

Agenda Item	A7
Application Number	21/00975/VCN
Proposal	Demolition of buildings including Sarah Witham Thompson, Gressingham and Melling Halls, Black Box Theatre, Old Dining Room and the Long Corridor and erection of a 4 storey Extra Care residential building (use class C3), partial demolition, conversion and change of use of the Art Studio from education facility (use class D1) to ancillary space associated with the Extra Care residential building and change of use and conversion of Barbon Hall and Hornby Hall from education facility (use class D1) to provide affordable residential apartments (use class C3) with associated landscaping, parking, access and service infrastructure (pursuant to the variation of conditions 2 and 26 on planning permission 20/00554/FUL to enlarge the building footprint, amend the site layout, fenestration and car parking (including reduction by one space) and addition of lift overruns and a safety railing to the roof on the extra care building and to update the Energy Statement)
Application site	University Of Cumbria, Bowerham Road, Lancaster
Applicant	Progress Housing Group
Agent	Clare Bland
Case Officer	Mr David Forshaw
Departure	No
Summary of Recommendation	Approval

1.0 Application Site and Setting

- 1.1 Permission was granted in March 2021 for the conversion of two buildings to affordable residential accommodation, demolition of various surplus buildings and erection of a new 4 storey extra care accommodation building with ancillary facilities (20/00554/FUL).
- 1.2 This site is at the southern end of the University of Cumbria (UoC) campus near the junction of Coulston Road and Golgotha Road. The new build extra care element as approved is to be sited to the rear (northeast) of the converted Barbon and Hornby Halls, between them and the retained College North and South buildings with its southeast elevation facing and close to Coulston Road.
- 1.3 To the south, west and east are residential roads outside the campus. To the northwest is the site of the replacement student accommodation block (20/00550/FUL). To the north and northeast is the densely developed university campus buildings and circulation routes.
- 1.4 The precise location of this development is within the adopted Strategic Policies and Land Allocations DPD (SPLA) policy EC6 developable area of the campus and the heritage led residential site (H3.3). It is outside the key urban landscape (EN5).

2.0 Proposal

- 2.1 This application seeks to vary the approved development by enlarging the extra care building footprint, amending the site layout and car parking and adding lift overruns and a safety railing to the roof of the building. Permission is also sought to vary condition 26 of 20/00554/FUL to refer to an amended Energy Statement.
- 2.2 The amendments arise because the developer, Progress Housing, has undertaken detailed design with the objective of achieving as close to a zero-carbon building as possible. With amendments to the structural composition of the building envelope; incorporating passive fabric measures and improving thermal performance and air tightness it is possible to achieve up to a 65% improvement on Part L Building Regulations requirements. The specific amendments are:
- 2.3 **Building Footprint Increase** The footprint of the building has increased by 1m over the overall length and between 1.2m and 1.5m wide. The reason for this is use of traditional masonry construction which causes an increase in the thickness of both the inner and outer walls.
- 2.4 **Roof Level Railing** A permanent safety railing to the roof is proposed to protect residents and staff accessing the roof areas. The alternative of a collapsible system would require operation by trained staff. The railing will be positioned 1m back from the building edge, be of about waist height and of slim tubular proportions. Precise details will be submitted for approval under a proposed condition.
- 2.5 **Elevational Changes** The internal layout has been amended to improve access, fire escape and security which alters some window and door positions in the external elevations. Additional windows to the ground floor of the front elevation to create a double aspect for a corner apartment and a rear elevation bi-fold door add more interest to the elevations.
- 2.6 **Lift Overruns** Two small lift overrun structures are proposed in the middle of the building. These will be clad in grey material to match the third floor and measure approximately 2.5m x 3m x 2.5m high.
- 2.7 No changes are proposed to the demolition plan, conversion of the non-designated heritage assets or access arrangements.

3.0 Site History

- 3.1 A number of relevant applications relating to the campus have previously been received by the Local Planning Authority. These include:

Application Number	Proposal	Decision
20/00762/FUL	Erection of a 2-storey supported living facility (C3), erection of a bin and cycle store, creation of access road and parking, and alterations of existing ground levels including retaining walls and gabion terraces, associated landscaping and service infrastructure	Approved
20/00554/FUL	Demolition of buildings including Sarah Witham Thompson, Gressingham and Melling Halls, Black Box Theatre, Old Dining Room and the Long Corridor and erection of a 4 storey Extra Care residential building (use class C3), partial demolition, conversion and change of use of the Art Studio from education facility (use class D1) to ancillary space associated with the Extra Care residential building and change of use and conversion of Barbon Hall and Hornby Hall from education facility (use class D1) to provide affordable residential apartments (use class C3) with associated landscaping, parking, access and service infrastructure	Approved
20/00550/FUL	Demolition of buildings including William Thompson Tower, William Thompson Offices, Primary Curriculum	Approved

	Building, Estates & Secondary Centre buildings and erection of an 8, 9 and 10 storey building comprising residential student accommodation in cluster flat arrangements with ancillary laundry room, cycle store, refuse store, management office and reception, plant room and associated landscaping, access and service infrastructure	
20/00425/EIR	Screening request for a replacement student residential block in area A following the demolition of the existing 10 storey William Thompson Tower and surrounding buildings	ES not required
18/01225/PLDC	Proposed lawful development certificate for the erection of a fence and gates	Granted
18/01220/PREMTG	Demolition of existing teaching and accommodation blocks, conversion of 2 barrack buildings to 17 2-bed apartments, erection of 23 4-bed 3 storey townhouses and 2 4-storey student accommodation buildings comprising a total of 30 5-bed cluster flats	Advice provided
18/00399/PRETWO	Demolition of existing teaching and accommodation blocks, conversion of 2 barrack buildings to 17 2-bed apartments, erection of 23 4-bed 3 storey townhouses and 2 4-storey student accommodation buildings comprising a total of 30 5-bed cluster flats	Advice provided

4.0 Consultation Responses

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

Consultee	Response
County Highways	No objections; the amended parking is acceptable
Conservation Team	No comments to make
Policy	No comments received
Strategic Housing	No comments received
Civic Society	No comments received

4.2 Responses from **three members** of the public have been received stating objections on the following grounds:

- Height of building changing the skyline
- Adverse effect on heritage assets
- Junction on Golgotha Road is unsafe
- Increased traffic
- Loss of trees and green space
- Overlooking of houses
- Loss of character of street

5.0 Analysis

5.1 The key considerations in the assessment of this application are:

- Principle
- Design and visual impact
- Effect on neighbours
- Heritage
- Traffic and parking
- Energy Statement

5.2 **Principle of Development (SPLA DPD Policies SP1; SP2; EC6; H3.3; Development Management DPD Policy DM8: NPPF Sections 2, 6, 8, 9, 11, 12 and 16.**

5.2.1 As this is an application to vary conditions attached to an extant permission the principle of the whole development has already been established.

5.3 **Design and Visual Impact DMDPD Policies DM2; DM29; DM30; DM46; NPPF section 12**

5.3.1 The overall design of the building does not change. The elevational changes are neutral or benefit the elevations. The addition of the roof top features will have an inconsequential outward impact given their relatively small size and set back from the edge of the building. As approved, the southeast elevation was between 10.5m and 12.5m from the boundary wall along Coulston Road. This proposal moves it to closer by approximately 0.5m. The width of this elevation will increase by 1.2m. The overall massing impact will increase slightly but not sufficiently to cause any significantly greater impact outside the site.

5.4 **Effect on Neighbours DMDPD Policy DM29**

5.4.1 As a result of the enlarged footprint the building will have a greater effect on the nearest neighbours on the opposite side of Coulston Road facing the building's southeast elevation. Following negotiations, the closest distance between the southeast elevation and facing houses has been increased to 26.7m. For a building containing windows in a 2nd floor the interface distance should be 27m, therefore the development will be 300mm closer than it should be at its closest point. However, over this distance and with intervening street trees which will filter views, even in winter, this very slight reduction from standards will not be perceived to the extent residents will feel an additional loss of privacy. Given the overall benefits this is not considered sufficient to justify refusal.

5.5 **Heritage DMDPD Policies DM29; DM41; NPPF section 16**

5.5.1 The amendments are limited in nature and will bring the building very slightly closer to the retained historic buildings. This does not change the overall impact on those historic buildings from the approved scheme. The Conservation Officer has no comments to make on the proposals.

5.6 **Traffic and Parking SPLA Policy EC6; DMDPD Policies DM60; DM61; DM62; NPPF section 9**

5.6.1 In order to provide additional parking for the mobility impaired, two standard car parking spaces are to be replaced with one mobility space. This reduces the overall parking by one space. Parking requirements are specified as maximum standards in the local plan. The proposed provision of 23 standard spaces and 4 mobility spaces therefore remains policy compliant. County Highways has no objection to the proposal.

5.7 **Energy Statement DMDPD Policy DM30**

5.7.1 The revised energy statement states that following the developer's request to design as close to a zero-carbon building as possible, energy calculations show a reduction of up to 65% carbon emission above current Building Regulations requirements can be achieved. The report confirms the following measures are to be incorporated into the extra care building to achieve this (many were included in the approved scheme):

- Passive fabric (including masonry construction necessitating the increase in building footprint)
- Passive design (including review of glazing areas, use of window blinds, natural ventilation)
- Active building services (including improved boiler efficiencies, low energy LED lighting)
- Air source heat pumps (to provide heating and hot water)
- Rooftop solar PV panels
- Means to connect to potential campus wide district heating system

5.7.2 A combined heat and power unit included in the approved scheme has now been discounted in favour of more efficient measures. The approved energy statement considered a carbon reduction of 23.24% was achievable so the revised proposals is a vast improvement.

6.0 Conclusion and Planning Balance

- 6.1 Most of the proposed amendments are relatively minor in nature. The enlarged building footprint and reduced interface to nearest neighbours is an issue but will not give rise to any appreciably greater impact than the approved scheme. The increased carbon reduction is welcomed.
- 6.2 As this is an application to vary an extant permission the same conditions need to be imposed (unless discharged) because a new planning permission is issued. Due to the lack of detail on the roof top railing, an additional condition is proposed to secure their approval

Recommendation

That Planning Permission **BE GRANTED** subject to the following conditions:

Condition no.	Description	Type
1	Time limit (to be 3 years from the date of the original consent)	Standard
2	Approved plans	Standard
3	Final Sustainable Drainage Strategy	Pre-commencement
4	Construction Phase Surface Water Management Plan	Pre-commencement
5	Foul Water Drainage	Pre-commencement
6	Employment Skills Plan	Pre-commencement
7	Access construction	Pre-commencement
8	Contaminated land	Pre-commencement
9	Building recording and written scheme of archaeology	Pre-commencement
10	Finished floor levels (extra care building) and site levels	Prior to commencement other than demolition
11	Off site highway works	Prior to commencement other than demolition
12	Details of fenestration/rainwater goods/details for converted buildings	Above Ground
13	Materials samples	Above ground
14	Homeowner packs	Above Ground
15	Landscaping details	Above ground
16	Details of Roof Top Railings	Above ground
17	Completion of conversion	Prior to occupation of extra care units
18	Travel Plan	Prior to occupation
19	Drainage Operation and Maintenance Plan and Verification Report	Prior to Occupation
20	Security details	Prior to Occupation
21	Car parking management strategy, cycle store and EV charging points	Prior to Occupation
22	Approved tree works	Ongoing
23	Ecological mitigation measures	Ongoing
24	Hours of construction	Ongoing
25	Nesting birds	Specific time
26	Separate drainage	Control
27	Sustainable construction and energy efficiency	Control
28	Nationally described space standards and M4(2) and M4(3) standards	Control
29	Removal of Telecommunications Apparatus Permitted Development	Control
30	Extra Care Use within C3 Only	Control
31	Affordable Housing	Control
32	Retention of pedestrian/cycle routes	Control

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

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.

Background Papers