
REFERENCE NO: CR/2017/0175/RG3

LOCATION: [THE TREE, 103 HIGH STREET, NORTHGATE, CRAWLEY](#)

PROPOSAL: REVISIONS TO APPROVED PLANNING PERMISSION (CR/20013/0455/RG3) AND LISTED BUILDING CONSENT (CR/2016/0703/LBC) FOR CHANGE OF USE TO A MUSEUM AND ASSOCIATED ALTERATION AND EXTENSION WORKS. THE CHANGES TO THE APPROVED PERMISSION AND CONSENT INCLUDE: DEMOLITION OF A CHIMNEY STACK, REBUILDING EXPOSED WALLING, MINOR CHANGES TO INTERNAL LAYOUT AND THE DETAILING OF THE FACADE/SCREEN TO THE GLAZED LINK EXTENSION.

TARGET DECISION DATE: 21 April 2017

CASE OFFICER: Mr M. Robinson

APPLICANTS NAME: Crawley Borough Council

AGENTS NAME: Oxley Conservation Ltd

PLANS & DRAWINGS CONSIDERED:

CBC0001 Site Location Plan, CBC0002 Fig 1 Treatment of East Windows, CBC0003 Fig 2 Doors & Joinery Ground & First Floors, CBC0004 Fig 3 Proposed Ground Floor Fire Door, CBC0005 Fig 4 Proposed Ground Floor Fire Door, CBC0006 Fig 5 Proposed Ground Floor, CBC0007 Fig 6 Proposed Ground Floor, CBC0008 Fig 7 Proposed First Floor, 10115(AP)00.20 Rev P4 Site Plan, 672-EL01 Proposed Elevation, 4631-002 Rev B North and South Elevations, 4631-007 - Site Plan, 4631-103 Rev K Ground Floor Plan, 4631-104 Rev H First Floor Plan, 4631-111 Rev B - Landscape Layout

CONSULTEE NOTIFICATIONS & RESPONSES:-

- | | | |
|----|---------------------------------------|---|
| 1. | WSCC - Highways | No objection |
| 2. | CBC - Property Division | No objection |
| 3. | CBC - Planning Arboricultural Officer | No objection |
| 4. | CBC - Environment Team | No comment received |
| 5. | CBC - Environmental Health | No objection |
| 6. | CBC - FP - Urban Design | Objection to the poor quality of the glazed link in particular the window frame bands as installed are too dominant in appearance and prevent the link from appearing as sleek or uniform, the glazing should be slim without any internal framework. The metal panel detailing on the eastern and southern side of the elevation are unclear and potentially unacceptable. In respect to the roof and outer frame this does not accord with the principles of the original design and the glazing panels detract from the original design. |
| 7. | Listed Building Consultant | Objection to the poor quality of the glazed link |

Objection to the glazed link:

"The approved scheme clearly showed a frameless glazed link which connected the modern building and the new.The link as constructed is externally framed, the sections being of considerable depth that has ultimately resulted in high definition of shadow lines, a visual dominance to the simple design of the heritage asset and a form which is considered incongruous in the streetscene. The link as constructed cannot be considered to be of high quality design and ultimately is considered to be harmful to the significance of the designated heritage asset and in particular its setting.

Conservation advice concludes that the link as constructed cannot be considered to accord with local and national policy although the level of harm is considered to be less than substantial. "

- | | | |
|-----|-------------------------------------|---|
| 8. | Archaeology Officer - Alex Egginton | No objection |
| 9. | Ecology Officer - Mike Bird | No comment received |
| 10. | Central Crawley CAAC | No objection |
| 11. | Cycle Forum | Comments on the acceptability of the cycle stands and the close relationship to parking spaces that may make them difficult to manoeuvre into/out of. |

NEIGHBOUR NOTIFICATIONS:-

None. It was advertised via site notices and a press advert.

RESPONSES RECEIVED:-

No other representations have been received.

REASON FOR REPORTING TO COMMITTEE:-

This is a Crawley Borough Council Application.

THE APPLICATION SITE:-

- 1.1 Located on the northeast corner of the junction of High Street and The Boulevard, the site is occupied by a grade II listed two storey building, with ancillary modern two-storey office block (the Annexe) and parking to the east. Both buildings were previously in use by the Council as offices.
- 1.2 Vehicular access is currently from The Boulevard from in front of the Crown Buildings to the east of the site and from High Street to the west. Egress is via High Street. There are two mature Horse Chestnut trees located to south of the building on CBC land adjacent to The Boulevard. .
- 1.3 The site is lower than The Boulevard to the south, and level with High Street to the west.
- 1.4 The historic listed building forming this application includes a timber framed hall house, dated in the listing description as being from C15th, but identified in more recent survey work as likely to be from the C13th. There are later additions to the north and east of the original building. Externally the historic building is finished in brick, with a plain tile, Horsham stone and slate roof materials. There is some exposed timber framing and decorative tile hanging.
- 1.5 The Annexe building to the east of the historic listed building is two storey, constructed in brick, with a tile roof and modern windows. The historic building and Annexe have been linked together by a two storey glazed link. Unlike the approved plans, it has been constructed with heavy external framing, and not with flush glazing.
- 1.6 A small courtyard with bin storage area is located to the north of the glazed link. The main public access is from the stairs and ramp adjoining The Boulevard. Part of the southern boundary has been landscaped and there is grass to the west, south west and north-west of the historic building. There are currently no physical barriers separating the adjacent pavement from the west elevation of the building.

THE PROPOSED DEVELOPMENT:-

- 2.1 This planning application seeks retrospective permission for the alterations made to the building to create a museum. This includes a different glazed link with glazing bars, and a different public access from The Boulevard to the south. In addition a chimney stack on the east elevation of the original building has also been demolished and the proposals include confirmation of the restoration of this elevation. The application also now includes the position and details of the proposed railings to the south, west and northern boundaries of the site.

PLANNING HISTORY:-

- 3.1 In 1987 listed building consent was granted for the demolition of a modern, single storey office building to the east of the Listed Building. Ref. CR/346/1987/LB.
- 3.2 In 1987 planning permission was granted for a 10,000sq-ft office development to the north of the Listed Building. This application also included altered access arrangements from High Street and The Boulevard, including a shared turning-head between the buildings. Ref. CR/347/1987.
- 3.3 In 1994 listed building consent was granted for structural strengthening and part replacement of roof timbers, re-roofing. Ref. CR1994/0397/LBC.
- 3.4 In 2012 temporary planning permission until 31/05/2015, was granted for a change of use of the modern two storey annexe for D1 (place of worship/church services, community activities & administration offices).
- 3.5 In 2014 planning permission and Listed Building applications for the erection of a glazed link and the change of use of the buildings into a museum was granted under refs. CR/2013/0454/LBC and CR/2013/0455/RG3. The development has not been undertaken in accordance with this permission/consent.
- 3.6 Outstanding applications for Listed Building Consent (Ref. CR/2016/0703/LBC) and a non-material amendment (Ref. CR/2013/0455/NM1) have not yet been determined. The current applications for planning permission and listed building consent include elements of these two applications and comprehensively address the outstanding issues. On registration and consideration of these applications the extent of the changes from the original planning permission and listed building consents became apparent and the applications currently under consideration were invited.
- 3.7 There is concurrent listed building application to regularise a number of unauthorised alterations to the building including the glazed link. Ref. CR/2017/0176/LBC.

PLANNING POLICY AND STATUTORY DUTY:-

Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.1 Section 66 (1) of the PLBCA 1990 places a statutory duty on local planning authorities and provides that:
“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall 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.”

The National Planning Policy Framework 2012

- 4.2 The National Planning Policy Framework (NPPF) was published in March 2012 and introduced the presumption in favour of sustainable development in approving developments that accord with the development plan without delay or where the development plan is absent, silent or relevant policies are out of date, unless there would be significant adverse impacts or the proposal would be contrary to the policies in the NPPF.
- 4.3 The core planning principles of the NPPF (paragraph 17) state that planning should proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. In addition, development should secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. The NPPF attaches great importance to ‘good design’ for high quality buildings and spaces and supports innovative design which may raise the standard of design more generally in the area. (Paragraphs 56 and 63).

- 4.4 Chapter 7 emphasises the importance of good design to achieve high quality and inclusive design for all development, including individual buildings, public and private spaces and wider development schemes. Design codes can be used to achieve high quality outcomes, and decisions should promote and reinforce local distinctiveness without imposing forms, styles or particular tastes on development. Paragraph 56 states that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 4.5 Chapter 12 addresses conserving and enhancing the historic environment.
- 4.6 Paragraph 131 states that:
In determining planning applications, LPAs 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;*
 - *the positive contribution that the conservation of heritage assets can make to sustainable communities including their economic vitality; and*
 - *the desirability of new development making a positive contribution to local character and distinctiveness.*
- 4.7 Paragraph 132 highlights the importance of considering the significance of the heritage asset and that any harm or loss should require clear and convincing justification.
- 4.8 Paragraph 134 states that:
“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use”

The relevant policies of the Crawley Borough Local Plan 2015-2030 are:

- 4.9 SD1 (Presumption in Favour of Sustainable Development). The Council will take a positive approach, in line with the planned approach to Crawley new town, to approving development which is sustainable and work proactively with applicants, stakeholders and other partners to find solutions. Development will be supported where it meets strategic objectives including becoming carbon neutral and addressing climate change; complementing the town’s compact character and neighbourhood principles; respecting heritage; protecting and enhancing Green Infrastructure; creating a safe environment; providing for social and economic needs; and according with the Plan’s policies and objectives.
- 4.10 CH2 (Principles of Good Urban Design). Proposals must support locally distinctive development patterns, landscape character and heritage; create defined frontages and public/private areas; create safe and attractive routes for all; connect places for people and integrate land use and transport; provide recognisable routes and landmarks; consider flexible development which responds to changing needs; provide diversity and choice to create viable places and meet local needs.
- 4.11 CH3 (Normal Requirements of all New Development). Development should be based on a thorough understanding of the significance and distinctiveness of the site and its wider context and demonstrate how attractive or important features of the site will be retained. These include views, landmarks, footpaths, rights of way, trees, green spaces, hedges, other historic landscape features or nature conservation assets, walls and buildings. Developments will also need to be of high quality in terms of their urban, landscape and architectural design and relate sympathetically to their surrounds in terms of scale, density, height massing, orientation, views, landscape, layout, details and materials. Development should also provide/retain a good standard of amenity for future occupants or cause harm to the amenity of the surrounding area, including through traffic generation, general activity.
- 4.12 CH8 (Important Views). identifies The Boulevard view between Morrisons to the west and Central Sussex College to the east as an area requiring retention or enhancement of the vistas or replace it with public realm of equal or greater townscape value.

- 4.13 CH12 (Heritage Assets). All development should ensure that Crawley's heritage assets are treated as a finite resource and that key features or significance are not lost as a result of development. Heritage Impact Assessments should describe the significance of the asset affected and the contribution made by their setting. The impact of the development and any measures adopted to ensure the heritage asset is respected, preserved or enhanced.
- 4.14 Policy EC6: (Development Sites within the Town Centre Boundary). states that sites within the Town Centre Boundary provide an important opportunity to promote town centre viability in a sustainable location through mixed use development that meets the economic and housing needs of the borough.
- 4.15 Policy IN1: (Infrastructure Provision). states that development will be permitted where it is supported by the necessary infrastructure both on and off site and if mitigation can be provided to avoid any significant cumulative effects on the existing infrastructure services.
- 4.16 Policy IN2 (Strategic Delivery of Telecommunications Infrastructure). requires all residential, employment and commercial development to be designed to be connected to high quality communications infrastructure.
- 4.17 Policy IN3 (Development and Requirements for Sustainable Transport). Advises that development should be concentrated in locations where sustainable travel patterns can be achieved through the use of the existing transport network, including public transport routes and the cycling and walking network.
- 4.18 Policy IN4: (Car and Cycle Parking Standards). states that development will be permitted where the proposals provide the appropriate amount of car and cycle parking to meet its needs when it is assessed against the Borough Council's car and cycle standards.

Supplementary Planning Documents

Town Centre SPD –October 2016

- 4.19 Supports regeneration and development to promote the economic growth, vitality and viability of the town centre, which forms a sustainable location for development. It identifies the area to The Boulevard as a key east-west link. Its linear character establishes a strong visual axis that concludes at the eastern end with the college tower and at the western end with Morrisons. The vision is to establish The Boulevard as Crawley's grand axis with active frontages and high quality land mark buildings along the north side.

Urban Design SPD – October 2016

- 4.20 This document provides further advice on the principles of good urban design highlighting in particular the importance of massing and materials, public realm, street design and parking and sustainable design.
- 4.21 Consideration should be made of appropriate materials, colours and massing to improve the architectural language (as buildings are often designed functionally with little architectural merit). Greater consideration of the layout of the buildings to the street is encouraged along with opportunities to improve the urban environment and use of landscaping.

PLANNING CONSIDERATIONS:-

- 5.1 The principle of the use of the building as a museum has been accepted in the previous planning approval granted under ref. CR/2013/0455/RG3. This application effectively seeks to modify that application to take into account a number of works now undertaken that did comply with that permission.

The determining considerations are therefore considered to be:

- The impact on visual amenity, the character of the street scene/area and the character and setting of the listed building.
- The impact on parking and the operational requirements of the site.

The impact on visual amenity, the character of the street scene/area and the character and setting of the listed building.

The glazed link

- 5.2 The principle of a two storey glazed link has been agreed under the original planning permission and listed building consent to enable the two buildings on site to be adjoined and provide disabled access to the upper floors and additional display space. The glazed link is the most visually recognisable change to the building. It is highly visible from The Boulevard to the south and there are also views from London Road to the north west and the High Street to the south-west.
- 5.3 The Councils Listed Buildings Officer and Urban Design officer have both objected to the glazed link as implemented. It is considered that the installation of the heavy framing to the glazing has significantly altered the appearance of this part of the development and has resulted in a development of significantly lower quality than was originally permitted. The flush glazing originally permitted would have resulted in the glazed link being a significantly more lightweight and modern structure and would have provided a high quality entrance to the building that would emphasise the importance of the historic part of the listed building towards the west of the site. It is considered that the link as constructed is detrimental to the character of the listed building and its wider setting. It is not considered to be a positive addition to the street scene or the character of the wider area. The applicant has advised that the reason for the change is that the metal framed glazed link (COMAR) will reinforce the structural integrity of the flat roof, thanks to the strength of COMAR system coupled to the steel frame.

Demolition of the external stack to the east elevation, and alterations to this elevation.

- 5.4 It was agreed by your officers during construction and after initial works had been undertaken to the east elevation of the building, that the chimney stack at this location (C20th), had little historic significance and that due to its supporting structure (the early C20th single storey extension) being demolished, it would not be practicable to retain it. Its demolition is therefore considered to be acceptable as its loss does not have a significant harmful impact upon the heritage asset.
- 5.5 The demolition of the stack resulted in the east elevation having a mix of hanging tile types at different heights resulting in no overall pattern that could be matched for new tile hanging. It was therefore agreed that the arrowhead-pointed tiles should be utilised on the attic gable with plain clay peg tiles below for the 1st floor, whilst the decorative tiles for the southern façade were retained to the southern return. The overall impact is considered to give this historic eastern elevation an appropriate high quality finish, whilst still retaining the historic character of tile hanging to the walls to the building.
- 5.6 The brick work to the ground floor neither matches the brick or mortar spacing of the adjacent walls, however it is considered that as the original building already has a mix of brick work and other finishes to its walls at the ground floor level, on balance the work here is not so detrimental as to adversely impact upon the special historic and architectural character of the Listed Building.

Proposed boundary treatment, landscaping and entrance.

- 5.7 The current bird's mouth fencing is not considered to enhance the setting of the listed building when viewed from the south/west. The applicant has confirmed that a 1.5m high Barbican Imperial Residential Metal railing from Jacksons Fencing will be installed around the southern, western and northern boundaries to separate the historic building from and give a defined curtilage to the site and this is considered an acceptable design solution to provide the historic part of the building with some security from adjacent public rights of way. It is however considered that some low level planting along the western boundary would improve the setting of this historic house.

- 5.8 The alterations to the main public entrance to the site from The Boulevard to the south has relocated the steps and ramp to the east to avoid the roots of the adjacent horse chestnuts. There is now an extended area of paving between the building and the glazed link to the north. These changes have reduced the impact on the pair of nearby Horse Chestnut trees and it is considered this would be likely to result in less of a long term impact to their amenity and the street scene. In other regards, although the entrance to the site is less significant in terms of the hard landscaping it is not considered that there is harm to the character of the area/setting of the listed building from this alteration to the development.

The impact on parking and the operational requirements of the site.

- 5.9 The changes to the main public access to the site from The Boulevard includes steps and a wheelchair compliant ramp. Level access is provided to the building and there is a lift in the Annex part of the building giving access to the 1st floor. In other regards, doors of suitable widths and ramps have been provided to enable access to the historic parts of the building open to the public. In terms of providing for visitors it is considered that the access arrangements are acceptable.
- 5.10 The application also includes a number of alterations to the internal layout of the building, which include the provision of fire doors. These were not included within the original permission from 2014 and their provision enables the building to be brought into use with adequate fire safety measures.
- 5.11 The changes to the public access onto The Boulevard also include re-siting the cycle parking to the south of the newer Annexe building towards the east of the site. The parking layout/provision is however unaffected and the cycle parking can now be accessed without potential obstruction from adjacent parked vehicles.
- 5.12 The bin storage is unaffected by this proposal from that approved in 2014 and this is considered to be acceptable.
- 5.13 The operational requirements of the site would therefore be considered to be met by the proposal.

Other

- 5.14 It is not considered that the use or the extension to the building would adversely impact upon nearby occupiers or the users of nearby buildings and there are therefore no harmful impacts on residential/neighbours amenities.

CONCLUSIONS:-

- 6.1 The use of the building as museum would add to the range of facilities available within the town centre and this is supported through the Local plan and the Town Centre SPD
- 6.2 The glazed link is however not considered to be of the high quality flush glazing, which was originally consented in 2014, and the inferior quality materials used are considered to detract from the special architectural and historic character of the listed building. It is therefore considered that the glazed link does cause harm to the listed building. For the reasons explained in section 5.3 above, the applicant has advised that utilisation of the alternative metal framed glazed link reinforces the structural integrity of the roof and lobby area.
- 6.3 In considering any listed building application there is a statutory duty to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest. The NPPF sets out further guidance in paragraphs 131, 132 and 134.
- 6.4 It is considered that, in line with the Listed Building Consultants comments, the harm to the building overall including the form the glazed link as implemented is less than substantial. It is accepted that the part of the building with the most historic and architectural significance has been preserved and enhanced by the development, and the changes would allow the building to be brought back into a viable use as a museum. These public benefits must therefore be weighed against the identified harm caused if that harm is considered to be less than substantial (NPPF Paragraph 134).

- 6.5 The officer recommendation therefore balances the harm caused against the benefits of the re-use of the building and the wider benefits to the town centre and wider community of the use of the site as a museum. Only therefore on the basis of the wider positive benefits of the development is it considered that consent should be granted when weighed against the harm caused to the heritage asset from the inferior quality materials used in the implementation of the externally framed glazed link.
- 6.6 The consideration of the development has therefore been undertaken in accordance with the relevant sections of the NPPF and the policies of the Local Plan to ensure compliance with the requirements of Section 66 (1), Planning (Listed Buildings and Conservation Areas) Act 1990.
- 6.7 The officer recommendation is therefore on balance to permit and is subject to the following conditions:

RECOMMENDATION RE: CR/2017/0175/RG3

To permit subject to the following conditions.

1. The development hereby permitted shall not be carried out other than in accordance with the approved plans as listed in this Decision Notice save as varied by the conditions hereafter.
REASON: For the avoidance of doubt and in the interests of proper planning.
2. The proposed building/premises shall be used as a Museum and for no other purpose (including any other purpose in use class D1), of the Town and Country Planning (Use Classes) Order, 1989.
REASON: To ensure the operational requirements of the site are met and protected in accordance with policy CH3 of the Crawley Borough Local Plan 2015 -2030.
3. The building shall not be occupied and the use commenced until there has been submitted to, and approved by, the Local Planning Authority a soft landscaping scheme. The approved details of the soft landscaping shall be carried out no later than the first planting and seeding season, following the occupation of the buildings or the completion of the development, whichever is the sooner, and any trees or plants which, within a period of five years from the completion of development die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with other of similar size and species, unless the Local Planning Authority gives written consent to any variation.
REASON: In the interests of amenity, the environment, and the setting of the listed building in accordance with policies CH2, CH3, CH8 and CH15 of the Crawley Borough Local Plan 2015-2030
4. The 1.5m high Barbican Imperial Residential Metal railing from Jacksons Fencing finished in black with one of the decorative finial options shall be erected in on the location indicated on the Site Plan drawing 4631-007 dated 21/04/17 prior to the first use of the building as a museum. The railing shall thereafter be retained in accordance with the approved details.
REASON: In the interests of visual amenity and the setting of listed building in accordance with Policies CH2, CH3, CH8 and CH15 of the Crawley Borough Local Plan 2015-2030
5. Prior to any closing up of the access from The Boulevard, the turning facility and access from High Street shall be implemented and thereafter retained, in accordance with details that have first been submitted to and been approved in writing by the Local Planning Authority.
REASON: In the interests of highway safety and the operational requirements of the site in accordance with 'saved' policy CH3 of the Crawley Borough Local Plan 2015-2030.
6. The car parking shall be retained for the parking of cars in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.
REASON: To ensure the operational requirements of the site are provided in accordance with Policy CH3 of the Crawley Borough Local Plan 2015-2030.
7. Prior to the commencement of the use hereby permitted, cycle storage facilities shall be provided in accordance with the approved details shown on drawing Site Plan drawing 4631-007 dated 21/04/17. The cycle storage facilities shall thereafter be retained for this use.

REASON: To ensure the operational requirements of the site are met in accordance with policy CH3 of the Crawley Borough Local Plan 2015-2030

8. Prior to the commencement of the use of the site hereby permitted, bin storage facilities shall be provided in accordance with the approved details in room 0.16 on Site Plan drawing 4631-007 dated 21/04/17. The bin storage facilities shall thereafter be retained for this use.

REASON: To ensure the operational requirements of the site are met in accordance with policy CH3 of the Crawley Borough Local Plan 2015-2030

NPPF STATEMENT

In determining this planning application, the Local Planning Authority assessed the proposal against the NPPF and all material considerations and has worked with the applicant in a positive and proactive manner based on seeking solutions where possible and required, by:

- Providing advice in a timely and manner through correspondence, site visits and meetings.
- Liaising with consultees, the applicant and the agent and discussing the proposal where considered appropriate and necessary during the course of the determination of the application.
- Seeking amended plans/ additional information to address identified issues during the course of the application.

This decision has therefore been taken in accordance with the requirement in the National Planning Policy Framework, as set out in article 35, of the Town and Country Planning (Development Management Procedure) Order 2010.



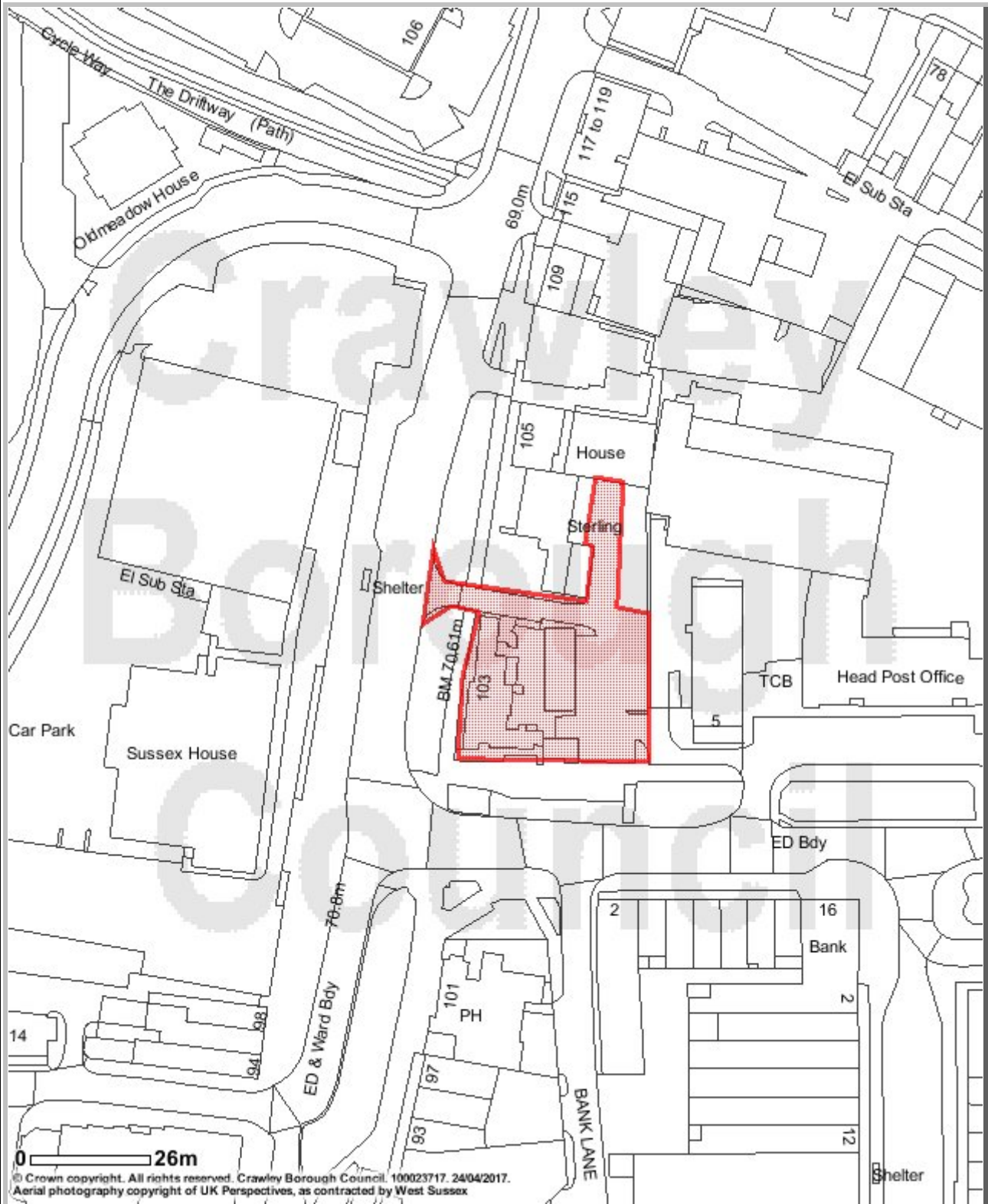
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CR/2017/0175/RG3

Date 21 April 2017

Approx. Scale 1:1,250

**THE TREE, 103 HIGH STREET, NORTHGATE,
CRAWLEY**



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