

Agenda Item A8	Committee Date 11 January 2016	Application Number 15/01369/LB
Application Site 5 And 6 Cable Street Lancaster Lancashire LA1 1HD		Proposal Listed Building application for the demolition of no. 6 Cable Street, the rear extension to no. 5 Cable Street and the 2 terraces of garages, works to facilitate the change of use of no. 5 Cable Street from a social club to student accommodation comprising 4 studios, a 2 bed cluster flat and common rooms, erection of a single storey link building to the rear and alterations to the boundary wall
Name of Applicant Lancaster SPV Limited		Name of Agent Miss Emma-Lisa Shiells
Decision Target Date 12 January 2016		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 No. 5 is a 3 storey Georgian property facing onto Cable Street with traditional features, such as an ashlar stone façade, slate roof, 4-pane timber sash windows and gabled chimneys. The central doorway is accessed up 4 stone steps off Cable Street and has a pediment with a frieze, carried on engaged Tuscan columns. The rear and side elevations comprise random rubble stone. It currently has a large single storey rear extension constructed of brick and a flat roof, whose eaves marry with the mid-point of the first floor windows of no.5. The brick elevations are mainly blank, with a few random openings to accommodate doors and vents. No.6 is attached to no.5's eastern (side) elevation, comprising a single storey stone building with a pitched slate roof, whose eastern elevation comprises the boundary wall of no.5. The west and north site boundaries to no.5 are also defined by a random rubble stone wall, which also form part of the elevations of the 2 terraces of garages.
- 1.2 5 Cable Street is a Grade II Listed building, and the site as a whole falls within Lancaster Conservation Area.

2.0 The Proposal

- 2.1 It is proposed to demolish no. 6, the rear extension to no. 5, and 2 terraces of garages to the rear of the application site. The first two elements are attached to the Listed building, whilst the garages and no.6 are attached to the curtilage Listed boundary wall. In each case, remediation works will be required to the exposed Listed walls, though depending on the stability of the boundary wall post demolition, its height may need to be reduced along identified sections. In partial place of the existing rear extension it is proposed to construct a "true" single storey link building which would connect the Listed building to the proposed new build element (being considered separately under 15/01368/FUL).

2.2 Internally there are a series of works required to facilitate the change of use of no. 5 Cable Street to student accommodation comprising 4 studios, a 2 bed cluster flat and common rooms. Access to the basement would be retained internally, though the basement will not be brought into any particular use and the barrel drop on the façade would be removed. Secondary internal (lobby) doors to the main front door would be removed and existing openings in the rear wall would be widened at ground floor to facilitate access and egress, including in emergencies. Sections of the ground and first floors would be removed, again to aid access, including the provision of a platform lift and new staircases, though existing staircases from the first to second floor, and second to the roofspace would be retained. Some internal walls would be opened up and new partition walls erected, with stairwell doors upgrading to meet the required fire regulations. Where existing window openings have been blocked up they will be reused and new windows installed. 4 new rooflights are proposed to the rear roofslope. Other works would include the removal of the ground floor bar, removal and installation of WCs/bathrooms with their associated ventilation and plumbing requirements, and installation of a dry riser through all floors.

3.0 Site History

3.1 With the exception of recent pre-application enquiries relating to the proposal, there have been no applications submitted that are relevant to the proposed scheme.

4.0 Consultation Responses

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

Consultee	Response
Conservation Officer	No objection subject to conditions.
Civic Society	No objection. With regard to specific heritage asset comments – they welcome plans to bring the Grade II listed building back into use and the lack of alteration to its historic frontage.
Ancient Monuments Society	Comments – Queries regarding the age and significance of Number 6 and its' relationship with Number 5. As Number 6 is attached to Number 5, demolition must be approached with a degree of caution.
Historic England	Do not consider that they need be notified regarding this Listed building application.

5.0 Neighbour Representations

5.1 No comments have been received during the statutory consultation period.

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:

Paragraphs **131**, **132** and **134** – heritage

6.2 Lancaster District Core Strategy

SC1 Sustainable development

6.3 Lancaster District Development Management DPD

DM30 Development affecting Listed buildings

7.0 Comment and Analysis

7.1 The main planning consideration arising from this proposal is:

- The impact on the heritage asset

7.2.1 Ground Floor

The ground floor is completely open having previously undergone the most significant alterations and very little historic fabric survives. The chimney breasts are visible, but all fireplaces blocked, and the historic ceiling plasterwork has been lost along with the original staircase from ground to first floors. It is proposed to reinstate a staircase to its original position, the details of which will need to be conditioned. The basement would still be accessed from the ground floor, though the barrel drop on the front elevation would be infilled. The basement must be covered by the building record and details of the infilling is required. Both of these must be covered by conditions.

7.2.2 First Floor

On the first floor, the nineteenth century changes are evident, including the plasterwork and a decorative arch leading to the front of the property which is open plan. The most significant intervention will be at first floor where part of the rear floor area will be removed to allow for a glazed mezzanine and lightweight stair to be introduced into the communal areas. However, the chimney piece at first floor will remain so that the previous room can still be read. Where the floor is to be removed and a mezzanine created, details of the extent of the partition to be removed (in terms of height, so the cornice and picture rail can be retained). An internal elevation to show this should be conditioned, along with details of the glazed balustrade and the new lightweight staircase. The original staircase survives from this level upwards. This has been boxed in at first floor level. Fortunately, within the cupboard that was created as a result, the historic plasterwork on the underside of the stairs leading up to the second floor, and the pendant drop to the newel post above is still in-tact. It is proposed to restore the plasterwork, and the staircase is going to be re-opened allowing it to be experienced as it should have been.

7.2.3 Second Floor

The second floor is the least altered floor, and the eighteenth century floorplan is still pretty much intact. The proposed floor plan seeks to retain its form, albeit the front middle room would be lost and subsumed into the two front rooms, but from the landing, it would still be read as a separate room since the door is to be retained and fixed shut, with a new stud wall placed behind. The other doors leading from the landing would not meet the required current fire ratings. The proposed second floor plan states that the doors are to be upgraded to fire doors. If they are to be upgraded then details are required of how this is to be done. However, the Heritage Impact Assessment and pre-application discussions referred to all the doors being replaced to match but existing one would be re-hung elsewhere within the building for use as non-fire doors to bathrooms or cupboards. The architraves must be retained. A schedule of existing internal doors is required. This must detail their condition, how they will be refurbished (if required), and where they will be utilised.

7.2.4 Attic

The original attic stair is to be retained and used, but requires refurbishing. These details should be conditioned. The attic, which is currently completely open plan, is to be sub-divided to form a 2-bed cluster flat. The rooflights required to serve the living room, 2 bedrooms and landing (all on the rear roofslope) must be the conservation type, as the floor plan specifies and again should be conditioned as such.

7.2.5 Rear Elevation

The original 20-light fixed stair window survives, but has been bricked up on the outside and rendered. This needs to be restored and, where beyond repair, should be replaced on a like-for-like basis. Other windows on the rear elevation, where they remain intact, should also be repaired/refurbished or replaced like-for-like, where beyond repair. It is envisaged (because they are currently blocked up) that the two first floor rear windows would have been 6 panes over 6 panes sash windows, and second floor windows would have been 3 over 6. An existing rear opening,

which serves as an access to the existing extension, is to be blocked up. Details of the stonework to be used will need to be conditioned.

7.2.6 Front elevation

The front elevation windows also appear to date from the 1980s, and would remain. The front door case will need repairs carrying out (including where the handrail and light fitting are to be removed), as will the stonework in many places, including where no. 6 is to be removed, the making good at the rear where the 1970s extension is removed, the infilling of the cellar hatch, as well as the blocking of the openings to the rear. This work should be conditioned. The new front doors also need conditioning (though the Heritage Impact Assessment states they are to be retained, so clarification is being sought). A solid timber panelled door should be used here, reflecting either the building's eighteenth century design, or its nineteenth century make-over, as per the front elevation windows. The fanlight above the front door should be repaired if in situ behind the existing hoarding, otherwise reinstated. Again details should be conditioned.

7.2.7 West (side gable) Elevation

The two windows in the west elevation at first floor are timber pivot casements, and are not currently blocked. They appear to date from the 1980s. Any new windows here would be subject to condition, but should reflect the Georgian window pattern.

7.2.6 Demolition of no.6, the rear extension to no.5 and 2 terraces of garages, and the erection of the glazed link

The removal of the large flat roofed 1970s rear extension will enable more of the rear elevation to be revealed and restored, and can only be a positive step. The 2 terraces of garages add nothing to the building's setting and their loss would therefore lead to an enhancement. The demolition of no.6 Cable Street, which is an early twentieth century garage, with some nice detailing would be regrettable. However, on balance, it would enable the rest of the site to be used and consequently allow for the Listed building to be brought back into use and conserved. The single storey glazed link at ground floor level will connect the Listed building to a single storey reception/entrance. This light-touch to the fabric of the Listed building follows both pre-application advice and good practice.

7.2.7 Boundary Walls

The curtilage Listed boundary wall surrounds the site on the west, north and east sides. Much of the wall to the north and east forms part of the elevations to existing buildings; either 2 terrace of garages or no.6 Cable Street. The removal of these structures is acceptable in principle, but could have implications on the stability of the stone boundary wall. Likewise the removal of rainwater goods from within and along the wall will require careful infilling and repairs to the wall. It is essential that the wall is retained and is stable. Repairs must ensure that the wall (other than a small section to the roadside which should be reduced to 1m in height for highway safety purposes in line with the Highway Authority's recommendations) should be maintained at a height of 2m to 2.5m for site security purposes, to preserve the heritage asset and to protect the amenity of existing neighbouring residents as well as future residents of the proposal. Details for how the wall is stabilised (if required post demolition of the aforementioned structures) and repaired must be conditioned.

7.2.7 Overall

There are a number of interventions required to bring this Listed building back into use. Whilst it is considered that some limited harm will ensue (such as the removal of part of the first floor), it is far outweighed by the positive measures being proposed. The proposal seeks to reverse works that have reduced the building's significance, which will lead to the enhancement of the Listed property, whilst finding an optimal and sustainable use for it. It therefore, subject to conditions to agree the specific materials and detailing, meets the requirements of local and national planning policy, and the Listed Building and Conservation Areas Act.

8.0 Planning Obligations

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

9.0 Conclusions

- 9.1 Both Conservation and Planning Officers are supportive of the scheme which will bring a significant Listed building back into use, restoring and conserving much of its historic fabric.

Recommendation

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

1. Standard 2 year timescale for Listed building consent
2. Works in accordance with approved plans
3. Building recording
4. Details of external materials required:
 - New windows
 - Front door and fanlight
 - Rainwater goods
 - Conservation rooflights
 - External vents, extraction and plumping (including location)
5. Details of external works required:
 - Stonework repairs, including sample of mortar/pointing
 - Infilled cellar hatch
6. Details of internal materials required:
 - New internal doors
 - New staircases
 - Internal plaster finishes
7. Details of internal works required:
 - Works to attic staircase
 - Schedule of repairs to decorative plasterwork
 - Internal elevation at first floor where partition to be removed to show extent of plasterwork retention
 - Details of glazed balustrade to mezzanine
 - Details of structural steelwork required to create the mezzanine
 - Details of glazing to first floor arch
 - Details of first floor suspended chimney piece
 - Schedule of decorative joinery retention and repairs (e.g. windows, shutters, panelled reveals, panelling, skirting, staircases, architraves, doors (details of their re-use elsewhere in the building))
8. Boundary walls – methodology of wall repairs and maintenance (including materials) to a height of between 2m and 2.5m (other than the section of wall on the street side of the gatepost serving St John's Mews – to be 1m in height)

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.