

Agenda Item	Committee Date	Application Number
A7	15 October 2018	18/00958/LB
Application Site St Leonards House St Leonards Gate Lancaster Lancashire	Proposal Listed building application to remove and reinstate the internal structure of the building, install a replacement roof to create additional living accommodation, re-cladding existing rear stairwells, install replacement windows and doors to all elevations, insert partition walls to all floors, reinstate windows, remove ground floor canopy and windows and install louvers and flues, install window to the side elevation and television aerial and satellite dish, rebuild lift tower, and render walls to concrete framed building	
Name of Applicant Refer agent	Name of Agent Mr Sean Hedley	
Decision Target Date 10 October 2018	Reason For Delay Committee Cycle	
Case Officer	Mr Mark Potts	
Departure	No	
Summary of Recommendation	Approval	

1.0 The Site and its Surroundings

- 1.1 Planning permission (16/01155/FUL) was granted in February 2017 for the change of use of St Leonards House to student accommodation. The building is Grade II listed and was initially a furniture factory (in connection with the Waring and Gillows showroom on North Road), then used by Lancaster University, the Adult College and more recently was utilised as City Council Offices. Whilst one building, it has two distinct elements to it, consisting of the original building constructed in the 1880s, and a second element which is of a concrete frame built in around the 1920s. The 1880s element is of 4 storeys (on the St Leonards Gate elevation), of square coursed sandstone with a slate roof plus a clerestory attic storey of timber casement windows with glazing bars under the slate roof. The 1920s element is also of 4 storey construction (St Leonards Gate elevation) plus the clerestory attic and is of concrete construction with timber windows. The building has been stripped internally in line with Listed building consent 16/01156/LB and planning permission 16/01155/FUL, and in recent weeks the existing clerestory attic has been removed and now replaced with the steelwork to support the new upper most floor element of the scheme. The application site falls within Lancaster Conservation Area.

2.0 The Proposal

- 2.1 The application seeks Listed building consent for the conversion of St Leonards House to student accommodation. The scheme seeks to remove the internal structure of the 1880s building, which has been found to be insufficient to support a new use in its current condition and the insertion of a new internal structure (the existing outer walls will be retained). The scheme looks to remove the clerestory roof to both elements of the building and replace this with a wider curtainwall structure. There are two existing stair towers to the rear of the St Leonards House which are proposed to be

re-cladded. The existing timber windows are to be replaced with double glazed and secondary glazed windows within a wooden frame and partitions will be created internally to allow for the formation of the student bedrooms.

2.2 Listed building consent already exists for the above under 16/01156/LB. However, as there is no mechanism to vary a Listed building consent a new application has been made which takes into account the extant scheme but also incorporates the changes below:

- Lift tower to be rebuilt to match the existing;
- Flues relocated;
- Roof air Intake removed;
- 2 roof air exhaust removed from the roof;
- Position of satellite dish and TV aerial;
- Smoke vents and access hatch added to the building;
- Louvre panels modified across both elevations;
- Provision of outdoor air conditioning units added;
- Panel sizes to the stair cladding to be amended;
- Access hatch upstands added; and
- Depths of windows amended.

3.0 Site History

3.1 The relevant site history is noted below;

Application Number	Proposal	Decision
18/00885/VCN	Change of use of offices (B1) to student accommodation comprising of 80 studios, four 4-bed, seven 5-bed and eight 6-bed cluster flats (C3), student gym (D2) and ancillary communal facilities, installation of a replacement roof to create additional living accommodation and recladding of existing rear stairwells (pursuant to the variation of condition 2 on planning permission 16/01155/FUL to vary approved plans to provide for the lift tower to be rebuilt, together with alterations to the elevation treatments in the form of amendments to the flue positions, cladding and louvre panel amendments, modifications to condition 9 in relation to windows, replacement stonework, cleaning and cladding details, and amendments to condition 13 to provide for an amendment to the off-site highway scheme)	Pending Decision
16/01155/FUL	Change of use of offices (B1) to student accommodation comprising of 80 studios, four 4-bed, seven 5-bed and eight 6-bed cluster flats (C3), student gym (D2) and ancillary communal facilities with associated internal demolition and alterations, installation of a replacement roof to create additional living accommodation and recladding of existing rear stairwells	Approved
16/01156/LB	Listed building application for the removal and reinstallation of the internal structure of the building, installation of a replacement roof to create additional living accommodation, recladding of existing rear stairwells, installation of replacement windows and doors to all elevations, insertion of partition walls to all floors, reinstate windows, removal of ground floor canopy and windows and installation of louvers to the rear elevation, installation of a window to the side elevation, rendering of walls to concrete framed building to facilitate the change of use of offices to student accommodation	Approved following referral to the Secretary of State

4.0 Consultation Responses

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

Consultee	Response
Historic England	No observations to make
Lancashire Archaeological Advisory Service	No objection
Conservation Officer	No objection , though requests clarification on window details and for a sample to be provided to ensure that the detailing is appropriate
National Amenity Societies	No observations received within the statutory timescales
Lancaster Civic Society	No observations received within the statutory timescales

5.0 Neighbour Representations

5.1 At the time of drafting this report no representations have been received to the Listed building application.

6.0 Principal National and Development Plan Policies

6.1 National Planning Policy Framework

Section 4 – Decision Making

Section 16 – Conserving and Enhancing the Historic Environment

6.2 Local Planning Policy Overview – Current Position

At the 20 December 2017 meeting of its Full Council, the local authority resolved to publish the following 2 Development Plan Documents (DPD) for submission to the Planning Inspectorate:

- (i) The Strategic Policies and Land Allocations DPD; and,
- (ii) A Review of the Development Management DPD.

This enabled progress to be made on the preparation of a Local Plan for the Lancaster District. The DPDs were submitted to the Planning Inspectorate on 15 May 2018 for independent Examination, which is scheduled to commence in early January 2019. If the Inspector finds that the submitted DPDs have been soundly prepared they may be adopted by the Council in mid-2019.

The **Strategic Policies and Land Allocations DPD** will replace the remaining policies of the Lancaster District Core Strategy (2008) and the residual ‘saved’ land allocation policies from the 2004 District Local Plan. Following the Council resolution in December 2017, it is considered that the Strategic Policies and Land Allocations DPD is a material consideration in decision-making, although with limited weight. The weight attributed to this DPD will increase as the plan’s preparation progresses through the stages described above.

The **Review of the Development Management DPD** updates the policies that are contained within the current document, which was adopted in December 2014. As it is part of the development plan the current document is already material in terms of decision-making. Where any policies in the draft ‘Review’ document are different from those adopted in 2014, and those policies materially affect the consideration of the planning application, then these will be taken into account during decision-making, although again with limited weight. The weight attributed to the revised policies in the ‘Review’ will increase as the plan’s preparation progresses through the stages described above.

6.3 Development Management DPD

DM30 – Development affecting Listed Buildings

DM31 – Development affecting Conservation Areas

7.0 Comment and Analysis

7.1 The NPPF states that when considering the impact of a proposed development on the significance of a designed heritage asset, great weight should be given to the asset's conservation. Similarly, the local planning authority in exercising its planning function should have regard to s66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which *states "In considering whether to grant planning permission for development which affects a Listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses"*. How the presumption is applied is covered within the NPPF, though it is clear that the presumption is to avoid harm. The exercise is still one of planning judgment but it must be informed by the need to give special weight to the desirability to preserve the heritage asset.

7.2 External Works

7.2.1 The proposed amendments to the principal façades facing St Leonards Gate and also the Sugarhouse nightclub include the replacement windows within a timber frame and secondary glazing is proposed between the window and the cavity which could be up to 500mm. This is considered to be appropriate, and the applicant has supplied window details associated with this application which are generally acceptable though some minor amendments are sought. Members will be updated verbally on this at the Committee meeting. The existing stone gable on the 1880s element of the building is proposed to be lowered to facilitate the new curtain wall structure. Ensuring this is made good is critical and therefore this element is proposed to be handled by means of planning condition. The two existing stair towers to the rear of the building are proposed to be re-clad, and with this brings some benefits, though it is unfortunate some glazing could not be added here. New windows via the opening up of the previously bricked up window openings to the north elevation, including a new window to the west elevation, are considered acceptable and the removal of the modern doors to be replaced with aluminium doors is a contemporary approach that it is considered to work well. There will be some removal of windows, to be replaced with louvers to the north elevation, and as long as the details of these are agreed this is considered acceptable. On the 1920s element of the building it is proposed that this will be re-rendered in insulated render, and a former canopy to the rear elevation is proposed to be removed. The proposal also involves the demolition of the existing lift tower which is principally viewed from St Leonards Gate and its subsequent rebuilding, and also amendments to the louvres and flue details, together with the installation of satellite and television antennas all of which are considered acceptable in nature.

7.3 Internal works

7.3.1 The largest change internally is the removal of the internal structure to the 1880s building, which has fallen into a state of disrepair and is considered to be insufficient to accommodate a new use, and in its place a new internal structure within the existing masonry is proposed. The internal structure has been removed as part of 16/01156/LB. New partition walls to create the new rooms are proposed throughout the two sections of the building and this includes a glazed spandrel panel with a ceramic film applied to the inner sheet. This backing ensures that any parts of the building behind, such as the partition junctions, cannot be viewed from the outside. The windows will still read as a single element, though the success of this will be down to the glazing proposed by the applicant, but critically the fenestration of the window would remain. Internally there are some existing cast iron columns which will be retained as part of the development, admittedly in a different location.

7.4 Summary

7.4.1 On balance it is considered that there will be a high level of harm caused to St Leonards House, though this would amount to less than substantial harm, and the applicant has evidenced through structural and viability evidence in relation to application 16/01156/LB as to why this level of intervention is required. Officers are confident that the proposals have been designed as to be as sympathetic as possible and the changes proposed as part of this application over the extant Listed Building Consent are relatively minor. Whilst some changes have been sought from the

Conservation Officer these can be resolved prior to determination or via the use of an appropriately worded planning conditions. It is considered that the development would amount to less than substantial harm, and this is outweighed by the public benefits associated with the scheme, and it is considered that the development complies with Policies DM30, DM31, DM32 and DM34 of the Development Management DPD and Paragraph 196 National Planning Policy Framework.

- 7.4.2 A building recording condition was imposed on the extant Listed Building Consent. A recording was carried out and the associated report submitted to the local authority. Therefore there is no need to repeat this condition; a view shared by the Lancashire Archaeological Advisory Service.

8.0 Planning Obligations

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

9.0 Conclusions

- 9.1 The principal of this form of development was approved under 16/01156/LB and it is considered that the minor changes associated with this Listed building application do not undermine, or harm the building to a greater degree than was the case previously. The details contained within this Listed building application are acceptable and whilst there is a high degree of intervention proposed, this would not lead to substantial harm (when viewed as a whole), and the benefits associated of bringing the building back into use for future generations to enjoy are considered to outweigh the harm and therefore conforms to Paragraph 196 of the Framework. Officers are working with the applicant's agent on some minor changes to window design and the outcome will be reported verbally at the Committee meeting. On this basis the scheme is recommended for approval.

Recommendation

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

1. Works to commence within 3 years
2. Works in accordance with approved plans
3. Materials (including detail for the lift shaft, louvres and flues/vents)
4. Cast iron columns – in accordance with previously agreed detail
5. Details of the making good of the building's fabric as part of lowering the existing stone gable

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.

Background Papers

None