

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 26th June 2018

Application	3
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Application Number:	18/00725/LBCM	Application Expiry Date:	19th June 2018
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Application Type:	Listed Building Consent Major
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Proposal Description:	Listed building consent in connection with conversion of Elmfield House to 21 apartments.
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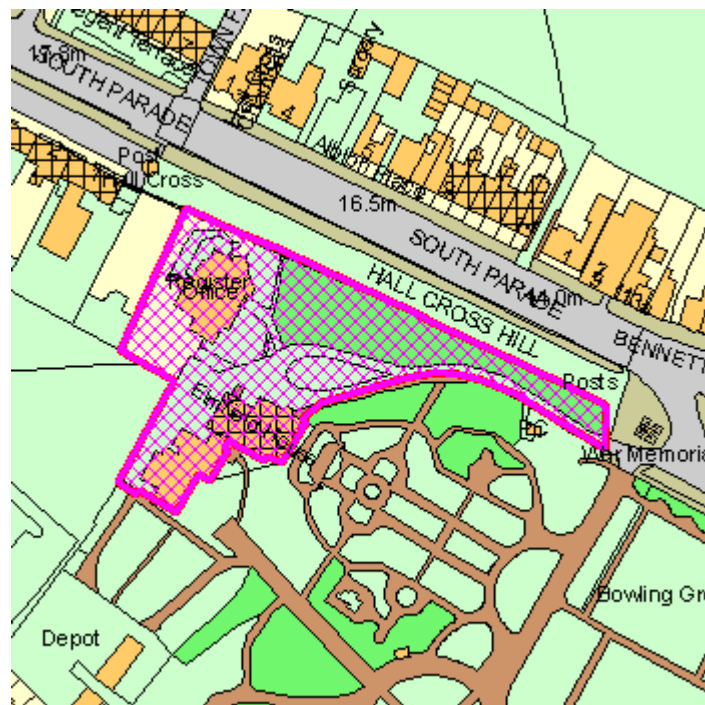
At:	Elmfield House South Parade Doncaster DN1 2EH
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For:	Hughes
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Third Party Reps:	0	Parish:	
		Ward:	Town

Author of Report	Gareth Stent
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MAIN RECOMMENDATION:	Grant
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1.0 Reason for Report

1.1 The application is presented to committee as the accompanying full application (17/03156/FULM) is required to be presented to committee.

1.2 The application was deferred from the 29th May 2018 committee for a site visit to assess the impact on the Listed Building, the buildings relationship with the registrar and wanted to see inside the building to assess its historic significance.

2.0 Proposal and Background

2.1. The application seeks Listed Building consent to convert Elmfield house into 21 apartments. The scheme has been amended on several occasions to address concerns from the Conservation Officer over the impact of the changes on the historical fabric of the building. Following deferral from the 29th May 18 committee amended plans have been received that reduces the number of apartments from 22 to 21 through the demolition of a single storey flat roof building to the rear of Elmfield House, which accommodated the smallest apartment No.3. This is welcomed by the conservation officer and aligns with earlier suggestions made to the applicant. The application is supported by a Heritage Statement that justifies the conversion.

2.2 The site straddles both Doncaster the South Parade and Doncaster - Bennetthorpe Conservation Areas. Elmfield House is a Grade II listed building that lies within a parkland setting and is considered to be a park and garden of local historic interest.

3.0 Relevant Planning History

3.1 The site has had a series of planning permissions, however only the accompanying full application is directly relevant.

- 17/003156/FULM – Change of use of B1 offices/registrar to 29 apartments (Elmfield House x21 & Registrar x8).

4.0 Representations

4.1 No representations received.

5.0 Relevant Consultations

5.1 Civic Trust - Doncaster Civic Trust is heartened to see the Conservation Officer's rigorous approach to protecting the historic character of this important listed building. The Trust is also concerned about: the need to avoid the installation of new soil and waste pipes on the principal elevations of the listed building; moving historic doors from their original positions; and the need to avoid damage to historic fabric in the course of bringing the building in line with current technical standards. The high number of apartments proposed could be at the root of the problem, and it may well be that the finally approved acceptable scheme could have fewer apartments.

5.2 Conservation Officer - The Conservation officer raised initial concerns over the intensity of the conversion and the impact of the changes on the fabric of the historical

building. Through negotiation and the submission of amended plans this concern has been overcome.

6.0 Relevant Policy and Strategic Context

National Planning Policy Framework (NPPF)

6.1 The National Planning Policy Framework (NPPF) (2012) is the national tier of planning guidance and is a material planning consideration in the determination of planning applications.

6.2 Section 12 of the NPPF has the most relevance to this application entitled 'Conserving and enhancing the historic environment'. More specifically paragraphs 128 & 129 which requires applicants to describe the significance of the heritage asset. Paragraph 132 of the NPPF advises that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. It further states that as heritage assets are irreplaceable, any harm or loss should require clear and convincing justification; and that substantial harm to or loss of a grade II listed building should be exceptional.

6.3 It is a core planning principle that heritage assets are conserved "in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations".

6.4 Paragraph 131 of the NPPF states that local planning authorities should take account of the "desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation". It highlights also the positive contribution that the conservation of heritage assets can make to sustainable communities including their economic vitality. Paragraph 132 stresses that "great weight" should be given to the preservation of heritage assets. It further states that as heritage assets are irreplaceable, any harm or loss should require clear and convincing justification; and that substantial harm to or loss of a grade II listed building should be exceptional.

Doncaster Core Strategy 2012

6.5 Policy CS 15 – Valuing our historic environment.

Doncaster Unitary Development Plan 1998

6.6 Policy ENV 32 – Alterations to Listed Buildings

6.7 Also of relevance to this application is the 1990 The Planning (Listed Buildings and Conservation Areas) Act 1990. Also the act requires that in the exercise of planning functions and in considering works to Listed Buildings (s.16 & 66) decision makers are required to 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.

7.0 Planning Issues

7.1 The main issue to consider is the impact of the proposed changes on the Listed Building. This relates solely to Elmfield House as the former Registrar is not listed. The

accompanying full application details the wider planning considerations and therefore this permission is only for the internal and external changes necessary. The use will subdivide the building into 21 apartments; however the overall fabric and integrity of the building will remain. Most importantly, this proposal will provide a new use for the building, new investment and safeguard it for future generations. The applicant is keen to undertake the conversion particularly due to the amounts of vandalism the property is currently experiencing.

Impact on the Listed Building

7.2 Elmfield House is attributed to William Lindley. It was built in 1803 and is stucco with painted ashlar dressings and hipped slate roof. The principal elevation of the house faces north east towards the great north road with a secondary garden front overlooking Elmfield Park. The principal elevation is of three bays. Features include a central enclosed pilastered porch, full height Venetian style windows and first floor bay windows with ironwork balconies. The main elevation is topped with a large cornice and parapets with blind balustraded panels on plinth with moulded coping.

7.3 The garden front has four bays, with giant pilasters flanking the outer bays. The internals include an original cantilevered stone staircase with wreathed hand rail. The entrance hall also has a moulded cornice, black and white marble-paving and semi-circular headed stair window. There are reeded cornices and original panelled doors throughout.

7.4 The original significance of the park as forming the setting of Elmfield House has been augmented by its significance as a municipal park from the interwar period. The park remains in the control of Doncaster Council and does not form part of the proposals. Railings have recently been added to physically separate the immediate grounds of Elmfield House from Elmfield Park.

7.5 Subdividing the listed building is destructive of historic fabric and presents many challenges therefore the best use for the building would be a single use not requiring subdivision such as office use or residential use as one dwelling. It does appear that the traditional office use for the historic buildings of the area is declining in attractiveness and where such uses remain, there is pressure for more open plan spaces and increased signage. In addition, it is unlikely that single residential use without some subdivision is unviable in this area unless it is in the form of a house of multiple occupation but this brings with it other concerns.

7.6 Getting the building back into use is supported as long as it was not at the detriment of the significance of the building and/or the character of the area. The initial proposal represented a series of concerns. The conservation officer suggested fewer apartments within the main building would be welcomed and suggested the demolition of the registry and its redevelopment to be more in keeping with the predominant Georgian character of the area would be promoted. The applicants however, chose to retain the registrar building and convert it to 8 apartments.

7.7 A Heritage Statement has been provided with the application, which did contain some errors and oversights, which was later corrected. Likewise the submitted plans have been continually changed in both the full and Listed Building Consents to overcome concerns and inaccuracies. The issues were principally a lack of detail about fire separation, plumbing, heating, and how this may impact on the building in terms of internal damage and covering up of the decorative plasterworks. Other concerns include the unnecessary loss of walls and the blocking up of historic doorways.

7.8 The proposal does have some positives in the form of creating a split between the main building and the former coach house and the modern extension and is now less intense than initially proposed. Likewise further detail has been provided to overcome the concerns of the conservation officer.

7.9 Following deferral, the reduction in units from 22 to 21 is viewed as a positive as it removes the uncharacteristic single storey structure to the rear of the building and is warmly welcomed by the conservation officer. This allows the reinstatement of the back door in its original position and the reinstatement of the room form of the former Breakfast Room which now forms the living room of Apartment 4.

8.0 Summary and Conclusion

8.1. The proposal whilst causing some harm to the Listed Building will enable the building to be brought back into use, which is of public benefit. The changes enable more of the historic fabric to be retained and minimise the conflict between the heritage asset. On this basis the proposal complies with paragraphs 129, 132 and 134 of the NPPF, advice within Core Strategy Policy CS15 and Policy ENV 32 of the UDP.

10.0 Recommendation

9.1 GRANT Listed Building Consent subject to the following conditions.

01. STAT1 The works hereby permitted shall be commenced before the expiration of three years from the date of this consent.
REASON
To comply with Sections 18 (as amended) and 74 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

02. The development hereby permitted shall be carried out in complete accordance with the details shown on the amended plans referenced and dated as follows:

Ground floor existing Rev A 16.4.18

First floor existing Drwg 003

Second floor existing Drwg 004

Existing elevations Rev B 24.4.18

Proposed ground and first floor Rev K

Proposed attic and cellar Rev I

Proposed elevations Rev G 4.6.18

Site Plan Rev D 30.5.18

REASON

To ensure that the development is carried out in accordance with the application as approved.

- 03 Prior to works commencing on Elmfield House a photographic survey of the building shall be undertaken in accordance with a methodology submitted to and agreed in writing by the Local Planning Authority.
REASON
To record the special interest of the Listed Building.
- 04 Prior to commencement of relevant works, a window schedule listing all windows within Elmfield House noting which are to be retained, removed, repositioned, reinstated and/or inserted shall be produced for and approved by the Local Planning Authority. Details shall include how windows and their shutters are to be refurbished/restored/re-instated and how they are to be upgraded to improve their acoustic and thermal performance. Where windows are to be blocked in, altered, reinstated and/or inserted details of how the resulting walls are to be made good will be included. Works shall be carried out in accordance with this approval.
REASON
To protect the special interest of the Listed Building and the character and appearance of the conservation area.
- 05 Prior to commencement of relevant works, a door schedule listing all doors and doorways within Elmfield House noting which are to be retained, removed, repositioned, reinstated and/or inserted shall be produced for and approved by the Local Planning Authority. Notwithstanding details shown on approved plans doorways of historic significance shall be retained unless agreed in writing by the Local Planning Authority, and details of how the doorway will be blocked but retain historic fabric will be included within the information. Details of how other doorways will be blocked in, reinstated and/or inserted shall include how walls are to be made good. Works shall be carried out in accordance with this approval.
REASON
To protect the special interest of the Listed Building.
- 06 Prior to commencement of relevant works, full details of the design, construction and finish of new and replacement doors and windows of both Elmfield House, its current extensions and the former Registry Office shall be submitted to and approved in writing by the Local Planning Authority. Unless otherwise agreed in writing, the details shall include an elevation at 1:20 scale of each door or window type and 1:5 scale cross-sections. Any replacement windows and any new or replacement external or internal doors to be used in the conversion of Elmfield House and its former coach house shall be constructed in timber. Development shall be carried out in accordance with the approved details.
REASON
To protect the special interest of the Listed Building and the character and appearance of the conservation area.

- 07 Prior to relevant works, a room schedule listing the existing external and internal architectural details within Elmfield House, including skirting boards, cornices and other decorative features noting what is to be retained, removed, reinstated and/or repositioned shall be produced for and approved by the Local Planning Authority. Works shall be carried out in accordance with this approval. The alterations approved in this consent shall be limited to those shown on the plans or within the scope of any conditions.
REASON
To protect the special interest of the Listed Building.
- 08 Prior to commencement of relevant works, details of any new partitions to the building shall be submitted to and approved in writing by the Local Planning Authority. Partitions and kitchen/bathroom fittings shall be installed to avoid or be scribed around existing architectural features including skirtings, cornices, doors and windows and their architraves. Works shall be carried out in full accordance with this approval.
REASON
To protect the special interest of the Listed Building.
- 09 Prior to commencement of relevant works, a method statement for the demolition of the link and the flat roof infill shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in full accordance with this approval.
REASON
To protect the special interest of the Listed Building.
- 10 Prior to commencement of relevant works a one-metre-square sample panel of render showing the finish and colour to be used to make good the areas affected by the demolition of the link and the flat roofed infill and to be applied to the modern extension to the rear of the coach house shall be provided on site and the details approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.
REASON
To protect the special interest of the Listed Building and the character and appearance of the conservation area
- 11 Prior to commencement of relevant works notwithstanding submitted details the window arrangement of the former coach house shall be provided and the details approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.
REASON
To protect the special interest of the Listed Building and the character and appearance of the conservation area.
- 12 Rainwater goods, pipework, and any fascias to be used on the building shall be black unless otherwise agreed in writing by the Local Planning Authority.
REASON

To protect the special interest of the Listed Building and the character and appearance of the conservation area.

- 13 Prior to commencement of relevant works details of the redecoration of Elmfield House shall be provided and the details approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

REASON

To protect the special interest of the Listed Building and the character and appearance of the conservation area.

- 14 Prior to commencement of relevant site works, details of any new or replacement rooflights shall be submitted to and approved in writing by the Local Planning Authority and works carried out in full accordance with this approval. Details shall include the forming of openings within the roof and making good. Rooflights shall be of a conservation type with minimal frames visible externally with vertical division.

REASON

To protect the special interest of the Listed Building.

- 15 Prior to commencement of relevant site works, full details of the proposed design, size, location, materials and colour of all flues and vents (including any heating and plumbing vents, meter boxes, and air extract vents) required for the conversion of Elmfield House shall be submitted to and approved in writing by the Local Planning Authority.

REASON

To protect the special interest of the Listed Building and the character and appearance of the conservation area.

- 16 Prior to commencement of relevant site works, a scheme for the proposed ductwork, runs and channels required for the conversion of Elmfield House shall be submitted to and approved in writing by the Local Planning Authority.

REASON

To protect the special interest of the Listed Building.

- 17 Prior to commencement of relevant site works, details of how thermal, sound and fire-protection are to be achieved on Elmfield House shall be submitted to and approved in writing by the Local Planning Authority.

REASON

To protect the special interest of the Listed Building.

- 18 Prior to the occupation of any part of the former Registry Office or Elmfield House the gateway to South Parade shall be restored including the reinstatement of the gate unless otherwise agreed in writing by the Local Planning Authority. Prior to commencement of relevant works full details of the restoration shall be submitted to and approved in writing by the Local Planning Authority

REASON

To protect the special interest of the Listed Building and the character and appearance of the conservation area.

Informatives;

01. INFORMATIVE (LBC)

The applicant is advised to contact the council's Conservation Officer (01302 734922) to discuss what information is needed for the discharge of conditions.

02. INFORMATIVE (LBC)

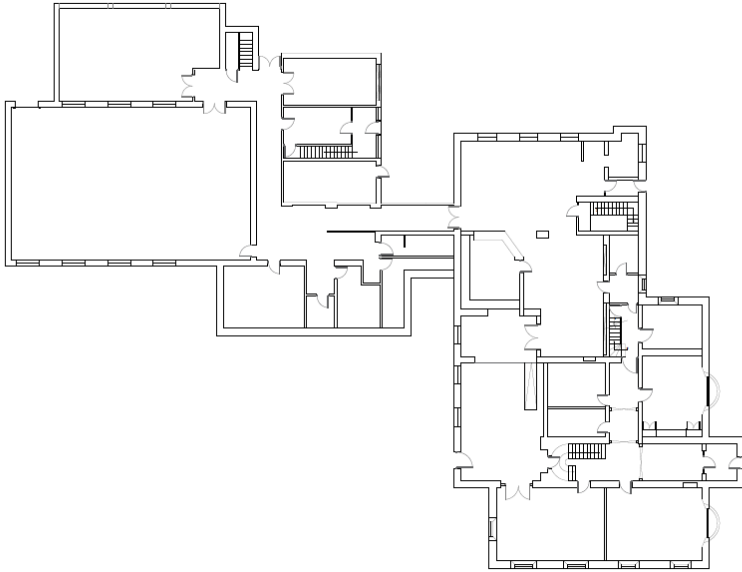
Any alterations to the listed building required to meet Building Control regulations shall be within the scope of the existing permission. The applicant should be made aware that alterations outside the scope of the permission which affect the special interest of the listed building would require a further application for Listed Building Consent which would be determined on its own merits.

The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

Appendix 1- amended site plan



Appendix 4 – Existing floor plans.



Appendix 5 – Proposed floor plans. (amended)

GROUND FLOOR

FIRST FLOOR

1	2014/10/21	Revised floor plan	1	2014/10/21	1:100	1:100	1:100
2	2014/10/21	Revised floor plan	2	2014/10/21	1:100	1:100	1:100
3	2014/10/21	Revised floor plan	3	2014/10/21	1:100	1:100	1:100
4	2014/10/21	Revised floor plan	4	2014/10/21	1:100	1:100	1:100
5	2014/10/21	Revised floor plan	5	2014/10/21	1:100	1:100	1:100
6	2014/10/21	Revised floor plan	6	2014/10/21	1:100	1:100	1:100

Note: No additional circulation to be used in the original part of the building.

Note: Details of new join work does not interfere with existing existing boards etc.

Legend:

- Internal Storage
- Proposed Window Marker
- Existing Window Marker
- Existing walls to be retained
- Proposed walls / Doorways to be filled in
- Existing walls to be demolished
- Existing doors and architraves retained and door ways blocked from behind

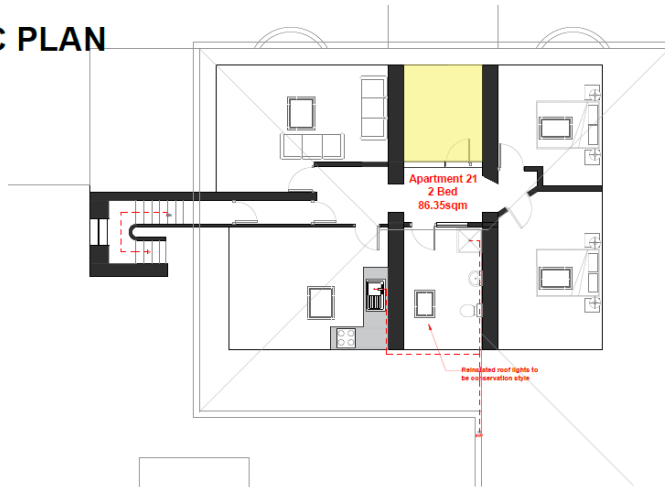
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Status: **PLANNING**
 client: Davis Hughes
 project: Elmfield House
 title: Proposed Floor Plans
 scale: 1:100 @ A1 date: DEC 2017
 project no: 17133 issue: ZY number: 14 rev: K

Appendix 6 – Attic and cellar plan

ATTIC PLAN

Schedule of Accommodation				
Apartment	No. of Beds	Storage SQ.M	SQ.M	SQ.FT
1	1		68.6	738.5
2	1	1.74	48.66	523.8
3	1			
4	1	1.6	47.3	509.1
5	1	1.1	51.9	558.6
6	1		82.06	883.3
7	2		55.7	599.5
8	2		97.2	1046.3
9	1	2.48	41.64	448.2
10	1	1.9	42.25	454.8
11	1	1.9	41.14	442.8
12	1	1.5	39.5	425.2
13	2	1.7	58.9	634.0
14	1	1.2	55.52	597.6
15	1	0.5	46.7	502.7
16	1	0.5	46.7	502.7
17	1	0.5	46.7	502.7
18	1	0.5	46.7	502.7
19	1	1.7	49.25	530.1
20	1	1.5	45.72	492.1
21	2	1.1	86.35	929.5



- Notes**
- 1. Figures shown in brackets to be taken from this drawing.
 - 2. Dimensions to be as shown.
 - 3. All dimensions to be in meters unless otherwise stated.
 - 4. All dimensions to be in feet unless otherwise stated.
 - 5. All dimensions to be in meters unless otherwise stated.
 - 6. All dimensions to be in feet unless otherwise stated.
 - 7. All dimensions to be in meters unless otherwise stated.
 - 8. All dimensions to be in feet unless otherwise stated.
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 - 18. All dimensions to be in feet unless otherwise stated.
 - 19. All dimensions to be in meters unless otherwise stated.
 - 20. All dimensions to be in feet unless otherwise stated.
 - 21. All dimensions to be in meters unless otherwise stated.



CELLAR PLAN

- Existing walls to be retained
- Proposed walls / Doorways to be filled in
- Existing walls to be demolished

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status: **PLANNING**

client: Davis Hughes

project: Elmfield House

title: Proposed Floor Plans

scale: 1:100@A1 date: DEC 2017

project no:	drawn by:	checked by:	rev:
17133	ZY	15	1