

<b>Item No.</b> 9.2	<b>Classification:</b> Open	<b>Date:</b> 6 March 2018	<b>Meeting Name:</b> Planning Committee
<b>Report title:</b>	<b>Development Management planning application:</b> Application 17/AP/3071 for: Listed Building Consent  <b>Address:</b> BELTWOOD, 41 SYDENHAM HILL, LONDON SE26 6TH  <b>Proposal:</b> Alterations to enable a change of use of Beltwood House (a Grade II listed building) from a Class C2 residential institution to provide 7 apartments with external works comprising demolition of the service wing outriggers and replacement with a new communal entrance. Demolition of curtilage outbuildings to the east of Beltwood House ('Stables and Worker's cottage') and replacement with 3 No. residential units. Creation of new Gate House and a detached house within the site curtilage. Alterations including underpinning of the existing Gate Lodge (curtilage listed building) and, ground floor extension.		
<b>Ward(s) or groups affected:</b>	College		
<b>From:</b>	Director of Planning		
<b>Application Start Date</b> 31/08/2017		<b>Application Expiry Date</b> 26/10/2017	
<b>Earliest Decision Date</b> 07/10/2017			

## RECOMMENDATION

1.
  - a. That listed building consent be granted, subject to legal agreement.
  - b. In the event that a satisfactory legal agreement is not concluded by 30 May 2018, listed building consent be refused.

## Site location and description

2. The application site is Beltwood House, 41 Sydenham Hill, a large Grade II listed house set in the middle of 1.2 hectares of garden grounds with an outlying stables/garage and workers cottage and gate house (lodge). Beltwood House was statutorily listed Grade II in May 1995. It is Victorian villa, remodelled in the early twentieth century in a "renaissance" manner with neo-classical detailing.
3. Beltwood House is one of the oldest houses in the area, constructed in 1851 for Edward Saxton. It was originally surrounded by woodland and formed part of the Great North Wood. The surroundings became further developed with the arrival of the railway during the 1860s. The house was remodelled in the early twentieth century. The grounds in which the house sits are mature and compromise a gate house, stable block and worker's cottage. The gate house is a modest Arts and Crafts building which stands at the driveway entrance to the house and is visible from the street. The stables, a simple utilitarian building with some later alterations located adjacent to the house to the east, and the worker's cottage another simple building within the grounds. These buildings are part of the historic estate of Beltwood and are also

located within the conservation area. While the estate buildings individually are not considered exceptional enough to warrant listing individually, their cumulative significance, together with the large mature gardens forms a positive part of one of the oldest estates within the Dulwich Wood Conservation Area. The historic form of landscaping is still visible within the site. Originally built as a residence, from historical maps, the house appears to have been a YMCA (1960-70) and the Sydenham Hill Invalid Babies Hospital before that. The house is currently vacant. Despite several changes in use the plan form of the building has been little altered since early twentieth century re-modelling.

4. Access to the site is by way of a driveway in the western corner of the site off Sydenham Hill. Double gates set back from the back edge of the pavement enclose a driveway which sweeps past the single storey Gate House at the entrance to the site to the main house which is situated in the middle of the site. On the northern boundary of Beltwood House are three listed buildings: Six Pillars and nos. 2 and 4 Crescent Wood House. Six Pillars is listed Grade II\* with the other two buildings designated Grade II.
5. The main house is surrounded by lawns and woodland. To the side (south) and rear (west) of the house are landscaped lawns and to the north is a wooded area which includes a tennis court. There is dense tree coverage on the western side of the site and along the site boundaries and a Tree Preservation Order No. 98 (1985) covers all of the grounds. The site is located on the southern edge of the Dulwich Wood Conservation Area within the London Borough of Southwark. The Dulwich Wood Conservation Area is the largest conservation area in Southwark and was designated on 30 September 1985. Buildings within the Dulwich Wood Conservation Area tend to be around the perimeters of a central large open space, including some good quality Victorian dwellings set within substantial grounds. The large areas of open space and generous garden grounds within the conservation area are an important factor which has created its sense of place and character.
6. Historic England has placed Beltwood House on their Heritage Risk Register, due to being vacant and in a deteriorating condition. Whilst permission was granted in 1999 and renewed in 2004, this was for conversion of the main house into 3 town houses and development within the grounds. The decision pre-dates more recent national and local planning policy changes, for example the requirement to assess the impact of a proposal on the significance of the listed building. The significance being the value of the Beltwood Estate to this and future generations because of the heritage interest of the constituent parts, physical presence but also its setting.

## **Details of proposal**

7. Extensive restoration of Beltwood House (a Grade II listed building) and refurbishment and alterations to enable a change of use of the house from a Class C2 residential institution to provide seven apartments. External works to the house comprising demolition of the service wing outriggers and replacement with a new communal entrance. Demolition of curtilage outbuildings to the east of Beltwood House ('Stables and Worker's cottage') and replacement with three No. residential units. Associated works include the creation of new gate house and a detached house within the site curtilage. Alterations including underpinning of the existing gate house (curtilage listed building) and, ground floor extension. The associated planning application LBS Reg: 17/AP/3070 is being considered separately.

## **Condition of heritage assets**

8. A detailed structural condition survey by a conservation accredited engineer and a

specialist timber and damp survey of the heritage assets on the site, have been provided in support of the application. The documents set out the package of structural and conservation work required to these buildings. The recommendations made within these reports for the main house and gate house have informed the outline schedule of works provided in support of the application. The intention is to retain and sensitively repair as much of the historic fabric to the main and gate houses as possible.

9. The structural condition survey identifies the key defects with the main house, which include the following:
  - Structural cracking throughout the property, thought to be recent in origin. The majority of cracking has manifested along the south elevation is due to foundation movement caused by tree root shrinkage. At basement level there is evidence of movement (presence of inverted arches) which occurred at the time of re-construction of the house. Leaking drainage and fluctuating ground water levels have exasperated the movement.
  - Damp ingress which has led over time to timber decay of floors, joists and embedded timbers. The reasons for this include: defective roof coverings, flashings, rainwater goods and internal plumbing.
  - Timber decay particular to the south elevation due to inadequate level change between internal/ external ground levels and fall on paved surfaces.
  - Evidence of wood worm in the basement.
  - Evidence of rising damp at basement level and ground floor.
10. The structural condition survey identifies the key defects with the gate house, which include the following:
  - Structural cracking and subsidence throughout the property due to long-term ground movement caused by tree root shrinkage.
  - Defective surface water rainwater goods.
11. The structural condition survey identifies the key defects with the stables and worker's cottage, which include the following:
  - The worker's cottage and stables are suffering from damp ingress in several rooms, with evidence of active wet rot infestation and mould growth. This is due defective roof coverings, flashings and rainwater goods.
  - Evidence of rising damp.
  - Significant structural cracking identified throughout due to localised foundation movement. A significant lean to the chimney of the cottage has been noted. Other structures such as the canopy and store to the rear are in a dilapidated condition.

#### Conversion of Main House

12. During the application the scheme has been amended (refer to paragraph 25) and now proposes the conversion of the main house into seven apartments. The principal part of the house will be subdivided into four flats, one on each floor, with the former servants' wing converted into three further residential units. Amenity issues, unit sizes

and the proposed residential mix are discussed in more detail under the associated planning application. The approach to the conversion of the house has been influenced by previous planning refusals and the 2015 inspector's decision as well as the specialist condition surveys prepared following the refusal in 2016.

13. At basement level the proposal seeks to retain a significant part of the historic plan form and fabric, to create a communal gym and two bedroom flat. As identified above extensive works are required at this level to stabilise the building structurally. In comparison to the previously refused schemes, where wholesale demolition was proposed, main structural walls will largely be retained with only localised underpinning. In the basement evidence of an earlier historic house, discovered during the course of this application, is preserved and incorporated into the current proposal. Where complete retention of walls is not possible new openings will be created with wall nibs retained, so that the plan form remains legible. A redundant secondary staircase from ground floor level will be removed. On the north side (rear elevation) a new light well will be introduced, with a glazed balustrade. In the 2015 inspector's decision, the Planning Inspectorate had advised that a modestly sized light well in this location would not harm the significance of the listed building. Two existing openings in this location will be increased in size by 300mm and new timber windows installed. The existing store double doors will be replaced with a timber window. A new stepped access down into the basement will also be created on the north side. On the eastern elevation an existing opening will be uncovered and a new timber window installed. Conditions have been suggested for detailed drawings of the glass balustrade, stepped access and for all new windows and doors. Internally at basement level, other works include the installation of a damp proofing system and a condition has been suggested for the provision of further details.
14. The ground floor of the main house is the most architecturally significant. The application seeks to preserve as much of the historic fabric and plan form as possible. The historic fabric will be restored as part of the works at this level. Whilst the principles of repair have been provided, conditions have been suggested for further details of the specialists who will be undertaking these works and their proposed methodology. This is to ensure that, for example, as much of the parquet flooring is preserved as possible. A condition has also been suggested for details of the proposed protection measures for important features, such as the fireplaces, during the construction works. Other works proposed at ground floor level include structural repairs to the porch and a condition has been suggested for further details. During the course of the application the scheme has been amended to increase the number of units in the main part of the house to two. This has led to a re-ordering of the proposed accommodation at ground floor to create a communal entrance hall for the ground and first floor flats. The redundant openings into the principal room at the front and into the servants' wing will be fixed shut. A new jib door in the panelling will connect the front rooms. Detailed drawings of the fixing shut of doors, the jib door and proposed glazed screen have been provided in support of the application. The new reversible glazed and bronze screen is required to meet the fire regulations.
15. At first floor level, as with the ground floor the architecturally significant parts of the main house remain largely unaltered and restored. The exception being the creation of two new openings from the corridor into the front bedroom. This is due to the retention of the secondary servants' staircase up to second floor level. The existing redundant openings around the secondary staircase will be fixed shut. The differences in level between the main part of the house and the servants' wing have dictated the internal arrangement of the flats at this level. This has led to the rear bedroom (1.14) of the servants' wing becoming isolated and cannot be connected to any of the other rooms at this level. A new spiral staircase will be inserted into this room to link the room to the remainder of the duplex flat at ground floor level. The introduction of the staircase is the only new penetration through floors and a condition has been suggested for

further details of the structural works required and design of the new stairs. Other works in this part of the building include the refurbishment of the existing bathrooms by the installation of modern suites and removal of modern partitioning. A freestanding kitchen island will be installed to the front room. The kitchen is fully reversible and the services capped if no longer required. It is noted that the unsympathetic modern casement window to the servants' wing is to be retained. However there is an opportunity here with the creation of a new entrance to enhance the listed building by replacing the fenestration with a more sympathetic design. It is therefore suggested that a condition be attached for detailed drawings of a new first floor window.

16. At second floor level the walls, fabric and fittings proposed for removal date from the later twentieth century. The proposal is to install a small number of partitions to create a 3 bedroom flat. The removal of a modern partition will allow the oculus window to regain a central position in the room as originally conceived. Other works at second floor level include the introduction of a kitchen and a family bathroom. Existing service runs from the former toilet cubicles will be utilised for the new kitchen and bathroom.
17. At roof level in addition to the fabric repairs to the roof, dormers and existing roof light the only change proposed is the introduction of a rooflight over living area of the second floor apartment. Vertical outlook through the existing oculus window is limited and the introduction of rooflights into the roofslopes would have a detrimental impact on the character and appearance of the building. Therefore, to increase the level of daylight, a large rooflight in the flat section of roof is proposed. The proposed rooflight should not be visible in principal views of the building. However, to ensure that the up stand is kept to a minimum a condition has been suggested for detailed drawings.

#### Conversion of servants' wing to main house

18. The proposal is to sub-divide the servants' wing into three residential units, using one room from the main part of the house. The majority of the walls will be retained and redundant openings filled in. However, the existing plan form will remain legible. The proposed works include the demolition of rear entrance steps and outriggers currently housing toilet facilities. Proposed on the north elevation is a new formal entrance to Units 3, 4, 5 and 6 in the form of a stone colonnade. At ground floor level there will be some alteration to the plan with the closing of some existing openings and opening up of others, to facilitate the change. At second floor level on the southern side there is an awkward junction between the servants' wing and the main house. This is proposed to restore the relationship of the extension to the main house. The servants' wing will be cut back at this level and re-built in line with the existing chimney breast. The existing window will be relocated in the new wall and a blind window re-opened and a new timber window installed. The alterations to the servants' wing will enable the creation of a private roof terrace for the occupants of Unit 4. A condition is suggested for details of the new glass balustrade to the roof terrace. Other alterations to the servants' wing at second floor level include the removal of modern partitions to the communal bathrooms and an existing open plan kitchen/ living area.

#### Mechanical and electrical services

19. Drawn details have been provided of the service routes proposed in the main house. The drawings confirm that flues and pipework will be kept clear of the principal elevations. A mechanical and electrical services strategy has been devised whereby existing service routes will be utilised and new routes run between joists in such a way as not to impact on important historic fabric. At basement level the mechanical in take and extract will be located in the existing basement air raid shelter ventilation shaft. A condition has been suggested on the associated planning application for further details in relation to mechanical in take and extract system proposed at basement level.

## Fireproofing and acoustic measures

20. Fireproofing and acoustic separation strategies have been devised for the new residential units. The number of flats and their layouts have been dictated by the requirement to keep fire and acoustic separation to an absolute minimum, whilst ensuring compliance with the regulations. Typical details of the treatment to doors and between floors have been provided in support of the application. The existing panels to the door will be split and an intumescent board inserted in between the panels. Additionally intumescent sealant will be applied to linings, the head and base of the existing doors where fire resistance is required. In between floors the fire resistance and acoustic separation will be provided by the installation of insulation between joists. The existing timber floor will be retained and acoustic flooring placed over. The works will require the trimming back of isolated areas of joinery by 15mm, however new sections of timber could be pieced back in the future should the acoustic separation measures no longer be required.
21. The amended scheme for the main house proposes that the architecturally significant areas on the ground and first floors are to be subdivided into two separate units with a communal entrance. In order to comply with the Fire Regulations a bespoke glazed and bronze screen to separate the new one bed apartment from the main lobby is proposed. Similarly at first floor level, a glazed screen will provide separation between the landing and the new private lobby. Drawn details of the proposed screens and their relationship with the existing fabric has been provided in support of the application.

## Stables and worker's cottage

22. The application seeks the demolition of the stables and worker's cottage to the east of the main house. The proposal is to replace these buildings with three contemporary styled terraced houses. The statutory list description makes it clear that these buildings are 'not of special interest'. The 2015 inspector's decision had advised that the demolition of these buildings would only be acceptable if the new development sat comfortably in the context of mass, scale, orientation and style of the listed building. The impact on the setting of the replacement buildings, the viability and deliverability of the overall scheme are discussed under the associated planning application LBS Reg: 17/AP/3070. A pre-commencement building recording condition prior to demolition has also been suggested.

## Gate house

23. The existing gate house is a modest two storey Arts and Crafts style building standing at the entrance to the Beltwood Estate. The building is currently in a fair condition but suffering from settlement and cracking of the external wall render. The floor subsidence and wall cracking are the result of ground movement due to nearby trees. The building is also suffering from damp due to defective rainwater goods. The proposal under consideration is to repair the fabric of the building and construct a single storey Arts and Crafts styled extension to the west to accommodate a larger kitchen. The existing small kitchen will be remodelled to create a shower room. The works will involve the relocation of an existing window and removal of the adjacent window in the western elevation in order to create a new opening. In addition to the fabric repairs, part of work to the structure includes the strengthening of the floor slab/ foundations so that the foundations extend below the root activity area. The impact of the proposed extension to the gate house and the wider Dulwich Wood Conservation Area is covered in more detail under the associated planning application (LBS Reg: 17/AP/3070).

## **Amended scheme**

24. During the course of the application the scheme has been amended to introduce an additional flat in the main house, to increase the number of units from six (originally) to seven. The proposed wooded flats has been replaced by a two storey (plus basement) detached dwelling. The viability assessment for the proposed quantum of development on the site and the impact on the setting of the heritage assets is dealt with under the associated planning application (LBS Reg: 17/AP/3070). The amendments to this Listed Building Consent application include:

### **Ground Floor**

- Insertion of a bespoke glazed screen to separate the new one-bed apartment from the main lobby.
- The creation of a secret jib door, to connect front principal rooms at ground floor (G.02 and G03).
- Installation of freestanding kitchen island to room G03 (proposed extract within floor).

### **First Floor**

- Insertion of a bespoke glazed screen to separate the landing from the private lobby.
- Installation of freestanding kitchen island to room 1.03 (proposed extract within floor).

## **Comparison with previously refused schemes**

25. Following the refusal of permission in 2016 an extensive condition survey of the heritage assets on the site was undertaken by a conservation accredited structural engineer. A specialist damp and timber survey of the buildings was also undertaken. The issues identified with the built fabric and the recommendations made have informed the scheme under consideration here. Also additional information has been provided on the viability of the scheme and the wider landscaping proposals, which are considered in detail under the associated planning application.

### **Stables and worker's cottage**

26. The 2013 scheme (13/AP/3342) had sought for the demolition of the stables and worker's cottage to the east of the main house. The inspector considered that the demolition of these buildings would only be acceptable if the new development sat comfortably in the context of the listed building. The 2016 scheme (16/AP/3877) sought to retain the facades to both buildings rather than wholesale demolition. Large single storey pastiche extensions and basement extensions were proposed to both properties. Both the previously refused scheme had adopted a pastiche approach to the new development in the grounds. The current scheme seeks once again to demolish the buildings and replace them with three new contemporary styled terraced houses to the east of the main house.

### **Gate house**

27. The 2013 scheme (13/AP/3342) had sought substantial demolition of the building whilst the subsequent refused scheme (16/AP/3877) proposed a two storey extension, extensive underpinning and basement accommodation. Those works also involved the removal of the historic floor plan and installation of double glazed windows. The current proposal seeks to retain the plan form and windows, repair the building fabric and proposes a modest single storey extension designed in the Arts and Craft style.

main house

28. The 2013 scheme (13/AP/3342) proposed the conversion of the existing house into ten self contained apartments, with the construction of 6 x 5 bedroom three storey houses with 9 lower ground parking spaces. The subsequent refused scheme (16/AP/3877) proposed eight self contained units and works to the basement as per the 2013 scheme. With both applications the conversion of the main house was considered to harm the plan and inadequate supporting documentation was provided in terms of the works required, repairs and the fire/ acoustic measures proposed. With the 2016 scheme it was also considered that the proposed basement car park would also have a harmful impact on the structural integrity of the listed building.

### **Planning history**

29.

	Please refer to the Planning history in the associated planning application LBS Reg: 17/AP/3070 - considered separately
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### **Planning policy**

30. Listed building consent is considered under the terms of the Listed Building and Conservation Areas Act (1991) [the Act] as amended and updated. The main principles of the Act are repeated in the NPPF (2012), and reinforced by the council's policies, and associated guidance documents. The main issue in these cases is the effect of the proposal on the special architectural and historic interest of the listed building.
31. The Act places great weight on the 'special interest' of heritage assets and their settings, and stresses the importance of preserving and enhancing their architectural and historic significance. The NPPF reinforces these principles stressing that heritage assets are irreplaceable and once lost can never be recovered. It requires Local Planning Authorities to avoid harm to heritage assets and to ensure that development conserves and enhances heritage assets and their settings.

#### National Planning Policy Framework (NPPF)

32. Chapter 12: Conserving and Enhancing the Historic Environment.

#### The London Plan 2016

33. Policy 7.8: Heritage Assets and Archaeology.

#### Core Strategy 2011

34. Strategic Policy 12: Design and Conservation

#### Southwark Plan 2007 (July) - saved policies

35. The Council's cabinet on 19 March 2013, as required by para 215 of the NPPF, considered the issue of compliance of Southwark Planning Policy with the National Planning Policy Framework. All policies and proposals were reviewed and the Council satisfied itself that the policies and proposals in use were in conformity with the NPPF. The resolution was that with the exception of Policy 1.8 (location of retail outside town centres) in the Southwark Plan all Southwark Plan policies are saved. Therefore due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the NPPF.



- 3.15 Conservation of the Historic Environment,
- 3.16 Conservation areas,
- 3.17 Listed Buildings; and
- 3.18 Setting of listed buildings, conservation areas and world heritage sites

### Summary of consultation responses

36.	Total number of representations:	25			
	In favour:	11	Against:	15	Neutral: 1
	Petitions in favour:	0	Petitions against:	0	

### Issues raised by neighbours and statutory consultees

37. The issues raised by consultees are addressed in the report and raise the following additional planning matters:

Two statutory consultations received from Historic England and The Victorian Society.

Historic England

38. In their letter dated 14 September 2017, in response to the consultation on this Listed Building Consent application they wrote:

Thank you for your letter of 6 September 2017 notifying Historic England of the application for listed building consent relating to the above site. On the basis of the information provided, we do not consider that it is necessary for this application to be notified to Historic England under the relevant statutory provisions.

39. In response to the associated planning application Historic England wrote, Beltwood House has been partially vacant or underused for a number of years and is an entrant on our Heritage at Risk Register for London. Whilst we welcome the repair and reuse of the house, they have concerns about the proposed development within the grounds entitled the 'Wooded Apartments'. We would urge the Council to consider this harm in relation to the policies set out within the NPPF. Following the revised scheme, which omitted the wooded flats they note that despite the Pavilion House being smaller in dimensions than the Wooded Flats, they still considered the proposals to caused harm to the historic environment.

Victorian Society

40. In relation to this listed building consent application (email dated 10 October 2017 ) and in particular the conversion of Beltwood into flats and extension and refurbishment of the gate house, The Victorian Society raised no objection subject to detailing being of the highest quality.
41. In relation to the associated planning application (17/AP/3070), The Victorian Society raised no objection to the construction of a new gate house in the south-eastern corner of the site. For The Victorian Society, the two most concerning aspects of the scheme are the proposed new block of four apartments west of Beltwood House and the three residential units proposed directly to the east. The new block west of the house would seriously erode the verdant and heavily wooded character of the site and detract from its sense of being a well-preserved historic suburban estate, which is a defining aspect of the property's special character. It should be omitted from the proposals. While we have previously conceded the principle of demolishing the curtilage-listed buildings to the east of the house, we maintain the view that their

preservation - or the preservation of their more interesting parts - would be preferable. In the event of their being replaced, we stand by our previous advice, which advocated appropriating a scale, form and style that might reflect subservience to the principal listed building, perhaps in the manner of an ancillary estate structure. The terrace idiom adopted, particularly their architectural manner, in addition to the subdivision of the garden plots, would be alien to the special qualities of the site and should, we advise, be reconsidered.

42. Following re-consultation in their response (dated 17 January 2018) The Victorian Society considered that the amendments demonstrated some positive moves in the right direction, particularly the downscaling of the proposed apartment range to a single dwelling on a reduced footprint. However, The Victorian society still objected to the principle of a building in any sizeable form in the western part of the house grounds and also to the terraced form of the eastern range of proposed new houses, which they consider fundamentally inappropriate for their location within the setting of the house. The Victorian Society have not withdrawn their recommendation to refuse the proposal.

#### Southwark Conservation Area Advisory Group (CAAG)

43. At the meeting on 18 September 2017, the comments made related largely to planning issues and the new development within the grounds, which they considered to be an inappropriate choice of style that would not preserve nor enhance the conservation area. CAAG made no comments on the conversion but felt the arcade to the main house was inappropriate in scale and style.

#### Neighbour consultee responses:

44. A total of 24 responses have been received with the application including the re-consultation, 11 in support of the application and 13 against. The majority of the issues raised relate to the associated planning application and are a duplicate to those received under LBS Reg: 17/AP/3070. In relation to listed building issues the following comments were made:
- Proposed new development to the south east of Beltwood House has significant negative impact on the setting of Beltwood House.
  - Absence of financial evidence that the three proposed new building developments are essential for Enabling Development of the listed site. No evidence is presented by the Applicant.
  - Inappropriate architectural design of the south east development
  - Concerns about the proposed terrace of properties introducing a large near 3 storey building.
  - The design of the proposed properties seems out of keeping with the main Grade II listed stately home.
  - The number of properties that are to be built within the grounds is excessive and will detract from the setting of Beltwood House.
  - Concerns regarding the demolition of the buildings within the site. ...
  - Negative impact on historical and heritage perspectives, entailing permanent loss of historically-intended visual access along the length of the house's southern perimeter with Sydenham Hill.

- Concerns regarding squeezing the number of flats into the main dwelling.

Re-consultation:

45. Concerns have continued to be raised in relation to the above comments as residents have outlined that the revised scheme does not overcome the concerns raised previously.
  - The comments in support of the application raise the following points as positives in relation to the listed building.
  - The site will long overdue bring Beltwood House back into use.
  - It will provide a range of quality homes for different people.
  - The quality of architecture is of a high standard and would not detrimentally impact on the key features of Beltwood House.

#### **How the application addresses these**

46. They are addressed in the application as follows:

The Listed Building Consent application under consideration due to the Grade II listing of Beltwood and the nature of the works proposed, is not notifiable to Historic England, However, Historic England in response (dated 20 January 2017) to the associated planning application they advised that they consider that the pavilion house still causes harm but they did not categorically state that they were objecting to the application, nor asked to be consulted again. Historic England go on to say that the application should be determined in accordance with the NPPF and current guidance which allows the Local Planning Authority to balance harm against the public benefits which may be wider than the heritage benefits alone. Similarly The Victorian Society raised no objection to the works which are the subject of this application, but instead the appropriateness of the proposed development, with the exception of the new gate lodge, in terms of scale, location and architectural language. Comments from neighbours were mainly in relation to planning issues and the impact and justification for this quantum of development within the grounds. These comments are considered in more detail under the associated planning application (17/AP/3070). Officers acknowledge that the heritage assets within the site require extensive structural and restoration works due to longstanding building defects and that the proposed development within the grounds will cause some harm to the setting of Beltwood House. However, the current application presents a deliverable scheme which will result in the sensitive restoration of the main house and gate house, as set out below.

#### **Understanding the significance and the proposal**

47. Paragraph 129 of the NPPF requires Local Planning Authorities to identify the architectural or historic significance of a designated heritage asset and to record the effect of any proposal on that architectural or historic significance.
48. The architectural or historic significance of any heritage asset includes its internal and external historic features and its setting. In addition to the facades of a Listed Building its features of significance could include its roof, its plan form, decorative internal features like original cornices, skirtings and fireplaces and important structures like floor beams, staircases or chimneys.

49.

In addition to the features described or noted in the Listing Description, are there features of architectural or historic significance that this property currently retains?	<b>Yes</b>
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### Details

50. Beltwood House as a substantial remodelled Victorian Villa in what is considered to be in a “Adamesque” manner with largely surviving neo-classical detailing and plan form, is considered to be of high significance. In the review of the site and statutory listing of Beltwood House in 2012, English Heritage re-evaluated the remodelling building, interior fabric and plan form, to be of considerable significance.
51. The Gate Lodge is a modest two bedroom house, with an attic storey in the Arts and Crafts style, which stands at the driveway entrance to the house and is visible from the street. The building is proportionate vernacular building which retains the period detailing and plan form as originally conceived. These are integral to its architectural composition and contribute to its heritage interest. As a pre-1948 curtilage structure, the gate house at the entrance to Beltwood is considered statutorily listed. The building appears to date from the remodelling of the main house in the early twentieth century and is of both historic and architectural significance in itself. Therefore the significance of the building lies with the surviving fabric, plan form and the well proportioned unaltered Arts and Crafts vernacular facades and its group value with the main Beltwood House, worker's cottages and stable block. The buildings sit within mature gardens, with some remnants of formal planning including terraces and tree planting. The setting of the main house is considered to be the experience of these buildings within a planned hierarchy, and there location within an extensive mature garden. It is considered that the Gate Lodge, in its present form, contributes positively to the setting of Beltwood itself.
52. In contrast the existing 1930s stables and nineteenth century cottage are both curtilage listed, however Historic England considered them to be of a lower heritage significance than the main house. The 2015 Inspector's Decision advised in relation to the worker's cottage and stables, that the demolition of these buildings would be acceptable if the new development sat comfortably in the context of mass, scale, orientation and style of the listed building.

### Assessment of harm to significance

53. The NPPF requires Local Planning Authorities to consider whether a proposal would result in harm to the significance of a heritage asset and to decide whether that harm would be 'substantial' or 'less than substantial'.
54. Paragraphs 133 and 134 of the NPPF also require Local Planning Authorities to weigh any that harm against the public benefits of the development proposed, including securing the optimal viable use of the heritage asset.
55. Harm can arise from the loss of historic fabric or features of significance as well as impact on the setting of a heritage asset. Whether 'substantial' or 'less than substantial', any harm should be avoided unless it can be justified by what is proposed by the application.

56. Does the proposal cause harm to the architectural or historic significance of the heritage asset or its setting?	<b>Yes</b>
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## Details

57. The previous applications for the conversion of the main house and works to the gate house had been refused in part due to the loss of historic fabric and plan, as well as inadequately detailed supporting documentation. Following the refusal of permission in 2016 the applicant appointed a conservation accredited engineer who undertook a detailed condition survey of the buildings and his recommendations have informed the application under consideration here. The current scheme seeks to retain and repair as much of the plan and historic fabric of the main house and gate house as possible.
58. The specialist condition survey provided in support of the current application demonstrates that there are inherent structural issues with the main house and the curtilage listed structures. The structural movement identified has been on going for many years and is the result of ground conditions and trees around the wider estate. The buildings all require extensive works to their foundations but also the walls to rectify the movement and prevent future issues. The specialist timber/ damp surveys also set out the longstanding issues with the fabric of the buildings, which largely go back prior to the applicants ownership of site. Whilst the applicant has undertaken reactive maintenance it is recognised by all parties that substantial investment and refurbishment works are required to safeguard the future of these heritage assets.
59. The proposed alterations internally to the main house would have some impact on the historic plan form, result in the minimal loss of important original fabric and alteration of important joinery and plasterwork. However, the plan form would remain legible and the works would lead to restoration of the building. Where external alterations to the main house are proposed, these are limited to the servants' wing which is considered to be of lesser significance. Due to the need to retain the plan and important historic fabric in the main part of the house, a separate entrance for those units within the servants' wing is required. The new stone entrance will be located on the northern side, away from the principal elevation and will involve the demolition of two outriggers. These extensions were added to the building at different periods in time and their demolition, or the alterations to provide a separate access to the basement and new lightwell to the rear will not harm the architectural or historic significance of the building. The alterations proposed to the south elevation of the servants' wing will have minimal impact on the appreciation of the main house from Sydenham Hill. The works mainly involve the setting back of the wall of a later first floor extension. This will improve the interface between the bay window of the main house and servant's wing. The existing window will be reused and together with the opening up of a blind window will preserve the character and appearance of the listed building. A condition has been suggested to ensure that the proposed balustrade to the roof terrace will not have a detrimental impact in views of Beltwood from the south. Overall, the servants' wing is considered to be of comparatively lesser architectural and historic interest than the main building and therefore the proposed alterations will not harm the significance of the Beltwood.
60. The previous applications for the gate house had been refused in part due to the size of the proposed basement and rear extensions. The current scheme to extend the gate house with a small, single storey rear extension, is considered to be proportionate in scale and will match the existing building in terms of detailed design and materials. The proposed changes internally will have minimal impact upon the plan form and historic fabric. Subject to approval of details the associated proposed refurbishment works will safeguard the historic fabric and sensitively repair the building. Overall, it is considered that due to the design and location of the proposed extension, the proposal would not result in an incongruous addition and would preserve and enhance the curtilage listed building and not result in significant harm to recognised heritage assets and Dulwich Wood Conservation Area. Given the distance between the gate house and main house, the proposed extension would not harm the

appreciation of in Beltwood easterly views.

61. The design and impact of the proposed development, the introduction of a terrace of three houses, new gate lodge and pavilion house within the grounds of Beltwood and on the setting of this listed building is considered separately in the associated planning application (17/AP/3070). Officers acknowledge that the introduction of this quantum of development within the grounds will have an impact on the setting of the listed building but also the wider Dulwich Wood Conservation Area. However, the beneficial effect of the restoration of Beltwood and the gate house, the bringing of the main listed building back into beneficial use and the planned works to the landscape, will be significant and on balance outweigh the harm.

62.	Is there sufficient information to show the public benefits of the proposal or improved usability of the heritage asset?	<b>Yes</b>
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### Details

63. The primary heritage objection of the application under consideration here is to repair and renovate Beltwood and the gate house, thereby preserving its physical fabric and the most important parts of the internal floor plans and external appearance. Unlike the previous refusals, this current application has been supported with detailed documents setting out the extensive works required to the heritage assets and how the buildings will be sensitively restored and converted into flats in the case of the main house. The associated planning application (17/AP/3070) considers in more detail the viability and deliverability of the scheme. A development Viability Appraisal to report upon the financial implications of the proposal has been provided in support of the application.
64. Previous applications submitted at Beltwood House have not provided an adequate assessment in terms of viability or the condition of the properties. The applicant's previous submission seemed to make a case for enabling development in order to allow development at Beltwood House in order to make it viable to return the main listed house back into viable use. The applicant explored with Historic England through their pre-application process, prior to the submission of this application, to assess whether the proposals met the Historic England guidance and whether Enabling Development policy could be applied for this site. It was agreed that the proposed development did not meet the requirements of Historic England's guidance and as such, any proposed development would be required to meet planning policy in relation to assessment of harm of the development on the heritage assets.
65. In order to ensure that any scheme within the grounds of Beltwood would result in the minimum amount of development that could viably be delivered within the site, the applicants have submitted a robust viability appraisal and associated documents which looked at various schemes in order to assess the deliverability of these schemes (including assessing the deliverability of converting Beltwood House into a single residence). The evidence has been rigorously tested by the Council's valuers who have confirmed that the current scheme is considered the least level of development that would be commercially deliverable. The viability appraisal has been supported by specialist condition surveys and schedules of works required to repair and bring the buildings back into beneficial use. As noted above, officers are now satisfied that the level of development proposed is acceptable, would sensitively restore, extend and convert the heritage assets. Overall it is considered that the development would lead to less than substantial harm to the Beltwood House and the wider setting.

66. In summary, officers consider that the 'public benefits' of the scheme, the sensitive restoration of the heritage assets and provision of a mix of residential units sufficiently outweighs the harm caused as to warrant refusal of Listed Building Consent.

67.	Do you consider that harm to be 'less than substantial'?	<b>Yes</b>
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#### **Details**

68. Whilst there would be some loss of original arrangement by the conversion and harm to the significance of the Grade II listed building, the historic plan form will remain legible and historic fabric restored. It is therefore considered that any perceived harm is less than substantial. Furthermore, the 'public benefits' of the scheme, the proposal will provide additional residential accommodation, preserve the significance of the heritage assets and bring this long-term vacant listed building back into beneficial use, would outweigh the harm as to comply with paragraph 134 of the NPPF.

#### **Conclusion on planning and other issues**

69. The NPPF requires local planning authorities to balance the harm against the benefits of the proposed development and to conclude whether the proposed harm is outweighed by the public benefits of the development. The greater the harm the greater the justification necessary.

70.	Is any harm to the heritage asset outweighed by public benefits arising from the proposal including securing an optimal viable use?	<b>Yes</b>
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#### **Details**

71. After careful consideration, the harm arising to the heritage assets, the curtilage listed structures, the main listed house itself and the Dulwich Wood Conservation Area, through the sub-division of Beltwood and associated development within the grounds, is not considered to be significant as to warrant refusal of Listed Building Consent. The proposal will provide additional residential accommodation to the borough, preserve the significance of the gate house and main house and bring this long-term vacant listed building back into beneficial use. The principle of this development is acceptable as officers are satisfied that it raises no substantial conflict with planning policy or guidance, the proposal will secure the long term future of the property and this is considered to be sustainable development as set out in the NPPF.

#### **Conclusion**

72. The proposal demonstrates that it conforms with the Listed Building and Conservation Areas Act (1991) [the Act] as amended and updated. It complies with current policy to: preserve and enhances the heritage asset and its setting; provide good design; and address issues raised by statutory consultees and should therefore be granted Listed Building Consent.

## BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Site history file: TP/2345-41  Application file: 17/AP/3071  Southwark Local Development Framework and Development Plan Documents	Chief Executive's Department 160 Tooley Street London SE1 2QH	Planning enquiries telephone: 020 7525 5403 Planning enquiries email: planning.enquiries@southwark.gov.uk Case officer telephone: 020 7525 1948 Council website: www.southwark.gov.uk

## APPENDICES

No.	Title
Appendix 1	Consultation undertaken
Appendix 2	Consultation responses received
Appendix 3	Recommendation

## AUDIT TRAIL

Lead Officer	Simon Bevan, Director of Planning		
Report Author	Tracy Chapman, Team Leader		
Version	Final		
Dated	6 March 2018		
Key Decision	No		
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES / CABINET MEMBER			
Officer Title	Comments Sought	Comments included	
Strategic Director of Finance and Governance	No	No	
Strategic Director of Environment and Social Regeneration	No	No	
Strategic Director of Housing and Modernisation	No	No	
Director of Regeneration	No	No	
Date final report sent to Constitutional Team		22 February 2018	



## APPENDIX 1

### Consultation undertaken

**Site notice date:** 07/09/2017

**Press notice date:** 14/09/2017

**Case officer site visit date:** n/a

**Neighbour consultation letters sent:** 07/09/2017

#### Internal services consulted:

n/a

#### Statutory and non-statutory organisations consulted:

Council for British Archaeology  
Historic England  
The Victorian Society

#### Neighbour and local groups consulted:

Flat 4 2 Crescent Wood Road SE26 6RU  
Flat 3 2 Crescent Wood Road SE26 6RU  
18 Crescent Wood Road London SE26 6RU  
22 Crescent Wood Road London SE26 6RU  
20 Crescent Wood Road London SE26 6RU  
Flat 2 2 Crescent Wood Road SE26 6RU  
77 Sydenham Hill London SE26 6TQ  
Living Accommodation 39 Sydenham Hill SE26 6RS  
79 Sydenham Hill London SE26 6TQ  
Flat 1 2 Crescent Wood Road SE26 6RU  
81 Sydenham Hill London SE26 6TQ  
24 Crescent Wood Road London SE26 6RU  
Six Pillars Crescent Wood Road SE26 6RU  
Dulwich Wood House 39 Sydenham Hill SE26 6RS  
75 Sydenham Hill London SE26 6TQ  
4 Crescent Wood Road London SE26 6RU  
6 Crescent Wood Road London SE26 6RU  
4a Crescent Wood Road London SE26 6RU  
26 Crescent Wood Road London SE26 6RU  
40 Crescent Wood Road London SE26 6RU  
44 Crescent Wood Road London SE26 6RU  
42 Crescent Wood Road London SE26 6RU  
Flat 16 High Trees Mansions SE26 6RU  
Flat 15 High Trees Mansions SE26 6RU  
Flat 17 High Trees Mansions SE26 6RU  
Flat 19 High Trees Mansions SE26 6RU  
Flat 18 High Trees Mansions SE26 6RU  
Flat 14 High Trees Mansions SE26 6RU  
Flat 10 High Trees Mansions SE26 6RU  
Flat 1 High Trees Mansions SE26 6RU  
Flat 11 High Trees Mansions SE26 6RU  
Flat 13 High Trees Mansions SE26 6RU  
Flat 12 High Trees Mansions SE26 6RU  
Flat 2 High Trees Mansions SE26 6RU  
Flat 8 High Trees Mansions SE26 6RU  
Flat 7 High Trees Mansions SE26 6RU

Flat 9 High Trees Mansions SE26 6RU  
Basement Flat 4 Crescent Wood Road SE26 6RU  
Managers Flat Dulwich Wood House SE26 6RS  
Flat 6 High Trees Mansions SE26 6RU  
Flat 21 High Trees Mansions SE26 6RU  
Flat 20 High Trees Mansions SE26 6RU  
Flat 3 High Trees Mansions SE26 6RU  
Flat 5 High Trees Mansions SE26 6RU  
Flat 4 High Trees Mansions SE26 6RU  
6 Woodsyre, Sydenham Hill SE26 6SS  
7 Canbury Mews, Sydenham Hill, SE26 6TJ  
4 Crescent Wood Road London SE26 6RU  
20 Crescent Wood Road London SE26 6RU  
24 Crescent Wood Road London SE26 6RU  
6 Crescent Wood Road London SE26 6RU  
6 Harrogate Court Sydenham Hill SE26 6TL

30 Crescent Wood Road SE26 6RU

The Old College Gallery Road SE21 7AE

25 Kingsthorpe Road London SE26 4PG  
46 Crescent Wood Road Sydenham Hill SE26 6RU  
52 De Frene Road, Sydenham SE26 4AG  
39 Sydenham Hill London SE26 6RS  
39 Sydenham Hill London SE26 6RS  
39 Sydenham Hill The Wood House SE26 6RS  
11a Tintagel Crescent London SE22 8HT  
42 Great Brownings London SE21 7hp  
No2 Vigilant Close SE26 6YA  
129 Sydenham Hill London SE26 6LW  
35 Dulwich Village London SE21 7bn  
35 Dulwich Village London SE21 7bn  
Email  
22 Crescent Wood Road London SE26 6RU  
The Office Marylebone 12 Melcombe Place, NW1 6JJ

**Re-consultation:** 18/12/2017

## APPENDIX 2

### Consultation responses received

#### Internal services

None

#### Statutory and non-statutory organisations

Historic England  
The Victorian Society

#### Neighbours and local groups

Email representation

Flat 3 2 Crescent Wood Road SE26 6RU  
Flat 3 2 Crescent Wood Road SE26 6RU  
No2 Vigilant Close SE26 6YA  
No2 Vigilant Close SE26 6YA  
No2 Vigilant Close SE26 6YA  
11a Tintagel Crescent London SE22 8HT  
129 Sydenham Hill London SE26 6LW  
18 Crescent Wood Road London SE26 6RU  
18 Crescent Wood Road London SE26 6RU  
20 Crescent Wood Road London SE26 6RU  
20 Crescent Wood Road London SE26 6RU  
22 Crescent Wood Road London SE26 6RU  
22 Crescent Wood Road London SE26 6RU  
22 Crescent Wood Road London SE26 6RU  
26 Crescent Wood Road London SE26 6RU  
35 Dulwich Village London se217bn  
35 Dulwich Village London se217bn  
35 Dulwich Village London se217bn  
39 Sydenham Hill London SE26 6RS  
39 Sydenham Hill London SE26 6RS  
39 Sydenham Hill The Wood House SE26 6RS  
4 Crescent Wood Road London SE26 6RU  
4 Crescent Wood Road London SE26 6RU  
4 Crescent Wood Road London SE26 6RU  
4 Crescent Wood Road London SE26 6RU  
4 Crescent Wood Road London SE26 6RU  
4 Crescent Wood Road London SE26 6RU  
40 Crescent Wood Road London SE26 6RU  
42 Great Brownings London Se21 7hp  
46 Crescent Wood Road Sydenham Hill SE26 6RU  
52 De Frene Road,Sydenham SE26 4AG  
52 De Frene Road,Sydenham SE26 4AG  
6 Crescent Wood Road London SE26 6RU  
6 Harrogate Court Sydenham Hill SE26 6TL  
6 Harrogate Court Sydenham Hill SE26 6TL  
75 Sydenham Hill London SE26 6TQ  
75 Sydenham Hill London SE26 6TQ