Barking and Dagenham Council  
Development Control Board  

<table>
<thead>
<tr>
<th><strong>Date:</strong></th>
<th>7 November 2016</th>
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<tr>
<th><strong>Application No.</strong></th>
<th>16/01390/FUL and 16/01391/LBC</th>
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| **Reason for Referral to DCB as set out in Part 2, Chapter 9 of the Council Constitution** | The applications relate to a major development which is of a scale and importance that should be determined at DCB. |

| **Address:** | Civic Centre, Rainham Road North, Dagenham |

| **Development:** | Change of use of building from local government offices (Class B1) to higher education institution (Class D1) involving alterations to external appearance of building; and Application for Listed Building Consent: Change of use of building from local government offices (Class B1) to higher education institution (Class D1) involving alterations to interior and exterior of building. |

| **Applicant:** | Coventry University London |

<table>
<thead>
<tr>
<th><strong>Contact Officer:</strong></th>
<th>Adele Lawrence</th>
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<tbody>
<tr>
<td><strong>Title:</strong></td>
<td>Planning Development Officer</td>
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</table>
| **Contact Details:** | Tel: 020 8227 3552  
E-mail: adele.lawrence@lbbd.gov.uk |

<table>
<thead>
<tr>
<th><strong>Summary:</strong></th>
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<tr>
<td>The Civic Centre designed by E. Berry Webber is Grade II listed and was built in 1936. A three-storey extension was added in 1964 to the south-east of the original building and linked by a bridge.</td>
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<td>The planning and listed building consent applications relate to a change of use of the Civic Centre from Class B1 (local government offices) to D1 (higher education institution) in order to accommodate a new campus for Coventry University London. In order to accommodate the new use it will be necessary to undertake refurbishment of the building which includes the demolition of walls, improvements to circulation and fire access and egress, additional or replacement power points, and new flooring and ceilings.</td>
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<td>Coventry University London provides high quality, higher education courses which allow students to integrate their study around other daily life activities such as work or child care, at a lower cost than traditional university courses.</td>
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<tr>
<td>The principle of the proposed change of use is supported and would result in a new education facility improving local access to higher education and providing job opportunities and would also ensure that the Civic Centre is given a new lease of life when the Council vacates the building.</td>
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The proposal to allow some continuing community use of the building and Council Chamber and the potential to open the learning resource centre/library, cafe and some information technology (IT) suites to the community at times is welcomed.

The applications were accompanied by a Heritage Statement which concludes that the proposed alterations to the listed building are minimal and that they are the least intrusive options for meeting the regulations and requirements for the proposed new use. With the exception of the introduction of a new fire exit stair and door at ground floor level to the north corridor, new external steps and railings to the rear entrance of the building and a new door to the rear of the annexe to accommodate kitchen deliveries, no significant alterations to the fabric of the building are proposed. Furthermore, no works are proposed which would be detrimental to the principal architectural features of the building.

The proposed works to the interior and exterior of the listed building are considered to result in less than substantial harm and any detriment is outweighed by the re-use of the building as a community facility.

The proposed car parking and cycle parking provision is considered to be acceptable and Transport for London (TfL) has concluded that the highway/public transport trip generation associated with the new use will be minimal and can be accommodated within the existing networks.

Overall, the proposed development is in keeping with the relevant national, regional and local policies and is supported.

**Recommendation:**

That the Development Control Board grants planning permission and listed building consent subject to the conditions listed in this report (with any amendments that might be necessary up to the issue of the decision notices).

**Planning Application Conditions:**

1. The development permitted shall be begun before the expiration of three years from the date of this permission.

   Reason: To comply with Section 91 of the Town and Country Planning Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

   - 02-00-DR-A-0001 P6
   - 02-00-DR-A-1001 P3
   - 02-00-DR-A-1002 P3
   - 03-ZZ-DR-A-0001 P5
   - 03-ZZ-DR-A-1001 S3-3
   - 04-XX-DR-A-0001 S3-1
   - 04-XX-DR-A-1001 S3-1
   - 05-XX-DR-A-0001 S3-2
3. The use hereby permitted shall be carried on by Coventry University London only and no other party, person or company.

Reason: In order to ensure that any alternative use or occupier of the building is compatible with the special architectural and historic nature of the building, and in accordance with policy CP2 of the Core Strategy and policy BP2 of the Borough Wide Development Policies Development Plan Document.

4. Demolition and construction work and associated activities shall be carried out in accordance with the submitted Construction Method Statement prepared by Willmott Dixon Interiors. Minor amendments may be agreed in writing from time to time by the Local Planning Authority.

Reason: In order to reduce the environmental impact of the construction and the impact on the amenities of neighbouring residents, and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

5. Demolition and construction work and associated activities are to be carried out in accordance with the following:

- British Standard 5228:2009, “Code of Practice for Noise and Vibration Control on Construction and Open Sites”, Parts 1 and 2; and

- Measures to control the emission of dust, dirt and emissions to air provided in the document “The Control of Dust and Emissions During Construction and Demolition”, Mayor of London, July 2014; including but not confined to, non road mobile machinery (NRMM) requirements.

Reason: In order to reduce the environmental impact of the construction and the impact on the amenities of neighbouring residents, and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

6. Demolition and construction work and associated activities shall be carried out in accordance with the submitted Construction Logistics Plan prepared by Willmott Dixon Interiors. Minor amendments may be agreed in writing from time to time by the Local Planning Authority.

Reason: In order to minimise the impact of construction on the free flow of traffic on the local highway network and in the interests of highway safety, and in accordance with policy BR10 of the Borough Wide Development Policies Development Plan Document.
7. Demolition and construction work and associated activities, other than internal works not audible outside the site boundary, are only to be carried out between the hours of 08:00 and 18:00 Monday to Friday and 08:00 and 13:00 Saturday, with no work on Sundays or public holidays without the prior written permission of the Local Planning Authority. Any works which are associated with the generation of ground borne vibration are only to be carried out between the hours of 08:00 and 18:00 Monday to Friday.

Reason: To ensure that the proposed demolition and construction work does not cause nuisance and disturbance to neighbouring occupiers and in accordance with policy BP8 of the Borough Wide Development Policies Development Plan Document.

8. The car parking areas indicated on drawing No. 02-00-DR-A-0001 Rev P6 shall be constructed and marked out prior to the occupation of the development, and thereafter retained permanently for the accommodation of vehicles of students, staff and visitors to the premises and not used for any other purpose.

Reason: To ensure that sufficient off-street parking areas are provided and not to prejudice the free flow of traffic or conditions of general safety along the adjoining highway in accordance with policy BR9 of the Borough Wide Development Policies Development Plan Document.

9. The 12 car parking spaces indicated on drawing No. 02-00-DR-A-0001 Rev P6 shall be constructed and marked out prior to the occupation of the development as accessible parking bays (to be clearly marked with a British Standard disabled symbol). 16 of the car parking spaces shall include electric vehicle charging points with an additional 16 of the car parking spaces to be provided with the infrastructure in place to allow for future installation. The car parking spaces and charging points shall thereafter be retained permanently for students, staff and visitors to the premises and not used for any other purpose.

Reason: To ensure and promote easier access for disabled persons and to encourage the use of electric cars in order to reduce carbon emissions, in accordance with policies BC2, BR9 and BR10 of the Borough Wide Development Policies Development Plan Document and policy 6.13 of the London Plan.

10. The 330 cycle parking spaces indicated on drawing No. 02-00-DR-A-0001 Rev P6 shall be implemented prior to occupation of Phase 1 of the development as indicated on drawing No. C6-ZZ-DR-A-0001 Rev P4, with the exception of those spaces affected by construction works to the rear of the building under Phase 2 of the development, as indicated on drawing No. C6-ZZ-DR-A-0001 Rev P4, which shall be provided prior to occupation of Phase 2 of the development. Thereafter the cycle parking spaces shall be retained permanently for the accommodation of bicycles of students, staff and visitors to the premises and not used for any other purpose.

Reason: In the interests of promoting cycling as a sustainable and non-polluting mode of transport and in accordance with policy BR11 of the Borough Wide Development Policies Development Plan Document.
11. All new external works and finishes and works of making good to the retained fabric, shall match the existing original adjacent work with regard to the methods used and to the material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by condition attached to this consent.

Reason: To preserve the character of the building and locality and in accordance with policies CP2 and CP3 of the Core Strategy and policies BP2, BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

12. Detailed scale drawings and material specifications/samples in respect of the following works shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant work commencing:

a) replacement external steps and railings to the rear entrance of the building and associated stair lift;
b) additional fire escape stair and exit from the ground floor north corridor to the rear of the building; and
c) new cycle store and bin store.

The relevant work shall be carried out in accordance with the approved details.

Reason: To preserve the character of the building and locality and in accordance with policies CP2 and CP3 of the Core Strategy and policies BP2, BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

13. Prior to occupation of the development hereby permitted a full Travel Plan shall be submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall include proposals for minimising car-borne travel and encouraging walking, cycling and the use of public transport. The Travel Plan shall include details of funding, implementation, monitoring and review. The approved Travel Plan shall be implemented and monitored in accordance with the approved scheme.

Reason: In order to encourage the use of sustainable transport and in accordance with policy BR10 of the Borough Wide Development Policies Development Plan Document and policy 6.3 of the London Plan.

14. Prior to occupation of the development hereby permitted a Community Use Scheme for the Civic Centre shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To secure well-managed community access to the Civic Centre in accordance with policy CC2 of the Core Strategy and policy 3.18 of the London Plan.

15. No part of the development hereby permitted shall be occupied until a Car Parking Management Plan has been submitted to the Local Planning Authority for approval in writing. The Car Parking Management Plan is to develop a parking strategy which details the rationale behind car parking allocation to staff, students and visitors. The development shall only be implemented in accordance with the details approved and the approved Plan shall be permanently retained for the
lifetime of the development.

Reason: To ensure that off-street car parking spaces are effectively managed and so as not to prejudice the free flow of traffic on the local highway network, in accordance with policies BR9 and BR10 of the Borough Wide Development Policies Development Plan Document and policy 6.13 of the London Plan.

16. Notwithstanding the provisions of The Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification), no development falling within Class N in Part 7 of Schedule 2 to that Order shall be carried out without the prior written permission of the Local Planning Authority.

Reason: To protect the setting of the listed building, and in accordance with policy CP2 of the Core Strategy and policy BP2 of the Borough Wide Development Policies Development Plan Document.

Listed Building Consent Conditions

1. The works must be begun not later than the expiration of three years beginning with the date on which consent is hereby granted.

Reason: To comply with Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended by Section 51 of the Planning and Compulsory Purchase Act 2004).

2. The development hereby permitted shall be carried out in accordance with the following approved plans:

02-00-DR-A-0001 P6
02-00-DR-A-1001 P3
02-00-DR-A-1002 P3
03-ZZ-DR-A-0001 P5
03-ZZ-DR-A-1001 S3-3
04-XX-DR-A-0001 S3-1
04-XX-DR-A-1001 S3-1
05-XX-DR-A-0001 S3-2
05-XX-DR-A-0002 S3-2
05-XX-DR-A-1001 S3-1
05-XX-DR-A-1002 S3-1
C6-ZZ-DR-A-0001 P4
22-ZZ-DR-A-0001 P4
32-ZZ-DR-A-0001 P4
35-ZZ-DR-A-0001 P4
40-ZZ-DR-A-0001 P4
40-ZZ-DR-I-0002 P3

Reason: For the avoidance of doubt and in the interests of proper planning.

3. All new internal and external works and finishes and works of making good to the retained fabric, shall match the existing original adjacent work with regard to the
methods used and to the material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by condition attached to this consent.

Reason: To preserve the character of the building and locality and in accordance with policies CP2 and CP3 of the Core Strategy and policies BP2, BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

4. Detailed scale drawings and material specifications/samples in respect of the following works shall be submitted to and approved in writing by the Local Planning Authority prior to the relevant work commencing:

a) replacement external steps and railings to the rear entrance of the building and associated stair lift;
b) additional fire escape stair and exit from the ground floor north corridor to the rear of the building; and
c) details of the new reception desk.

The relevant work shall be carried out in accordance with the approved details.

Reason: To preserve the character of the building and locality and in accordance with policies CP2 and CP3 of the Core Strategy and policies BP2, BP8 and BP11 of the Borough Wide Development Policies Development Plan Document.

1.0 Introduction and Description of Development

1.1 The application site comprises the London Borough of Barking and Dagenham Civic Centre which is located on the corner of Wood Lane and Rainham Road North, Dagenham.

1.2 The Civic Centre designed by E. Berry Webber (architect) is Grade II listed and was built in 1936. A three-storey extension was added in 1964 to the south-east of the original building and linked by a bridge.

1.3 The planning and listed building consent applications relate to a change of use of the Civic Centre from Class B1 (local government offices) to D1 (higher education institution) in order to accommodate a new campus for Coventry University London. To accommodate the new use it will be necessary to undertake refurbishment of the building. The proposed works include, amongst other things, the demolition of walls, improvements to circulation and fire access and egress, additional or replacement power points, and new flooring and ceilings.

2.0 Background

There is an extensive planning history for the site dating back to 1959. The most recent applications of note are listed below.

<table>
<thead>
<tr>
<th>Application</th>
<th>Description</th>
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<tbody>
<tr>
<td>00/00641/LBC</td>
<td>Application for listed building consent: Removal of 2 benches from Council Chamber.</td>
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<tr>
<td>Application ID</td>
<td>Description</td>
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<tr>
<td>01/00671/LBC</td>
<td>Application for listed building consent: Refurbishment and repair of public areas of building including new accessible entrance to street level.</td>
</tr>
<tr>
<td>02/00135/FUL</td>
<td>Installation of 2 six metre high columns incorporating CCTV camera systems and 2 wall mounted CCTV cameras.</td>
</tr>
<tr>
<td>02/00189/LBC</td>
<td>Application for listed building consent: Replacement of existing CCTV cameras and installation of security grilles, shutters and doors.</td>
</tr>
<tr>
<td>02/00446/REG3</td>
<td>Erection of electricity sub-station.</td>
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<tr>
<td>04/00099/ADV</td>
<td>Installation of 3 externally illuminated and 1 non illuminated directional signs.</td>
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<tr>
<td>04/01154/LBC</td>
<td>Application for listed building consent: Replacement of glazing walling to 1st and 2nd floor link bridge between Civic Centre and annexe.</td>
</tr>
<tr>
<td>06/00670/LBC</td>
<td>Application for listed building consent: Replacement windows to the annexe building.</td>
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<tr>
<td>16/00918/LBC</td>
<td>Application for listed building consent: Demolition of print room building.</td>
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### 3.0 Consultations

#### 3.1 Neighbours / Publicity

Site notices were posted on 7 September 2016 and expired on 28 September 2016. A press notice was also published in the Barking and Dagenham Post on 14 September 2016 and expired on 5 October 2016. There has been no response to the consultation process.

#### 3.2 Consultees

a) **Historic England (Buildings)** – Our specialist staff have considered the information received and we do not wish to offer any comments on this occasion. The application should be determined in accordance with national and local policy guidance and on the basis of your specialist conservation advice. You are hereby authorised to determine the application for listed building consent as you think fit.

*Officer Note: The Secretary of State has authorised Historic England’s recommendation that the Council may proceed to determine the application for listed building consent.*

b) **Twentieth Century Society** – The Society does not wish to comment in this instance.
c) **The Council for British Archaeology** – The committee has no objections to these minor alterations and noted that there has been no comment from the Twentieth Century Society.

d) **Society for the Protection of Ancient Buildings** – No response.

e) **Ancient Monuments Society** – No response.

f) **Georgian Group** – No response.

g) **Victorian Society** – No response.

h) **Transport for London** -

- We concur with the Transport Assessment that highway/public transport trip generation will be minimal and can be accommodated within existing networks.

- The 326 cycle spaces proposed falls short of the 330 cycle spaces required by London Plan standards with regard to 1,530 students and 136 staff members.

  Officer Note: *The applicant has now increased the cycle parking provision to 330 spaces.*

- The level of car parking is appropriate for this proposal and is in line with London Plan standards.

- 10% electric vehicle charging points and 10% passive points should be secured by condition.

- The inclusion of 12 blue badge parking spaces is in accordance with London Plan standards and these should be secured by condition.

- A full Construction Logistics Plan should be secured by condition.

  Officer Note: *The applicant has subsequently submitted a Construction Logistics Plan which is considered to be acceptable and avoids the need for a pre-commencement condition.*

- A full Travel Plan should be secured through a S106 agreement or condition.

- Subject to the above conditions being met TfL has no transport issues with the proposal.

  Officer Note: *The matters raised above are to be secured by condition.*

i) **London Fire and Emergency Planning Authority (LFEPA)** – The brigade will be satisfied with the proposals subject to access for fire brigade vehicles being provided to a minimum of 15% of the perimeter of the building. Every elevation to which vehicle access is provided
should have suitable doors not less than 750mm wide giving access to the interior of the building.

j) **London Fire and Emergency Planning Authority – Water Team** – No additional hydrants are required.

k) **Essex and Suffolk Water** – Existing apparatus does not appear to be affected by the proposed development.

l) **Designing Out Crime Officer** – No response.

m) **London Borough of Havering** – No response.

n) **Environmental Health Team** – There is potential for adverse impact from construction phase noise, dust and other emissions to air and so I recommend that any approval that might be granted be subject to conditions relating to these matters. I do not foresee any operational phase environmental protection issues.

  **Officer Note:** The matters raised above are to be secured by condition.

o) **Transport Development Management Team** – The Civic Centre site is accessed via two separate left-turn only entrances from the A1112 Rainham Road North at the southern site boundary with two left-turn only exits onto the A124 Wood Lane at the northern site boundary.

  There are existing Traffic Management Orders (TMO’s) along Rainham Road North and Wood Lane that apply various restrictions on both sides of the carriageway.

  It is stated within the Transport Statement (TS) that there are no alterations proposed to the existing two in-gresses and two egresses. Similarly, there are no alterations proposed for site access used by pedestrians, cyclists and public transport users.

  The Public Transport Accessibility Level (PTAL) of the site is 2 (poor). This is mainly because there are only limited rail/underground services near the site. There are six bus services that serve the site.

  Visual pedestrian surveys of the footways that serve the site have been undertaken to assess the site’s pedestrian connectivity and the quality of the pedestrian environment. These were found to be generally in a satisfactorily condition.

  It is stated in the TS that the existing deliveries and waste collection arrangements will continue post-development. The site can accommodate vehicles typically expected to visit the site. Emergency vehicles will still be able to use the existing access which is being retained.

  There is no specific guidance on car parking provision or prescribed vehicle parking standards for educational development within the
London Plan but rather a TS should be used to determine an appropriate level of car parking provision. This should be consistent with objectives to reduce congestion and traffic levels and to avoid undermining walking, cycling or public transport.

The existing on-site car park provides a total of 160 formal vehicle parking spaces, 12 of which are allocated for blue badge holders. The proposed on-site parking strategy is to retain the existing provision with an appropriate provision of electric charging points, accessible bays and allocation of car share spaces.

It is proposed that the on-site car parking spaces would be strictly managed and staff and blue badge holders would have the option of a free parking permit and students living over a certain distance, such as 10 miles, would have the option of purchasing a parking permit. All other students would be expected to travel to the site using sustainable modes of transport. There is no mention of parking bays for visitors and we recommend that a few be allocated for this purpose.

It is demonstrated in the TS that during a typical weekday there are forecast to be 5,174 additional two-way trips associated with the proposed development. The majority are forecast to be made either using public transport (2,220) or on foot (2,058), with an increase of 404 car two-way trips associated with the proposed development.

It is stated that a total of 1,598 additional arrival trips will be generated during the weekday AM traffic peak hour. The data advocates these trips are likely to see a decrease in the number of car trips (-28) and increase in bus use (+224), train use (+34) and underground use (+162) and the net increase is accounted for entirely by sustainable modes of transport.

We are satisfied the content and the overall trip generation presented within the TS document is sufficiently robust and therefore the traffic impact on the local roads will result in a slight impact during the AM peak, but negligible throughout the day with a potential positive impact across the traffic network with many trips occurring after 18:00. However, it should be noted that when the development is fully completed and occupied, local bus services could potentially be operating above the current capacity levels and therefore not able to operate safely and efficiently.

We recommend a parking management strategy providing details of the phased implementation of the proposed development should be submitted and this should be conditioned.

Due to the scale of the proposed development and its trip generation potential a Strategic Level Travel Plan will be required to promote sustainable travel for both students and staff.
Based on the information that has been provided within the TS and having considered the merits of this application, there are no apparent adverse highway implications arising from the proposed development.

*Officer Note:* The matters raised above are to be secured by condition.

p) **Access Officer** – No response.

q) **Refuse Services** – No response.

r) **Parking Services** – No response.

4.0 Local Financial Considerations

4.1 Development used wholly or mainly for the provision of education as a school or college under the Education Acts or as an institution of higher education attract a nil charge in respect of the Mayor of London and Borough Community Infrastructure Levy’s (CIL). Accordingly, the CIL payment for the proposed development is nil.

5.0 Analysis

5.1 Principle of the Development

5.1.1 Coventry University London provides education for foundation, first degree and professional entrance students. Their education model is to offer high quality, higher education courses which allow students to integrate their study around other daily life activities such as work or child care, at a lower cost than traditional university courses. Unlike most universities the model does not conform to standard academic years and instead offers year round entry, with students never more than six weeks from beginning their higher education study.

5.1.2 The Civic Centre location was chosen by the University after an extensive search through the eastern and southern London boroughs for a self-contained building of around 70,000 square foot that could be easily split into different functions and phases. The Civic Centre was identified as an excellent opportunity and the Council were keen to retain a community use for the building.

5.1.3 At this stage it is anticipated that at full operation there would be 136 staff on site throughout a typical weekday and up to 1,530 students on site per teaching session. Two different teaching sessions are proposed per day, a morning session from 9:00 until 13:00 and an afternoon session from 14:00 until 18:00, each with a different set of students. Each classroom would generally cater for 35 or 50 students.

5.1.4 The building would be open for 12 hours a day Monday to Friday, with open access information technology (IT) suites and a learning resource centre/library available to students until 20:00 every night, and until 22:00 two nights a week. The building would also be open on Saturdays from 08:00 to 19:00 with teaching from 09:00 to 18:00.
5.1.5 It is proposed that courses would commence at the campus in September 2017 and that the proposed works to the building would be implemented in a phased manner between 2016 and 2021 to accommodate the anticipated student growth which is as follows:

<table>
<thead>
<tr>
<th>Phase</th>
<th>Students per phase</th>
<th>Cumulative total of students</th>
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<tbody>
<tr>
<td>Phase 1 (2017-18)</td>
<td>645</td>
<td>645</td>
</tr>
<tr>
<td>Phase 2 (2018-19)</td>
<td>220</td>
<td>865</td>
</tr>
<tr>
<td>Phase 3 (2019-20)</td>
<td>275</td>
<td>1,140</td>
</tr>
<tr>
<td>Phase 4 (2020-21)</td>
<td>205</td>
<td>1,345</td>
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<tr>
<td>Phase 5 (2021-22)</td>
<td>185</td>
<td>1,530</td>
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5.1.6 Policy BE5 of the Borough Wide Development Policies DPD states that:

“Any net loss of office space (whether in use or vacant) will only be considered acceptable if all of the following criteria are met:

- There is evidence that the possibilities of re-using, refurbishing or otherwise improving the site to encourage continuing B1 office use have been fully considered and explored over a period of time.
- The alternative scheme will contribute significantly to wider regeneration initiatives.
- The alternative scheme will help to achieve a higher quality of design and / or improvements to the public realm.
- If possible, employment and training opportunities are retained or created as part of the new development.

The Council’s preferred use will be community based and before other new uses are proposed, the possibility of provision of a beneficial community facility must have been fully and genuinely explored”.

5.1.7 The borough has one of the highest proportions of working age adults with no qualifications in London. As well as key local policies to increase educational attainment within the borough, London-wide policies similarly aim to support the provision of higher educational facilities within boroughs with low levels of educational attainment, to provide greater educational choice.

5.1.8 The proposed change of use responds to these policies through the provision of a facility which aims to attract locally-based students. By pricing courses more competitively and providing flexible learning options, courses are expected to appeal to a more varied audience. As a result, by increasing levels of educational attainment and thereafter access to employment, direct benefits would be felt by the local community.

5.1.9 The principle of the proposed change of use is considered to be acceptable having regarding to Policy BE5 of the Borough Wide Policies DPD as it would result in a new education facility improving local access to higher education and providing job opportunities. It is accepted that the likelihood of finding an alternative B1 office user for the building in reasonable
timescales is remote given the extensive floorspace and listed status of the building.

5.1.10 The proposed change of use would also ensure that the Civic Centre is given a new lease of life when the Council vacates the building. The lease agreement between the Council and Coventry University London would ensure the long-term protection and maintenance of this important building.

5.1.11 The University has indicated their agreement to some continuing community use of the building and Council Chamber for meetings and Councillor clinics. A learning resource centre/library, cafe and some information technology (IT) suites may also be made available to the community at certain times of the week and year. The exact extent of the community uses has not yet been finalised however. It is therefore recommended that a condition be imposed on any planning permission requiring the submission and approval of a scheme of community uses for the Civic Centre.

5.1.12 Overall, the principle of the proposed change of use of the building to a higher education institution is welcomed and supported, subject to the matters discussed below being satisfactorily addressed.

5.2 Design and Heritage

5.2.1 The original part of the Civic Centre is considered to be a fine example of art deco design. The Civic Centre was Grade II listed on 24 August 1981 and the listing entry reads as follows:

Modern style. Built of mulberry coloured stocks laid mainly in English Bond with Portland stone dressings. Symmetrical facade of 3 storeys and semi-basement. Central Portland stone portico of higher elevation with 4 slim clustered columns and 3 reliefs with Civic Shield and personifications of some main industries of the area. Glazed staircase hall behind. The central staircase hall is flanked by wings of 13 bays each and further bay of 2 storeys; the whole having glazed semi-circular staircase projections at each end. Metal framed casements, the first floor windows having cornices and cast iron flower guards. Stone parapet, band and plinth. Cast iron guards to semi-basement. Semi-circular Council Chamber to rear, behind central staircase hall. Some modern rear extensions do not detract from the original design.

5.2.2 Paragraph 131 of the National Planning Framework (NPPF) states that “In determining planning applications, Local Planning Authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that 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”.

5.2.3 Paragraph 132 of the NPPF states that “When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a Grade II listed building, park or garden should be exceptional”.

5.2.4 Paragraph 134 of the NPPF 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”.

5.2.5 Policy CP2 of the Core Strategy, Policy BP2 of the Borough Wide Development Policies DPD and Policy 7.8 of the London Plan seek to protect and enhance the historic environment.

5.2.6 Policy BP2 of the Borough Wide Development Policies DPD states that “Proposals to alter, change the use of and/or extend any listed building, or for development in the vicinity of a listed building, must demonstrate that there will be no adverse impact (individual or cumulative) on the significance including its special architectural or historic interest of the building and its setting. Development proposals and regeneration initiatives which affect a listed building or its setting will be expected to demonstrate that any social and economic benefits of the scheme are balanced to ensure the development is in keeping with its significance including its special architectural and historic interest”.

5.2.7 It is proposed that small and large classrooms and tutorial rooms would be provided over all levels of the main building. The Council Chamber would generally be used as an informal learning hub (study zone) at first floor level and space for ‘quiet study’/library function at second floor level. It is proposed that the Chamber would also be used for a variety of other activities including occasional lectures and as a mock courtroom.

5.2.8 It is proposed that the ground floor of the annexe would be used as a café and learning resource centre while the upper floors of the annexe would be used as classrooms and tutorial rooms, a staff breakout and academic staff workroom and engineering and science labs.

5.2.9 A secure cycle store and bin store is proposed in the rear car parking area on the site of the old print room building which is to be demolished under a previous listed building consent.

5.2.10 It is understood that the green space to the front of the Civic Centre will become the responsibility of the University to maintain. The green space would provide an informal outdoor space for the students to use during their breaks. The adjacent park would provide an alternative outdoor space for the students to use.
5.2.11 The key design challenge for the applicant has been to create a market-leading higher education institution with minimal impact on the fabric of the Grade II listed building. The proposal accommodates all required teaching spaces within existing internal enclosures where possible, minimising the amount of demolition work. New internal partitions have been incorporated where necessary. The most significant changes required to the building are a result of the need to conform to Approved Document B of the Building Regulations which relates to fire protection and escape.

5.2.12 Key internal spaces in the main building such as the marble lobby and Council Chamber would remain materially unchanged, with all proposed furniture having no fixings to the existing fabric of the building.

5.2.13 The proposed development involves material changes to the interior and exterior of the building as summarised below:

- Ground floor level escape doors at either end of the main building corridors are to be re-hung so that they open outwards instead of inwards. The frame is also to be modified to allow an additional clear width of 30mm to satisfy Approved Document B of the Building Regulations (Fire Safety).

- New partitions with double doors are to be fitted at halfway points on all corridors within the main building and on the ground and first floor levels of the annexe to satisfy the fire escape distances in Approved Document B of the Building Regulations (Fire Safety).

- An additional escape stair and exit are to be created from the ground floor north corridor to the rear of the main building. The proposal would mimic an existing rear door on the south corridor which is likely to have been constructed at the time the annexe was built. This additional exit requires new stairs and an exit door from the raised ground floor level to the external street level to the rear of the building. This solution requires minimal work to the external facade, and is in a less visible location than other options explored.

- The external rear staircase of the main building is to be demolished and a new wider staircase and railings, with adjacent stair lift, are to be fitted in lieu. This alteration is required to accommodate an increased footfall as students would be encouraged to enter and exit through this door which provides easy access to the main car park.

- The addition of movable partitions between classrooms on the first floor south corridor of the main building.

- The addition of a kitchen to the ground floor of the annexe and the provision of a double door to the rear of the annexe providing delivery access for the kitchen. The proposed door would replace an existing window and the brickwork below it.

- The removal of the basement vault door in the main building.
- The removal and replacement of the ground floor reception desk in the main building. This alteration is required to accommodate the increased occupancy, arrival and departure of a large number of students. The relocation of the reception desk and removal of the back-lit screen-wall behind the current reception desk will allow a greater flow of students through both the east and west entrances of the main building.

- The removal of internal walls, where necessary, in the main building and annexe.

- The addition of new internal walls in the main building and annexe.

5.2.14 Historic England has recommended that the Council determines the listed building consent application in accordance with national and local policy guidance and on the basis of their specialist conservation advice. The Secretary of State has authorised this stance.

5.2.15 The six national amenity societies were also notified of the applications and given their statutory 28 days to respond. The Council for British Archaeology and the Twentieth Century Society both responded and advised that they had no objection/comment on the proposed development.

5.2.16 The applications were accompanied by a Heritage Statement which concludes that the proposed alterations to the listed building are minimal and that they are the least intrusive options for meeting the regulations and requirements for the proposed new use. With the exception of the introduction of the new fire exit stairs and door at ground floor level to the north corridor, the new external steps and railings to the rear entrance of the building and the new door to the rear of the annexe, no significant alterations to the fabric of the listed building are proposed. Furthermore, no works are proposed which would be detrimental to the principal architectural features of the listed building.

5.2.17 The proposed works to the interior and exterior of the listed building are considered to result in less than substantial harm and any detriment is outweighed by the re-use of the building as a community facility. In reaching this conclusion, officers have paid special attention to the desirability of preserving features of special architectural or historic interest, and in particular, listed buildings in accordance with Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

5.2.18 Officers consider that the proposed development is in keeping with the spirit of the relevant national, regional and local policies which seek to protect and enhance the historic environment.

5.3 Transport / Parking

5.3.1 The application proposes the retention of 160 on-site car parking spaces, including 12 blue badge spaces. The car parking provision is considered to be acceptable for the proposed use.
5.3.2 It is proposed to provide 330 cycle parking spaces in accordance with London Plan standards. The condition to secure these allows for the installation of spaces to be phased in line with the phasing of the construction works. The bulk of the spaces would, however, be in place on first occupation of the development.

5.3.3 Transport for London (TfL) has concluded that the highway/public transport trip generation associated with the change of use will be minimal and can be accommodated within the existing networks.

5.3.4 As set out in the ‘Consultation’ section of this report the Transport Development Management Officer has confirmed that there are no apparent adverse highway implications arising from the proposed development.

5.4 Sustainability & Energy

5.4.1 Policy 5.4 of the London Plan encourages retrofitting in order to reduce carbon dioxide emissions, improve the efficiency of resource use (such as water) and minimise the generation of pollution and waste from existing building stock.

5.4.2 Due to the age and listed status of the building there are limitations and risks upon the works that can be done to the mechanical, electrical and plumbing design. The University, however, has acknowledged that all new systems will be as efficient as possible.

5.4.3 The following sustainability proposals have been identified by the University in an effort to improve the efficiency of the building and to reduce carbon dioxide emissions:

- Repairing and maintaining the existing features of the building, including the windows.

- All ventilation systems will be in accordance with Building Bulletin 101: ‘Ventilation for Schools’ and the Chartered Institution of Building Services Engineers guidance TM52: ‘The Limits of Thermal Comfort: Avoiding Overheating in European Buildings’. Both natural ventilation and mechanical ventilation will be in operation.

- A building management system will be brought back into operation or replaced to meet the Higher Education Funding Council for England carbon requirements.

- All electrical systems installed will be designed to use the minimum amount of energy necessary.

- Metering will be provided for power and lighting and this will be connected to the University’s central energy monitoring system.

- There will be a thermal comfort survey in order to validate the standard of thermal comfort for the building users.
The existing lighting will be maintained as far as possible. All existing luminaires to be re-used will be repaired, cleaned and re-lamped to retain the existing features.

The proposals will not involve the loss of biodiversity or any habitats, and measures will be employed to reduce, re-use and recycle natural resources.

Waste recycling will be in line with the University’s existing policies including its two bin recycling scheme and WARPit (Waste Action Re-use Portal) which to date has reduced carbon emissions from waste by over 4,000 tonnes. WARPit helps organisations to re-use and recycle surplus or redundant resources.

Water-efficient taps and shower heads, dual flush toilets and low water use appliances will be used to minimise water use.

Water metering and leak detection alarms will be installed to monitor and minimise wastage; and

The use of sustainable materials for construction.

5.4.4 The University has acknowledged the Council’s proposal for a District Heating Network to be installed in the vicinity of the Civic Centre. The University has confirmed that should this be available to provide heating to the Civic Centre they would wish to investigate the option of connecting to the system as long as to do so would be economically advantageous. It is understood that the lease agreement for the Civic Centre between the Council and University would seek to secure a future connection to the District Heating Network.

6.0 Conclusion

6.1 The principle of the proposed change of use is supported and would result in a new education facility improving local access to higher education and providing job opportunities. The proposal would also ensure that the Civic Centre is given a new lease of life when the Council vacates the building as part of their new accommodation strategy. This means that the Grade II listed building would be regularly maintained and protected for the foreseeable future rather than being left vacant with the potential to deteriorate.

6.2 The proposal to allow some continuing community use of the building and Council Chamber and the potential to open the learning resource centre/library, cafe and some information technology (IT) suites to the community at certain times of the week and year is welcomed and will ensure that the community’s connection with this heritage asset is not lost.

6.3 The proposed works to the interior and exterior of the building are considered to result in less than substantial harm and any detriment is outweighed by the re-use of the building as a community facility.
Overall, the proposed development is in keeping with the relevant national, regional and local policies and it is recommended that that the Development Control Board grants planning permission and listed building consent subject to the conditions listed in this report (with any amendments that might be necessary up to the issue of the decision notices).

Background Papers

- Planning Application Files

  16/01390/FUL:  
  http://paplan.lbbd.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=OCVWRABL-G8R00

  16/01391/LBC:  
  http://paplan.lbbd.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=OCVWTSBL-G8T00

- Local Plan Policy


  Policy BE5 - Offices – Design and Change of Use  
  Policy BR2 – Energy and On-Site Renewables  
  Policy BR9 – Parking  
  Policy BR10 – Sustainable Transport  
  Policy BR11 – Walking and Cycling  
  Policy BR13 – Noise Mitigation  
  Policy BR14 – Air Quality  
  Policy BR15 – Sustainable Waste Management  
  Policy BC7 – Crime Prevention  
  Policy BP2 – Conservation Areas and Listed Buildings  
  Policy BP3 – Archaeology  
  Policy BP8 – Protecting Residential Amenity  
  Policy BP11 – Urban Design

  Core Strategy (July 2010):

  Policy CM4 – Transport Links  
  Policy CR1 – Climate Change and Environmental Management  
  Policy CC2 - Social Infrastructure to Meet Community Needs  
  Policy CP2 – Protecting and Promoting Our Historic Environment  
  Policy CP3 – High Quality Built Environment

- The London Plan (March 2016):

  Policy 3.18 – Education Facilities  
  Policy 5.3 – Sustainable Design and Construction
Policy 5.4 - Retrofitting
Policy 5.5 – Decentralised Energy Networks
Policy 6.3 – Assessing Effects of Development on Transport Capacity
Policy 6.9 – Cycling
Policy 6.10 – Walking
Policy 6.13 – Parking
Policy 7.1 – Lifetime Neighbourhoods
Policy 7.2 – An Inclusive Environment
Policy 7.3 – Designing Out Crime
Policy 7.4 – Local Character
Policy 7.5 – Public Realm
Policy 7.6 – Architecture
Policy 7.8 – Heritage Assets and Archaeology
Policy 7.13 – Safety, Security and Resilience to Emergency
Policy 7.14 – Improving Air Quality
Policy 7.15 – Reducing and Managing Noise, Improving and Enhancing the Acoustic Environment and Promoting Appropriate Soundscapes

- National Planning Policy Guidance

National Planning Policy Framework (March 2012)
Planning Practice Guidance