



Report Reference Number 2022/0032/LBC

To: Planning Committee
Date: 7th September 2022
Author: Linda Drake (Planning Project Officer)
Lead Officer: Hannah Blackburn (Planning Development Manager)

APPLICATION NUMBER:	2022/0032/LBC	PARISH:	Selby Town Council
APPLICANT:	North Yorkshire County Council	VALID DATE: EXPIRY DATE:	17th January 2022 30 th September 2022
PROPOSAL:	Listed building consent for alterations to the Grade II listed Selby Railway Station including the demolition of the existing mid-twentieth-century station building, the construction of a replacement new pavilion style station building, creation of new access points and associated works		
LOCATION:	Selby Station Station Road Selby North Yorkshire YO8 4NW		
RECOMMENDATION:	GRANT		

This application has been brought before Planning Committee as it relates to planning application reference 2022/0031/EIA which has also been brought before Planning Committee for consideration and because Selby District Council are cited as part applicant with North Yorkshire County Council on the application forms.

1. INTRODUCTION AND BACKGROUND

Site and Context

- 1.1 The application site comprises the entrance building to Selby Station, which lies within the Selby Conservation Area. Although not original the station entrance building is Grade II listed along with the station, the listing including the cast iron canopies on both platforms, the footbridge, and benches (NHLE 1365807).
- 1.2 Opposite the station entrance lies Selby Business Centre with Selby Park and the Abbey beyond. There is car parking to the front and side of the station and residential to the north-east along Station Road. Also within the local area are numerous listed buildings including Grade I Selby Abbey, the Grade II listed K6 telephone kiosk south of the Minster, the Grade II listed Railway Goods Shed (Former railway station) and the Grade II Jolly Sailor Inn.

- 1.3 This application has been submitted for consideration alongside application 2022/0031/EIA, also on this agenda, and seeks approval for the demolition of the existing station building on Station Road and erection of a new building.
- 1.4 The application forms a key element of the Selby Station Gateway Transforming Cities Fund proposal. Listed building consent has already been granted for alterations to the footbridge to accommodate lift towers; bridge strengthening works and refurbishment; alterations to openings on station buildings located on Platforms 1 and 2 and erection of temporary footbridge as part of the Access for All scheme to improve access and facilities at the station.

The Proposal

- 1.5 Listed building consent is applied for the demolition of the existing 20th Century station entrance building and the construction of a replacement pavilion style station building. The new station building would be constructed from brick with glazed curtain walling to front and rear, dark grey standing seam metal roof. Single storey in height it does not exceed the height of the adjacent wrought iron listed canopies, which has been designed with a flat roof at the rear that sits underneath the canopy structures. Rooflights and clerestory windows will allow natural light to enter the building and allow for views through to the platform canopies and footbridge.
- 1.6 Planning permission for the proposal is sought under application 2022/0031/EIA, also on this agenda.
- 1.7 The application is supported by various documentation, including a Historic Environment Desk-Based Assessment dated Jan 22, prepared by WSP.

Relevant Planning History

- 1.8 There is an extensive planning history on this site, the most relevant applications are:
 - 2015/0276/FUL - Installation of pre fabricated cycle storage and shelter units to the North and South of existing Platform 1. Decision: PER Decision Date: 20-MAY-15
 - 2021/0615/LPA - Prior approval for alterations to existing footbridge to accommodate lift towers; ridge strengthening works and refurbishment; alterations to openings on station buildings located on Platforms 1 and 2 and erection of temporary footbridge as part of the Access for All scheme. Decision: A7PER, Decision Date: 17-AUG-21
 - 2021/0614/LBC - Listed building consent for alterations to existing footbridge to accommodate lift towers; bridge strengthening works and refurbishment; alterations to openings on station buildings located on Platforms 1 and 2 and erection of temporary footbridge as part of the Access for All scheme. Decision: PER, Decision Date: 17-AUG-21
 - 2022/0031/EIA - External and associated internal alterations to Selby rail station, demolition in a conservation of the part of the station building, Selby Business Centre, the Railway Sports & Social Club, James Williams House, boundary walls along Ousegate at the entrance to Cowie Drive, and lean-to

at the railway goods shed. Reconfiguration of the bus station, highway alignments along Station Road, Ousegate, the Crescent/Park Street Junction. Public realm and landscaping improvements at the Wharf on Ousegate, Station Road and Selby Park. The creation of an underpass tunnel beneath Bawtry Road and creation of a new surface car park at Cowie Drive and new pedestrian and cycle access into the station from Cowie Drive. Inclusion of new bus stands, street furniture and EV bus charging points. DECISION PENDING

2. CONSULTATION AND PUBLICITY

2.1 **Parish Council** – No response received.

2.2 **Conservation Consultant** – Comments have been provided as part of a wider response to the TCF proposal. No specific concerns or objection have been raised regarding the station LBC application.

2.3 **Historic England** – No objection to the proposal. In summary their response is as follows:

- The Selby Station Gateway project proposes transformational changes to the GII listed station and Selby Conservation Area. The project will also have an impact on the setting of a number of listed buildings and abuts the Selby High Street Heritage Action Zone (HSHAZ). The Station Gateway and HSHAZ projects are complementary in their aspirations for a more active, connected and attractive town centre and together they comprise a very significant investment in urban renewal and regeneration in Selby. The proposals for the new station building, public realm and connection to the town centre are an exciting part of the proposals with potential for substantial benefits to the conservation area and setting of surrounding listed buildings.
- Welcome the proposals and have no objection to the replacement of the current station entrance with a new construction. The scale and style of the proposed new station building is sympathetic to the retained listed canopies and the materials appear appropriate for the character of the conservation area.
- The proposals for the station building support the requirements of paragraph 130 of the NPPF which promote developments which "will function well and add to the quality of the area" and "are sympathetic to local character and history". In removing elements that detract from the character of the conservation area and listed station, the proposals are also in accordance with paragraphs 197 and 206 of the NPPF.
- Recommend a condition to any consent requiring approval of material samples prior to installation.

2.4 **Society For The Protection Of Ancient Buildings** – No response received within consultation period.

2.5 **Historic Buildings & Places** – Advise that they do not wish to make any comments and defer to specialist advice of the LPA Conservation Officers

2.6 **Council For British Archaeology** – No response received within consultation period.

- 2.7 **Georgian Group** – The Georgian Group has not responded as the application building is outside our remit of 1700-1840.
- 2.8 **The Victorian Society** – No response received within consultation period.
- 2.9 **Twentieth Century Society** – No response received within consultation period.
- 2.10 **Publicity** - The application was advertised by site notice and press advertisement. No representations have been received.

3. SITE CONSTRAINTS

- 3.1 The site lies within the Selby Town Conservation Area. The station, its canopies and buildings are Grade II listed and there are numerous listed buildings in the surrounding local environment.

4. POLICY CONSIDERATIONS

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states "if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise". This is recognised in paragraph 11 of the NPPF, with paragraph 12 stating that the framework does not change the statutory status of the development plan as the starting point for decision making.
- 4.2 The development plan for the Selby District comprises the Selby District Core Strategy Local Plan (adopted 22nd October 2013) and those policies in the Selby District Local Plan (adopted on 8 February 2005) which were saved by the direction of the Secretary of State and which have not been superseded by the Core Strategy.
- 4.3 On 17 September 2019 the Council agreed to prepare a new Local Plan. The timetable set out in the updated Local Development Scheme envisages adoption of a new Local Plan in 2023. Consultation on issues and options took place early in 2020. Consultation on preferred options took place in early 2021. There are therefore no emerging policies at this stage so no weight can be attached to emerging local plan policies.
- 4.4 The National Planning Policy Framework (July 2021) (NPPF) replaced the February 2019 NPPF, first published in March 2012. The NPPF does not change the status of an up-to-date development plan and where a planning application conflicts with such a plan, permission should not usually be granted unless material considerations indicate otherwise (paragraph 12). This application has been considered against the 2021 NPPF.
- 4.5 Annex 1 of the National Planning Policy Framework (NPPF) outlines the implementation of the Framework -

"219.existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the

closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).”

Selby District Core Strategy Local Plan

The relevant Core Strategy Policies are:

SP1 – Presumption in Favour of Sustainable Development
SP15 – Sustainable Development and Climate Change
SP18 – Protecting and Enhancing the Environment
SP19 – Design Quality

Selby District Local Plan

The relevant Selby District Local Plan Policies are:

ENV1 – Control of Development
ENV24 – The Conservation, Alteration, Extension or Change of Use of a Listed Building

5. APPRAISAL

- 5.1 As the application seeks listed building consent for works to the listed station buildings, the main issue to be considered in assessing this application is the impact on the listed buildings as designated heritage assets and their setting.
- 5.2 The legislative framework relating to listed buildings is contained in the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 16(2) requires the Local Planning Authority when considering whether to grant listed building consent for any works to “have special regard to the desirability of preserving the building or its setting as well as any features of special architectural or historic interest which it possesses.”
- 5.3 Section 16 of the NPPF outlines national policy for conserving and enhancing the historic environment. At paragraph 197, it advises that local planning authorities should take account of: “a) the desirability of sustaining and enhancing the significant of heritage assets..., b) the positive contribution [they] can make to sustainable communities including their economic vitality, and c) the desirability of new development making a positive contribution to local character and distinctiveness.” It goes at paragraph 199 to state 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...irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”
- 5.4 The legislative background and national policy is specifically reflected in saved Policy ENV24 of the Local Plan and SP18 of the Core Strategy. Policy ENV24 only permits works to a listed building where it can be demonstrated that the proposal: would not adversely affect the architectural and historic character of the building and its setting, and not harm the historic fabric of the building. New elements need to be appropriate in scale, design, detailing and materials.
- 5.5 The proposal was the subject of pre-application discussions resulting in the submitted scheme. The application is supported by a Historic Environment Desk-

Based Assessment (Jan 22) prepared by WSP that sets out the significance of the above ground heritage assets and undertakes an impact assessment of the proposed scheme.

- 5.6 The existing building does not reflect historic railway architecture which was designed to a quality and style that celebrated travel and arrival. Therefore, its demolition and replacement are considered to be acceptable in principle. The scale and pavilion-style design of the proposed new station building would be sympathetic to the retained listed platform canopies and the palette of materials would be complementary to them and the wider historic setting, including that of surrounding listed buildings. The proposed replacement building is considered to be an improvement to the entrance to the listed station and as such it would enhance the significance of the heritage assets.
- 5.7 Consultation has been undertaken with heritage stakeholders, as outlined in section 2 above. Historic England welcomes the proposal, raising no objection to the replacement of the current station entrance building, though recommends a condition to be imposed on any consent granted requiring approval of material samples for the new building prior to installation. The Council's Conservation Consultant has not raised any specific issues relating to the proposal.
- 5.8 In light of the above, the application for listed building consent is considered to be acceptable and complies with national and local planning policy, in particular paragraph 197 of the NPPF and Policy ENV24 of the Local Plan. A condition requiring approval of the palette of materials to be used is considered reasonable in order to ensure a high-quality development and to ensure that the detailing is appropriate to both the stations listed status, its setting and the impact on the wider historic environment.

6. CONCLUSION

- 6.1 The application seeks listed building consent to demolish the existing station entrance building and replace it with a new building as part of the Selby Station Gateway Transforming Cities Fund Scheme. The proposal would not result in harm to the Grade II listed station. Despite the lack of harm identified, it would provide public benefits to the historic environment, to station users and the wider community. As such, it is considered to be acceptable and would comply with Policies ENV1 and ENV24 of the Selby District Local Plan, Policies SP18 and SP19 of the Core Strategy, Section 16(2) of the Planning (Listed Buildings and Conservation Areas Act) 1990 and the guidance contained within section 16 of the NPPF.

7. RECOMMENDATION

This application is recommended to be APPROVED subject to conditions:

1. The development for which permission is hereby granted shall be begun within a period of three years from the date of this permission.

Reason: To comply with the provisions of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2. The development hereby permitted shall be carried out in accordance with the plans/drawings listed below:

- Existing Station Layout - 20098-SGP-SEL-00-DR-A- 130000 Rev P4
- Existing Building Sections - 20098-SGP-SEL-00-DR-A- 130200 Rev P2
- Existing Site Plan - 20098-SGP-SEL-XX-DR-A- 100000 Rev P2
- Existing Elevations - 20098-SGP-SEL-XX-DR-A- 020300 Rev P1
- Proposed Site Plan - 20098-SGP-SEL-ZZ-DR-A- 131001 Rev P5
- Location Plan - 20098-SGP- SEL-XX-DR-A- 130002 Rev P3
- Proposed Elevations - 20098-SGP-SEL-XX-DR-A- 021300 Rev P6
- Proposed GA Sections Sheet 1 - 20098-SGP-SEL-XX-DR-A- 101202 Rev P6
- Proposed Roof Plan - 20098-SGP-SEL-RF-DR-A- 101104 Rev P5
- Proposed Step-free Route Plan - 20098-SGP-SEL-00-DR-A- 131103 Rev P1
- Proposed New Station Building Layout - 20098-SGP-SEL-00-DR-A- 131101 P7
- Demolition Plan - 20098-SGP-SEL-00-DR-A- 130001 Rev P2

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

3. Notwithstanding the submitted plans and details, prior to the erection of the building hereby permitted, details of the materials to be used shall be submitted to and approved in writing by the Local Planning Authority. This shall include samples of the brickwork and standing seam metal roof and confirmation of RAL colours to be used. The approved materials shall be used in the development.

Reason: In order to ensure that they do not harm the significance of the listed building and in order to comply with Policies ENV1 and ENV24 of the Selby District Local Plan.

8. Legal Issues

8.1 Planning Acts

This application has been determined in accordance with the relevant planning acts.

8.2 Human Rights Act 1998

It is considered that a decision made in accordance with this recommendation would not result in any breach of convention rights.

8.3 Equality Act 2010

This application has been determined with regard to the Council's duties and obligations under the Equality Act 2010. However it is considered that the recommendation made in this report is proportionate taking into account the conflicting matters of the public and private interest so that there is no violation of those rights.

9. Financial Issues

9.1 Financial issues are not material to the determination of this application.

10. Background Documents

10.1 Planning Application file reference 2022/0032/LBC and associated documents.

Contact Officer: Linda Drake (Planning Project Officer)

Appendices: None