

Agenda Item A14	Committee Date 29 June 2015	Application Number 15/00502/LB
Application Site Lancaster Moor Hospital Annex Quernmore Road Lancaster Lancashire	Proposal Listed building application for the fourth phase of the conversion of the Annex building into 33 residential units	
Name of Applicant Mr Andrew McMurtrie	Name of Agent Andrew McMurtrie	
Decision Target Date 30 June 2015	Reason For Delay N/A	
Case Officer	Mr Andrew Drummond	
Departure	No	
Summary of Recommendation	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 application seeks Listed Building Consent for the conversion works to primarily the southern section of the Annexe building to create 33 dwellings. This fourth phase of conversion works comprises seven 1-bed, twenty-two 2-bed, three 3-bed and one 4-bed apartments. The significant works proposed as part of the conversion include installation of balconies, creation of terraces (especially at roof level) and the installation of rooflights. Various internal works will be required to create the floor plans proposed for each of the 33 dwellings along with associated service ducts and ventilation systems.

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:

Application Number	Proposal	Decision
14/01015/LB	Listed Building Application for the third phase of the conversion of the Annex building into 60 residential units	Permitted
14/00661/LB	Listed building application for the second phase of the conversion of the Annexe building to 51 dwellings	Permitted
13/00722/LB	Listed building consent for the first phase of the conversion of the Annexe building to 34 dwellings	Permitted
11/00379/RENU	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	Permitted

4.0 Consultation Responses

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

Consultee	Response
Historic England	The application should be determined in accordance with national and local policy guidance and on the basis of your expert conservation advice.
Conservation	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.

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 **131, 132 and 134** - heritage

6.2 Development Management DPD

Policy **DM30** Development affecting Listed buildings is relevant.

6.3 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 issue to consider as part of this application is the impact on the heritage asset.

7.2 Impact on the heritage asset

7.2.1 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.

- 7.2.2 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.
- 7.2.3 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.
- 7.2.4 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.
- 7.2.5 The stripping of the roof has previously commenced to deal with the building's water penetration and associated dry rot. The roof is being made watertight and insulated to modern standards. The Westmorland slate is being carefully removed and reused during the reinstatement phase wherever possible. Slate salvaged from the parkland buildings prior to their demolition has been stored and will be reused on the Annexe. Any new (rather than reclaimed) 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. Windows will also meet the requirements of the identified mitigation measures within the noise assessment. External doors will be either refurbished or removed and replaced with sections to match the existing where necessary. All rainwater gutters, hoppers and downpipes will be replaced throughout with cast aluminium, again as previously agreed with the Senior Conservation Officer.
- 7.2.6 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. 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.
- 7.2.7 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 earlier phases to provide some external space for the apartments on the upper floors. They are therefore acceptable subject to the agreement of details.

7.2.8 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.

8.0 Planning Obligations

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

9.0 Conclusions

9.1 The development proposal is well considered and appropriate for this impressive Listed building. Subject to conditions to agree specific details to protect the building's heritage status, the application is recommended for approval.

Recommendation

That Listed Building Consent **BE GRANTED** subject to the following conditions:

1. Standard Listed Building 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)

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

In accordance with the above legislation, the City Council can confirm that it 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