

<b>Agenda Item</b>	A8
<b>Application Number</b>	24/01396/LB
<b>Proposal</b>	Listed building application for a replacement roof with solar panels and rooflights, alterations/replacements to window/doors and openings, installation of vents/ducts, new rainwater goods, fixing of timber boarding to boundary wall, removal and construction of internal partition walls and new ceilings
<b>Application site</b>	87 King Street Lancaster Lancashire LA1 1RH
<b>Applicant</b>	Mrs Jo Wilkinson
<b>Agent</b>	Mason Gillibrand Architects
<b>Case Officer</b>	Mr Andrew Clement
<b>Departure</b>	None
<b>Summary of Recommendation</b>	Approval

**(i) Procedural Matters**

This form of works would normally be dealt with via the scheme of delegation. However, the landowner and applicant is Lancaster City Council, therefore the application must be determined by the Planning Regulatory Committee.

**1.0 Application Site and Setting**

- 1.1 The property that forms the subject of this application relates to a three-storey end terrace, which is a Grade II Listed Building located on King Street within the Lancaster Conservation Area. The building is adjacent to a City Council car park, located on the corner of Spring Garden Street. The property was most recently leased as offices until November 2021. The property is constructed of stone walls externally and timber stud walls with lath and plaster finish internally. The building has timber framed windows and doors, under a gable natural slate roof. The majority of buildings fronting Queen Square are Grade II Listed Buildings, whilst the nearby Ring O'Bells is Grade II\* listed, part of the wider central Lancaster regeneration priority area.

**2.0 Proposal**

- 2.1 This application seeks listed building consent for works to facilitate the conversion of the office building (Use Class E) to 4x 1-bed apartments. The apartments are intended to be used as short-term supported housing for single homeless persons across the district. The units form 1-bed single occupancy self-contained apartments, with some communal areas and bike storage within the building. The ground floor apartment will benefit from circa 15sq.m of external garden area, with the remaining circa 15sq.m of rear garden space communal amongst other occupants.

- 2.2 To facilitate the proposed change of use, internal and external alterations are proposed. New windows are to be installed in place of modern equivalents to the ground and second floor frontage. Historic windows at first floor, and second floor rear elevation, are to be repaired, retained and secondary glazing installed proud of the architrave. Rear elevation windows are to be repaired and restored with secondary glazing installed. To the side elevation, a new double glazed sash window and replacement windows are proposed to be installed to the side gable at third floor level. Two new heritage style rooflights are to be installed to the rear facing roof pitch, with roof vents to the front and rear pitches and new slate vents. A secondary doorway to the rear projection is proposed to provide direct access to the adjacent carpark and bin storage area.
- 2.3 Similar applications at this site have previously been approved through permissions 23/01441/FUL and 23/01442/LB, which were granted planning and listed building consent for use and development largely described above. Internally, fireproofing and noise mitigation is to be provided with intumescent paint and floorboard lifting, and ground floor cycle storage to be provided within the existing rear outrigger. Heat recovery cylinders are to be installed to multiple floors internally, and a heat exchanger for a detached air source heat pump outside the Listed Building. Insulation lining is proposed to the internal face of the front elevation wall inside the property at ground floor, first floor apartment rear inside wall, and to front, rear and gable side walls of the second floor apartment. The third floor apartment seeks internal insulation lining to internal face of walls and internal stud walls.
- 2.4 In addition to the above works, this application seeks renewable energy facilities that have not formed part of previous permissions at the site. These include heat recovery cylinders to the basement, first, second and third floors. 12x solar panels are proposed across the majority of the rear facing roof pitch, but avoiding the northern end towards the ridge of this roof slope. An air vent proposed to the lower side elevation, with two air vents to the rear elevation.

### 3.0 Site History

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

Application Number	Proposal	Decision
24/01395/FUL	Change of use and conversion of an existing office building (Class E) into 4 self-contained flats (C3) with external alterations and change of use of part of adjacent car park to site bin store	Concurrent
23/01441/FUL	Change of use of an existing office building (Class E) into 4 self-contained flats (C3), installation of roof lights, alterations to window/door openings and replacement windows to all elevations, a new stone window head to the front elevation, installation of vents to the side and the roof, new rainwater goods and change of use of part of adjacent car park to site bin store	Approved
23/01442/LB	Listed building application for alterations to window/door openings, installation of two upper floor windows to the side elevation and replacement windows to all elevations, a new stone window head to the front elevation, installation of vents to the side and to roof, new rainwater goods, fixing of timber boarding to boundary wall, removal and construction of internal partition walls and installation of new ceiling to basement and drop ceilings to ground, first and second floor	Approved
22/01043/PRETWO	Conversion of existing vacant office building to 4no. residential 1bed self contained flats, to include a communal support office, kitchen and provision of external bin store	Advice provided
14/00351/LB	Listed Building application for internal alterations to create new partition to form lobby and wheelchair accessible toilet facilities	Approved

11/00264/LB	Erection of a non-illuminated fascia sign	Approved
11/00101/LB	Internal alterations to create accessible toilet facilities	Approved
92/0528/LB	Construction of a ramp access	Approved

## 4.0 Consultation Responses

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

Consultee	Response
Lancaster Civic Vision	No observation received
Conservation Team	<b>No objection</b> to amended proposal

4.2 No responses have been received from members of the public to the site notice, newspaper publication or neighbour letters.

## 5.0 Analysis

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

- Sustainable design, scale and streetscene impact upon heritage assets

5.2 **Sustainable design, scale and streetscene impact upon heritage assets** Development Management DPD Policies DM29 (Key Design Principles), DM30a (Sustainable Design and Construction), DM37 (Development affecting Listed Buildings), DM38 (Development affecting Conservation Areas), DM39 (The Setting of Designated Heritage Assets), DM41 (Development Affecting Non-Heritage Assets or their settings), DMCCCH1 (Retrofit of Buildings of Traditional Construction for Energy Efficiency), DMCCCH2 (Micro-Renewables in The Setting of Heritage Assets), DM46 (Development and Landscape Impact), and DM57 (Health and Wellbeing), Strategic Policies and Land Allocations DPD Policies CC1 (Responding To Climate Change and Creating Environmental Sustainability) and SP7 (Maintaining Lancaster District's Unique Heritage), National Planning Policy Framework Section 12. (Achieving well-designed places) and Section 16. (Conserving and enhancing the historic environment), and Listed Building and Conservation Areas Act 1990

5.3.1 In accordance with the Listed Building and Conservation Areas Act, when considering any application that affects a Listed building, a Conservation Area or their setting, the local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of the heritage asset or its setting. This is reiterated by policies DM37 and DM38. DM38 sets out that development within Conservation Areas will only be permitted where it has been demonstrated that:

- Proposals respect the character of the surrounding built form and its wider setting in terms of design, siting, scale, massing, height and the materials used; and,
- Proposals will not result in the loss or alteration of features which contribute to the special character of the building and area; and,
- Proposed uses are sympathetic and appropriate to the character of the existing building and will not result in any detrimental impact on the visual amenity and wider setting of the Conservation Area.

5.3.2 The application site forms a national heritage asset Grade II Listed Buildings, making a strong positive contribution to the city scape and Conservation Area. This is particularly when viewed in the context of other Grade II Listed Buildings fronting Queen Square, which is identified as a positive space of the Conservation Area. The site is a late 18th century house with 19th century alterations, with significance derived from its aesthetic, illustrative and evidential values as a house of its era, of typically classical design and locally characteristic material palette.

5.3.3 The proposal seeks the installation of an upper floor side facing windows, a side doorway and access, plus two rooflights to the rear facing roof pitch. Vents are proposed to the roof, rear elevation and lower side elevation. Existing modern windows are to be replaced with new slimline double

glazed timber framed units to match existing design. The ground floor front facing windows are proposed to be modified to form 2x new double-glazed sash 4 over 4 design either side of a new central mullion. Existing historic windows will be repaired and secondary glazing installed to those units.

- 5.3.4 The proposed installation of two rooflights to the rear elevation would be harmful, as it would reduce the aesthetic value of the building. This will be mitigated to some degree through the conservation style rooflights proposed, located to the less prominent rear roof slope. As such, this harm, and the addition of a sympathetically designed window to the side elevation, would be cumulatively limited. The replacement windows to the front elevation are considered to be a limited heritage benefit, introducing narrower sash windows, mullion and raised cill to the ground floor windows. This is subject to planning conditions regarding precise details and samples for developments and works.
- 5.3.5 Internally the proposal seeks fire measures, designed to avoid impact upon historic cornices. Precise details of internal works will be required through planning condition, including precisely how these will avoid historic fabric such as window architraves. Plans have been provided showing proposed new openings, secondary glazing and showing retention of existing alcoves, corning and skirting. Sympathetic insulation has also been proposed to specific walls and internal floors, which are considered appropriate. The amended scheme is considered sympathetic to the historic features of the Listed Building, and avoids harm from this regard.
- 5.3.6 The proposal includes low carbon heating and energy improvements to the existing buildings, in the form of internal heat recovery cylinders, an air source heat pump (ASHP) and 12x solar panels. Whilst the rear yard location of the ASHP creates a detachment from the Listed Building and visual containment from the Conservation Area to avoid heritage harm, unfortunately the same cannot be said for the proposed solar panels, which undoubtable cause harm to these national heritage assets.
- 5.3.7 The degree of heritage harm originally raised objection from the Conservation Team consultee, when panels were proposed across the entire rear facing roof pitch. Whilst these were sought to the least prominent of the two viable roof pitches, this rear pitch is elevated and visible from Spring Garden Street, particularly from the southern pavement, and upper floor of frequently passing double decker buses. These are visible within the context of other Listed Buildings, in particular the front pitch of Grade II\* Listed Building, the Ring O'Bells, all within the Lancaster Conservation Area.
- 5.3.8 Amendments have proposed a compromise position, reducing the heritage harm by remove the 4x most prominent solar panels, and replacing these with an uncontentious ASHP. This achieves the Council property aim of EPC C for such premises, but more importantly would result in lower energy bills for future occupants. The amendments reduce the level of heritage harm, albeit this remains uncomfortable, and a moderate degree of harm, in addition to limit harm from other interventions.
- 5.3.9 The proposal continues to include an uncomfortable degree of harm from adverse impact to historic fabric that forms the existing rear slate roof slope in particular. However, this has been reduced through compromises within the proposed amendments. Any further reductions in renewable energy measures could jeopardise the scheme and broader conversion proposed and would increase energy bills for future occupants, whilst reducing the sustainability credentials of the scheme. Combined with justification provided to facilitate the much-needed accommodation, it is considered that in this instance the public benefits of supported housing for single homeless persons outweighs the harm identified.
- 5.3.10 The proposed would return the property to the optimal viable heritage use of residential for this historic house, albeit through smaller apartments rather than a single dwelling. The development would ensure a suitable use of the vacant property, providing a scheme for the refurbishment and long-term use and maintenance of this national heritage asset. Such heritage and previously described public benefits are considered to mitigate and outweigh the cumulative harm caused by other justified alterations proposed to facilitate this use and sustainable energy interventions. This is subject to details of high quality sympathetic solar panels to be controlled through planning condition, along with works proposed. The amended proposal has no objection from the Conservation Officer.

**6.0 Conclusion and Planning Balance**

6.1 The proposal would facilitate the use of the existing commercial office space to form residential apartments within the city centre. This would return this national heritage asset back to the optimal viable use of residential for this historic residential end terrace house. Redevelopment of the site as proposed would bring renovations and a future use and maintenance of the site. Importantly, through sympathetic alterations and details to be controlled through planning condition, the amended proposal can minimise harm to heritage assets, subject to ensuring suitably high-quality details and samples. The proposed rooflight and solar panel works to the rear roof pitch would cause a moderate degree of harm to national heritage assets, to which great weight must be attached. Subject to conditions, the public benefits to facilitate the specific housing need sought, and reduce energy bills for previously homeless occupants, this is considered sufficient to outweigh this harm.

**Recommendation**

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

Condition no.	Description	Type
1	Standard 3 year timescale	Control
2	Development in accordance with the amended approved plans	Control
3	Precise details and samples external materials and internal works	Prior to works above ground
4	Details of solar panels, including mounting method	Prior to installation

**Background Papers**

None