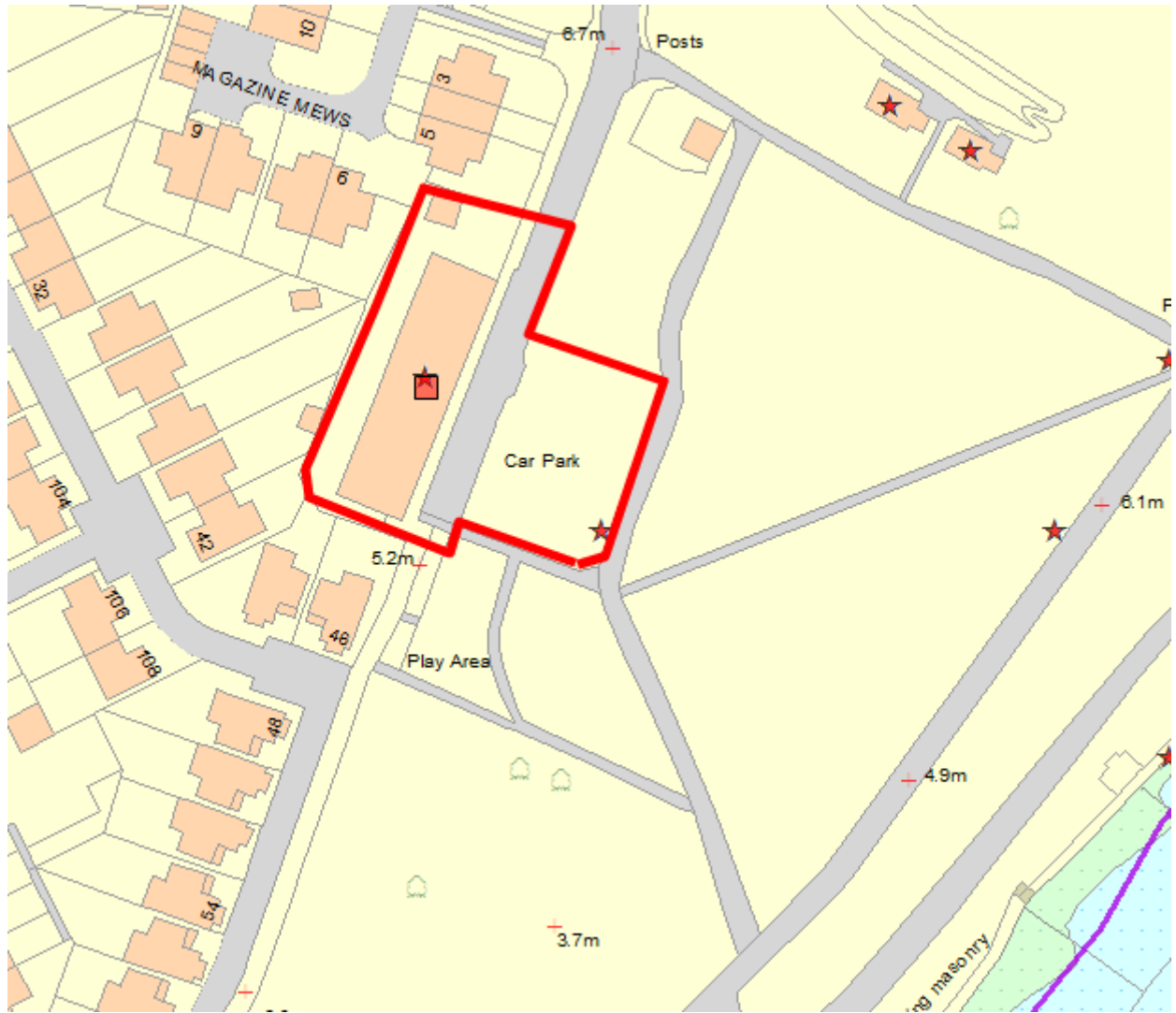


Reference:	1. 20/01314/AMDT 2. 20/01316/LBC	
Application Type:	1. Minor Amendment 2. Listed Building Consent	
Ward:	Shoeburyness	
Proposal:	<p>1. Application to vary conditions 02 (approved plans) and 03 (details of materials) - replace existing timber entrance double doors with glazed aluminium sliding doors with colour and profile to match existing and install square weather louvres to extract outlets - (Minor Material Amendment to planning permission 16/01264/FUL dated 08/06/2018)</p> <p>2. Replace existing timber entrance double doors with glazed aluminium sliding doors with colour and profile to match existing and install square weather louvres to extract outlets (Listed Building Consent)</p>	
Address:	Carriage and Wagon Shed, Warrior Square Road, Shoeburyness	
Applicant:	Mark Hayman	
Agent:	KLH Architects Ltd	
Consultation Expiry:	16th September 2020	
Expiry Date:	10th December 2020	
Case Officer:	Robert Lilburn	
Plan Nos:	<p>1. 4894 – 0100 P02 Location plan 4894 P02 Minor Alterations to Approved Fenestration 4894 - 0401 P02 Elevations as Proposed 4894 - 0402 P02 End Elevations - Louvre Positions</p> <p>2. 4894 - 0100 P02 Location plan 4894 P02 Minor Alterations to Approved Fenestration 4894 - 0401 P02 Elevations as Proposed 4894 - 0402 P02 End Elevations - Louvre Positions</p>	
Recommendation:	<p>1. GRANT PLANNING PERMISSION</p> <p>2. GRANT LISTED BUILDING CONSENT</p>	



1 Site and Surroundings

- 1.1 The subject building is located within the former Shoebury Garrison near to the junction of Magazine Road and Warrior Square Road. It is a Grade II listed building in the Shoebury Garrison conservation area. It is undergoing renovation works further to planning permission and listed building consent granted in applications 12/01225/FUL and 12/01204/LBC, and subsequently modified through applications 14/00153/DOV, 16/00235/AMDT, 16/00234/LBC, 16/01264/FUL and 16/01076/LBC.
- 1.2 The original cast-iron frame with wrought-iron trusses is described as having been in a poor condition at the time of the above applications in 2012. The subsequent renovation works have sought to restore the frame and sympathetically refurbish the building so that it can be used as a public resource within Gunners Park. The history of the building, together with its iron frame and trusses, has been identified as giving the building its historic significance.
- 1.3 The building is located within a principally residential area of houses and flats, and adjacent to protected green space at the opposite side of Warrior Square Road. Opposite the site is the historic Heavy Quick Firing Battery and other historic structures.
- 1.4 The Shoebury Garrison area is bounded by a Special Protection Area (SPA), Ramsar Site and Site of Special Scientific Interest (SSSI) to the east and south.

2 The Proposal

- 2.1 The application seeks to modify the approved plans in the following key respects:
 - Reconfiguration of wall-set ventilation grilles at west (rear) elevation;
 - Introduction of ventilation (heat recovery) extract and intake grilles to the south (side) elevation;
 - Relocation of ventilation grilles from the masonry walls on the north (side) elevation to the roof gable on the north elevation, and reconfiguration of the grilles;
 - Replace the existing timber entrance swing doors with fully-glazed aluminium sliding doors, to improve accessibility.
- 2.2 The 'new window' shown to the rear elevation is the same as previously approved.
- 2.3 The ventilation grilles to the south and north (side) elevations would be square and designed to match the colour and profile of the gable-wall cladding on the side elevations. At the north side elevation, the five grilles would each be 600mm x 600mm, and at the south the two grilles would be 400mm x 400mm.
- 2.4 The applicant states that the proposed amendments to the grilles are necessary because the constraints of the original design (ceiling height, window heights and existing steel frame) cannot accommodate the positions of the approved duct and grille. The proposed arrangement is designed to deliver the overall scheme concept and meet Building Regulation requirements.

- 2.5 With regard to accessibility, the applicant states that the existing doors are not to accessible standards and will not allow a wheelchair to easily enter the building. In addition, the width and configuration of the doors limit the number of occupants to the building to a maximum of sixty. It is proposed to replace them with automatic sliding doors. The doors would be slim-line aluminium, powder coated to match the existing window colour. The doors would comply with current accessibility standards and allow a greater number of occupants to the building.
- 2.6 The application is supported by a Design and Access Statement, a Heritage Statement and a noise assessment report from KP Acoustics (15176.PCR.02 Rev B).
- 2.7 The application falls for consideration by the Development Control Committee further to the adopted Scheme of Delegation as the site is owned by Southend Borough Council.

3 Relevant Planning History

- 3.1 16/01264/FUL: Install window to West elevation and door to North elevation, internal and external ventilation and extraction equipment, install ramp to rear alter elevations and layout associated landscaping. Approved 15.06.2018.
- 3.2 16/01076/LBC: Removal of new steel work, install window to West elevation and door to North elevation, internal and external ventilation and extraction equipment, install ramp to rear alter elevations and layout associated landscaping (Listed Building Consent). Approved.
- 3.3 16/00235/AMDT: Application to vary approved plans Condition 02 (Minor Material Amendment to planning permission 12/01225/FUL dated 14/11/2012 to Demolish single storey annexe at rear, redevelop existing carriage/wagon shed into a new heritage centre with associated car parking and landscaping) (Retrospective). Approved.
- 3.4 16/00234/LBC: Minor amendments to consented scheme to demolish single storey annexe at rear, redevelop existing carriage/wagon shed into a new heritage centre with associated car parking and landscaping of planning permission 14/00911/LBC dated 09/07/2014 (Retrospective) (listed building consent). Approved.
- 3.5 15/01271/NON: Replace plan numbers 1166 P101D with 1166 P101G to amend parking arrangements, landscaping and external materials (Non-material Amendment to Planning Permission 12/01225/FUL dated 14.11.2012). Approved.
- 3.6 14/00153/DOV: Modification of planning obligation dated 6 February 2004 pursuant to application 00/00777/out, in particular clauses relating to new gunners park (including multi-use games and wheeled sports areas, tennis courts, children's and toddler play areas, car parks, footpaths/cycleways), sea wall works, heritage centre and timescales for delivery. Approved.
- 3.7 12/01204/LBC and 12/01225/FUL: Demolish single storey annex at rear and redevelop existing carriage/wagon shed to form new heritage centre and associated car parking and landscaping. Approved.

- 3.8 00/00777/OUT: Mixed use development comprising conversion of existing buildings and erection of new buildings for: parkland and open space; up to a total of 465 dwellings; up to 23,750sq.m of business floorspace (Class B1(a) and (B)); up to 1625sq.m of non-residential (Class D1) uses, including A. a health centre within the mixed use area, B. the former Garrison Church as a community hall, and C. the former battery gun store as a heritage centre; up to 5,900sq.m of leisure (Class D2) uses; up to 800sq.m of retail (Class A1); up to 600sq.m of financial services (Class A2) use; formation of hotel (Class C1) with approximately 40 bedrooms; land for a new school; erection of landmark residential building; construction of new access roads; and associated works (Outline). Approved.

4 Representation Summary

4.1 Public Consultation

14 neighbouring properties were notified, a press advertisement was published and a site notice was posted. No letters of representation have been received.

4.2 Environmental Health

No objections.

4.3 Historic England

No objections.

5 Planning Policy Summary

5.1 The National Planning Policy Framework (NPPF) (2019)

5.2 Planning Practice Guidance and National Design Guide (2019)

5.3 Core Strategy (2007): Policies KP1 (Spatial Strategy) KP2 (Development Principles) CP3 (Transport and Accessibility) and CP4 (Environment & Urban Renaissance)

5.4 Development Management Document (2015): Policies DM1 (Design Quality) DM3 (Efficient and Effective Use of Land) DM5 (Southend on Sea Historic Environment) and DM15 (Sustainable Transport Management)

5.5 Design & Townscape Guide (2009)

5.6 Shoebury Garrison Conservation Area Character Appraisal (2004)

5.7 CIL Charging Schedule (2015)

6 Planning Considerations

6.1 The proposal is considered to fall within the ambit of a minor material amendment to the original permission. The amendments sought would not materially affect the parking and traffic implications of the extant development.

6.2 Since the applications 16/01264/FUL and 16/01076/LBC were determined the revised National Planning Policy Framework (2019) came into force, replacing a previous version of the NPPF. It is considered that the contents of the revised NPPF do not materially alter the assessment of the impacts of the proposal.

- 6.3 The main considerations in relation to this application are the principle of the development, design and impact on the listed building and the Shoebury Garrison conservation area and impacts on residential amenities and CIL.

7 Appraisal

Principle of Development

- 7.1 The principle of redeveloping the site for a heritage centre has been established following the approval of outline planning permission, of the Shoebury Garrison masterplan under planning reference 00/00777/OUT and by the subsequent approvals for this building noted above, which granted planning permission and listed building consent respectively. Operational development has been carried out and the planning permission is extant. This application solely relates to external and internal alterations to the building. The principle of carrying out alterations to the building is not objected to subject to the other material planning considerations discussed below.

Design and Impact on the Character of the Area

- 7.2 In determining this application the Council has a statutory duty under section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that special attention should be paid to the desirability of preserving or enhancing the character and appearance of Conservation Areas.
- 7.3 Paragraph 195 of the NPPF states where a proposed development will lead to *'substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or total loss...'*
- 7.4 Paragraph 196 of the NPPF states *'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, where appropriate, securing its optimum viable use'*.
- 7.5 Policy DM5 seeks to protect the character and significance of the Borough's heritage assets including listed buildings and conservation areas.
- 7.6 The Carriage and Wagon Shed is identified in the Shoebury Garrison Conservation Area Character Appraisal (CCA) as making a positive contribution to the significance of the conservation area. Its cast-iron frame, wrought iron trusses and corrugated iron roof are identified as key features.
- 7.7 The proposed reconfiguration of wall-set ventilation grilles at the west (rear) elevation would involve the removal of the formerly proposed 3no. long grilles and the installation of 2no. 400mm square grilles. These would remain in the wall setting and there would be no materially harmful visual impact or effect on the character and significance of the heritage asset.

- 7.8 With regard to the proposed installation of ventilation (heat recovery) extract and intake grilles to the south (side) elevation, the applicant states the outer edge would be profiled and coloured to correspond with the corrugated finish. The profile of the grilles would contrast due to their horizontal layout and coupled with their prominence this is a negative aspect of the proposal. However, the openings would be relatively small at 400mm square and positioned more discreetly towards the rear of the gable away from the road.
- 7.9 The relocated and reconfigured ventilation grilles on the north (side) elevation would be more prominent than the approved scheme. However, the outer edges would be profiled and coloured to correspond with the corrugated finish. The profile of the grilles would contrast with the corrugated profile due to their horizontal layout. Coupled with their number, prominence and 600mm square size this is a negative aspect of the proposal.
- 7.10 The applicant has stated that the reconfiguration of ventilation extracts and intakes is necessary due to the constraints of the host building including its historic fabric. It is stated that the size, number and position of louvres on the approved scheme was not subject to a full mechanical design and therefore only an anticipation of what duct sizes would be required. The proposal would not impact upon the historic fabric. It is considered that the changes would cause less than substantial harm to the significance of the heritage asset through the prominence of the north and south extract grilles.
- 7.11 The ventilation system is part of the approved use of the building and assists in securing the optimum viable use of the heritage asset. On this basis it is considered that the public benefits of the proposal for the grilles would outweigh the modest degree of harm identified.
- 7.12 In respect to the proposed replacement of the existing timber entrance swing doors with fully-glazed aluminium sliding doors, the applicant states that the existing doors are not to accessible standards and the development will improve accessibility. The proposed doors would be slim-line aluminium, powder coated to match the existing window colour RAL7031 dark grey. The applicant states that the profile of the aluminium frames would match that of the existing timber doors.
- 7.13 The proposed door frames would not be in a historically consistent material and sliding doors are not historically authentic in this context. This is a negative aspect. However, the enhancement to accessibility is a significant public benefit and this aspect of the proposal also assists in securing the optimum viable use of the heritage asset. On this basis it is considered that the public benefits of the proposal for the entrance doors would outweigh the modest degree of harm identified.
- 7.14 Historic England has not raised any objections to the proposal. It is considered that on balance, the proposed development is compatible with the character and significance of the heritage assets and the proposal is acceptable and policy compliant in this regard.

Impact on Residential Amenity

- 7.15 Paragraphs 124 and 127 of the National Planning Policy Framework seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. Policy KP2 of the Core Strategy seeks to secure improvements to the urban environment through quality design. Policy CP4 seeks to maintain and enhance the amenities, appeal and character of residential areas.

- 7.16 Policies DM1 and DM3 of the Development Management Document seek to support sustainable development which is appropriate in its setting, and that “*protects the amenity of the site, immediate neighbours, and surrounding area, having regard to matters including...noise and disturbance...and pollution*”.
- 7.17 The principal impact of the proposal on nearby occupiers of the amended proposal would be from the introduction of ventilation (heat recovery) extract and intake grilles to the south (side) elevation, closer to the rear of nos.44 and 46 Gunners Rise. The amended proposal would not introduce new material impacts in any other relevant regard.
- 7.18 The applicant has provided a revised noise impact assessment with respect to noise impacts of the reconfigured scheme. It confirms that the rating level of noise was compared with the representative background noise level to assess the likelihood of impact considering the environmental noise context of the area as per the requirements of BS 4142:2014.
- 7.19 It has been concluded that noise emissions from the proposed plant units would not have an adverse impact on the nearest residential receivers provided that the noise control strategy presented in the assessment is followed (with respect to installation of silencers and anti-vibration mounts). The applicant has also confirmed these mitigation measures would not affect the external appearance of the building or materially affect the historic fabric.
- 7.20 Environmental Health has not objected to the proposal. Subject to compliance with the submitted assessment which can be secured by condition, the proposal would not result in any material harm to the amenity of surrounding properties and the application is found acceptable and policy compliant in the above regards.

Community Infrastructure Levy (CIL)

- 7.21 No new floor space is created. Therefore, the proposed development is not CIL liable.

8 Conclusion

- 8.1 Having taken all material planning considerations into account, it is found that subject to compliance with the attached conditions, the proposed development would be acceptable and compliant with the objectives of the relevant development plan policies and guidance. The proposal would have an acceptable impact on the character and significance of the listed building and conservation area, as it would provide public benefits outweighing the ‘less than significant’ degree of harm identified. Neighbour amenities would not be materially harmed. The proposal is policy compliant and considered to be acceptable. It is therefore recommended to grant both planning permission and listed building consent.

9 Recommendation

GRANT PLANNING PERMISSION subject to the following conditions

01. The development hereby permitted shall be carried out in accordance with the approved plans: GHC/840/Ex000; GHC/840/Ex110; GHC/840/Ex310; GHC/840/P000; GHC/840/P100; GHC/840/P101; GHC/840/P110 Revision J; GHC/840/P111; GHC/840/P112; GHC/840/P113 Revision C; GHC/840/P114; GHC/840/P115; GHC/840/P210 Revision A; 840GHC/840/P211; GHC/840/P212_01; GHC/840/P212_02; GHC/840/P213; GHC/840/P214; GHC/840/P215; GHC/840/P310 Revision A; GHC/840/P311 Revision A; GHC/840/P312 Revision A; GHC/840/P313; GHC/840/P523; GHC/840/P524 Revision A; M.2046.101 Revision T5 and as updated and revised by 4894 - 0100 P02 Location plan, 4894 P02 Minor Alterations to Approved Fenestration, 4894 - 0401 P02 Elevations as Proposed, 4894 - 0402 P02 End Elevations - Louvre Positions.

Reason: To ensure that the development is carried out in accordance with the Development Plan.

02. The development shall only be carried out in accordance with the details of materials as detailed on drawings GHC/840/P111; GHC/840/P210 Revision A; GHC/840/P212_01; GHC/840/P212_02; GHC/840/P213; GHC/840/P310 Revision A; GHC/840/P311 Revision A; GHC/840/P312 Revision A; GHC/840/P313; GHC/840/P523; GHC/840/P524 Revision A, and supporting document NBS Specification dated April 2016 and as updated and revised by 4894 P02 Minor Alterations to Approved Fenestration, 4894 - 0401 P02 Elevations as Proposed, 4894 - 0402 P02 End Elevations - Louvre Positions.

Reason: To maintain the character and significance of the Grade II listed building and Shoebury Garrison Conservation Area in accordance with the National Planning Policy Framework, Policies KP2 and CP4 of the Core Strategy (2007), Policies DM1, DM3 and DM5 of the Development Management Document (2015) and the Design and Townscape Guide (2009).

03. The landscaping shall be carried out in accordance with the approved drawing GHC/840/P115 and shall be carried out within the first planting season following first occupation of the development.

Reason: To ensure that the development is satisfactory in terms of its appearance and that it makes a positive contribution to the local environment and biodiversity in accordance with Policies KP2 and CP4 of the Core Strategy (2007), Policies DM1, DM3 and DM5 of the Development Management Document (2015) and the Design and Townscape Guide (2009).

04. Development shall be implemented in full accordance with the mitigation measures and recommendations as set out in the Planning Compliance Report by KP Acoustics (15176.PCR.02 Rev B). The attenuation measures shall then be installed in full accordance with the approved details before the development is brought into use and permanently maintained thereafter.

Reason: To protect residential amenity and general environmental quality in accordance with the National Planning Policy Framework, Core Strategy (2007) Policies KP2 and CP4, and Development Management Document (2015) Policies DM1, DM3 and DM5.

- 05. No plant or equipment shall be installed on the external elevations or roof of the approved development unless and until details of its location, design and specifications have first been agreed in writing with the Local Planning Authority.**

Reason: To control the visual and noise impact and the consequent effect on local amenity in accordance with Policies KP2 and CP4 of the Core Strategy (2007), Policies DM1, DM3 and DM5 of the Development Management Document (2015) and Design and Townscape Guide (2009).

- 06. With reference to BS4142, the noise rating level arising from all plant and extraction/ventilation equipment shall be at least 5dB(A) below the prevailing background at 3.5 metres from the ground floor façades and 1m from all other facades of the nearest noise sensitive property with no tonal or impulsive character.**

Reason: To protect residential amenity and general environmental quality in accordance with the National Planning Policy Framework, Policies KP2 and CP4 of the Core Strategy (2007) and Policies DM1 and DM3 of the Development Management Document (2015).

- 07. Construction and demolition shall only take place between 0800 and 1800 Mondays to Fridays, 0800 and 1300 Saturdays and not at all on Sundays or Bank Holidays.**

Reason: To protect residential amenity and general environment quality in accordance with the National Planning Policy Framework, Policies KP2 and CP4 of the Core Strategy (2007) and Policies DM1 and DM3 of the Development Management Document (2015).

Informative

- 1. As this application is for external and internal alterations to the existing building. You are advised that in this instance there will be no CIL charge on this permission as there is no net increase in internal floor space.**

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework. The detailed analysis is set out in a report on the application prepared by officers.

GRANT LISTED BUILDING CONSENT subject to the following conditions:

- 01. The development hereby permitted shall commence not later than 3 years beginning with the date of this permission.**

Reason: Required to be imposed pursuant to Section 18 of the Planning (Listed Building and Conservation Areas) Act 1990.

- 02. The development hereby permitted shall be carried out in accordance with the approved plans: GHC/840/Ex000; GHC/840/Ex110; GHC/840/Ex310; GHC/840/P000; GHC/840/P100; GHC/840/P101; GHC/840/P110 Revision J; GHC/840/P111; GHC/840/P112; GHC/840/P113 Revision C; GHC/840/P114; GHC/840/P115; GHC/840/P210 Revision A; 840GHC/840/P211; GHC/840/P212_01; GHC/840/P212_02; GHC/840/P213; GHC/840/P214; GHC/840/P215; GHC/840/P310 Revision A; GHC/840/P311 Revision A; GHC/840/P312 Revision A; GHC/840/P313; GHC/840/P523; GHC/840/P524 Revision A; M.2046.101 Revision T5 and as updated and revised by 4894 - 0100 P02 Location plan, 4894 P02 Minor Alterations to Approved Fenestration, 4894 - 0401 P02 Elevations as Proposed, 4894 - 0402 P02 End Elevations - Louvre Positions.**

Reason: To ensure that the development is carried out in accordance with the policies outlined in the development plan.

- 03. The development shall only be carried out in accordance with the details of materials as detailed on drawings GHC/840/P111; GHC/840/P210 Revision A; GHC/840/P212_01; GHC/840/P212_02; GHC/840/P213; GHC/840/P310 Revision A; GHC/840/P311 Revision A; GHC/840/P312 Revision A; GHC/840/P313; GHC/840/P523; GHC/840/P524 Revision A, and supporting document NBS Specification dated April 2016 and as updated and revised by 4894 P02 Minor Alterations to Approved Fenestration, 4894 - 0401 P02 Elevations as Proposed, 4894 - 0402 P02 End Elevations - Louvre Positions.**

Reason: To maintain the character and significance of the Grade II listed building and Shoebury Garrison Conservation Area in accordance with the National Planning Policy Framework, Policies KP2 and CP4 of the Core Strategy (2007), Policies DM1, DM3 and DM5 of the Development Management Document (2015) and the Design and Townscape Guide (2009).

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including planning policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework. The detailed analysis is set out in a report on the application prepared by officers.