

**Report to** Planning applications committee

**Item**

14 May 2015

**Report of** Head of planning services

**Subject** Application nos 15/00447/F and 15/00448/L - Mill House Mansfield Lane, Norwich, NR1 2NA

**4(F)**

**Reason for referral** Objection

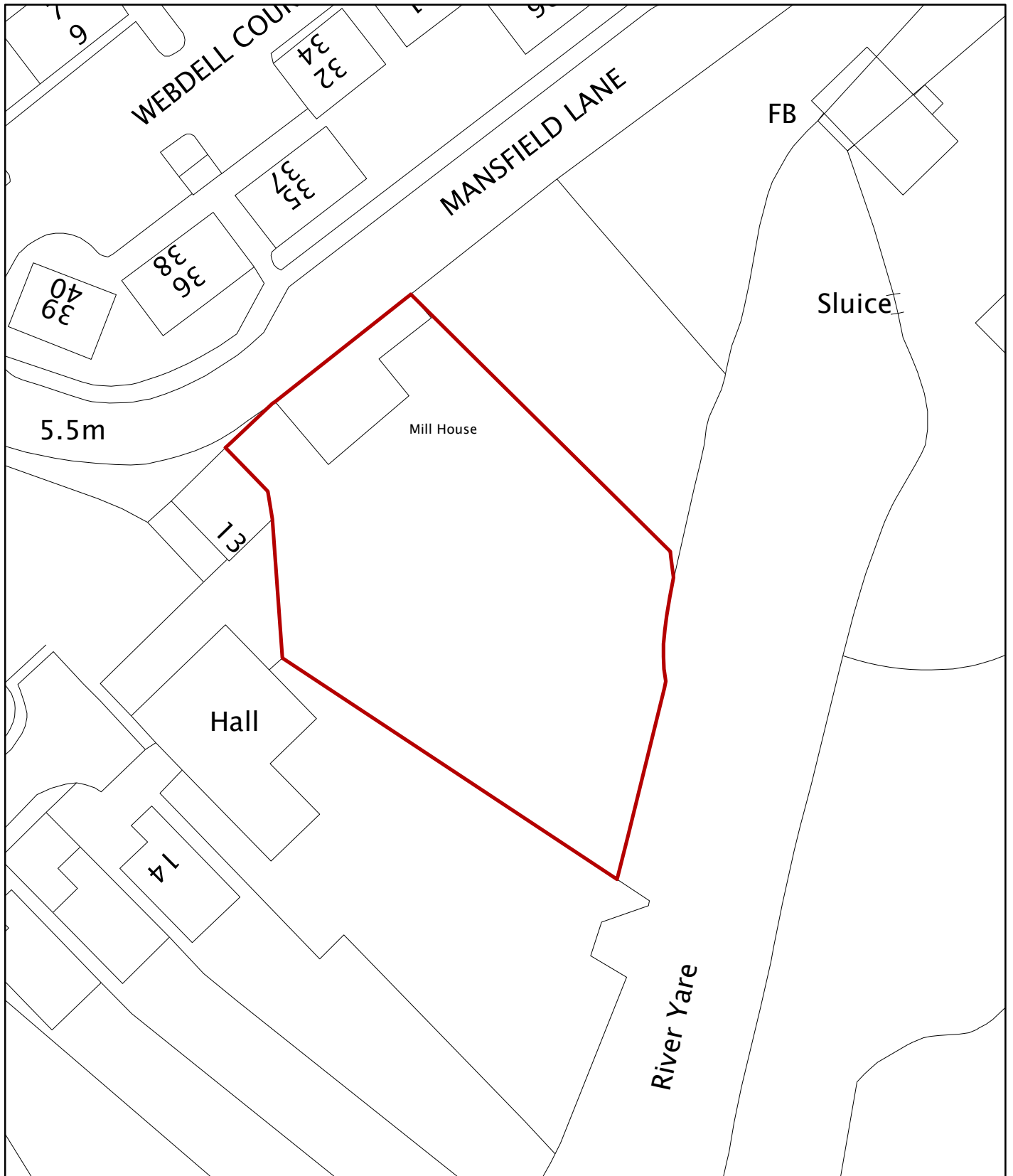
**Applicant** Mr Andy Walker

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<b>Ward:</b>	Lakenham
<b>Case officer</b>	Mr Kian Saedi - kiansaedi@norwich.gov.uk

Development proposal		
Demolition of garage and erection of two storey side annexe extension.		
Representations		
Object	Comment	Support
3	0	3

Main issues	Key considerations
1 Design and heritage	Impact of development upon historic fabric of the listed building, the character of the conservation area and surrounding Yare Valley character area, and impact on the setting of the listed building
2 Amenity	Impact on the amenity of neighbouring properties
3 Highway safety/parking	Will the proposal result in any harm to highway safety. Is parking provision acceptable?
<b>Expiry date</b>	13 May 2015 (extended to 21 May)
<b>Recommendation</b>	Approve planning and listed building consent applications with conditions



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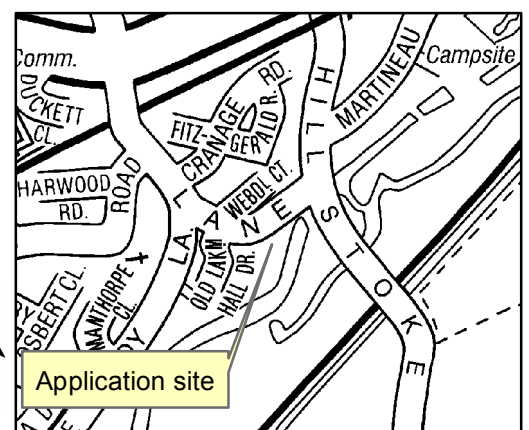
Planning Application No 15/00447/F & 15/00448/L  
 Site Address Mill House Mansfield Lane

Scale 1:500



**NORWICH**  
 City Council

PLANNING SERVICES



## The site and surroundings

1. The proposal affects a Grade II listed building, Mill House, which lies on the western edge of the Old Lakenham Conservation Area. The building dates from the early 19th century.
2. Mill House still retains its relatively isolated setting in the village, with the land between the house, the mill and the river remaining undeveloped. The historic wall, sections of which are in brick and flint is a strongly defining feature of the lane. To the north and west of the site are relatively modern houses and apartments, which are located outside of the conservation area.

## Constraints

3. The site is located within the Old Lakenham Conservation Area and the application building is grade II listed. The site also falls within the Yare Valley Character Area.
4. The area where development is proposed falls just outside of flood zone 2 as identified on the Environment Agency's flood map.

## Relevant planning history

5.

Ref	Proposal	Decision	Date
4/1998/0118	Erection of single storey rear extension.	REF	26/03/1998
4/1998/0961	Condition 05 - details of external joinery for previous planning permission 4950744/F "Conversion to residential use"	APPR	02/12/1998
4/1998/0112	Erection of single storey rear extension	REF	26/03/1998
4/1999/0050	Erection of single storey extension on east gable.	APPR	08/03/1999
4/1999/0051	Demolition of lean to and erection of single storey extension.	LBC	08/03/1999
4/1999/0520	Condition 2: details for previous permissions 4990050/F and 4990051/L "Erection of single storey extension".	APPR	13/07/1999

## The proposal

6. The proposal is for the demolition of the existing garage and erection of two-storey and single-storey side/rear annexe extension.

## Representations

7. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Six letters of representation have been received, three objecting to the scheme and three in support. The issues raised are summarised in the tables below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

### Letters of objection

Issues raised	Response
Loss of privacy	Main issue 2
Loss of light	Main issue 2
Loss of view	Not a material planning consideration.
Community events at the scouts headquarters on the neighbouring site could be impaired by residents of the annex complaining of noise and disturbance	Events taking place at the Scout headquarters are not likely to be of frequency, type and intensity to harm the amenities of the occupants of the annexe. Consideration can also be given to the fact that the residential use of the application site is long established and that the surrounding area is residential with certain properties on Old Lakenham Hall Drive located in equal and closer proximity to the Scout Hall site than the annexe will be.
Inadequate parking/increased pressure on parking availability	Main issue 3
Pedestrian safety harmed by vehicles parking in front of the gate leading to the store building	Main issue 3
Disruption to highway during construction	It would be necessary to apply for a license to place a skip on the public highway. Construction vehicles may have to park in the surrounding area but would present only a temporary inconvenience.
Reason for extension	The proposal is for an annexe extension to be used in conjunction with the main dwelling. Planning permission will be conditioned to ensure that the annexe is used as such and not sold or leased

	separately.
Disruption and costs that would result should the shared party wall with the adjacent Scout building be demolished.	<p>The wall is in the ownership of the applicant as indicated on the application form and site plan. Any works that might affect adjoining development would need to be addressed by the relevant parties entering into a shared party wall agreement. This matter cannot be considered within the assessment of the planning application.</p> <p>Planning permission will be conditioned to ensure that the historic sections of the wall are repaired and retained.</p>

### Letters of support

Issues raised	Response
Innovative and interesting design	Main issue 1
The proposal would make little difference to the appearance of the building and proposed new roof would be more pleasing than the existing plastic roof of the garage	Main issue 1
Parking issues in the area are a minor inconvenience	Main issue 3
Comments submitted on behalf of the residents association do not represent a true indication of how all of the members feel about the proposal. The decision to object was taken by the committee alone	Noted

## Consultation responses

- Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

### Design and conservation

- The extension is subservient to the existing listed building and proportionate in scale and height.

# Assessment of planning considerations

## Relevant development plan policies

10. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
  - JCS2 Promoting good design
  - JCS6 Access and transportation
  - JCS12 The remainder of the Norwich urban area including the fringe parishes
11. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
  - DM1 Achieving and delivering sustainable development
  - DM2 Ensuring satisfactory living and working conditions
  - DM3 Delivering high quality design
  - DM5 Planning effectively for flood resilience
  - DM6 Protecting and enhancing the natural environment
  - DM9 Safeguarding Norwich's heritage
  - DM30 Access and highway safety
  - DM31 Car parking and servicing

## Other material considerations

12. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
  - NPPF0 Achieving sustainable development
  - NPPF3 Supporting a prosperous rural economy
  - NPPF7 Requiring good design
  - NPPF10 Meeting the challenge of climate change, flooding and coastal change
  - NPPF11 Conserving and enhancing the natural environment
  - NPPF12 Conserving and enhancing the historic environment

## Case Assessment

13. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

## Main issue 1: Design and heritage

14. Key policies and NPPF paragraphs – JCS2, DM3, DM6 and DM9, NPPF paragraphs 9, 17, 56, 60-66 and 128-141.

## Works to the listed building and historic wall

15. The proposal will involve the demolition of the existing garage and erection of a two-storey and single-storey annexe to the west side and rear of the main dwelling. The garage is a later addition to the site, constructed of brickwork understood to date from the 20<sup>th</sup> century and is not of any particular historical or architectural significance. The demolition of the garage itself is not objectionable therefore and will not result in any harm to the significance of the listed heritage asset.
16. The garage does however feature a shared party wall with the neighbouring store room used by the Norwich Sea Scout Group, which is of historic interest and considerable age. The wall has been identified in the Old Lakenham Conservation Area Appraisal as a significant historic wall despite it being clear that it has been subject to several stages of more recent repair works. The remaining historic wall retains considerable historical significance and the proposal must therefore provide for its retention and repair, and enable the wall to remain exposed following construction works rather than being concealed behind plaster work. Any planning permission will be conditioned to ensure that a scheme is agreed for the repair and retention of the historic wall.
17. The only alteration to the original fabric of the listed building involves the creation of an access between the main dwelling and the annexe. The access will not affect any key element that could be said to contribute to the listed building's significance and the proposed alteration is regarded as "less than substantial" harm as defined by the NPPF, and justified by the need to create internal passage to the adjoining annexe.

#### The annexe and impact of the development upon the setting of the listed building

18. The proposed annexe is two-storey where it forms the frontage onto Mansfield Lane before dropping to single-storey at the rear. The annexe extension is stepped back from the building line of the existing dwelling and the roof is set at a lower height than the roof of the main dwelling. This will result in the annexe appearing subservient to the main dwelling as not to detract from its significance. It is proposed to construct the annexe of brickwork to match the front façade of the existing garage building and the exposed brick of the dwelling. Any attempt to mimic the flint rubble cladding of the main dwelling would likely be harmful to its significance so the use of brickwork alone is welcomed. A condition will be added to ensure that the specification of brick is sympathetic to existing materials. The two-storey side extension has been detailed with a parapet wall which will provide interest in the elevation and echo the parapet wall on the main dwelling.
19. The single-storey element of the annexe will replace the existing garage and shed which have fallen into a state of disrepair and are of no particular historical significance. At the rear the annexe is again subservient to the main dwelling and proportionate in scale and height. Lime render will be applied at the rear and the windows will match the proportion of existing windows on the dwelling. Conservation roof lights are to be installed which will fit flush in the flat roof as to minimise their impact when viewed from the surrounding area.
20. Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that special regard should be made to the desirability of preserving the building or its setting or any features of special or architectural interest that it possesses. It is important to note that Court of Appeal in *Barnwell Manor Wind Energy Ltd v East Northamptonshire DC* [2014] has held that 'considerable

importance and weight' must be given to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise. Furthermore, less than substantial harm having been identified does not amount to a less than substantial objection to the grant of planning permission. It should be noted that The Barnwell Manor case principles (see above) are of similar application in the context of s72 duties, also, - i.e. considerable importance and weight is to be given.

21. The annexe abuts the south-western elevation of the dwelling which has been subject to more modern brick cladding. The western elevation does not reflect any particular historical significance and the two-storey extension will not remove the ability to experience the historically significant front and north-east elevations. The rear element of the extension will sit on a similar footprint to the two existing structures to be demolished and is of similar scale in terms of height. The rear element of the annexe will not remove the ability to view and appreciate the listed building when viewed from the rear and the proposal will adequately preserve the setting of the listed heritage asset.
22. The annexe has been well-designed as not to detract from the appearance and historic significance of the main dwelling and will replace two existing structures that are in a state of disrepair. The annexe represents an extension to an existing building and will not have any significant impact upon the surrounding Yare Valley character area.

#### Impact of the proposal on the character of the conservation area

23. The site sits on the western fringe of the Old Lakenham Conservation Area. The main views of the annexe from the western and eastern approach along Mansfield Lane will be from positions outside of the conservation area. Nevertheless, the annexe has been sympathetically proportioned and well designed to not detract from the appearance and setting of the listed building. The proposal will not therefore harm the character of the conservation area and will accord with policies DM3, DM6 and DM9 of the *local plan*.

#### **Main issue 2: Amenity**

24. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
25. The annexe will improve the living conditions of the present occupiers of the application dwelling by providing additional living space.
26. The first floor of the annexe will be used as a bedroom and has two windows facing north towards flats located on Webdell Court. There is a distance of ~12 metres between opposing windows, which are also separated by the road along Mansfield Lane. While there may be some potential for overlooking, the opportunity would be no greater than that from existing upper floor windows on Mill House and the degree of overlooking will not significantly harm the amenity of neighbouring properties.
27. Any increase in overshadowing resulting from the development would not be significant and would primarily affect the highway. There will be no significant impact of loss of daylight to nearby residential properties as a result of the development.



### **Main issue 3: Highway safety and parking**

28. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
29. The vehicle access is located adjacent to a bend in the road and visibility is not therefore ideal. However, No additional parking is proposed as part of the proposal and vehicular access remains virtually as existing with the exception of shifting the garage doors ~two metres to the west to accommodate the internal hallway. The proposal will not therefore result in any significant detriment to highway safety.
30. The proposal will increase the living capacity of the application dwelling resulting in a greater potential for additional vehicle(s) parking at the site. The proposal will however only create one additional bedroom and the potential increase in car ownership at the site is therefore low. Occupants of the application dwelling would have access to the one space within the garage, the unrestricted parking lay-by on the opposite side of the road and in walking distance of the site in the surrounding area. Existing parking provision is considered sufficient to support the proposal.
31. Objections have been made to people parking on the verge adjacent to a gate leading to the Norwich Sea Scout site. The verge is public highway and there are currently no parking restrictions enforced on this strip of land. While any obstruction to the gate would be regrettable, the area in question falls outside of the application site and sufficient parking exists elsewhere in the surrounding area available for the residents of the area to use.

### **Compliance with other relevant development plan policies**

32. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Flood risk	JCS1, DM5, NPPF par.100 and 103	The area of the site where the development is proposed is located outside of Flood Zone 2 and the scheme does not require any mitigation for flooding
Car parking provision	DM31	Yes
Biodiversity	DM6	There is no evidence of any bats using the proposed development site

### **Equalities and diversity issues**

33. There are no significant equality or diversity issues.

## **Local finance considerations**

34. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.
35. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
36. In this case local finance considerations are not considered to be material to the case.

## **Conclusion**

37. Considerable importance and weight is given to the impact of the proposal on the listed building and the character of the conservation area. The impact on the fabric of the listed building is extremely low, amounting to less than substantial harm that is justified in order to connect the proposed annexe to the existing dwelling. The proposed extension will not harm the setting of the listed building nor harm the character of the conservation area or Yare Valley Character Area. Parking provision is considered sufficient to serve the potential increase in occupants residing at the site and the amenities of neighbouring properties will not be harmed by the proposed works. Conditions will ensure that the historic wall is repaired and retained and that the annexe is only used in association with the main dwelling and not leased or sold separately.
38. The development is therefore in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

## **Recommendation**

To approve application no. 15/00447/F - Mill House Mansfield Lane Norwich NR1 2NA and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details including the bricks and roofing materials for the extension, parapet details, specification for lime render and colour of limewash joinery details for the new windows and the colour of proposed windows and doors.
4. A scheme for the repair and retention of the historic wall.
5. The annexe to be used only in association with the main dwelling and not to be sold or leased separately.

To approve application no. 15/00448/L - Mill House Mansfield Lane Norwich NR1 2NA and grant planning permission subject to the following conditions:

1. Standard time limit;

2. In accordance with plans.  
Informative:

- 1) Construction working hours.
- 2) The historic staircase to be retained.

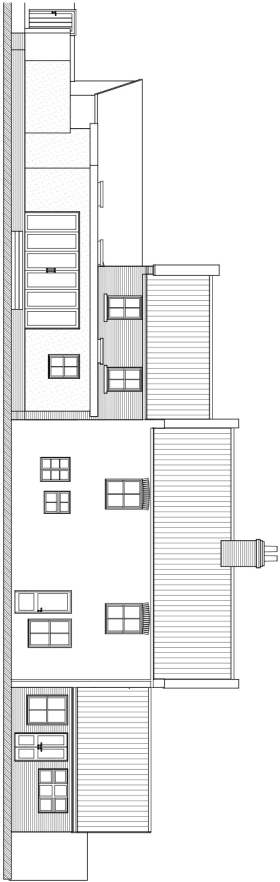
**Article 35(2) statement**

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.

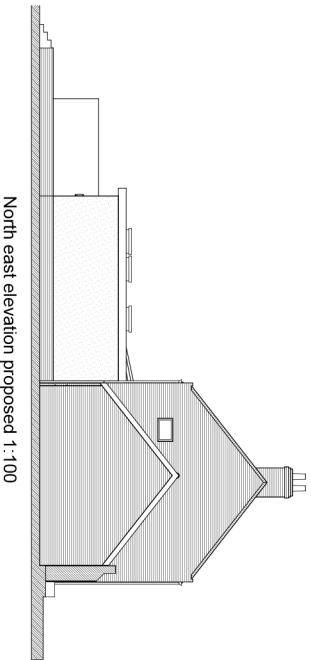
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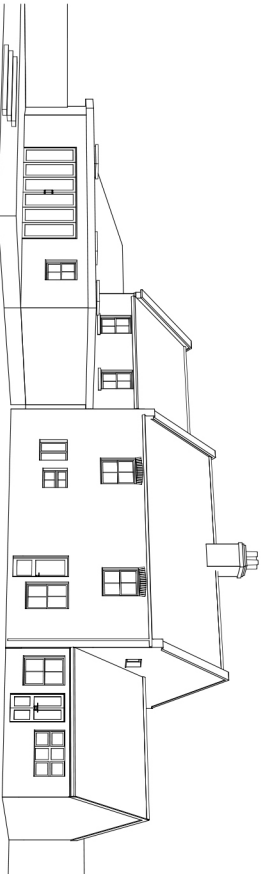
North west elevation proposed 1:100



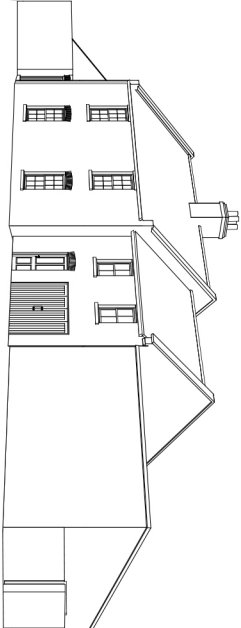
South east elevation proposed 1:100



North east elevation proposed 1:100



Perspectives proposed



**John Jenkins**

architectural designs limited

Company No. 0203279

CLIENT Mr Andy Walker

JOB Mill House, Trowse

TITLE Proposed renovation

DATE 12.02.15

REV A

DRAWING NO. 893/04

Scale: Elevations 1:100 @ A1

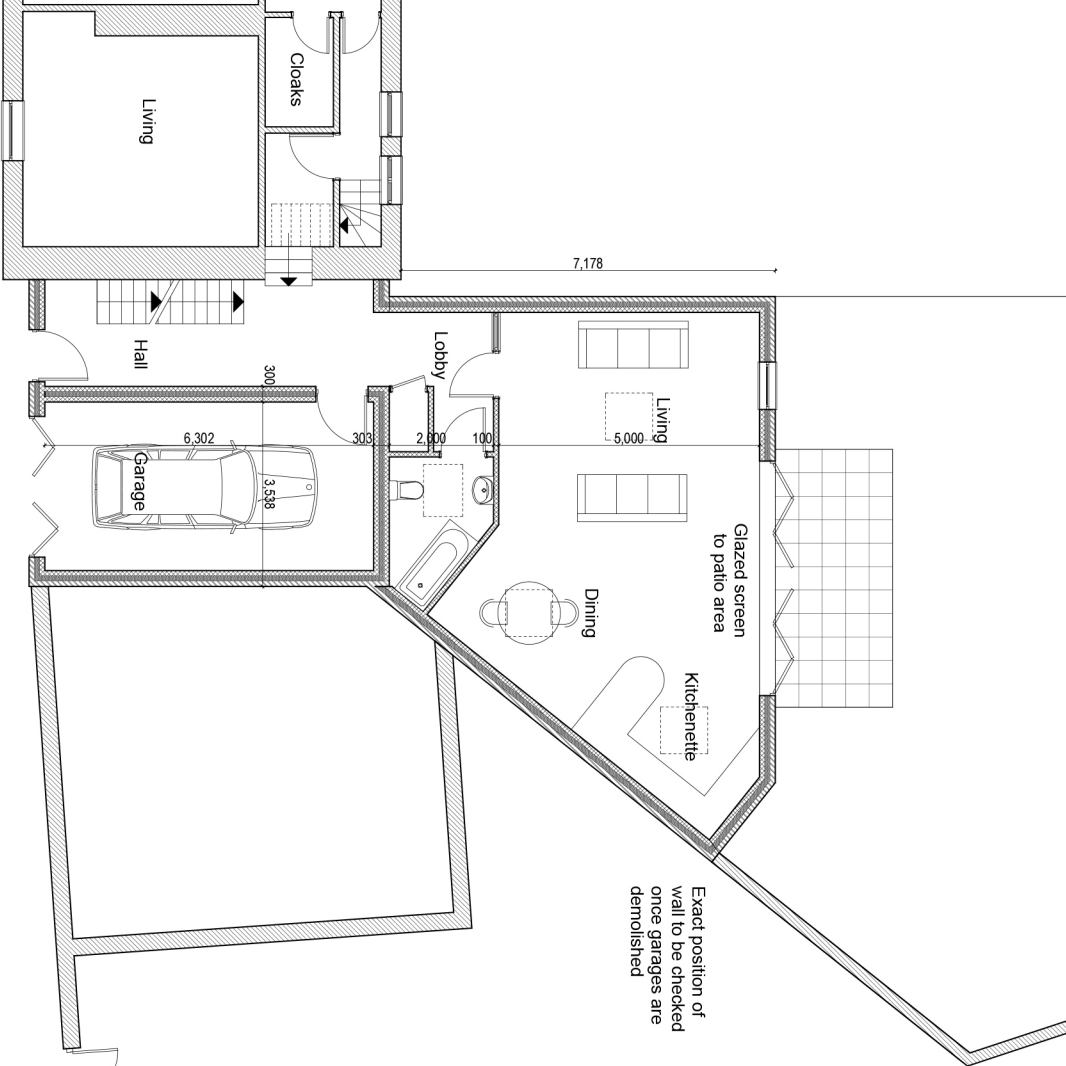
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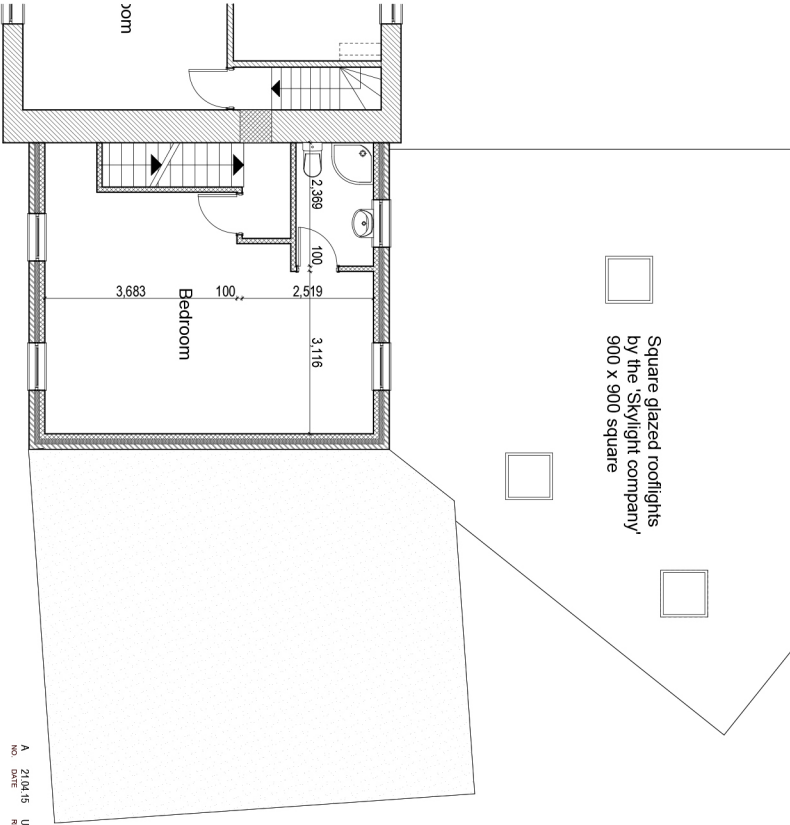
email [info@architecturaldesigns.co.uk](mailto:info@architecturaldesigns.co.uk)

The Tratch Seeing Fen Seeing  
Norwich Norfolk NR3 1DS

Up 700



Ground floor plan proposed 1:50



First floor plan proposed 1:50

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NOTES:

John Jenkins

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CLIENT: Mr Andy Walker  
JOB: Mill House, Trowes  
TITLE: Proposed plans  
DATE: 12.02.15

DRAWING NO: 893/03

Scale: Plans 1:50 @ A1

The Tratch Seeing Fen Seeing  
Norwich Norfolk NR15 1DS