

<b>Agenda Item</b> A13	<b>Committee Date</b> 29 June 2015	<b>Application Number</b> 15/00494/REM
<b>Application Site</b> Lancaster Moor Hospital Annex Quernmore Road Lancaster Lancashire	<b>Proposal</b> Reserved matters application for the fourth phase of the conversion of the Annex building into 33 residential units	
<b>Name of Applicant</b> Mr Andrew McMurtrie	<b>Name of Agent</b>	
<b>Decision Target Date</b> 4 August 2015	<b>Reason For Delay</b> N/A	
<b>Case Officer</b>	Mr Andrew Drummond	
<b>Departure</b>	No	
<b>Summary of Recommendation</b>	Approval	

## **1.0 The Site and its Surroundings**

- 1.1 The wider Lancaster Moor site is located on the very eastern fringe of Lancaster approximately 1.5 miles from the City Centre. It is situated on the north side of Quernmore Road, from which it is accessed. The site is generally bounded by railings, stone walls, mature trees (many of which are subject to Tree Preservation Orders) and hedgerows and covers an area of approximately 16 hectares. The Listed structures of The Annexe and Campbell House dominate over the parkland, which is currently being developed with 197 new 3, 4 and 5-bed houses. The 2 Listed buildings are presently being converted into residential apartments. The application relates to the larger of these Listed Buildings, The Annexe.
- 1.2 The wider site is allocated primarily as a Housing Opportunity Site by saved policy H3 in the Lancaster District Local Plan. The Annexe building is also identified as a Business Opportunity Site by saved policy EC17. The existing cricket ground and bowling greens are identified as Outdoor Playing Space by saved policy R1 and the east and north margins of the site are identified as Urban Green Space by saved policy E29. The saved Supplementary Planning Guidance note (SPG2) sets out a Development Brief for the site.

## **2.0 The Proposal**

- 2.1 The Reserved Matters application is seeking approval for 33 dwellings, associated car parking and landscaping. This fourth phase of conversion works comprises seven 1-bed, twenty-two 2-bed, three 3-bed and 1 4-bed apartments primarily within the southern section of the Annexe building. These are spread over 4 floors, with 7 units on the lower ground, 11 units on the ground, 12 units on the first and 3 units on the second. This is the only phase with a lower ground floor and that is simply because the external ground level drops away at this southern end of the site.
- 2.2 Access would be gained from the western gateway on Quernmore Road. The existing circular access road around The Annexe would be modified slightly to accommodate the proposed external works. 76 car parking spaces are proposed to the external areas on the western, southern and eastern sides of The Annexe to serve this phase and provide visitor spaces for the overall development. Existing trees are retained and additional planting and other landscaping features are

proposed. The internal road would have a tarmac surface with a similar finish for the parking bays.

- 2.3 2 large and 1 small bin stores are proposed to the western side of the building within the proposed car parking area.

### **3.0 Site History**

- 3.1 The site has a long planning history with numerous applications submitted in recent years, but these are the most relevant to this application:

<b>Application Number</b>	<b>Proposal</b>	<b>Decision</b>
<b>14/01011/REM</b>	Reserved Matters Application for the third phase of the conversion of the Annex building into 60 residential units	Approved
<b>14/00659/REM</b>	Reserved matters application for the second phase of the conversion of the Annexe building to 51 dwellings, including associated landscaping and car parking	Approved
<b>13/00653/REM</b>	Reserved matters application for the first phase of the conversion of the Annexe building to 34 dwellings, including associated landscaping and car parking	Approved
<b>12/01155/FUL</b>	Upgrading of east and west access junctions, including repositioning of gate posts, walls and railings, and layout of access road and footpath to serve new housing development	Approved
<b>11/00379/RENU</b>	Extension of time limit on application 07/00556/OUT for outline planning application for residential use (up to 440 dwellings) involving the residential conversion of the annexe and Campbell House, demolition of existing buildings and associated access, car parking and landscaping	Approved

### **4.0 Consultation Responses**

- 4.1 The following responses have been received from statutory and non-statutory consultees:

<b>Consultee</b>	<b>Response</b>
<b>Environmental Health</b>	No objection
<b>Civic Society</b>	No objection – this last phase of work is welcomed
<b>Conservation</b>	No objection – much of the work proposed follows the principles and detailing that has been agreed on earlier phases. A few clarifications and some additional detailing to be conditioned.
<b>Tree Officer</b>	Comments not available at the time of writing but they will be reported verbally to Committee.

### **5.0 Neighbour Representations**

- 5.1 No comments received.

### **6.0 Principal National and Development Plan Policies**

#### **6.1 National Planning Policy Framework**

The National Planning Policy Framework indicates that the purpose of the planning system is to contribute to the achievement of sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development (**paragraph 14**). The following paragraphs of the NPPF are relevant to the determination of this proposal:

Paragraph **17** - 12 core land-use planning principles  
 Paragraphs **32**, **34** and **35** - transport

Paragraph **49 and 50** - housing  
Paragraphs **56, 58 and 60** - good design  
Paragraphs **131, 132 and 134** - heritage

## 6.2 Lancaster District Core Strategy

Policy **SC1** Sustainable Development  
Policy **SC2** Urban Concentration  
Policy **SC5** Achieving Quality in Design  
Policy **ER2** Regeneration Priority Areas

## 6.3 Development Management DPD

Policy **DM20** Enhancing Accessibility and Transport Linkages  
Policy **DM22** Vehicle Parking Provision  
Policy **DM30** Development affecting Listed buildings  
Policy **DM35** Key design principles  
Policy **DM41** New residential dwellings

## 6.4 Lancaster District Local Plan

Saved policy **H3** Housing Opportunity Sites is relevant.

6.5 Whilst Supplementary Planning Guidance and Documents (SPGs and SPDs) do not form part of the Development Plan, they are a material consideration. The Council's Supplementary Planning Guidance 2 (Lancaster Moor Development Brief - June 1998) is therefore relevant to the consideration of this application.

## **7.0 Comment and Analysis**

7.1 The key issues to consider as part of this application are:

1. Housing provision
2. Impact on the heritage asset
3. Parking and access
4. Landscaping

## 7.2 Housing Provision

7.2.1 The principle of housing at Lancaster Moor is well established through planning policy and previous planning applications. The outline permission, which was renewed in 2011, granted consent for up to 440 dwellings across the wider site. Phase 1 of The Annexe was approved with 34 dwellings, Phase 2 with 51 and Phase 3 with 60. This last phase proposes 33, though please note that there were a few overlaps between earlier phases, reducing the numbers per phase to 32, 51, 59 and 33 respectively. With the Story Homes scheme for 197 dwellings, the Campbell House conversion to 7 dwellings and the new build permission for 23 dwellings along the western boundary are included within the figures it equates to 402. This falls well below the 440 threshold. The new housing across the site is a form of enabling development to fund the conversion works at The Annexe (Grade II Listed building). There is no capital available for the provision of affordable housing, so this is a 100% open market housing scheme; another principle that is well established.

7.2.2 If this application for Reserved Matters is approved, this fourth phase would complete the conversion of The Annexe building. The over housing mix would be:

<b>Phase</b>	<b>1 bed</b>	<b>2 bed</b>	<b>3 bed</b>	<b>4 bed</b>	<b>TOTAL</b>
<b>1</b>	10	18	4	0	32
<b>2</b>	15	26	9	1	51
<b>3</b>	17	33	9	0	59
<b>4</b>	7	22	3	1	33
<b>TOTAL</b>	49	99	25	2	175

### 7.3 Heritage Impact

- 7.3.1 The Annexe building was designed in a gothic revival style. It is 3 storeys high and has a central tower of six storeys. The primary facade faces east. The building is symmetrical with a central corridor with the wards set at right angles. These wards have three bay canted front walls with hipped roofs dominated by smaller central towers. The Annexe is constructed of course red sandstone under a series of hipped and gabled roofs that are covered in Westmorland slates.
- 7.3.2 A series of alterations and additions have been made over the last century that have degraded the architectural character of the building. These include the addition of fire escapes and lift shafts, a kitchen and toilet blocks, alongside a number of smaller alterations to windows and door openings. Listed building consent has previously been secured for the demolition of some of these additional structures, and much demolition has already taken place, recycling the red sandstone for works to the retained Listed structure. Furthermore the conversion of these elements into accommodation would have also caused overlooking problems with the retained building, which would have severely compromised the privacy of both.
- 7.3.3 The proposed phase 4 conversion would be within the envelope of the retained Listed building. It is proposed to continue the envelope works, such as works to the roofs, cleaning of stone wall face and installation of new windows as this would enhance the building.
- 7.3.4 The existing entrances and corridor system will be used to enter and circulate throughout the building. The former main tower entrance will become the new principle entrance for all 4 phases (with the exception of the lower ground floor of this fourth phase which has an entrance on the south elevation). This historic entrance has steps within the porch leading up to the main door which cannot be adapted without detrimentally affecting the character and significance of the Listed building. However, alternative entrances on the ground floor plan would all have level access entrances and will enable access to all apartments within the 4 phases. These entrances will also offer easier access for some future residents to the allocated car parking areas.
- 7.3.5 The stripping of the roof has previously commenced to deal with the building's water penetration and associated dry rot. The roof will be made watertight and insulated to modern standards. The Westmorland slate will be carefully removed and reused during the reinstatement phase wherever possible. Slate salvaged from the parkland buildings prior to their demolition have been stored and will be reused on the Annexe. Any new roof covering will be used on inward facing slopes of the roof to minimise any visual impact. All lead work is also being assessed and replaced as required. The cleaning of the stone work has commenced and further cleaning will utilise the same approved methodology. Any defects will be repaired by a specialist stone mason. Similarly comprehensive new pointing is not required, but where patches do require attention the colour and material will match the existing pointing. Windows will be replaced throughout with doubled glazed windows, in a similar style to the originals, painted antique white, as previously agreed with the Senior Conservation Officer. External doors will be either refurbished or removed and replaced with sections to match the existing where necessary. All rainwater gutters, hoppers and down pipes will be replaced throughout with cast aluminium, again as previously agreed with the Senior Conservation Officer.
- 7.3.6 Whilst the exterior of the building is impressive, its interior is very institutional and lacks much character. However, wherever possible the proposal seeks to respect the building's existing fabric, including the re-use of existing openings. The load bearing structure of the internal layout, columns and spine walls will be retained. New internal walls will be constructed from timber or metal stud with single or double plaster board covering. A new floor will be created above the old with materials to be agreed with the Senior Conservation Officer. The staircases within the building will be retained with some modifications to meet modern building regulation standards. Again this will need to be agreed with the Senior Conservation Officer. There are few traditional internal doors remaining in the building, but most are modern replacement. Each door will be assessed on its merits and removed or refurbished as appropriate. Where timber lintels above doors and windows have been located, they have been replaced.
- 7.3.7 It is proposed, where possible, to give each apartment private amenity space in the form of a private terrace, garden or balcony. At ground floor level, these areas will be accessed via new doors created by extending existing window openings down to floor level. Any details relating to

these private external areas, such as privacy screens, will need to be conditioned. Whilst the proposed balconies and roof terraces are unfortunate interventions onto/into the envelope of the Listed building, their inclusion was accepted during the determination of applications on the earlier phases to provide some external space for the apartments on the upper floors. They are therefore acceptable subject to the agreement of details.

7.3.8 Subject to agreeing specific details, the principle of the development is acceptable. The proposal seeks to preserve, and in places enhance, the Listed building and is supported by both Planning and Conservation Officers.

#### 7.4 Parking and Access

7.4.1 The wider site is accessed via two entrances off Quernmore Road to the south of the site. The western entrance links into a road system on the upper level that circles the Annexe building. This will be retained and modified to form part of a new one way system around the Annexe building. The eastern entrance links to a lower access road, serving Story Homes' "parkland" site and Campbell House. This lower road has been widened (under a different consent – 12/01155/FUL). This has become the main entrance to all 3 developments. An enhanced road through the trees links this lower road to the one way system on the upper level and will form a second access in case of emergencies. However, during the construction phases of the Annexe building the principle entrance for residents will be the lower road and the western entrance will be used for construction traffic.

7.4.2 It is proposed to allocate two parking spaces for each apartment with two or more bedrooms and one space for any one bedroom apartments. These parking spaces will be located around the Annexe building on land already largely covered by hardstanding (previously used for car parking during its former hospital use). Parking is to be made available for each resident prior to occupation, and with the exception of the 6 mobility and 12 visitor bays, the spaces will be allocated.

7.4.3 2 large and 1 small bin stores are proposed to the western side of the building within the proposed car parking area. The new structures will be constructed from stained timber posts and hit and miss boarding with a timber shingle roof covering. Whilst the detailing is acceptable, their location is not. They would dominant the views of the building when accessing the site from Quernmore Road, and would be slightly oppressive to 2 of the new dwellings being constructed along the western boundary. A revised layout is being sought in this regard. Other similar, albeit smaller, outbuildings have been proposed on earlier phases for bin and cycle storage. As previously reported those identified having a temporary cycle storage use would be utilised permanently as bin stores once the permanent cycle store is provided. This proposed fourth phase of development proposes a secure cycle store within the main building, with a capacity for 145 cycles.

7.4.4 The Travel Plan that accompanied the Phase 1 application expanded on the Framework Travel Plan submitted at the outline application stage and built upon the principles that it established. The Travel Plan sets out the key objectives for the Plan and measures proposed in order to achieve those objectives. The Plan also included proposals for monitoring and a delivery schedule of the measures and associated actions. The measures proposed in the Travel Plan included the appointment of a Travel Plan Co-ordinator, which has been done and the co-ordinator is communicating with the County's Travel Plan Officer regarding the implementation of the Travel Plan and future monitoring of it. Should Members be minded to grant Reserved Matters consent it is important that the permission includes a planning condition to secure the implementation of the Travel Plan for Phase 4.

#### 7.5 Landscaping

7.5.1 This last phase of development also includes the established vegetation along the Quernmore Road frontage. Management of this area is required to preserve the Listed building's setting and to maintain the appearance of the streetscene. An arboricultural report, landscape and wildlife management plan and a landscaping scheme have been submitted in support of the application. These documents and drawings are currently being assessed by the Council's Tree Officer and a verbal update will be provided at the Committee meeting.

#### 7.6 Other Matters

#### 7.6.1 Sustainable construction

The developer proposes to insulate all elements including floors, walls and above ceilings to a high standard to reduce the heat loss through the fabric, achieving higher u-values than required by Building Regulations as required by the outline consent. In addition the developer would be replacing all the existing single glazed timber windows with double glazed fully draft sealed units with trickle vents. They propose to install a modern central heating system into each property including an efficient 'A' grade combi gas boiler reducing the heating costs for our future residents. Each boiler will require its own vent and therefore details will be required by condition to ensure that these arrangements do not adversely affect the character or appearance of the Listed building, or be detrimental to its historic fabric.

#### 7.6.2 Contamination

Very little disturbance to the ground is proposed during the redevelopment of phase 4. Ground works will be limited to part of the access road and parking areas. The developer proposes to have a watching brief during the development works, and seek specialist advice if any unexpected ground conditions or substances are encountered. An extensive asbestos survey was undertaken in 2012 and its findings were submitted to the Local Planning Authority to satisfy a planning condition on the outline consent. A comprehensive asbestos removal exercise was employed in late 2012/early 2013 and now the building is asbestos free.

#### 7.6.3 Noise impacts

The Lancaster Moor hospital site is in relatively close proximity to the M6 motorway. A Noise Assessment was previously prepared to accompany and inform outline planning application. It identified that the Annexe building falls within Category NEC B area of the site. Dwellings that fall within a Category B area will require the use of appropriate glazing, ventilation and strategic design layout to ensure an adequate level of protection against noise. It would be inappropriate and infeasible to install high acoustic barriers in front of the Annexe due to its Listed status and its elevated position. It is therefore proposed to follow the Assessment's recommendations and upgrade the current single glazed windows to double glazed and fit draft protectors and trickle vents.

#### 7.6.4 Protected species

Bat surveys of the Annexe building were undertaken by qualified, competent persons and formed the basis of a Natural England Licence granted in December 2012 prior to the commencement of works on the site. Mitigation requirements for the building have already been undertaken including the installation of 25 Morris and ridge tiles, and three in-built "bat lofts". In addition, the proposed lighting of the building will be designed to be sensitive to bats to ensure that they are not prevented from using roosting areas within the building or surrounding area. As previously stated, external lighting details will be conditioned.

### **8.0 Planning Obligations**

8.1 There are no planning obligations to consider as part of this application.

### **9.0 Conclusions**

9.1 This Reserved Matters application is the fourth of its type for The Annexe, with Phases 1, 2 and 3 already approved and conversion works currently proceeding. This proposal relates to Phase 4, but primarily repeats the principles previously established under the earlier Reserved Matters applications for Phases 1, 2 and 3, and therefore is acceptable.

### **Recommendation**

That Approval of Reserved Matters **BE GRANTED** subject to the following conditions:

1. Standard Reserved Matters timescale
2. Development in accordance with approved plans
3. Details agreed - sash and case windows (excluding those serving the tower), stone cleaning, rainwater goods, hydraulic lime mortar, roof works (slates and leadwork), rooflights, porches (to match existing pattern), internal and external doors and door frames, privacy screens, vents/flues,

- external lighting, external surface materials, canopies, balconies, works to retained staircases, new floors, bin stores, post and wire fencing, terrace and associated parapet wall, colour finish of exposed cast iron columns, new staircases and balustrades (and associated masonry work)
4. Details required – smoke vents, blind windows, glazing details for the internal terraces, windows to the tower, details of masonry detailing around the new openings on tower, drainage details (including rainwater hoppers and pipes) for the internal terraces, detailing where the existing verge coping and wall forms the end of the new roof terraces, detailing of existing structural columns where set into partition walls, locations of any extract vents and condensing boiler flues
  5. Construction of a new floor over the lightwell and the building up of the existing lower ground floor windows - in stone to match existing
  6. Construction Management Scheme, including dust control and wheel cleaning facilities
  7. Noise mitigation measures – to be implemented in full
  8. Hours of work (Mon to Fri 0800-1800 and Sat 0800-1400)
  9. Travel Plan – to be implemented in full
  10. Landscaping scheme and maintenance
  11. Car parking provision – prior to occupation

### **Article 35, Town and Country Planning (Development Management Procedure) (England) Order 2015**

In accordance with the above legislation, the City Council can confirm the following:

Lancaster City Council has made the recommendation in a positive and proactive way to foster the delivery of sustainable development, working proactively with the applicant to secure development that improves the economic, social and environmental conditions of the area. The recommendation has been taken having had regard to the impact of development, and in particular to the relevant policies contained in the Development Plan, as presented in full in the officer report, and to all relevant material planning considerations, including the National Planning Policy Framework, National Planning Practice Guidance and relevant Supplementary Planning Documents/ Guidance.

### **Human Rights Act**

This recommendation has been reached after consideration of the provisions of The Human Rights Act. Unless otherwise stated in this report, the issues arising do not appear to be of such magnitude to override the responsibility of the City Council to regulate land use for the benefit of the community as a whole, in accordance with national law.

### **Background Papers**

None