

APPLICATION NO	PA/2018/2480
APPLICANT	Mr Nolan Bennett, North Lincolnshire Council
DEVELOPMENT	Listed building consent for change of use of building to higher education facility, including the installation of two external staircases and internal alterations
LOCATION	Civic Centre, Ashby Road, Scunthorpe, DN16 1AB
PARISH	Scunthorpe
WARD	Kingsway with Lincoln Gardens
CASE OFFICER	Leanne Pogson-Wray
SUMMARY RECOMMENDATION	Defer to Group Manager – Development Management and Building Control (in association with PA/2018/2382)
REASONS FOR REFERENCE TO COMMITTEE	Officer discretion

POLICIES

Paragraph 7 states that the purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

Paragraph 128 states that design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

Paragraph 190 states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict.

North Lincolnshire Local Plan:

Policy HE5 (Development affecting Listed Buildings)

Policy DS1 (General Requirements)

North Lincolnshire Core Strategy:

Policy CS6 (Historic Environment)

CONSULTATIONS

Highways: No objections or comments.

Cadent Gas: Comments re gas pipeline. (This is not relevant to the listed building consent application and will be considered as part of PA/2018/2382.)

Conservation: Comments. No objections subject to conditions.

Historic England: Scunthorpe Civic Centre of 1960–2 is listed at Grade II in recognition that it is a building of special architectural and historic interest. The proposal is a change of use and conversion of existing local authority offices to a higher education college. Support the change of use in principle and welcome approach being proposed. Some concerns regarding replacement of windows rather than repair. This needs to be fully justified. Any further comments from Historic England will be verbally updated.

PUBLICITY

Several site notices have been displayed around the building and a press notice posted. No comments have been received.

ASSESSMENT

The Civic Centre was built in the 1960s for the former Scunthorpe Borough Council. It is a Grade II listed building which was listed as an early and unusual example of office construction. The building contains a high quality mayoral suite and the council chamber, which forms a distinct element within the building's design. This application seeks internal alterations and two external enclosed staircases to facilitate the conversion of the building to a higher education facility (see PA/2018/2382).

The main issue in determining this application is whether the proposed development would have any adverse impact on the character, setting or fabric of the listed building.

The proposed internal alterations include a modest amount of demolition to allow the conversion of the registrar's suite to a learning resource centre. Timber wall panelling, wherever present, is proposed to be largely retained. The current carpets throughout will be replaced by a new carpet or sheet vinyl. These alterations can be justified in order to facilitate a new use for the building. In a similar fashion to the council chamber, using this space as a learning resource centre ensures the most architecturally significant part of the building has a new important communal use, contributing to the significance of this part of the building. Minimal alterations are proposed to the council chamber to facilitate its use as a lecture theatre. Alterations to the reception area and civil rooms will also be minimal.

The proposed development does show the replacement of some internal features such as toilets in the office wing due to their poor state of repair. However, the more important toilets with marble coverings and terrazzo flooring will be retained around the council chamber and reception. The internal features and layout in the main office block are seen as less significant.

The use of the council chamber is welcomed because it is important that it is used as part of any new use for the building as opposed to being left as a relic.

The proposal involves the addition of two exterior fire escapes attached to the northern and southern ends of the main office block. This does impact on the building and there will be some harm to its character and significance. These are necessary for the increased occupancy levels of its proposed new use as an educational facility and there is justification for the fire escapes on grounds of health and safety. In addition, using external fire escapes will limit the impact on the internal original fabric and layout of the building, including the important reception area. Considering the height is limited to the first floor, then the harm can be mitigated with a sympathetic design in terms of form, style and materials, ensuring that the exterior stairs sit easily with the building.

The form and style of the staircases are acceptable as they have been designed to complement the cubic form of the building, and the materials are sufficiently sympathetic to the host building.

They will be seen as a clear separate addition, not associated with the original building, showing a clear differentiation between the original building and the addition, an approach which has been used on historic buildings. An enhancement to the design would be to consider the addition of glazed panels on the elevation facing the main southern principal frontage of the building to be more visual cohesive with the more architecturally decorative principal elevation.

The original windows on the building were designed as a bespoke component and part of the building's architectural significance. The repair of the windows is seen as the most beneficial approach in terms of conserving the character of the building. Their replacement and alteration would need to be justified in terms of the requirements of the National Planning Policy Framework where any harm to the significance of the building has to be weighed against the public benefits of the proposal. Surveys have shown that to repair all the windows is not economically viable and their replacement can be priced to give a definitive cost as to the conversion of the building. The long-term viability of the project to enable the beneficial use of the building, resulting in its long-term conservation, is considered to be an adequate justification in this instance.

Summary

Using this building as an educational facility complements the historical significance of the building and is welcomed, subject to the design and materials being appropriate to the listed building.

The local planning authority will need to balance any harm to the significance of the building against the public benefits of the proposal. A significant public benefit in this instance is finding a viable use for the building. A positive is that the proposed use has a communal public element and one that uses the original council chamber as a lecture theatre and the surrounding civic rooms as a learning resource centre, maintaining a strong communal function in the most significant part of the building which has historically been the case. The design philosophy has been to keep alterations to a minimum to enable the new use, which has been followed.

If members are minded to grant permission, the decision is delegated to the Group Manager – Development Management and Building Control subject to the outstanding

consultation with Historic England. If Historic England raises no issues the application is approved subject to conditions.

RECOMMENDATION Grant permission subject to the following conditions:

1.

The works must be begun before the expiration of three years from the date of this consent.

Reason

To comply with Section 18(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.

The development hereby permitted shall be carried out in accordance with the approved plans listed:

0201 Revision P9

0202 Revision P9

0203 Revision P9

0204 Revision P9

0205 Revision P9

0208 Revision P1

0901 Revision P1

0902 Revision P1

3401 Revision P1

3402 Revision P1

Reason

For the avoidance of doubt and in the interests of proper planning.

3.

No external works shall take place until samples of the external facing materials to be used have been submitted to and approved in writing by the local planning authority and only the approved materials shall be used.

Reason

To ensure that the building is in keeping with its surroundings in the interests of visual amenity, in accordance with policy DS1 of the North Lincolnshire Local Plan.

4.

Prior to any alterations to the council chamber, details of the teaching wall on the podium and associated alterations shall be submitted to and approved in writing by the local planning authority before installation and all works shall be carried out in accordance with the approved details.

Reason

To ensure that the building is in keeping with its surroundings in the interests of visual amenity, in accordance with policy DS1 of the North Lincolnshire Local Plan.

5.

No alterations shall take place until the applicant, or their agents or successors in title, has secured the implementation of an archaeological mitigation strategy comprising a historic building record, to be defined in a written scheme of investigation that has been submitted to, and approved in writing by, the local planning authority. The strategy shall accord with a brief provided by North Lincolnshire Historic Environment Record equivalent to Historic England's Level 2 building survey and shall include details of the following:

- (i) measures and methodologies to ensure the preservation by record of the historic structure, building fabric and fittings
- (ii) report and archive content
- (iii) archive preparation and deposition with recognised repositories
- (iv) a timetable of works in relation to the proposed development, including sufficient notification and allowance of time to ensure that the recording work is undertaken and completed in accordance with the strategy
- (v) monitoring arrangements, including the notification in writing to the North Lincolnshire Historic Environment Record of the commencement of recording works and the opportunity to monitor such works
- (vi) personnel involved in the implementation of the strategy, including sub-contractors and specialists, their responsibilities and qualifications.

Reason

To comply with paragraph 199 of the National Planning Policy Framework, policy CS6 of the North Lincolnshire Core Strategy, and policies HE5 and HE9 of the North Lincolnshire Local Plan as the building is listed Grade II. Alterations will result in the loss of historically significant evidence and the proposed historic building record will ensure that such evidence is appropriately recorded and a permanent archive created.

6.

The applicant shall notify the local planning authority in writing of the intention to commence the historic building recording at least one week/seven days before commencement. Thereafter, the recording shall be carried out in accordance with the approved details and timings. No variation shall take place without the prior written consent of the local planning authority.

Reason

To comply with paragraph 199 of the National Planning Policy Framework, policy CS6 of the North Lincolnshire Core Strategy, and policies HE5 and HE9 of the North Lincolnshire Local Plan as the building is listed Grade II. Alterations will result in the loss of historically significant evidence and the proposed historic building record will ensure that such evidence is appropriately recorded and a permanent archive created.

7.

The historic building report shall be deposited at the North Lincolnshire Historic Environment Record and the archive at the North Lincolnshire Museum within six months of

commencement of the recording or such other period as may be agreed in writing by the local planning authority.

Reason

To comply with paragraph 199 of the National Planning Policy Framework, policy CS6 of the North Lincolnshire Core Strategy, and policies HE5 and HE9 of the North Lincolnshire Local Plan as the building is listed Grade II. Alterations will result in the loss of historically significant evidence and the proposed historic building record will ensure that such evidence is appropriately recorded and a permanent archive created.

8.

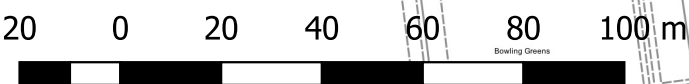
Prior to the erection of the external staircase on the southern block, final details of design, finish and materials shall be submitted to and approved in writing by the local planning authority and the development shall proceed fully in accordance with the approved details.

Reason

To ensure that the building is in keeping with its surroundings in the interests of visual amenity, in accordance with policy DS1 of the North Lincolnshire Local Plan.

Informative

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraph 38 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



Sports Club

The Pods

Pond

Pavilion

Tennis Courts

CENTENARY WAY

Civic Centre

El Sufi Site

ASHBY ROAD

KING EDWARD STREET

Car Park

SCUNTHORPE

Central Park

Queen's Gardens

Church



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