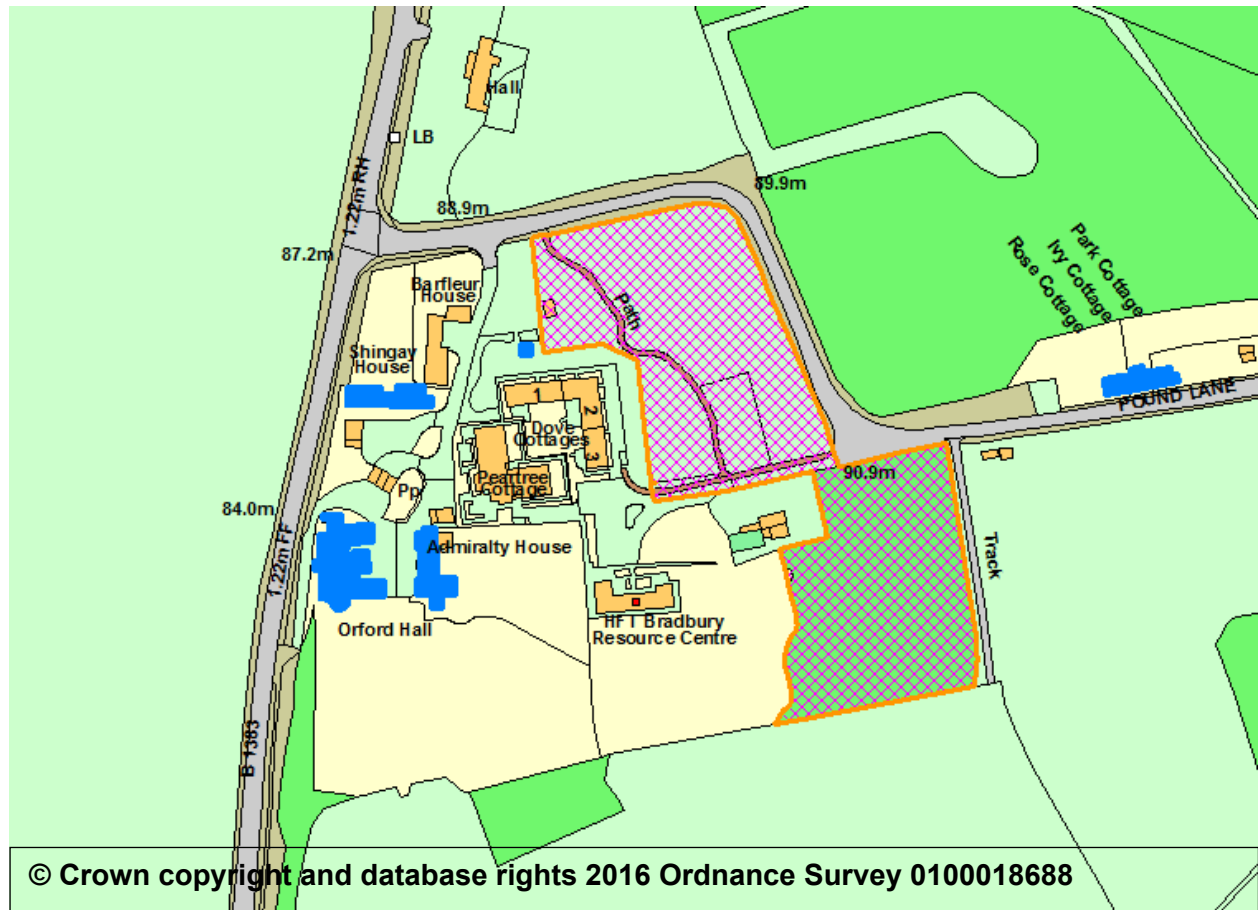
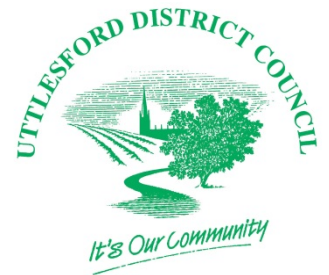
REASON: In the interests of preserving the historic character and appearance of the listed building and wall and its setting, in accordance with Policy ENV2 of the Uttlesford Local Plan (adopted 2005) and the NPPF.

3. Details of any gates shall be submitted to and approved in writing by the Local Planning Authority prior to installation.

REASON: In the interests of preserving the historic character and appearance of the listed building and wall and its setting, in accordance with Policy ENV2 of the Uttlesford Local Plan (adopted 2005) and the NPPF.

Application: UTT/18/0051/LB

Address: HFT Bradbury Resource Centre, Pound Lane, Ugley



Organisation: Uttlesford District Council

Department: Planning

Date: 24 May 2018