



**REPORT TO PLANNING &
DEVELOPMENT COMMITTEE**

**TO BE HELD ON THURSDAY,
1 JULY 2010**

APPLICATION REFERENCE NOS:

**09/01923/FL
09/01924/LB**

TARGET DATE:

4 DECEMBER 2009

GRID REF:

504554-488659

REPORT OF THE HEAD OF PLANNING SERVICES – HRP10/354

SUBJECT: THE CREATION OF 2 APARTMENTS WITHIN ROOF SPACE OF ST. THOMAS HOSPITAL, 11 FORESHORE ROAD, SCARBOROUGH FOR LEDDEN THOMPSON DEVELOPMENTS.

1.0 THE PROPOSAL

- 1.1 This is a joint report which deals with planning and Listed Building applications concerning proposals affecting the roof of the former St. Thomas Hospital. The scheme proposes alterations to the roof of the property in order to provide two apartments.
- 1.2 This proposal follows the grant of various planning permissions and Listed Building Consents, the most recent of which permitted the formation of 12 apartments within the currently vacant first and second floors of this Grade II Listed Building. The existing permission allows for the formation of a vehicular access to Merchant's Row and the creation of car parking spaces and landscaped amenity areas to the rear of the building.
- 1.3 Members will recall that via an appeal decision dated 11 January 2007 planning permission and Listed Building Consent was granted for a scheme involving the creation of 11 flats within the former hospital, the demolition of the former nurses' accommodation, and the erection of 7 new build flats within the rear area, together with parking for a number of vehicles.
- 1.4 St. Thomas Hospital is a Grade II listed building. It occupies a key position on the main seafront overlooking the South Bay beach, the pier and the harbour buildings. It dates from 1850-60 and is built in an attractive Victorian Italianate style. It is three storeys high with a low pitched slate roof and deep eaves, tall arched windows and two projecting front gables which flank long cast iron balconies at first and second floor levels. The building and its curtilage lies within the Scarborough Conservation Area.

- 1.5 This application seeks to add two apartments to the currently permitted scheme of 12. The main alterations to the roof involve modifying the roof structure, resulting in an increase in the height of the ridge of the central section of the building, and the introduction of a fully glazed modern dormer set within the middle section of the building, flanked by existing chimneys and the two projecting gables. Since first submitted the scheme has been amended to replace previous areas of flat roof with pitched roofs.

2.0 PRE-APPLICATION COMMUNITY ENGAGEMENT

- 2.1 None.

3.0 CONSULTATIONS AND COMMENTS

- 3.1 Traffic and Transportation Manager - Awaiting comments.
- 3.2 Head of Environmental Health and Housing Services - Awaiting comments.
- 3.3 English Heritage – We have received amended proposals for the above scheme. We do not wish to comment in detail, but offer the following general observations. In light of the amended scheme, the photographs and the explanation of the revised scheme English Heritage is now content to leave this matter for determination by the Local Planning Authority.

(Officer note: English Heritage were concerned about the impact of the original scheme on the roofscape of St Thomas Hospital given that a large area of flat roof was proposed to be introduced. In addition they wished to receive further information of the roof structure of the building. Their comments informed further discussions with the applicant and their agent.)

- 3.4 Conservation Officer - The former St Thomas Hospital is Listed as being of special Architectural or Historic Interest at Grade II. It is also within the Scarborough Conservation Area, though much of the rest of Foreshore Road lies outside the Conservation Area. The Listed Building description is as follows:-

Circa 1850-60 built as the Royal Northern Sea Bathing Infirmary. Large Italianate villa style. Three storeys yellow brick. The centre above ground floor recessed between low gabled end bays. Low pitch slate roof with deep eaves, bracketed on gables. The end bays have segmental arched recesses with three narrow round arched windows each floor, those on ground floor with linked stucco arches with keystones. The ground floor of end bays flanked by rusticated piers with string across. The recessed central upper floors have three French windows, cast iron balcony to each floor, iron supports carried up to eaves. Ground floor built out with curved sides. Three windows divided by double stone pilasters, cornice over. Three-storey extension to right of two windows with sill courses. Important position facing sands of South Bay

Since the application was first submitted, guidance on development affecting Listed Buildings and Conservation Areas, previously given in PPG15, has been replaced by PPS5 Planning for the Historic Environment and this document puts greater emphasis on addressing the significance of a heritage asset. The principal policies which affect this proposal are as follows:

HE1.1 - Local planning authorities should identify opportunities to mitigate, and adapt to, the effects of climate change when devising policies and making decisions relating to heritage assets by seeking the reuse and, where appropriate, the modification of heritage assets so as to reduce carbon emissions and secure sustainable development Keeping heritage assets in use avoids the consumption of building materials and energy and the generation of waste from the construction of replacement buildings

HE7.2 - In considering the impact of a proposal on any heritage asset, local planning authorities should take into account the particular nature of the significance of the heritage asset and the value that it holds for this and future generations. This understanding should be used by the local planning authority to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposals.

HE7.4 - Local planning authorities should take into account: – the desirability of sustaining and enhancing the significance of heritage assets, and of utilising their positive role in place-shaping; and – the positive contribution that conservation of heritage assets and the historic environment generally can make to the establishment and maintenance of sustainable communities and economic vitality by virtue of the factors set out in HE3.1

HE9.1 - There should be a presumption in favour of the conservation of designated heritage assets and the more significant the designated heritage asset, the greater the presumption in favour of its conservation should be. Once lost, heritage assets cannot be replaced and their loss has a cultural, environmental, economic and social impact. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting Substantial harm to or loss of a grade II listed building, park or garden should be exceptional.

The former St Thomas Hospital was in use as a convalescent hospital until about 1985/6 when it became redundant and was sold by the then Yorkshire Regional Health Authority. There was considerable difficulty in finding a new use for the building but in 1991 Planning Permission and Listed Building consent was given for the conversion of the ground floor to retail use including substantial alterations at this level. During the conversion works re-roofing, re-guttering and other repairs were carried out to the whole of the building in accordance with a schedule of repairs required through planning permission and Listed Building Consent, thus the upper part of the building was put into sound order. Nevertheless no use for the upper floors was found and these floor levels have now been vacant for nearly 25 years. In addition whilst the upper parts of the building were put into good order in 1991/92 they have now had 18 or so years of weathering.

More recently consent has been granted for the conversion of the upper floors to apartments but I understand that the viability of that is marginal and that is the reason for this proposal to form two extra units at the roof level i.e. to improve the viability.

In my view the significance of this building lies in its place in the development of sea bathing (it was built as the Royal Northern Sea Bathing Infirmary); its place in the development of medical services; its intrinsic architectural qualities - it is a very handsome Italianate building though this has been compromised to some extent by the 1991/2 works at ground floor level – and its contribution to the wider setting of the Conservation Area and the dramatic backdrop against which it is seen, though the immediate environment is less attractive. Against all this must be balanced the merits, or otherwise, of this scheme and the fact that it will encourage the upper floors to be brought back into use.

The proposal has been amended to include a raising of the main roof behind the dormer window and an area of slate roof is retained in front and both these will help to mitigate its impact. However, I still have concerns about a couple of issues, and these are:-

1. The relationship of the subdivisions in the fenestration of the new dormer structure is poor in relation to the windows below.
2. It seems to me that the fascia of the roof would benefit visually by being much thinner and finely detailed
3. I am not clear about the materials for the balcony rail behind the retained roof and the impact which this could have on the elevational treatment.

My own view is that if this scheme helps to achieve getting the upper floors brought back into use, providing we can get the detail improved, I consider it to be acceptable.

3.5 Head of Engineering and Harbour Services - Comments awaited.

3.6 Scarborough and District Civic Society – The Civic Society objects to the proposal due to the impact on the external appearance of the building.

Comparing photographs of the existing building against the proposal it can be seen that the existing front elevation of the hospital has a strong formality with a rigid pattern of first and second floor windows proportionally spaced to present a virtually balanced elevation. Even the ground floor has a formality with the balcony supports and the two display windows reflecting the pattern of the upper floors.

Above all is a plain shallow pitched roof with the two bays emphasised by the pediments. The whole elevation has balance and a simple formality. The introduction of further railings and what appears to be sliding patio windows under a flat roof would destroy the elegance of the building. This is exacerbated by the separating wall between the balconies visually sitting over the existing central window. Indeed any windows above the gutter line would destroy its architectural quality.

While the rear elevation is not as easily seen it still has a formality that the proposals appear to ignore. Scarborough is a town of views from high places down on buildings. These changes will add nothing to the views from above.

(Officer note: In relation to the amended proposals the Civic Society have commented that the sketches appear to be an improvement but do not in their view change the disruptions to the building. They continue to object as per their earlier letter and in particular point out the sentence in their letter: "Indeed any windows above the gutter line would destroy the balance of the elevation.")

3.7 Publicity - The first round of consultation expired on 13 November 2009.

Letters have been received from the following :-

Letters of COMMENT have been received from:

Mr S Lawson – 69 Tennyson Avenue, Scarborough

1. I wonder how much of the back of this property will be tidied up by the applicant company? The whole building is an absolute shambles. The company is perhaps the only 'group' who have the finances to really do something with the site and they should be encouraged to develop the whole site as much as possible.

Mr and Mrs F Trotter – 3 Merchant's Row, Scarborough

1. While having no objection to the proposed two apartments in the roof space we are concerned with the proposed entrance onto Merchant's Row which is not suitable for any extra permanent traffic. Merchant's Row should be made one way.
2. I would draw attention to the building in the centre of the site which is currently pigeon infested and requires repairs to the roof.

(Officer note: The scheme to convert the first and second floors of the hospital previously granted on appeal and subsequently by the Council already permits access to car parking within the rear of the site via Merchant's Row – this aspect of the development does not form part of this current proposal.)

A letter of OBJECTION AND COMMENT has been received from:

T Fenter and S Sheppard – 6 & 9 Blands Cliff, Scarborough

1. We are concerned about the flat roof that is proposed, regardless of any coverings. We feel it is not in keeping with the hospital as an historic building and viewed from above it will look most inappropriate. We fear that with time it will look even worse.
2. We hope that without raising the height too much that something can be done to eliminate this flat expanse and to give an aerial view that is more fitting to this building. Otherwise, as neighbours, we have no

objections and look forward to working with the applicant on resolving any future 'problems'.

A letter of OBJECTION has been received from:

Mr R King – 23 Clayton Hall Road, Crosshills, Keighley

1. I have concerns regarding the impact of the wider proposals for this site on Merchant's Row via which access is proposed.

(Officer note: As previously stated an Appeal Inspector and the Council have permitted schemes which provide access to car parking within the rear of the site via Merchant's Row.)

A second consultation period, relating to the revised proposals, expired on 24th June 2010.

Letter of SUPPORT received from:

T Fenter and S Sheppard – 6 & 9 Blands Cliff, Scarborough

1. We find the new sloping roof line much better and it gets our approval.

3.8 Any further comments received will be reported to Committee.

4.0 RELEVANT SITE HISTORY

4.1 Whilst St. Thomas Hospital has an extensive planning history, the majority of this relates to the period when the hospital was open. The most relevant applications are as follows:

4.2 2007 – Planning Permission and Listed Building Consent granted at Appeal for the conversion of the upper floors of the former Hospital building to 11 flats, the conversion of existing outbuildings to 2 dwellings and the erection of a four storey block of 7 flats behind the Hospital building. An access to the site from Merchant's Row and car parking for 7 cars in the rear area of the site was also permitted.

4.3 2008 – Planning Permission and Listed Building Consent granted for the conversion of the upper floors of the former Hospital to 12 flats and an increase in parking spaces to 12 as result in the removal of the block of 7 flats from the development.

5.0 PLANNING POLICY

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 54A of The Town and Country Planning Act 1990 requires that planning applications are determined in accordance with the Development

Plan unless material considerations indicate otherwise. Attention is drawn to the following Planning Policy Guidance which is considered to be particularly relevant to the consideration of this application :-

Scarborough Borough Local Plan (saved policies)

- E14 Extensions and Alterations to existing Buildings
- E23 Detailing in Conservation Areas
- H3 Small Scale/Infill Development within Development Limits
- H10 Protection of Residential Amenity
- H12 The conversion and Sub-Division of Buildings for Residential Use
- H13 Residential Use of Upper Floors

Planning Policy Statement

- PPS1 Delivering Sustainable Development
- PPS5 Planning for the Historic Environment

6.0 ASSESSMENT

6.1 The main issues to consider in respect of these two related applications are:

- The provision of further residential units within the site
- The effect on the fabric and appearance of the building
- The effect on the appearance of the Conservation Area
- Impact on Residential Amenity

The provision of further residential units within the site

6.2 The planning permissions granted on appeal in 2007 to the previous owner provided for a maximum of 20 units within the overall site, including 11 within the former hospital building itself. More recently the Council granted permission for 12 units within the hospital building to the applicants. The applicants confirmed that they did not wish to implement the new build flats permitted on appeal and sought additional car parking in its place. The addition of the two units, the subject of this application, would bring the number of dwelling units within the site to 16. This total includes the two dwellings adjacent the access point to Merchant's Row positioned in the northern corner of the site, which require complete renovation.

6.3 The increase in the number of units that would result from the grant of this proposal is considered to be acceptable and remains below the 20 units previously permitted on appeal.

The effect on the fabric and appearance of the building

6.4 This is an important issue given that the former hospital is a Grade 2 Listed Building. As Members will have noted from Section 3 of the report, the original scheme, which included a large area of flat roof, was considered to be

inappropriate and following comments from English Heritage further meetings and site visits were undertaken with the applicant's agent. The interior and exterior of the roof were inspected and photographs taken. Discussions were held regarding the design of the amended roof structure so as to ensure that the roofscape remains one of a series of Natural Slate covered pitched roofs. Having agreed an amended approach with the applicant's agent, English Heritage were re-consulted on the application and withdrew their objections.

- 6.5 Your Officers consider that the amended proposals are acceptable for this Listed Building. Whilst the proposals affect the existing roof structure of the building, including raising the ridge of the central section by 1.4m, the approach is considered to be in character with the roofscape of the building. Raising the ridge of the building is not considered to have an unacceptable effect on the architectural importance of the building. Firstly, the roof structure of the building is simply detailed and the replacement of part of the structure to allow the provision of the apartments would not result in the loss of important architectural details. Secondly, as the ridge of the building would be raised in the central section only, and would retain the same basic roof layout, the impact on the appearance of the building would be mitigated to an acceptable degree, both in terms of views of the building from above the site and from the South Bay.
- 6.6 The addition of a modern, fully glazed dormer is considered to represent a contemporary intervention that is appropriate for the building, providing a clear distinction between the old and new elements of the building. Often such an approach has more merit than trying to extend the property in a traditional manner, and precedents for such an approach exists elsewhere, including at Wood End in Scarborough. The concerns over the detailing of the dormer by the Conservation Officer, and the concerns expressed by the Civic Society, have led to a further request for modifications to the design of the dormer. These further amendments will be reported at Committee.
- 6.7 This Listed Building has a long history of under use and your Officers have worked with the current owners in order to try to find a solution that adds to the viability of the overall development, by increasing unit numbers to 16 overall, which is still less than the 20 allowed at appeal. In terms of guidance in PPS5, there is a need to balance the impact of the proposals on the architectural or historic importance of the building against the benefits of bringing the longstanding vacant upper floors into use. On balance it is considered that the benefits of the scheme outweigh the impacts and that the proposal complies with guidance in PPS5.

The effect on the appearance of the Conservation Area

- 6.8 The revised roofscape of the building will not appear dramatically different to the existing situation, especially when viewed from vantage points from above and behind the site. Views of the building's roof can be gained from Foreshore Road, the South Bay beach and from the harbours' piers. In certain views the angle of view is oblique and the central section of the roof, including the proposed dormer, will not be readily visible. In some views, in

particular views from close range on Foreshore Road, the proposed dormer will be clearly visible, but its fully glazed front elevation should give it a lightweight appearance. The contemporary approach will set it apart from the older parts of the building, but its design should complement the host. In addition, siting the dormer between the existing chimney stacks, and within the slope of the roof, should ensure the new structure does not dominate the roof but indeed it should sit comfortably within it. In all views towards the building, one is conscious of the setting of the building against the backdrop of rising levels and sizeable buildings sitting behind it. The amended roof structure should sit comfortably in these views and should continue to be read as part of a larger, quite dynamic collection of buildings. For this reason, the proposals are considered to preserve the character and appearance of the Conservation Area.

Impact on Residential Amenity

- 6.9 The proposed works are not considered to affect the residential amenity of neighbouring property occupiers in terms of their outlook. Whilst the raising of the roof by 1.4m will have some effect on views from properties above the site, the impact is limited and compares very favourably with the impacts accepted by the Inspector in permitting the block of flats behind the Listed Building. In addition the proposal would not result in any material overlooking or overbearing effect given the separation distances with neighbouring buildings and the relative levels of the site with neighbouring properties which sit at a higher level. The proposal is considered to be acceptable in residential amenity terms, and accords with Policy H10 of the adopted Local Plan.

7.0 CONCLUSION

- 7.1 In terms of balancing the need to find a new use for this Listed Building, which has remained under-used for over 20 years, against the impacts of the proposals on the architectural or historic importance of building, the proposal is considered to be appropriate for the host property. Notwithstanding this, maintaining the form of the current roofscape, whilst introducing a contemporary design feature in the form of a fully glazed dormer to the front roof slope, is considered to be acceptable and will ensure that the old and new parts of the building can be easily distinguished. The building's role in the wider Conservation Area and in views from the South Bay, in particular, will not be materially affected by the proposals and as a consequence, the importance of this heritage asset will not be diminished, whilst the appearance of the Conservation Area will be preserved. The proposals will not result in any material harm to residential amenity.
- 7.2 It is considered that the proposal accords with the relevant policies of the adopted Scarborough Borough Local Plan and advice in PPS5: Planning for the Historic Environment and that there are no material considerations which indicate that an alternative decision should be made in this instance.

8.0 RECOMMENDATION

8.1 That subject to the receipt of amended drawings to address the concerns of the Conservation Officer, **PLANNING PERMISSION BE GRANTED** subject to the following condition(s) :-

- 1 Before any works of demolition or alteration to the building commences, a scheme for a full and comprehensive recorded survey programme by making measured drawings or taking photographs, to be carried out by a suitably qualified professional, shall be submitted to and agreed in writing by the Local Planning Authority and the survey shall be carried out as agreed and copies of the record shall be handed to the agreed bodies (including the public archive).

Reason - The demolition of the roof of this building is only acceptable on the basis that suitable measures are taken to preserve it by record.

- 2 No development shall take place until a detailed programme and a risk-assessed construction method statement for the works, including working hours (with the carrying out of building operations limited as a maximum to between the hours of 08.00 - 18.00 Mondays to Fridays and 09.00 - 15.00 hours Saturdays) and provision for : retention and protection of the highway; machinery movements on and off-site; delivery and removal of materials; and the precautions to be taken to prevent the deposit of mud on the public highway by vehicles travelling from the site, including provision of wheel washing facilities, has been submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason - To safeguard the Local Planning Authority's rights of control over these details to ensure that the construction works are carried out in an appropriate manner to minimise the impact on residential amenity given the proximity of neighbouring properties and in the interests of the convenience of highway users, in accordance with Policy H10 of the Scarborough Borough Local Plan.

8.2 That subject to the receipt of amended drawings to address the concerns of the Conservation Officer, **LISTED BUILDING CONSENT BE GRANTED** subject to the following condition(s) :-

- 1 No development shall take place until a schedule of external and internal works, repair methods and materials to match existing, utilising cast iron rainwater fittings and natural slate roofing, external finishes and colour scheme, shall be submitted to and approved in writing by the Local Planning Authority. Where agreed, samples of these components and materials shall also be submitted for prior written

approval. Detail installation and component drawings at an appropriate scale shall be included for each of the following :-

- (i) the front elevation dormer window, including its junctions with the slate roof, roof structure details including fascia detailing, all new windows, access doors and external doors, with opening mechanisms, ironmongery and the opening surrounds;
- (ii) the external stairs and method of attachment to main building.

The works shall be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason - To safeguard the Local Planning Authority's rights of control in respect of these details in the interests of the historic and architectural importance of this Grade II Listed Building.



Head of Planning

Background Papers:

Those documents referred to in this report.

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT OR WISH TO INSPECT ANY OF THE BACKGROUND PAPERS, PLEASE CONTACT MARCUS WHITMORE ON 01723 232475 e-mail marcus.whitmore@scarborough.gov.uk