ITEM NO: 07
Application No. 11/00744/LB
Ward: Crowthorne
Date Registered: 28 October 2011
Target Decision Date: 23 December 2011
Site Address: Broadmoor Hospital Lower Broadmoor Road
Crowthorne Berkshire RG45 7EG

Proposal:
Application for listed building consent for the demolition of Lancashire House, Yorkshire House and the Richard Dadd Centre, and partial demolition of Berkshire House.

Applicant: West London Mental Health Trust
Agent: Oxford Architects LLP
Case Officer: Trevor Yerworth, 01344 352000
environment@bracknell-forest.gov.uk

Site Location Plan  (for identification purposes only, not to scale)
1 RELEVANT PLANNING HISTORY (If Any)

11/00446/FUL  Validation Date: 29.06.2011
Erection of replacement secure mental health hospital and associated development, involving demolition of some existing buildings, and construction of new access road and roundabout junction to the A3095 Foresters Road.
Withdrawn

11/00447/LB  Validation Date: 29.06.2011
Application for listed building consent for the demolition of Lancashire House, Yorkshire House and the Richard Dadd Centre, and partial demolition of Berkshire House.
Withdrawn

11/00743/FUL  Validation Date: 28.10.2011
Erection of replacement secure mental health hospital and associated development, involving demolition of some existing buildings, and construction of new access road and roundabout junction to the A3095 Foresters Road.
(No Decision – Application Currently Under Consideration)

2 RELEVANT PLANNING POLICIES

Key to abbreviations

BFBCS  Core Strategy Development Plan Document
BFBLP  Bracknell Forest Borough Local Plan
RMLP  Replacement Minerals Local Plan
WLP  Waste Local Plan for Berkshire
SPG  Supplementary Planning Guidance
SPD  Supplementary Planning Document
PPG (No.)  Planning Policy Guidance (Published by DCLG)
PPS (No.)  Planning Policy Statement (Published by DCLG)
MPG  Minerals Planning Guidance
DCLG  Department for Communities and Local Government
SEP  South East Plan

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3 CONSULTATIONS
(Comments may be abbreviated)

Conservation Officer

Demolition of the female wing (and Berkshire House), though harmful, is understandable, in order to build a hospital. However mitigation should be provided.

Crowthorne Parish Council

Crowthorne Parish Council members do not feel they have sufficient knowledge regarding the demolition of listed buildings to comment on this planning application.

The Council For British Archaeology

(No comments received at time of producing this report).
The Georgian Group

(No comments received at time of producing this report).

Society Protection Ancient Buildings

(No comments received at time of producing this report).

The Victorian Society

The listed buildings, including the curtilage listed buildings and the registered historic landscape are of national significance. The proposed demolitions would result in significant harm to the significant Victorian heritage assets on this site.

The loss of the women's block is extremely regrettable notwithstanding the fact that its setting has been somewhat compromised by the Paddock Centre. The loss of Essex House and part of its listed garden terracing, will result in even greater harm given its prominence in public views and it forming "part of a wonderfully designed array of buildings".

However, based on information provided by the applicant the Victorian Society is persuaded that (a) the national benefits of providing a secure mental health institution on this site outweighs the significant harm identified; and (b) that there are no reasonable alternatives to either the Broadmoor site or the proposed configuration of buildings at Broadmoor.

On the basis of the above assessment the Victorian Society has withdrawn its formal objection to this application.

Twentieth Century Society

(No comments received at time of producing this report).

English Heritage

New development will entail substantial harm to the cultural heritage significance of the Broadmoor estate which needs to be weighed against the public benefits, which are also accepted as being substantial.

Ancient Monuments Society

(No comments received at time of producing this report).

4 REPRESENTATIONS

none received

5 OFFICER REPORT

Summary Of Key Aspects Of The Proposal (If Any)

INTRODUCTION

This application is reported to committee solely because of its relationship with the complex planning application at Broadmoor reported in the preceding item on this agenda (application 11/00743/FUL) to enable Members to obtain a comprehensive
picture of what is being proposed for this site. In particular because this proposal involves substantial harm to significant heritage assets it is only being recommended for approval on the grounds that the demolitions proposed are necessary to enable the main development to take place.

PROPOSAL

This application seeks listed building consent to demolish a number of curtilage listed buildings within the Broadmoor Estate. The buildings proposed to be demolished all lie to the east of the main listed building and comprise the former female block (Yorkshire House, Lancashire House and the Dadd Centre), Essex House (which comprises the southern portion of Berkshire House), an electricity sub-station and partial demolition of the Broadmoor boundary wall.

The statutory listing at Broadmoor relates to the main range of buildings, comprising the chapel, hall, gatehouse, Dorset House and Kent House. Any pre-1947 buildings within the original demise of the hospital are considered to fall within the curtilage of the listed building and as such come within the statutory protection afforded to the listed building. Listed building consent is therefore required to demolish any curtilage listed building.

The sole reason for the proposed demolition of these curtilage listed buildings is to facilitate the redevelopment of Broadmoor Hospital which is described in detail in the preceding report and therefore is not repeated here.

SITE

The proposed demolitions all relate to buildings within the existing secure perimeter at Broadmoor hospital.

The listed building was constructed in 1863 to the designs of Jebb and comprises the gatehouse, the two storey central administrative core (chapel, committee room and recreation hall) with three storey wards either side. The usual corridor plan, on which Broadmoor is based, allowed for segregation so that men occupied one side of the central communal area and women the other. However Jebb appears to have altered his plans once the central layout was established so the result is the eccentric arrangement of a symmetrical corridor-plan hospital with a separate set of buildings to be inhabited by women next door. This also created the dramatic sweep of buildings that was visible from the south, now compromised by the Paddock Centre.

Essex House is contemporaneous with the central listed range and part of Jebb’s original design. The layout of this ward is similar to the main range; ie: galleries and dayrooms on one side with individual cells on the other. However as the orientation of these wings is north - south, they are not as successful as those in the main range and dayrooms angled towards the views were added in the late 1880s. The construction and material palette of the wards is also the same as those of the central ranges.

The female block comprises a group of buildings detached from the main range and only Yorkshire House is contemporaneous with it and to the designs of Jebb. The majority of the rest of this part of the hospital was added between 1871 and 1893.

The buildings have significance for being a separate female complex, for their setting within the registered historic park and relationship to the listed building although the impact of the buildings on the skyline was much reduced with the construction of the Paddock wing to the south in 2003.
The female block is built in the same style as the main hospital wards. It is largely three storey, of red brick with yellow brick round headed arched window (generally paired with some set in shallow round-arched recesses), bands and arcading, slated hipped roofs and a yellow brick Lombardic eaves cornice.

The female block has no entrance gatehouse and overall is less rigorously planned than the main range. The wing was extended first in 1871 to provide a recreation and dining hall and additional patient accommodation; then in 1893 when the laundry was added.

Terraced gardens (demolished 2003) were laid out to the south of the main block, in a similar way to the male wing, with further gardens to the East to provide recreational space for patients in these wards.

PRINCIPAL PLANNING CONSIDERATIONS

(1) Principle of the development - Impact on heritage assets

The only issue to be considered with respect to an application for listed building consent is whether the proposal would preserve the building or its setting or any features of special architectural or historic interest which it possesses, and if not whether there are any other material considerations that would outweigh this primary objective.

The Government’s overarching aim as set out in PPS5 is that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. Policy HE9 states: "Loss affecting any designated heritage asset should require clear and convincing justification. Substantial harm to or loss of a grade II listed building should be exceptional…. Where the application will lead to substantial harm to or total loss of significance local planning authorities should refuse consent unless it can be demonstrated that …the substantial harm to or loss of significance is necessary in order to deliver substantial public benefits that outweigh that harm or loss".

English Heritage and The Victorian Society have advised that the demolition of these curtilage listed buildings would directly harm the cultural heritage significance of the whole Broadmoor Estate. The significance of Broadmoor to a great extent depends on the fact that it is a complete hospital complex. All the different elements form part of the original complex and are therefore of illustrative historic value in documenting how the hospital was conceived and organised. The Council’s Conservation Officer acknowledges that direct harm will result to the site’s heritage significance from the demolition of the Female Block and Essex House. The loss of Essex House is particularly harmful as it makes an important contribution to the architectural qualities of the hospital due to the way it steps forward from the complex, dominating the ridge on which it sits.

The proposed demolition would therefore entail substantial harm to the heritage significance of the Broadmoor Estate as a whole. This harm must be weighed against the national public benefits arising from the improved mental health hospital and the local importance of retaining a significant local employer offering a wide range of job opportunities within the Borough.

There is a national need for high security mental hospitals. Broadmoor is one of only three sites within the country providing high secure mental health services. The
Department of Health’s policy is to retain all three sites, and in the case of Broadmoor to provide a new, fit for purpose, high secure mental health hospital.

The existing hospital buildings are no longer appropriate for a modern mental health hospital and present the Trust with serious difficulties in delivering effective clinical care. An external review by the Commission for Health Improvements in 2003 concluded that “the overwhelming majority of ward areas at Broadmoor Hospital are totally unfit for purpose”. In 2009 the Care Quality Commission found that parts of the hospital “are neither safe nor conducive to high quality care” and that the redevelopment plans for Broadmoor must be progressed without further delay.

This is therefore an important national public benefit that the development necessitating this demolition would provide.

In conclusion the proposed demolition of curtilage listed buildings would result in substantial harm to the overall cultural heritage and significance of the Broadmoor Estate. Government guidance is that in such situations planning permission should not be granted unless the public benefit arising from the development outweighs this harm. The applicant has provided a robust and detailed case as to why the development should go ahead in the national interest. This is discussed in detail in the report on the main application.

On balance it is concluded that the national need for a modern high secure mental health hospital at Broadmoor outweighs the harm that has been identified to heritage assets. Therefore it is concluded that the test set out in Policy HE9 of PPS5 has been met so far as the new hospital is concerned. As the demolition of the curtilage listed buildings the subject of this application is essential for the new hospital to proceed, approval of listed building consent is recommended.

6 RECOMMENDATION

That the application be APPROVED subject to the following conditions:-

01. The works hereby permitted shall be begun before the expiry of three years from the date of this permission.

02. The demolition hereby permitted shall not be begun before:
   (a) Planning permission for the redevelopment of the site has been obtained, and,
   (b) A contract for the redevelopment of the site under which work is to commence within 3 months has been made, or such longer period that may have been agreed by the Local Planning Authority in writing.
   REASON: In accordance with Section 17 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

03. For a period of 14 days before work commences the Local Planning Authority shall be given access to the building to enable them to take photographs of the interior/make measured drawings.
   REASON: To ensure that an adequate record of the building structure is obtained.
04. The development shall not be begun until a scheme has been submitted to and approved in writing for the removal, storage and re-use of materials. The development shall only be carried out in accordance with the approved scheme. REASON: To protect and preserve the character of the listed building

[Relevant Policies: Core Strategy DPD CS1]

Summary Of Reason(s) For Decision:

The proposal accords with the following Policy of the Regional Spatial Strategy for the South East of England:

BE6 – which seeks to which protect, conserve and, where appropriate, enhance the historic environment and the contribution it makes to local and regional distinctiveness and sense of place.

The proposal accords with the following Core Strategy Development Plan Document Policies:

CS1 – which seeks to ensure that development makes efficient use of land and buildings, reduces the need for travel, promotes a mix of uses, conserves water and energy use, supports the economic wellbeing of the population, protects and enhances safety, natural resources, character of local landscape and historic and cultural features.

CS7 – which seeks to ensure that developments are of high quality design.

(Please note that this is not intended to be an exhaustive list).

The following material considerations have been taken into account:

Although the proposed development would result in substantial harm to the cultural heritage and significance of the Broadmoor Estate, the applicant has provided a robust and detailed case as to why the development should go ahead in the national interest. It is on balance concluded that the national need for a modern high secure mental health hospital at Broadmoor outweighs the harm that has been identified to heritage assets.

Listed Building Consent is therefore granted.

Doc. Ref: Uniform 7/DC/Agenda

The application file to which this report relates can be viewed at the Council’s Time Square office during office hours or online at www.bracknell-forest.gov.uk