

SCHEDULE A: Applications with Recommendation

18/1037

Item No: 05

Date of Committee: 26/04/2019

Appn Ref No:
18/1037

Applicant:
F Scott Builders

Parish:
Brampton

Agent:
PFK Planning

Ward:
Brampton

Location: Former Brampton Infant School Lunch Hall, Moat Street, Brampton, CA8 1UJ

Proposal: Conversion Of Former Brampton Infant School Lunch Hall To 1no. Dwelling With Partial Demolition And Reconstruction Of Frontage To Form Off Street Parking (Part Retrospective)

Date of Receipt:
23/11/2018

Statutory Expiry Date
18/01/2019

26 Week Determination
29/04/2019

REPORT

Case Officer: Alanzon Chan

1. Recommendation

- 1.1 It is recommended that this application is approved with conditions.

2. Main Issues

- 2.1 Whether The Development Is Acceptable In Principle
- 2.2 Whether The Scale Of The Proposal Is Acceptable
- 2.3 Whether The Design Of The Proposal Is Acceptable, And The Impact Of The Proposal On The Non-Designated Heritage Asset and The Brampton Conservation Area
- 2.4 Impact Of The Proposal On The Living Conditions Of Neighbouring Residents
- 2.5 Highways Matters
- 2.6 Other Matters

3. Application Details

The Proposal

- 3.1 The proposal seeks planning permission for the conversion of the former Brampton Infant School Lunch Hall to 1no. dwelling, with partial demolition and reconstruction of the frontage to form off-street parking (part retrospective).

Background Information

- 3.2 Initially, the applicant proposed to demolish part of the frontage of the building to create open off-street parking spaces to facilitate the proposed conversion. Although the Highways Authority raised no objection to this, the extent of demolition within the initial proposal was considered by the Council's Heritage Officer as unacceptable due to the potential harm to a non-designated heritage asset.
- 3.3 During the exploration of different design opinions for the proposal, the applicant was found to have carried out the intended demolition without permission in February. The justification for the demolition given by the applicant was that the building has been left vacant and unmanaged for a long time, alongside that the building was previously subjected to biological growths and vandalism including arson, a lot of the stonework had been eroded and dislodged, and would therefore require to be demolished as soon as possible.
- 3.4 Upon the acknowledgement of such event, the Planning Officer visited the site at once and instructed the Applicant to cease all external work operations until a decision to this application is made. The site was made safe and is currently enclosed by Heras fencing. The applicant has confirmed and agreed that no more external works will be performed on site until a formal decision is made.
- 3.5 Following a series of discussions between the Planning Officer, Heritage Officer and the Applicant, the reconstruction of the frontage of the building through the use of reclaimed sandstone was considered to be an acceptable remedy to the unauthorised demolition and if the reconstruction is carried out to a high standard, it can provide enhancement to the appearance of the building and make a positive contribution to the non-designated heritage asset and the Brampton Conservation Area. Apart from the creation of an undercroft parking area, the proposed new frontage of the building would have a very similar appearance to the old frontage of the building.

The Site

- 3.6 This application relates to the lunch hall of the former Brampton Infant School on the northern end of Moat Street, Brampton. The Brampton Infant School Lunch Hall has been left vacant for a decade, following the amalgamation of the Brampton Infant School and Brampton Junior School in 2009, forming the Brampton Primary School which is situated at Sawmill Lane.
- 3.7 Although the building in question is not within any local list or statutorily protected by listing, the application site lies within the Brampton

Conservation Area and is identified as a non-designated heritage asset within the Carlisle District Local Plan Policies Map (2015-2030).

4. Summary of Representations

- 4.1 This application was advertised by means of a press notice, a site notice and direct notification letters sent to four neighbouring properties. During the initial advertisement period, 1 letter of objection and 1 comment were received. Some comments/concerns received are in relation to the Brampton Junior School site but not the application site. The planning issues/concerns raised, which are relevant to the application site, are summarised as follow:

- the demolition work has already taken place without permission
- *'Moat Street is very narrow and parking is already an issue'*
- *'When an attempt to burn the old school down was made in 2017, by arsonists, it took about 10 minutes for the fire engine to reach the fire, because of the number of parked cars at the lower end of Moat Street, indeed the engine had great difficulty even accessing the street from the main A69 road'*

Upon receipt of the revised proposal, all neighbours were re-consulted and no representations have been made during the re-consultation period.

5. Summary of Consultation Responses

Cumbria County Council - (Highways & Lead Local Flood Authority): No objection to initial proposal with 2no. open parking spaces but raised objection to the revised proposal as it cannot achieve the required visibility splays for vehicles.

Brampton Parish Council: No observations

Northern Gas Networks: No objection

Cumbria County Council - (Archaeological Services): No objection but advised that a condition regarding the recording of historic building to be included within the decision notice.

6. Officer's Report

Assessment

- 6.1 Section 54a of the Town and Country Planning Act 1990/Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 6.2 The relevant planning policies against which the application is required to be assessed are the National Planning Policy Framework (NPPF), the Planning Practice Guidance (PPG), Policies SP1, SP2, SP6, SP7, HO2, IP3, CM5, HE6 and HE7 of the Carlisle District Local Plan (CDLP)(2015-2030) and section 72 of the Planning (Listed Building and Conservation Areas) Act 1990.

The proposal raises the following planning issues:

1. Whether The Development Is Acceptable In Principle

- 6.3 One of the main issues to establish when assessing this application is the principle of development. Sections 5 of the NPPF relates to the delivery of a sufficient supply of homes. Paragraph 59 of the NPPF states that:

“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.”

- 6.4 Meanwhile, Section 11 of the NPPF also advocates the effective use of land in relation to the promotion and support of the development of under-utilised land and buildings to meet identified needs for housing. Paragraph 117 of the NPPF states that:

“Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land.”

- 6.5 Paragraph 118 of the NPPF also states that planning decisions should *‘promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively’*

- 6.6 This coincides with the objectives of the adopted CDLP Policies SP2 and HO2. Objective 6 of Policy SP2 states that *‘where possible and appropriate, the re-use and redevelopment of previously developed land will be encouraged across the District’*. Meanwhile, Policy HO2 recognises that windfall housing can contribute positively to the supply of housing over the plan period, in particular, within the built-up areas of Carlisle, Brampton and Longtown, and not exclusively within the Primary Residential Areas. This CDLP Policy considers that residential development in these areas is acceptable, and supports opportunities for new residential development, either through the development of vacant sites, the conversion of vacant buildings, or as part of a larger mixed use scheme.

- 6.7 It is noted that the Brampton Infant School is situated on a street which is predominantly residential in nature and is within walking distance of the Brampton Town Centre and its amenities. In addition, taking into consideration that the infant school has been vacant and unmanaged for nearly a decade and has previously been subject to vandalism, it is considered that the principle of reusing of this redundant building as a dwelling is acceptable and would help to enhance the vitality of Brampton.

2. Whether The Scale Of The Proposal Is Acceptable

- 6.8 The application relates to the conversion of a redundant infant school lunch hall into a dwelling. The conversion would utilise all existing openings and the scale and footprint of the property would remain unchanged.

3. Whether The Design Of The Proposal Is Acceptable, And The Impact Of The Proposal On The Non-Designated Heritage Asset and The Brampton Conservation Area

- 6.9 The application site lies within the Brampton Conservation Area and is identified as a non-designated heritage asset/key townscape frontages within the Local Plan Policies Map (2015-2030).
- 6.10 Section 16 of the NPPF relates to the conservation and enhancement of the historic environment. Paragraph 196 of the NPPF states that where a development is determined to have a less than substantial harm, it should be weighed against the public benefits of the scheme.
- 6.11 Paragraph 197 of the NPPF relates to the effects of applications on non-designated assets. In these instances, a balanced judgement will be required having regards to the scale of any harm or loss and the significance of the heritage asset.
- 6.12 In addition, Paragraph 200 of the NPPF states that local planning authorities should look for opportunities for new development within conservation areas and within the setting of heritage assets to provide enhancements. Proposals that make a positive contribution to the assets should be treated favourably.
- 6.13 Policies HE6 and SP7 of the CDLP 2015-2030 suggest that development which would remove, harm or undermine the significance of a locally listed asset, or its contribution to the character of the area, will only be permitted where evidence can demonstrate that the public benefits of the development would clearly outweigh the harm.
- 6.14 Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 highlights the statutory duties of Local Planning Authorities whilst exercising of their powers in respect to any buildings or land in a conservation area. The aforementioned section states that "special attention shall be paid to the desirability or preserving or enhancing the character or appearance of that area". This duty is also reflected in Policy HE7 of the Carlisle District Local Plan 2015-2030.
- 6.15 Brampton Conservation Area was originally designated in 1973. An appraisal of the designated conservation area and areas surrounding Brampton's town centre was undertaken and resulted in an extended conservation area being designated in 2003. The appraisal acknowledges the variety of sandstone and unrendered houses and cottages as a feature of Moat Street.
- 6.16 In terms of design, the majority of the proposed works are internal works. The initial proposal involves the demolition of approximately 5m of the frontage of

the building to create off-street parking. This was previously considered as unacceptable by both the Heritage Officer and the Conservation Area Advisory Committee (CAAC) due to the amount of fabric loss to a non-designated heritage asset and the impact towards the key townscape frontage. Off-street parking was suggested by the CAAC as an alternative option, however, this option was not supported by the Highways Authority.

- 6.17 As the building has been left vacant and unmanaged for a decade, the side wall and the upper section of frontage was colonised by different types of organic growths, including lichens, mosses and ivy. Although no report has been submitted by the applicant to demonstrate that these organic growths have affected the structural integrity of the building, it is acknowledged that woody root growth can penetrate walls and dislodge stonework, leading to structural damage to the building. In light of this, the issue regarding biological growth found on the building fabric has been taken in consideration during the assessment of the principle of the proposed part-demolition, and it was considered that some remedial work would need to be carried out to control and remove the identified biological colonisation from the building stones.
- 6.18 While discussions regarding the structural integrity of the building and the possibility of creating an undercroft parking area to minimise the impact on the building were taking place, it was found that the applicant had already undertaken the demolition work. That being said, the applicant has agreed to rebuild the frontage through the use of reclaimed sandstone.
- 6.19 Whilst it is noted that the Council does not condone the demolition action without the acquisition of the planning permission, irrespective of the recent demolition, it was considered that works would need to be carried out to tackle the biological growth on the building. The principle of the partial demolition to create undercroft parking spaces was also considered acceptable in design terms by the Planning Officer and the Heritage Officer. Furthermore, it is considered that the rebuilding on the frontage will remedy the issue of the plant growth on the old frontage and will subsequently enhance the amenity and appearance of the overall building. Therefore, given that the applicant has agreed to rebuild the frontage with reclaimed sandstone and that the appearance of the new frontage would be similar to the old frontage but without the biological growth, it is considered that the impact upon the key townscape frontage and the Brampton Conservation Area would be temporarily only, and the revised proposal will comply with the objectives of CDLP Policies SP6, HE6 and HE7.
- 6.20 Cumbria County Council's Historic Environment Officer was consulted on the application and has advised that the building is recorded prior to both demolition and construction work commencing, and that the recording should be in accordance with a Level 2 Survey as described by Historic England in 'Understanding Historic Buildings A Guide to Good Recording Practice (2016)'. According to the aforementioned document by Historic England, a Level 2 survey is a descriptive record and will typically consist of either drawn record, photograph or written record. This coincides with paragraph 199 of the NPPF which states that:

‘Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.’

- 6.21 The applicant has submitted a document to demonstrate that the building has been recorded prior to the demolition. The submitted details are considered acceptable. As the rest of the proposal, including the reconstruction of the frontage, has yet been carried out, it is recommended that a condition is to be included within the decision notice, to ensure that the existing building affected by the proposed development shall be recorded in accordance with a Level 2 Survey as described by Historic England’s document Understanding Historic Buildings A Guide to Good Recording Practice (2016).
- 6.22 As part of the proposal, the applicant also proposes to install a new window on the proposed snug room, and to replace the existing windows and doors with new ones. These cosmetic works are considered minor in nature and given that they cannot be seen from the public realm, they have minimal impact upon the non-designated heritage asset and the character of the Brampton Conservation Area.
- 6.23 In light of the above assessment, it is considered that the design of the revised proposal is considered acceptable and the revised proposal would have little impact upon the non-designated heritage assets, key townscape frontage and the character of the Brampton Conservation Area. The Council’s Heritage Officer was consulted and has raised no objection to the revised proposal.

4. Impact Of The Proposal On The Living Conditions Of Neighbouring Residents

- 6.24 One of the core planning principles of the NPPF is that planning has an essential role in seeking to secure a good standard of amenity for all existing and future occupants of land and buildings. In addition, local policies also seek to protect residential amenity by setting out a number of criteria by which applications for development will be assessed. These include protecting the character of the locality, ensuring satisfactory daylight, outlook and privacy for all dwellings.
- 6.25 Moreover, criterion 7 of Policy SP6 of the CDLP requires that proposals ensure that there is no adverse effect on residential amenity or result in unacceptable conditions for future users and occupiers of the development.
- 6.26 The building in question is located within a predominantly residential area. Further taking into consideration the previous use of this building and its location relation to the surrounding properties, it is not envisaged that the proposal would detrimentally affect the living conditions of the occupier(s) of any neighbouring properties on the basis of loss of light, loss of privacy or

overdominance.

5. Highways Matters

- 6.27 Whilst the Highways Authority had no objection to an open off-street parking area proposed within the initial proposal, they raised concerns regarding the current revised proposal being unable to achieve the suggested visibility splays for vehicles set out within the Cumbria Development Design Guide 2017.
- 6.28 According to the Highways Authority, the Cumbria Development Design Guide 2017 sets out that the standard visibility splays requirement for pedestrians and vehicles is 2m x 2m and 2.4m x 60m respectively. The submitted visibility splays plan shows that although the proposal will satisfy the visibility requirements for pedestrians, the required visibility splay for vehicles cannot be achieved. As such, the Highway Authority objects to this application on the grounds of inadequate visibility splays for vehicles.
- 6.29 According to Policy IP3 of the CDLP 2015-2030, developers should have regard to the Department for Transport's 'Manual for Streets' when considering parking design for development proposals. According to paragraph 7.7.7 of the 'Manual for Streets' document, although a distance of 2.4m (measured from the nearside edge of the carriageway back to the position of the driver's eye line) should normally be used in most built-up situations, a minimum figure of 2m would be considered acceptable in some very lightly-trafficked and slow-speed situations. The proposal can achieve a visibility splays of 2m x 25m in both directions.
- 6.30 Policy IP3 of the CDLP 2015-2030 recognises that off-street parking provision in some areas in Carlisle could be problematic and suggests that a more flexible approach to parking standards in such areas may be required. Therefore, when assessing whether this application will have an unacceptable impact on highways safety, it is important to take into consideration the local circumstances.
- 6.31 The application site is located at the top end of Moat Street, which is a narrow street and a no-through road. As there are no on-street parking restrictions along Moat Street, a high level of on street parking already occurs. This issue was also raised by a member of public. Due to the congested nature of the current parking situation on Moat Street, cars are forced to navigate the street at a very slow speed.
- 6.32 Whilst it is noted that there is a school gate located to the end of Moat Street, according to the Development Control and Regulation Committee report produced by Cumbria County Council in 2010 (County Council Reference: 1/10/9010), the main entrance for the Brampton Primary School is situated at Sawmill Lane. The rear access at Moat Street would be for occasional use only and as a means of accessing a safe refuge at the rear of the school in the event of a fire. In addition, it is noted that this rear access gate would be locked after school hours and signs have been erected indicating that trespassers will be prosecuted. Therefore, it is not envisaged that there would

be a high level of pedestrian traffic on this road.

- 6.33 Taking into consideration that the proposal is for the creation of one dwelling only, the impact on traffic generation would be very low. As the application site is located where there is a low level of pedestrian movement and traffic is both light and slow moving, it is considered that a reduced visibility splay provision is acceptable in this instance. It is also acknowledged that without the provision of off-street car parking, the scheme would be unviable and contrary to local plan policy IP3.
- 6.34 The proposed access would be of sufficient width and length to allow two cars to be parked within the curtilage of the property, as such, although it is acknowledged that the access does not provide the normal required standards of vehicles visibility splays, vehicles and pedestrians approaching from the north and south would be clearly seen by driver(s) leaving the access. As such, it is not felt that the proposal would have a detrimental impact upon highway safety, to an extent which is significant enough to warrant refusal of this application.

6. Other Matters

- 6.35 The Applicant proposes to install an aco drain to the front of the driveway to prevent surface water discharge onto the highway. This arrangement is considered acceptable.

Conclusion

- 6.36 The principle of the development is considered acceptable. The proposal will bring a building, which has been left vacant and unmanaged for a decade, back into use. Additionally, the scale and design of the proposal is considered acceptable and the proposal will not unduly harm the non-designated heritage asset or the character of the Brampton Conservation Area.
- 6.37 Although the proposal cannot achieve the required visibility splays for vehicles, taking into consideration the application site is located where there is a low level of pedestrian movement and traffic is both light and slow moving, it is considered that a reduced visibility splay provision is acceptable in this instance, as per suggested within the Department for Transport's 'Manual for Streets'. In light of the local circumstances, it is considered that the proposal will not have a detrimental impact upon highway safety.
- 6.38 Having taken account of all the relevant policy considerations and the other material considerations referred to above, it is considered that the proposal is in full accordance with both local and national planning policies. Therefore, it is recommended that this application is approved with conditions.

7. Planning History

- 7.1 There is no planning history relevant to the assessment of this planning application.

8. Recommendation: Grant Permission

1. The development shall be undertaken in strict accordance with the approved documents for this Planning Permission which comprise:
 1. the submitted planning application form, received 19 Nov 2018;
 2. the Location Plan, received 19 Nov 2018;
 3. the Proposed Site Plan, received 26 Mar 2019;
 4. the Proposed Floor Plan (Dwg No. 504 Rev B), received 9 Apr 2019;
 5. the Proposed Front, Side and Rear Elevations and Floor Plans (Dwg No. 501), received 6 Mar 2019;
 6. the Planning Statement, received 19 Nov 2018;
 7. the Contamination Statement, received 19 Nov 2018;
 8. the Heritage Statement, received 8 Apr 2019;
 9. the Level 2 Historic Building Recording Survey, received 8 Apr 2019;
 10. the Notice of Decision; and
 11. any such variation as may subsequently be approved in writing by the Local Planning Authority.

Reason: To define the permission.

2. Prior to the carrying out of any construction work, the building affected by the proposed development shall be recorded in accordance with a Level 2 Survey as described by Historic England's document Understanding Historic Buildings A Guide to Good Recording Practice, 2016. Within 2 months of the commencement of construction works, a digital copy of the resultant Level 2 Survey report shall be furnished to the Local Planning Authority.

Reason: To ensure that a permanent record is made of the building of architectural and historic interest prior to its alteration as part of the proposed development.

3. The external leaf of the reconstructed portion shall be bedded and pointed in a cement-free lime mortar to a ratio of 1:3 (lime to a well-graded sharp sand with a range of particle sizes from 1/3rd of joint size to dust). The mortar specification shall be submitted in writing to the Council's Heritage Officer and a sample panel shall be constructed and agreed on site with the Heritage Officer. The reconstruction work shall only proceed upon the agreement of the Council's Heritage Officer.

Reason: To safeguard and preserve the special architectural and historic interest of the listed building, and to ensure compliance with Policies HE6 and HE7 of the Carlisle District Local Plan 2015-2030.

4. The Timber vertically opening sash windows, as shown on the proposed elevation plan (Dwg no. 501, received 6 Mar 2019), shall to be slim double glazed windows with glazing of no more than 4/10/4 and with a central structural glazing bar. Externally the glazing to be held in place by a proprietary putty fillet (timber fillet not to be used). All windows to be set back

at least 100mm from the face of the window.

Reason: To safeguard and preserve the special architectural and historic interest of the listed building, and to ensure compliance with Policies HE6 and HE7 of the Carlisle District Local Plan 2015-2030.

5. Access gates, if provided, shall be hung to open inwards only away from the highway.

Reason: In the interests of highway safety and to support Local Transport Plan Policies: LD7, LD8.

6. The property shall not be occupied until the aco drain, as shown on the proposed site plan (Dwg No. 501 Rev C, received 26 Mar 2019) is installed.

Reason: In the interests of road safety and to support Local Transport Plan Policies: LD5, LD7, LD8.

7. No work associated with the construction of the frontage hereby approved shall be carried out before 07.30 hours on weekdays and Saturdays nor after 18.00 hours on weekdays and 13.00 hours on Saturdays (nor at any times on Sundays or statutory holidays).

Reason: To prevent disturbance to nearby occupants in accordance with Policy CM5 of the Carlisle District Local Plan 2015-2030.

8. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015, (or any Order revoking and re-enacting that Order), no additional windows shall be inserted on the east or south elevations of the frontage of the building without the prior consent of the Local Planning Authority.

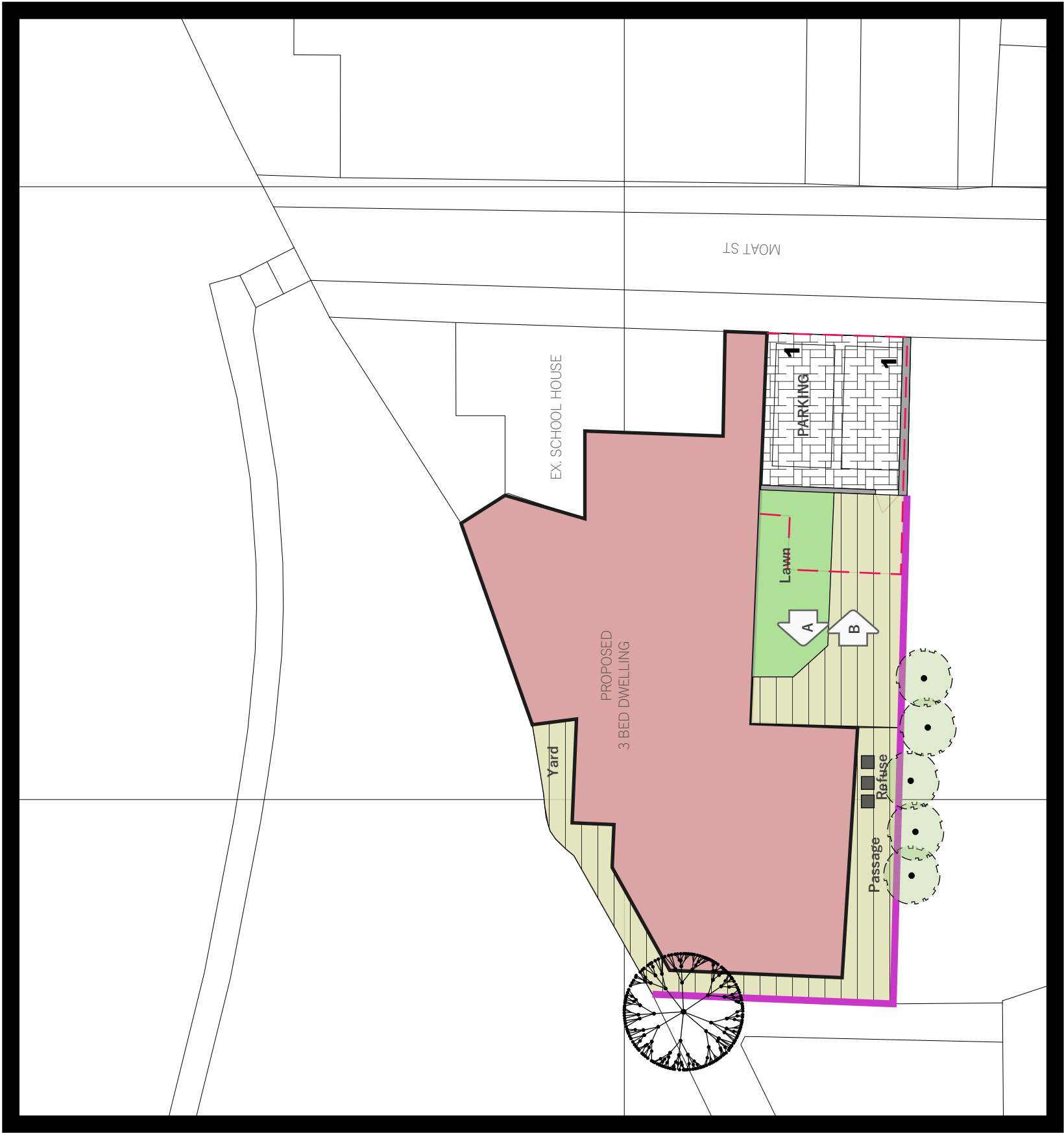
Reason: To ensure compliance with Policies SP6, HE6 and HE7 of the Carlisle District Local Plan 2015-2030.



Plan shows area bounded by: 353038.88, 561097.25 353213.88, 561340.5, OSGridRef: NY53126121. The representation of a road, track or path is no evidence of a right of way. The representation of features as lines is no evidence of a property boundary.

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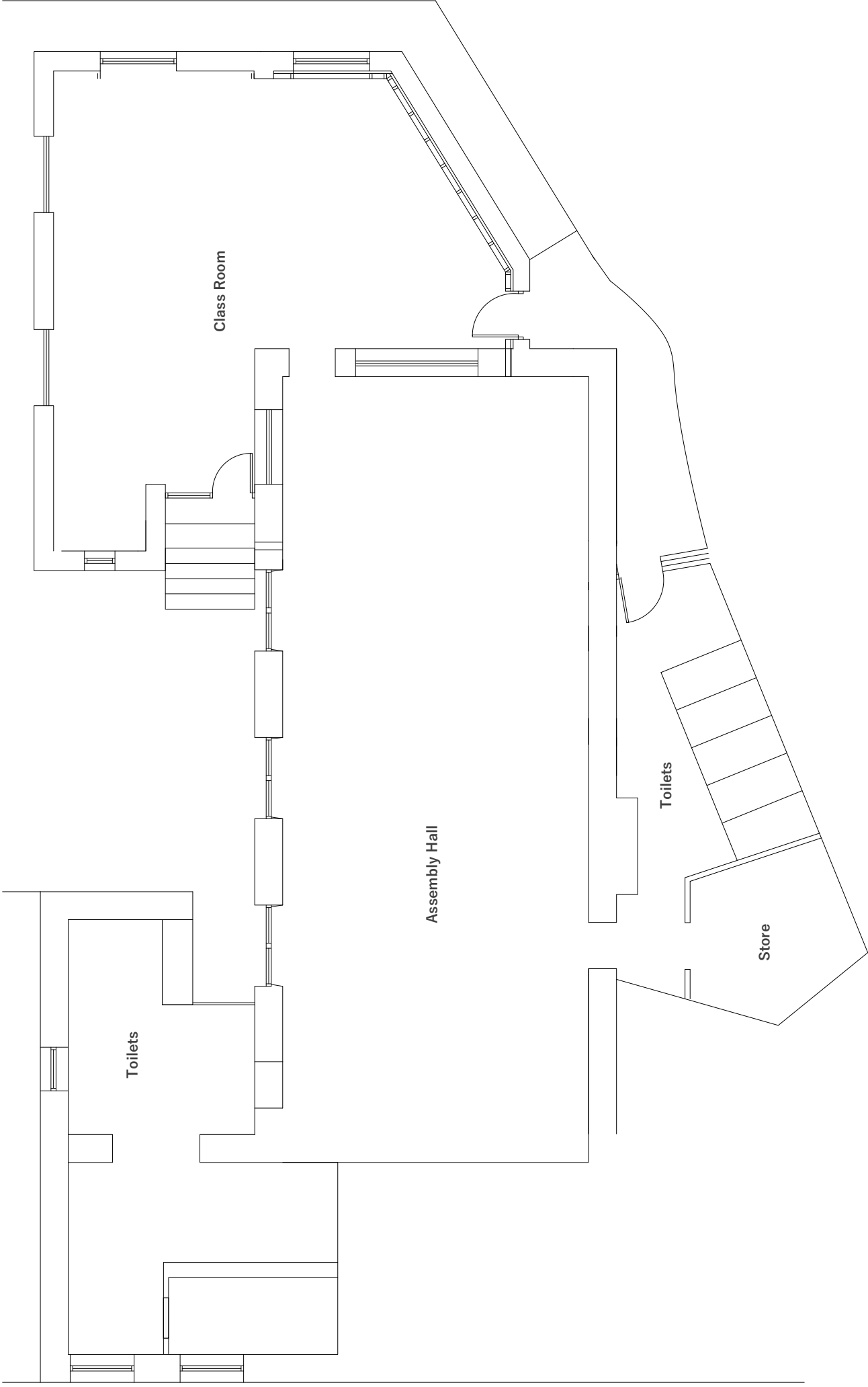
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Site Plan 1:200

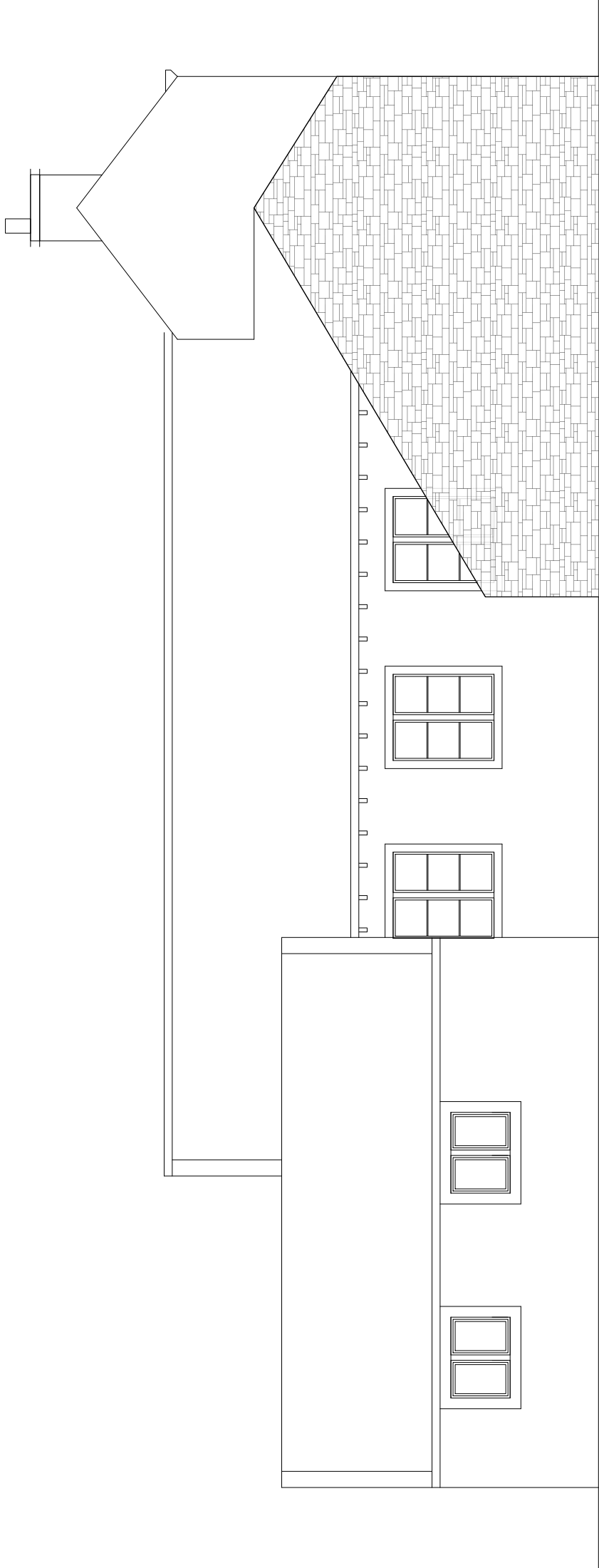
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Part Demolition & Change of use from School to 3 Bed Dwelling		Proposed Site Plan
Client	Status	
Frank Scott Homes	Planning	
Dwg No. 501	Scale 1:200	Size A3 Dwn By: MWA

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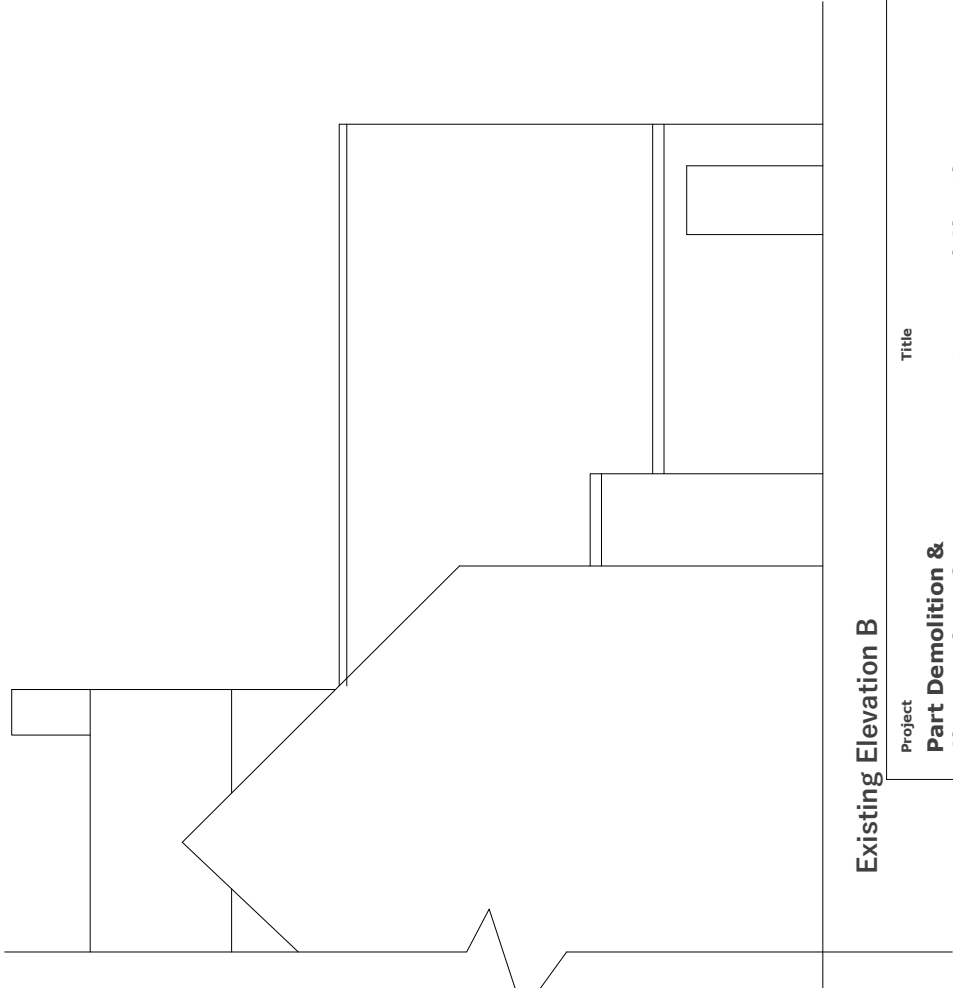


Existing Ground Floor Plan

Project	Title	
Part Demolition & Change of use from School to 3 Bed Dwelling	Existing Plan	
Client	Status	
Frank Scott Homes	Planning	
Dwg No. 503	Scale 1:100	Size A3
Dwn By: MWA		
M A C A D A S		



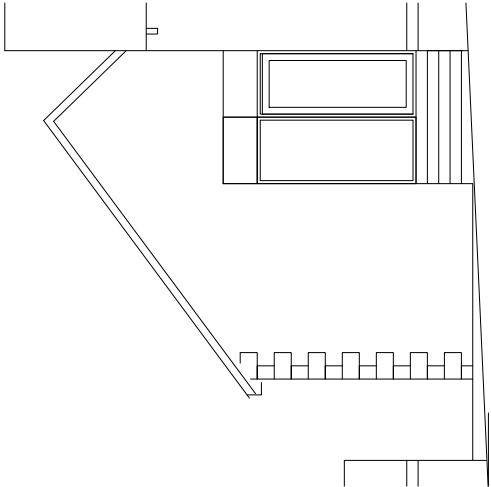
Existing Side Elevation



Existing Elevation B



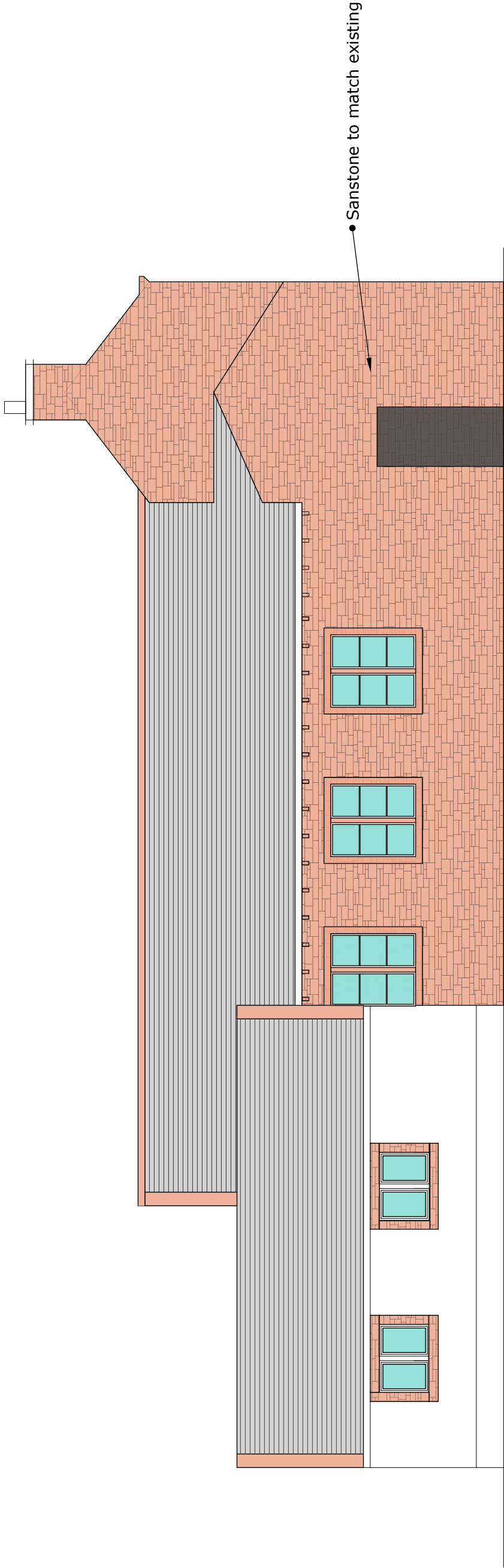
Existing Street View



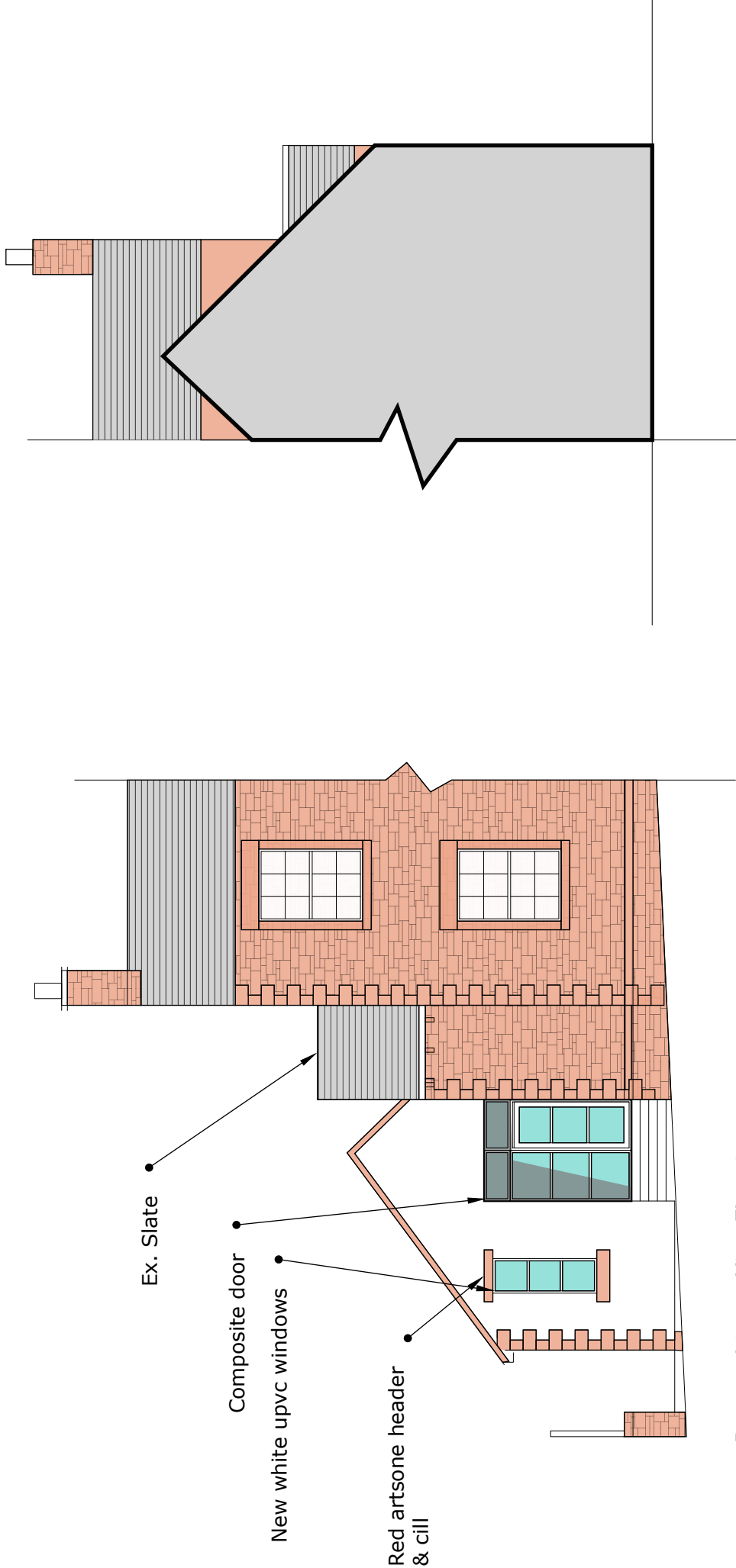
Existing Elevation A

Project	Title	
Part Demolition & Change of use from School to 3 Bed Dwelling	Proposed Site Plan	
Client	Status	
Frank Scott Homes	Planning	
Dwg No. 502	Scale 1:100	Size A3
Drwn By: MWA		

M A C A D A S



Proposed Side Elevation



Proposed Street View Elevation

Proposed Elevation B-B

Project

Part Demolition &
Change of use from
School to 3 Bed Dwelling

Title

Proposed Elevations

Client

Frank Scott Homes

Status

Planning

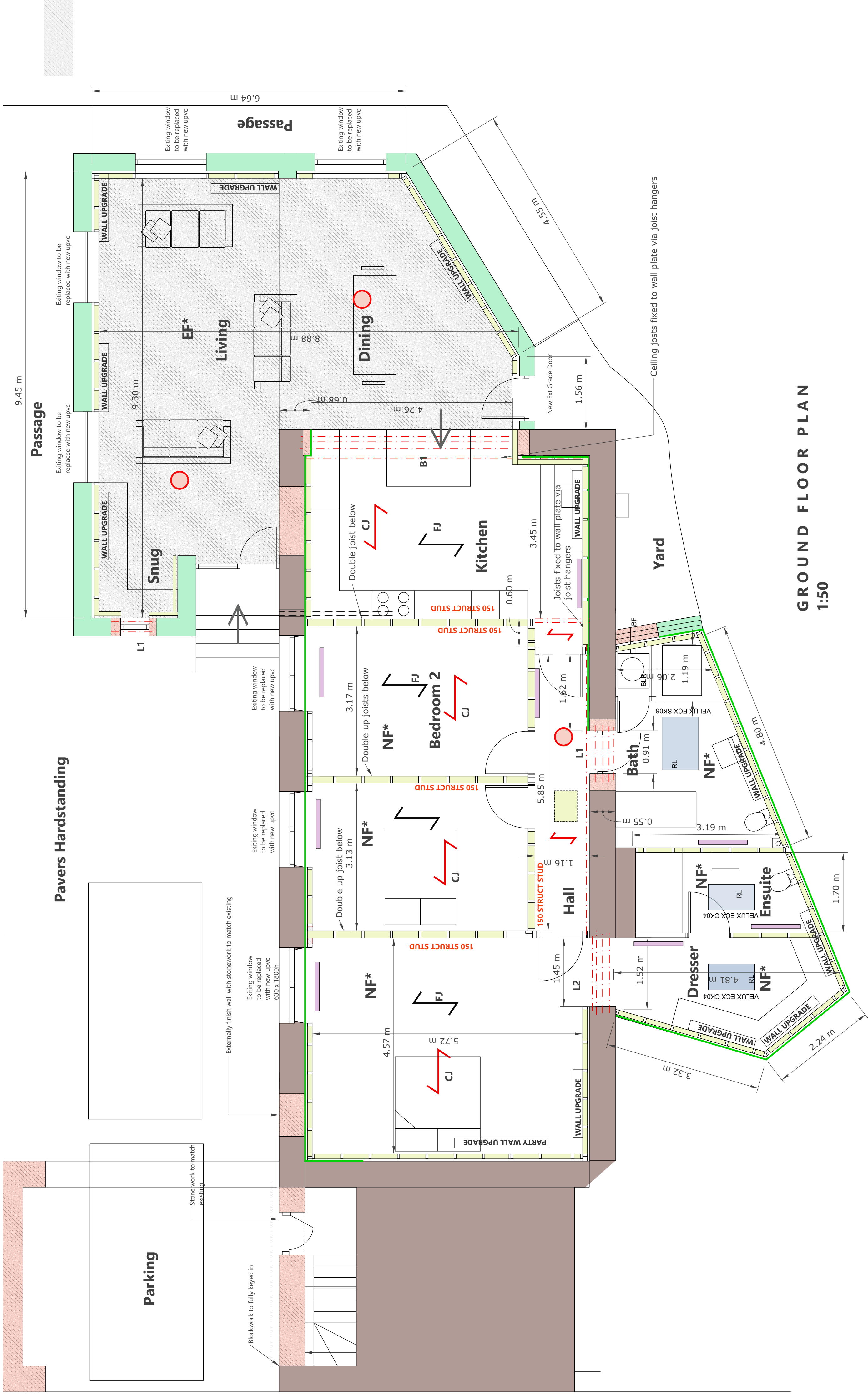
Dwg No. 501

Scale 1:100

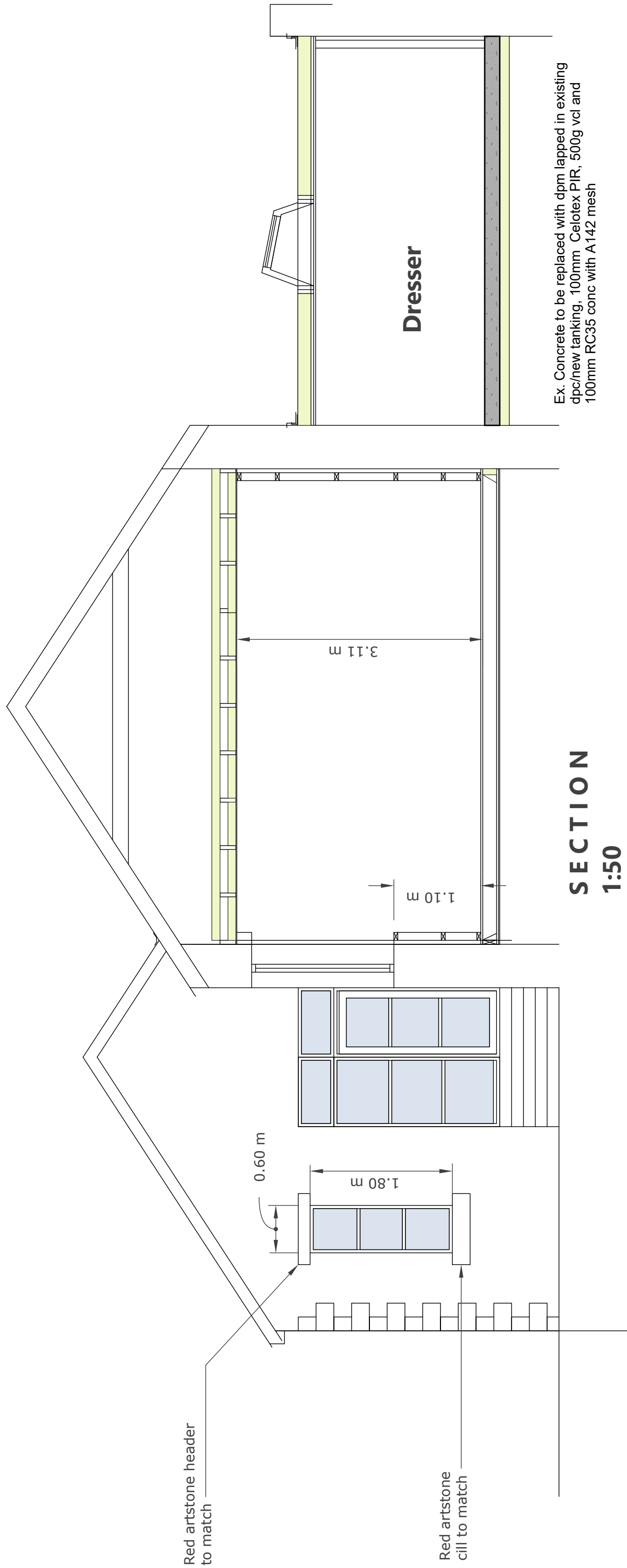
Size A3

Drwn By: MWA

M■A■C■A■D■A■S



GROUND FLOOR PLAN
1:50



SECTION
1:50

Ex. Concrete to be replaced with dpm lapped in existing
dpc/new tanking, 100mm Celotex PIR, 500g vcl and
100mm RC35 conc with A142 mesh