

Report for Resolution

Report to Planning Applications Committee
Date 10 November 2011
Report of Head of Planning Services
Subject 11/01755/ET Southgate House Southgate Lane Norwich
NR1 2AQ

Item
5(1)

SUMMARY

Description:	Extension of time period for commencement of development for previous permission 08/00961/F 'Conversion and extension of existing dwelling house to provide four 1 No. bed self contained flats and one 2 No. bed self contained flat and associated car parking'.
Reason for consideration at Committee:	Member's Request
Recommendation:	Approve
Ward:	Mancroft
Contact Officer:	Mrs Joy Brown 01603 212542
Valid Date:	1st October 2011
Applicant:	Mrs Zaharat Power-Clare
Agent:	Mrs Zaharat Power-Clare

INTRODUCTION

The Site

Location and Context

1. The site is located on the north east side of Southgate Lane which is to the north of Bracondale. Southgate Lane is a pedestrian only through route with vehicular access to Southgate House and three other dwellings.
2. Southgate House is a detached dwellinghouse which is situated within a very large plot, compared to most city centre dwellings. There are trees adjacent to the site on the escarpment which drops away towards King Street and the river, as well as some trees on the site. The building itself is locally listed with features of interest such as quoin work detailing and the attachment of flint stones to the exterior walls. The property has previously been extended.

Constraints

3. The property is situated within the Ber Street character area of the City Centre Conservation Area, the area of Main Archaeological Interest and adjacent to an area designated for Publically Accessible Recreational Open Space and Woodland. The property is locally listed.

Planning History

4/78/1007/F – Erection of a first floor extension and escape stairs from the second floor. (APPR – 31/10/1978)

08/00961/F - Conversion and extension of existing dwelling house to provide four x 1no. bed self contained flats and one x 2no. bed self contained flat and associated car parking. (APPR - 14/11/2008)

Equality and Diversity Issues

There are no significant equality or diversity issues.

The Proposal

4. The proposal seeks the extension of time of permission (08/00961/F) for the conversion and extension of the existing dwelling house to provide four 1 bed self contained flats and one 2 bed self contained flat and associated car parking. The permission was granted on 14 November 2008.
5. The previous permission (08/00961/F) included the demolition of the existing extension and the erection of a part three storey, part single storey extension in its place. A new three storey extension was also permitted to the side elevation. Four parking spaces were approved as part of the previous application with bin and bike stores adjacent to the entrance gates, details of which were conditioned.

Representations Received

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. As of 1 November, no letters of representation have been received from neighbouring residents. The consultation period for this application expires on 2 November. Any further comments received will be reported verbally.
7. A letter of representation has been received from Councillor Fairbairn (Ward Councillor for Lakenham) which asks that the application be considered at planning committee. Councillor Fairbairn opposes the application and states that unless there is a good reason why the conversion did not go ahead within the time period covered by the previous consent, he does not see why the consent should be extended. Four single bed roomed flats would encourage rather short term residencies and lead to a fairly fluid population of residents.

Consultation Responses

8. Design and conservation – The proposal remains the same as the previous approved application and there are no issues arising from an urban design or conservation point of view which would cause me to raise any new objections.
9. Tree officer – No further comments
10. Transportation – No comments received.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1 – Delivering sustainable development
PPS1 Supplement - Planning and Climate Change
PPS3 – Housing
PPS5 – Planning for the historic environment
PPG13 – Transportation

Relevant policies of the adopted East of England Plan Regional Spatial Strategy 2008

ENV6 – The Historic Environment
ENV7 – Quality in the Built Environment

Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011

Policy 1 – Addressing climate change and protecting environmental assets
Policy 2 – Promoting good design
Policy 3 – Energy and water
Policy 4 – Housing delivery
Policy 9 – Strategy for growth in the Norwich Policy Area
Policy 11 – Norwich City Centre

Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

NE3 – Tree protection
HBE3 – Archaeological Assessment in Area of Main Archaeological interest
HBE8 – Development in Conservation Areas
HBE12 – High Quality of Design
EP22 – High Standard of Amenity
HOU13 – Proposals for New Housing Development
HOU18 – Conversion of larger properties to multiple occupation
TRA6 – Parking Standards
TRA7 – Cycle Parking Standards
TRA8 – Servicing Provision

Supplementary Planning Documents and Guidance

Trees and Development SPD

Norwich City Centre Conservation Area Appraisal

Written Ministerial Statement: 23 March 2011: Planning for Growth

Support of enterprise and sustainable development.

Draft National Planning Policy Framework

Principle of Development

11. The overarching message conveyed by government is to allow flexibility to extend the life of planning permissions is that, in the current economic circumstances, a positive and constructive approach should be taken towards applications that improve the prospects of sustainable development being brought forward. Local planning authorities retain discretion as to whether to accept an application to extend the life of a planning permission or to require a new application. This reflects the recognition in the Guidance Note that applications may be refused if changes in the development plan or other material considerations indicate that the proposal should no longer be treated favourably, or if the procedure is considered inappropriate.
12. In this instance the proposal broadly complies with changes in policy and other material considerations arising since the original grant of permission in 2008. An assessment of the main policy changes since 2008 are set out below. A copy of the previous committee report is also attached for information.

Policy Considerations

13. There is no specific policy change arising out of the “saved” policies of the City of Norwich Local Plan or East of England Plan with the above policies being considered at the time of the original application. The Joint Core Strategy was adopted in March 2011 and covers the plan period to 2026. The issues arising from the adoption of the Joint Core Strategy are discussed below.

Affordable Housing

14. Policy 4 of the Joint Core Strategy sets out that a proportion of affordable housing will be sought on all sites of 5 or more dwellings whereas the Local Plan required affordable housing to be provided on sites for 25 or more dwellings. The proposal involves the conversion of an existing dwellinghouse to five flats and therefore the net increase in units is four. As such a percentage of affordable housing is not required in this instance.

Energy Efficiency and Water Conservation

15. Policy 3 of the Joint Core Strategy is concerned with energy and water efficiency. As the proposal is for less than 10 dwellings there is no requirement for the development to provide 10% of the schemes expected energy requirements from decentralised or renewable energy. The Joint Core Strategy does however require that all new housing is water efficient and should reach Code for Sustainable Homes level 4 for water. It is felt that in the circumstances the policy requirement for water efficiency could adequately be covered by a condition.

Conclusions

16. The conversion and extension of the existing dwellinghouse to provide five self contained flats has previously been accepted in principle. Subject to an additional condition relating to water conservation, it is considered that the development accords with the changes in policy and material considerations arising since the previous grant of permission in 2008. As such it is considered appropriate to grant permission for the extension of time subject to the conditions listed below.

RECOMMENDATIONS

To approve Application No 11/01755/ET Southgate House, Southgate Lane, Norwich and grant planning permission, subject to the following conditions:-

- 1) Standard time limit
- 2) In accordance with plans
- 3) Details of cycle parking, bin storage and car parking to be agreed
- 4) Details of how the three storey extension to the south east elevation will be attached to the wall of the original building
- 5) Details/samples of bricks, tiles, external joinery, rainwater goods
- 6) Details of mortar, brick bond, eaves, ridges
- 7) Archaeological investigation, evaluation and mitigation measures
- 8) In accordance with Arboricultural Implications Assessment and Tree Protection Plan
- 9) Water efficiency

Reasons for approval:

The proposed development accords with the changes in policy and material considerations arising since the previous grant of permission in 2008, subject to an additional condition relating to water efficiency. The conversion and extension of the dwellinghouse to provide five flats has previously been accepted in principle. It is not considered that the proposal will have an adverse affect on the residential character of the surrounding area, existing facilities, highway safety or trees. Furthermore the proposal is of good design and will not have an adverse impact on the character of the conservation area or the locally listed building itself. The proposal provides adequate living conditions for future residents of the site and will not have a significantly detrimental impact upon the living conditions of neighbouring residents.

The proposals are therefore considered to meet the relevant criteria of PPS1, PPS3, PPS5 and PPG13, policies ENV6 and ENV7 of the East of England Plan, policies 1, 2, 3, 4, 9 and 11 of the Joint Core Strategy, Adopted Version, March 2011 and saved policies NE3, HBE3, HBE8, HBE12, EP22, HOU13, HOU18, TRA6, TRA7 and TRA8 of the City of Norwich Replacement Local Plan, Adopted Version, November 2004 and to all other material considerations.

Planning Applications Committee

Section C

13 November 2008

Agenda Number:	C5
Section/Area:	Inner
Ward:	Mancroft
Officer:	Jo Negus
Valid Date:	15th September 2008
Application Number:	08/00961/F
Site Address :	Southgate House Southgate Lane Norwich NR1 2AQ
Proposal:	Conversion and extension of existing dwelling house to provide four x 1no. bed self contained flats and one x 2no. bed self contained flat and associated car parking.
Applicant:	Mrs Zaharat Power-Clare
Agent:	NPS Property Consultants Ltd

THE SITE

The site is located to the north of Bracondale and to the north of Southgate Lane, a pedestrian-only through route. The three other dwellings in Southgate Lane share the vehicular access via Bracondale.

The building is a detached dwelling house with a very large garden in compared to most city centre dwellings. There are trees adjacent to the site on the escarpment which drops away towards King St and the river, as well as some trees on the site. The building itself is locally listed with features of interest such as quoin work detailing and the attachment of flint stones to the exterior walls.

Southgate House is within the City Centre Conservation Area, the Area of Main Archaeological Interest and adjacent to an area designated for Publically Accessible Recreational Open Space and Woodland.

RELEVANT PLANNING HISTORY

4/78/1007/F. Erection of a first floor extension and escape stairs from the second floor. The extension comprised of a mansard style roof that was subservient to the main dwelling approved in 1978.

THE PROPOSAL

The proposal is to convert the large dwelling house into four x 1 bedroom flats and 1 x 2 bedroom flats with associated car parking, cycle parking and bin storage and extend the building. The extension granted permission in 1978 on the front elevation is proposed to be removed and replaced with a part three storey extension and part single storey extension. A new three storey extension is proposed to the side elevation/south west elevation. The bin and bike stores will be located adjacent to the entrance gates, and are recommended to be agreed through a condition.

The site has been subject to extensive pre-application discussions.

CONSULTATIONS

The application was advertised on site in the press and adjacent occupiers notified. Five letters of representation have been received from neighbours on the following grounds:-

- the traffic implications on Southgate Lane with the potential of more cars and increased pressure on junction with Bracondale
- the safety of traffic on Southgate Lane due to gradient, especially in relation to cars turning in the north of the road and potential damage to the flint wall of 9 Bracondale
- loss of privacy and overlooking from new extension on south west elevation
- loss of a family house to flats.

A letter of representation has also been received from Councillor David Fairbairn (Ward Councillor for Lakenham) who is concerned that the area has many fine examples of Victorian and pre-Victorian architecture and that the proposal will be out of character. It would also lead to a loss of large family housing.

PLANNING CONSIDERATIONS

Relevant National Planning Policies:

Planning Policy Statement 1 – Delivering Sustainable Development

Planning Policy Statement: Planning and Climate Change. Supplement to Planning Policy Statement 1.

Planning Policy Statement 3 – Housing

Planning Policy Guidance 13 - Transport

Planning Policy Guidance 15 – Planning and the Historic Environment

Relevant Regional Planning Policies:

ENV6 –The Historic Environment
ENV7 – Quality in the Built Environment

Relevant Local Plan Policies:

NE3 – Tree protection, control of cutting, lopping etc.
HBE3 – Archaeological Assessment in Area of Main Archaeological interest
HBE8 – Development in Conservation Areas
HBE12 – High quality design
EP22 – Residential amenity
HOU13 – Proposals for new housing development on other sites
HOU18 – Conversion of larger properties to multiple occupation
TRA6 – Parking standards – maxima
TRA7 – Cycle parking standards

The proposal entails the alteration and extension of Southgate House to convert the house from one residential dwelling to five flats. Further to the principle of the change of use the design, resulting amenity, provision for cycle parking, bin storage and car parking and the impact of the surrounding trees and potential archaeological remains will be considered.

Principle of change of use

The existing building is used as one dwelling house and its conversion to five flats needs to ensure that there is no adverse effect on the character of the residential area, the site is of a suitable size, the design is acceptable and there is a safe access onto the highway, the provision of open space and space for bin and cycle storage.

The immediate surrounding area is characterised by large dwelling houses but also more recently developed flats, for example in Foulgers Opening. The relevant local plan policy, saved policy HOU18, primarily seeks to ensure the density of dwelling houses and houses of multiple occupation does not lead to an adverse impact on local facilities in the area or on the character of the area. The area around Southgate Lane is not developed with flats and homes of multiple occupation to a level that would lead to an additional four dwellings in the form of flats having an adverse impact on the character of the area.

The existing dwelling is a very large dwelling in comparison to most residential dwellings in the city centre. There is considered to be adequate space for outdoor amenity of the residents, car parking, covered and secure cycle parking and bin storage adjacent to the entrance to the site the proposed change of use is considered to be acceptable. The exact details of the parking, cycle storage and bin storage are recommended to be dealt with by condition. By virtue of the size of the site the conversion of one dwelling house to five flats is not considered to lead to inadequate open space and amenity for the future occupiers.

Highways and Access

Policy TRA6 of the local plan allows one parking space per dwelling. The proposed plans detail five parking spaces in accordance with this policy. The addition of five more cars is not considered to have a significant adverse impact on highway safety of Southgate Lane or Bracondale.

The concern raised over the potential for damage to the flint wall of a neighbouring property is also not considered to be sufficient grounds to refuse permission. Whilst the behaviour of drivers cannot be predicted there is adequate turning space within the site boundaries of Southgate House and so is not considered reasonable to assume that this proposal will lead to an increase in the amount of car turning in Southgate Lane.

Design and form of proposed extensions

Southgate House has been heavily altered since its original construction. The existing extension on the south east elevation granted permission in 1978 will be removed and replaced with a three storey extension and single storey extension. The second extension is a three storey extension from the south west elevation.

The extension on the south east elevation replaces an unsympathetic alteration with a well balanced and sympathetically designed extension. The scale, form and massing of the extension are in keeping with the existing building and subject to materials the extension is considered acceptable. The extension to the south west of the main house is proposed to be three storeys. The height of the proposed extension is considered to sit comfortably with the existing building, as the ridge height is slightly subservient to the main dwelling house. The length of this extension was initially of concern. The original proposed length of the extension excluding the proposed bay window was 5m. This would have been visually awkward in comparison to the shape, form and massing of the original building. Through discussions the extension was reduced to 3.5m in length excluding the bay window, which is now considered to be an acceptable extension to the building.

Conditions are recommended for external facing materials and details of how the extension will be attached to the quoin work on the existing building, mortar, eaves, ridges and brick bond to ensure the details of the extensions are sympathetic to the character of the locally listed building and Conservation Area.

Amenity of Neighbours

The existing dwelling is located in a large garden and the proposed built form is not considered to lead to a loss of privacy or to overlooking of adjacent properties. Both extensions are located at a considerable distance from the nearest neighbours. The extension to the south east replaces an existing extension, but is located approximately 30m from the nearest neighbour on Southgate Lane. The extension to the south west of Southgate House is also located approximately 30m from the nearest neighbour 'The White House'. Therefore the conversion and extensions are not considered to lead to an adverse affect on the privacy of adjacent residential dwellings. With regards to the concerns raised by neighbours on overlooking, the extension that would have affected the neighbours in question has been reduced by 1.5m. The extension is now further away from the neighbouring dwelling.

Trees and Archaeology

The site is adjacent to an area of land designated as Publicly Accessible Open Space and as woodland. Therefore there are a number of trees to the north and east of the site, as well as numerous other trees around the site. Also the site is subject to a Tree Preservation Order, which protects any tree within the site. An Arboricultural Implications Assessment and Tree Protection Plan report was submitted as part of the application. The Councils' Tree Protection Officer considers that the proposed development would not have an adverse effect on the health or lifespan of the trees provided the recommendations of the report are followed. A condition is therefore recommended below to ensure this occurs.

No details of archaeological reports have been submitted with the application and so a condition is recommended to ensure that appropriate works are carried out to ensure the preservation of any archaeological remains on site.

Conclusion

The proposal to convert the existing dwelling of Southgate House to five flats is considered acceptable. By virtue of the specific residential character of the large dwelling with garden space and the characteristics of the surrounding area the proposed use is not considered to have an adverse effect on existing facilities, the character of the area or highway safety. The site also can accommodate adequate outdoor amenity space, secure cycle storage, bin storage and car parking. The potential increase in number of cars is not considered to lead to an adverse impact on highway safety. The overall design, form, shape and massing of the proposed extensions are considered to be acceptable. There is also not considered to be an adverse effect on neighbouring residential amenity through overlooking, on the trees on the site or any archaeological remains. The application is therefore recommended for approval subject to the following conditions.

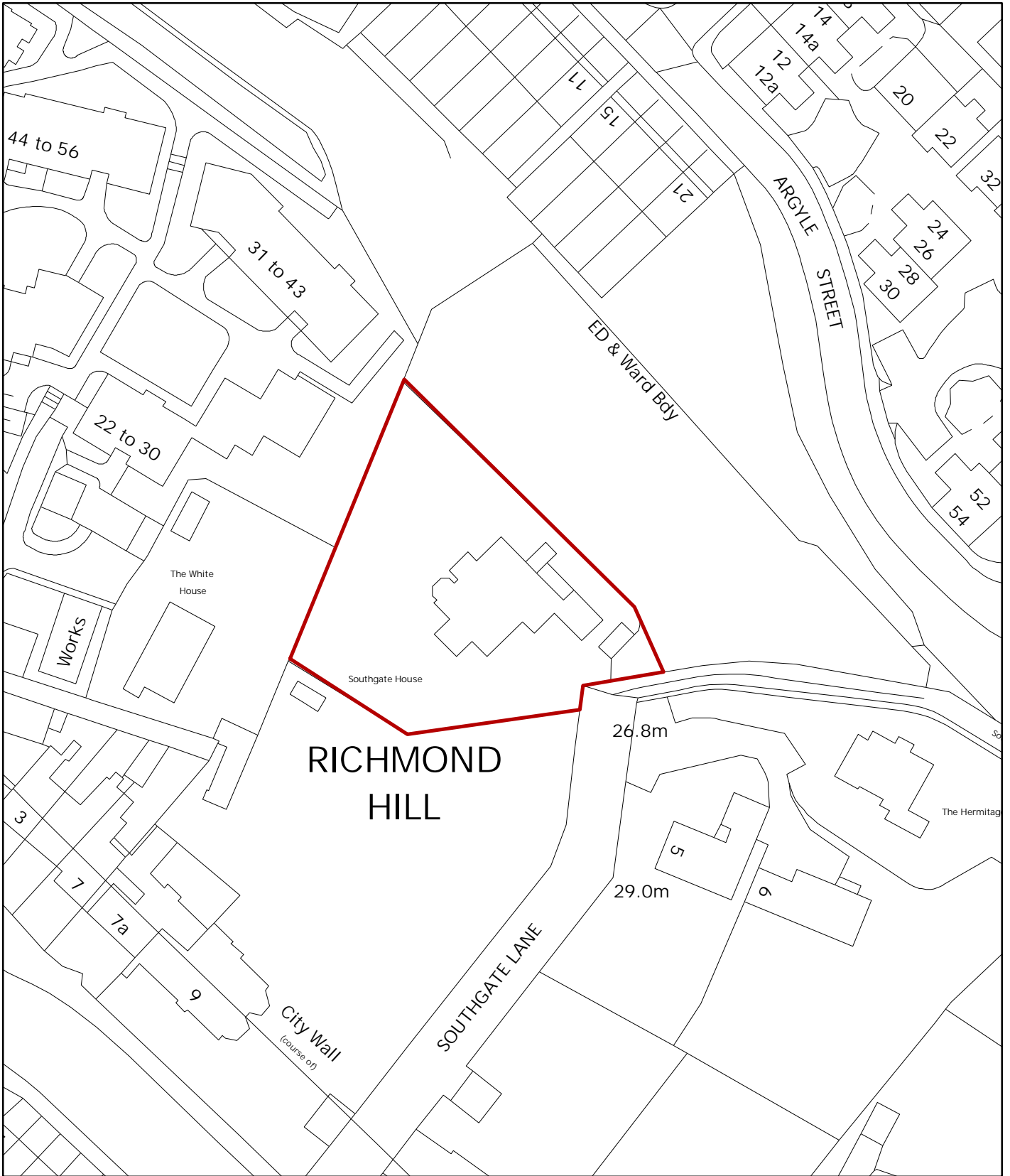
RECOMMENDATIONS

GRANT PLANNING PERMISSION subject to the following conditions:

- 1) Standard time limit
- 2) Development to be in accordance with Arboricultural Implications Assessment
- 3) Details of cycle parking, bin stores and car parking to be agreed.
- 4) Detail of treatment of south east elevation with regards to quoin work.
- 5) Samples of bricks, tiles, external joinery and rainwater goods to be agreed.
- 6) Details of mortar, eaves, ridges and brick bond to be agreed.
- 7) Archaeological investigation, evaluation and mitigation measures.

Reasons for Approval:

- 1) The proposed change of use and development is not considered to have an adverse affect on the residential character of the surrounding area, existing facilities or on highway safety, by virtue of the low increase in residential density resulting from the proposal. The proposed change of use and development is therefore considered to be in accordance with saved policies HOU13 and HOU18 of the City of Norwich Replacement Local Plan, Adopted Version (November 2004).
- 2) The proposed development is considered to have adequate provision of space for outdoor amenity, secure cycle storage, bin storage and car parking on site by virtue of the land around Southgate House available. The proposed development is therefore considered to be in accordance with saved policies HOU13, HOU18, TRA6 and TRA7 of the City of Norwich Replacement Local Plan, Adopted Version (November 2004).
- 3) The proposed development is not considered to have an adverse affect on the character of the Conservation Area or the character of the locally listed building, by virtue of the removal of an unsympathetic extension and proposed extensions that are sympathetic to the existing built form through design, massing, shape and form. The proposed development is therefore considered to be in accordance with saved policies HBE8 and HBE9 of the City of Norwich Replacement Local Plan, Adopted Version (November 2004), policies ENV6 and ENV7 of the East of England Plan (May 2008) and Planning Policy Guidance 15.
- 4) The proposed development is not considered to have an adverse affect on either the amenity of neighbouring residential dwellings or the trees on site, by virtue of the fact the development is located at an adequate distance from both neighbouring properties and the trees on site respectively. The proposed development is therefore considered to be in accordance with saved policies EP22 and NE3 of the City of Norwich Replacement Local Plan, Adopted Version (November 2004).



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Planning Application No 11/01755/ET
 Site Address Southgate House, Southgate Lane
 Scale 1:750



NORWICH
City Council

PLANNING SERVICES

