

Report to Planning applications committee

Item

11 October 2018

Report of Head of planning services

Subject Application no 18/01065/F - Paston House 11 - 13
Princes Street, Norwich, NR3 1AZ

Reason Objection

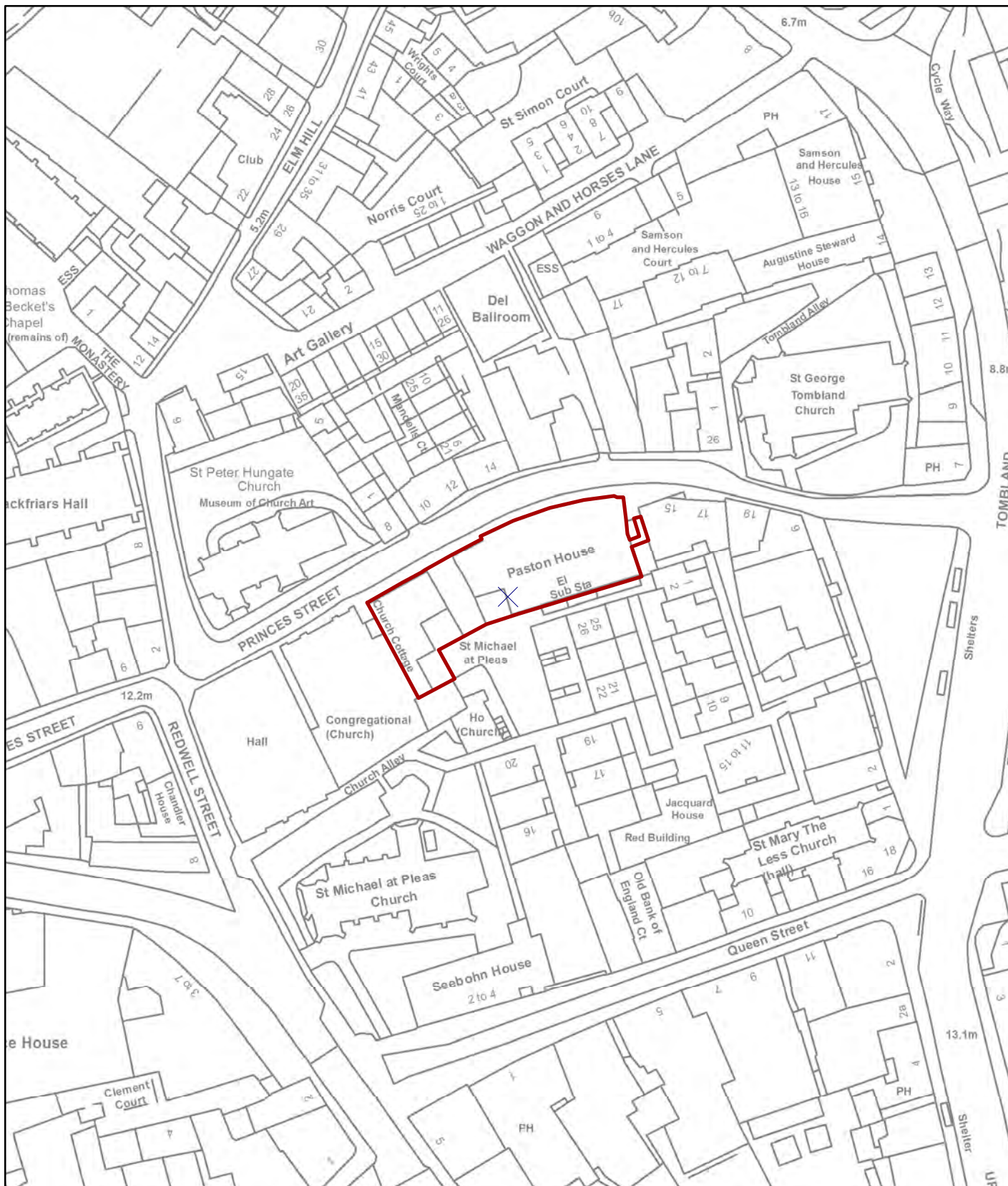
for referral

4(b)

Ward:	Thorpe Hamlet
Case officer	Joy Brown - joybrown@norwich.gov.uk

Development proposal		
Roof infill to provide 7 No. flats and other external works.		
Representations		
Object	Comment	Support
3	0	0

Main issues	Key considerations
1 Principle of proposal	Contributing towards Norwich's five year land supply in a central, sustainable location. The proposal increases the number of units from the previous consent.
2 Design and heritage	Impact of the proposal upon the streetscene, neighbouring listed buildings and wider conservation area.
3 Transportation	Car free development within a central, sustainable location and provision of cycle parking and bin storage.
4 Amenity	Impact upon neighbouring residents and occupiers and living conditions for future residents.
Expiry date	12 September 2018 (extension of time agreed until 18 October)
Recommendation	Approve



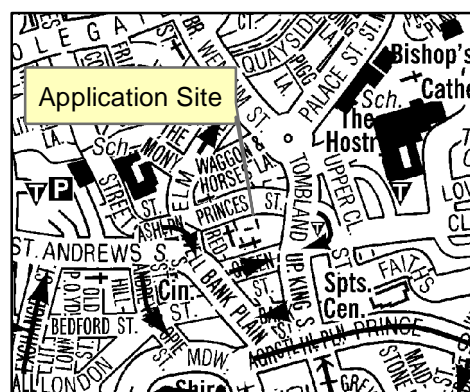
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Planning Application No 18/01065/F
 Paston House
 Site Address 11-13 Princes Street
 Scale 1:1,000



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

1. The site, a three storey modern building, is situated on the southern side on Princes Street. It is a former office building which is currently being converted to 62 residential dwellings under a prior approval application (16/01606/PDD). The plans for this application depict these dwellings but they do not form part of this application.
2. Princes Street is within the city centre. The United Reformed Church is located directly to the west of the building with there being offices to the east and to the rear there are large three storey blocks of flats (St Michael at Pleas) which are at right angles to Paston House and the adjacent 15/17 Princes Street.
3. The site is situated within the City Centre Conservation Area and the building is situated in close proximity to a number of listed building including 8-18 Princes Street (opposite) and the United Reformed Church along with the Church House.

Relevant planning history

4. There is an extensive planning history for the site. The most relevant applications are set out below. In summary the site already has prior approval consent for the conversion of the building from office to residential and full planning permission for the infill of the roof to provide 4 no. flats.

Ref	Proposal	Decision	Date
16/01606/PDD	Change of use from offices (Class B1(a)) to residential (Class C3) to provide 62 residential units.	AEGPD	04/01/2017
17/00459/F	Roof extension to facilitate provision of 11 no. student flats and on-site managers' accommodation.	WITHDN	26/04/2017
17/00868/F	Roof infill to provide 4 No. flats.	APPR	31/07/2017
17/01837/D	Details of Condition 1: Cycle storage and refuse servicing of previous permission 16/01606/PDD.	APPR	04/01/2018
17/01838/F	Alterations to front elevation.	APPR	03/01/2018

The proposal

5. The conversion of Paston House from office accommodation to residential has already been agreed under a prior approval application (16/01606/PDD) and work has commenced to implement this.
6. This application seeks to infill and convert the roof space to 7 no. self contained flats. Roof lights are proposed to both planes of the roof along with windows in the

gable ends at third floor level. Consent has previously been granted (17/00868/F) for the infilling of the roof space but the previous application was for 4 no. 3 bedroom flats whereas this application seeks 7 no. 1 bedroom flats. There are also changes to the external appearance as the high level horizontal windows at the ridge have been omitted and there are a number of changes to the external appearance including changes to the gable ends. The application also seeks the insertion of a stairwell on the north side of the building which will partially infill the recessed upper floor bay of the main façade. The staircase extension will be approximately 3.7m in height, rising above the existing parapet level. It will retain a set back. The proposal also includes some alterations to the fenestration including making some of the narrowing windows into square windows to create more consistent fenestration and a lift overrun.

7. The application as submitted also included the provision of vehicular access from Princes Street and the provision of three car parking spaces at basement level which required automatic sliding gates and a car lift to provide access from the street level to the basement. Concerns were raised with the applicant regarding this element of the proposal as it was felt that this would appear incongruous within the streetscene and would also reduce the amount of cycle parking and bin storage. The applicant has subsequently removed this element of the proposal.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	7
No. of affordable dwellings	0
Total floorspace	468sqm
No. of storeys	One (at third floor)
Max. dimensions	47m (length) x 17.5m (depth) x 3.5m (height)
Appearance	
Materials	Red brick, render, aluminium windows
Energy and resource efficiency measures	None
Transport matters	
Vehicular access	None
No of car parking spaces	0

Proposal	Key facts
No of cycle parking spaces	49
Servicing arrangements	Spaces will be provided at ground floor level for 13 x 1,100 litre bins. The bins will be collected by a private waste company.

Representations

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Three letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
The roof infill will raise the height of the building making it four storeys. This will cause more overshadowing down the street.	See main issue 4.
The provision of rooflights and a flat wall will impact upon the streetscene, nearby listed buildings and the wider conservation area.	See main issue 2.
The car lift and provision of parking will cause public safety concerns and have a negative impact on the historic conservation area. Princes Street is a narrow historic cobbled street with two way traffic. Pedestrians mainly walk on the southern footpath and therefore traffic leaving the development will be a danger to pedestrians. Furthermore with Plumbers Arms Alley being so narrow this means that it is difficult for vehicles to manoeuvre and enter – this will be the same for the proposed development which could cause traffic issues and cause obstruction to the carriageway. It would be better if entry to the car parking spaces was via St Michael at Plea flats.	This element of the proposal has now been omitted.

Consultation responses

9. 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

10. No written comments received.

Highways (local)

11. No objection on highway grounds subject to the consideration of negative issues arising from the introduction of car parking and a lift. The provision of car parking using a mechanical lift is innovative and although tight, the tracking study indicates that it is feasible. There are extensive waiting restrictions on Princes Street and that helps ensure that there would not be on street obstruction for vehicles leaving or entering the site. There are some concerns with regards to the lift and this are the provision of possible mini traffic lights on the exterior to advise motorists when the lift is no operation, the possibility that inbound motorists will have to wait for the lift to become available (wait on the road) and that the proposal will provide a dead frontage onto the streetscene of Princes Street. The preference would be that the site remains car free and this element of the proposal is omitted from the application.

Assessment of planning considerations

Relevant development plan policies

12. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS20 Implementation
13. **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
 - DM9 Safeguarding Norwich's heritage
 - DM12 Ensuring well-planned housing development
 - DM13 Communal development and multiple occupation
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing
 - DM32 Encouraging car free and low car housing

Other material considerations

14. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
- NPPF0 Achieving sustainable development

- NPPF5 Delivering a sufficient supply of homes
- NPPF9 Promoting sustainable transport
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF16 Conserving and enhancing the historic environment

Case Assessment

15. 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: Principle of development

16. Key policies and NPPF paragraphs – DM12, DM13, NPPF5 and NPPF11.
17. The principle of the conversion of Paston House to 62 units has already been established under the previous prior approval application and therefore the key consideration with this application is the provision of seven flats.
18. Policy DM12 sets out where residential development will be permitted. In this case the land is not designated for other uses, is not within a specified distance from notifiable hazardous installations and is not within or adjacent to the Late Night Activity Zone or a defined retail area. Therefore, the principle is acceptable subject to it meeting with a number of criteria set out within DM12 and DM13.
19. The site is situated within a central sustainable location and is in close proximity to other residential accommodation. It will not compromise the delivery of wider regeneration proposals and as explained within the following sections will not have a detrimental impact upon the character and amenity of the area. Norwich does not currently have a five year land supply and the provision of 7 no. additional units will help contribute towards this. The new NPPF also sets out in paragraph 118 that planning decision should support opportunities to use the airspace above existing residential and commercial premises for new homes and in particular they should allow upward extensions where the development would be consistent with the prevailing height and form of neighbouring properties and the overall street scene, is well-designed and can maintain safe access and egress for occupiers.
20. Furthermore, planning permission was granted for the creation of 4. no self-contained flats through the infilling and conversion of the existing roof space in 2017 (17/00868/F) which is a material consideration. This new application seeks to intensify this through the provision of 7 no. units by reducing the size of the flats from three bedrooms to one bedroom.

Main issue 2: Design and heritage

21. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF12 and NPPF16.

22. Paston House is a modern building within the conservation area and is of no architectural merit. The building is mainly three storey and consists of seven main blocks each of which differs at ground floor level from the other block. It is understood that Paston House was originally constructed as 27 residential properties with retail on the ground floor and the use of the building changed to offices around 1997. Paston House attempted to reflect its historic surroundings through its proportions (aided by the bays, separated by pilasters), jettying and variations in window fenestration, roof height and colour. It is however a modern building and does not have any historic significance in its own right. It is considered to be of neutral significance overall.
23. Although Paston House is not listed or is not of any historic significance, it is situated within the conservation area and is opposite and adjacent to listed buildings. Therefore it is important to consider the impact that the proposed changes will have upon heritage assets.
24. The main characteristics of the building will be retained, including the vertical brick pilasters which help provide well proportioned plot widths. The changes to the fenestration at upper floor levels will provide more uniformity and the alterations at ground floor level should on the whole improve the overall appearance of the building. There was concern that the introduction of a vehicular access, parking and a sliding gate would be incongruous and could have a detrimental impact on the streetscene. This element has now been omitted.
25. The proposed stairwell extension on the north side of the building will partially infill the recessed upper floor bay of the main façade. The staircase extension will be approximately 3.7m in height, rising above the existing parapet level. It has been reduced in size since the previous application and the use of materials and retaining a set back will ensure that it is not overly dominant within the street scene.
26. Overall it is considered that the material choice is in keeping with the existing building. Furthermore the insertion of rooflights will have a minimal impact upon the streetscene as due to their height and the shallow pitch of the roof they are not overly visible.
27. Therefore taking into consideration the previous consents on the site, it is not considered that this proposal will have any additional harm on the conservation area or neighbouring listed building and the design is considered to be of good quality.

Main issue 3: Transport

28. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF9.
29. The site is centrally located and within this location car free development is acceptable. There were concerns regarding the proposed vehicular access, the provision of three car parking spaces at basement level and the car lift; however this element of the proposal has now been omitted.
30. The application seeks to provide 49 no. cycle spaces. The total number of units on the site will be 69. Given the central location, the constraints of the site and that 62 of the units were converted under a prior approval application, the level is considered acceptable. There is sufficient space to accommodate 13 no. bins. This

is lower than would normally be expected for 69 units. The applicant has set out that the block will have a private waste collection which will be a lot more frequent than the Council waste collection so the number of bins is acceptable. A condition will be attached to any future permission requiring a detailed waste management plan which will need to set out the detailed arrangements for collection.

31. Overall therefore it is not considered that the proposal will have any significant highway implication.

Main issue 4: Amenity

32. Key policies and NPPF paragraphs – DM2, DM11, NPPF12.

Impact upon neighbouring residents

33. The site is situated in close proximity to a number of other units however despite the close distances, it is not considered that the proposal will have any adverse implications for privacy. The roof lights will be openable for ventilation purposes but given the height of the building and the shallow pitch of the roof, their inclusion is not considered to introduce unacceptable amenity impacts on the neighbouring properties. No additional windows are proposed through this application to the south and therefore there will be no significant additional overlooking to the residential units to the south or to their amenity spaces. There may be an element of overlooking from the new windows in the eastern side elevation however the views of the properties on the north side of Princes Street will be oblique views and the distances involved are around 15 to 20m and the windows to the properties directly to the east (above 15-17 Princes Street) are obscure glazed serving a residential staircase.
34. Previously there was plant and machinery on the roof and this has now been removed and all plant and machinery will be internal. Due to the close proximity to neighbouring properties it is recommended that a condition be attached to control any external plant in the future.
35. It is not considered that the proposed development would increase loss of light or overshadowing to any neighbouring residents as the proposal mainly involved the infiling of the roof with the overall ridge height of the building increasing by less than 1m.

Living conditions for future residents

36. All seven flats will meet the national space standards and the large rooflights will ensure that all flats have good levels of light and ventilation. None of the flats will have any form of external amenity space as the building has no curtilage to utilise for this purpose and the design of the roof does not allow for the creation of balcony areas. Given the location of the site near to a number of public squares and open spaces, this was considered acceptable under the last application where the units could have been occupied by families as they were all 3 bedroom units. It is now proposed that all of the units are one bedroom flats and therefore the need for outside space is considered less. Therefore it is considered acceptable in this instance and overall it is felt that the creation of new homes outweighs any harm caused by the lack of private amenity space for this small number of dwellings.

Compliance with other relevant development plan policies

37. 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.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	No – see main issue 3.
Car parking provision	DM31	Not applicable
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Not applicable

Other matters

38. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation: List relevant matters.

- The number of units is less than 11 so there is no policy requirement for the provision of affordable housing.
- The number of units proposed is less than 10 so there is no policy requirement for the provision of renewable energy. A condition should be attached to ensure that the units are water efficient.

Equalities and diversity issues

39. There are no significant equality or diversity issues. The flats are serviced by a lift.

Local finance considerations

40. 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.
41. 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.

42. In this case local finance considerations are not considered to be material to the case.
43. The development would be CIL liable as the proposal involves new residential floorspace.

Conclusion

44. The proposal will provide 7 units of residential accommodation which will contribute towards Norwich's five year land supply. The proposal is of good design and taking into consideration the previous consents on the site, it is not considered that this proposal will have any additional harm on the conservation area or neighbouring listed building. The proposal will have no additional impact upon the highway network, will provide good living conditions for future residents and will have little impact upon neighbouring properties. 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. 18/01065/F - Paston House 11 - 13 Princes Street Norwich NR3 1AZ and grant planning permission subject to the following conditions:

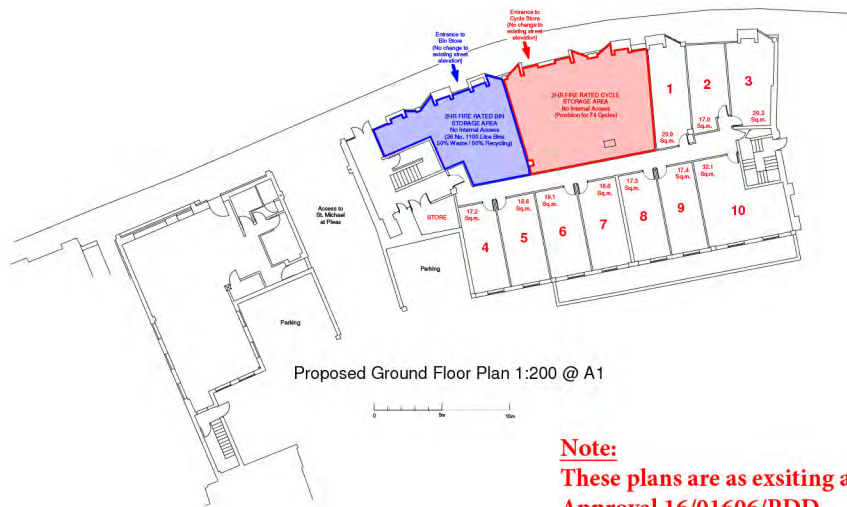
1. Standard time limit;
2. In accordance with plans;
3. No plant or machinery
4. Details of cycle parking.
5. Bin storage to be provided prior to occupation
6. Waste Management Plan
7. Water efficiency

Informatives:

No parking permits

Article 35(2) statement

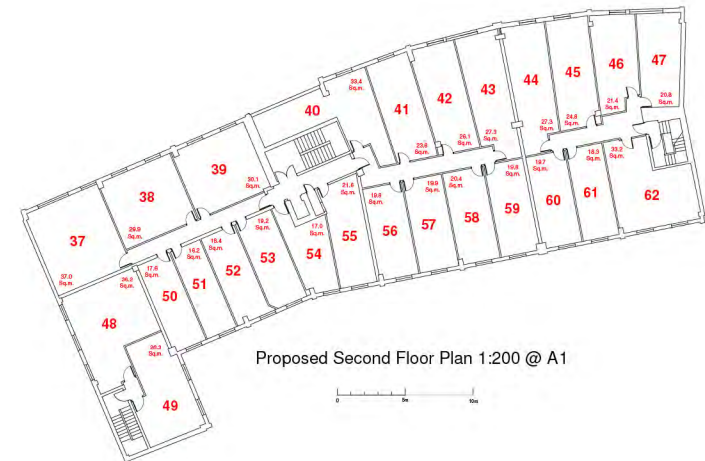
The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework (2018) as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.



Proposed Ground Floor Plan 1:200 @ A1

Note:
These plans are as existing and as approved under Prior Approval 16/01606/PDD.

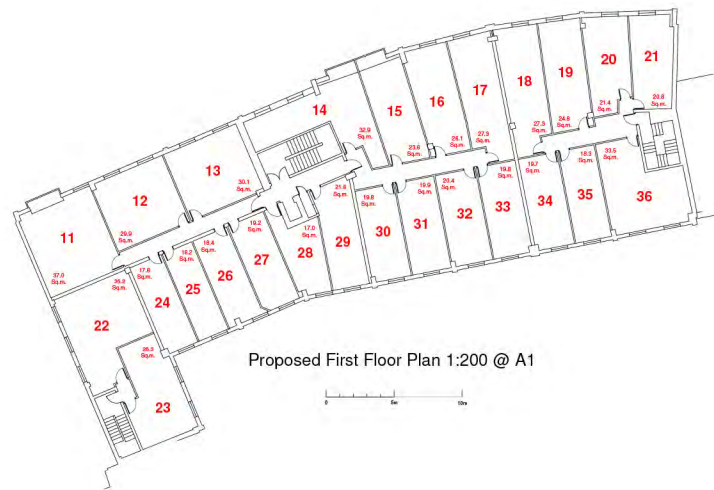
The site is currently under construction.



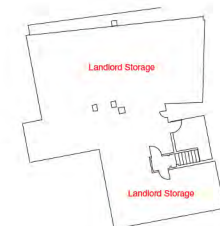
Proposed Second Floor Plan 1:200 @ A1



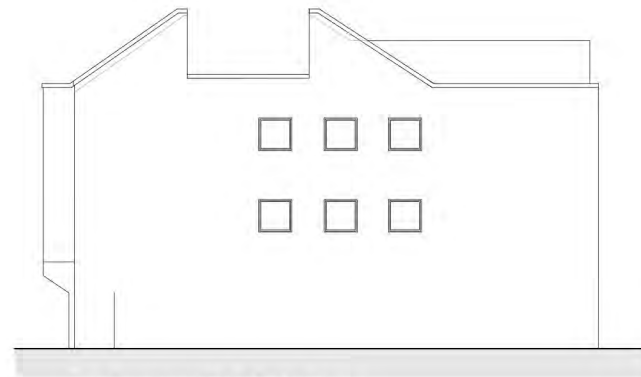
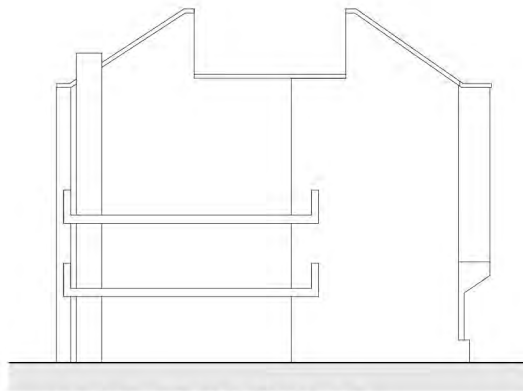
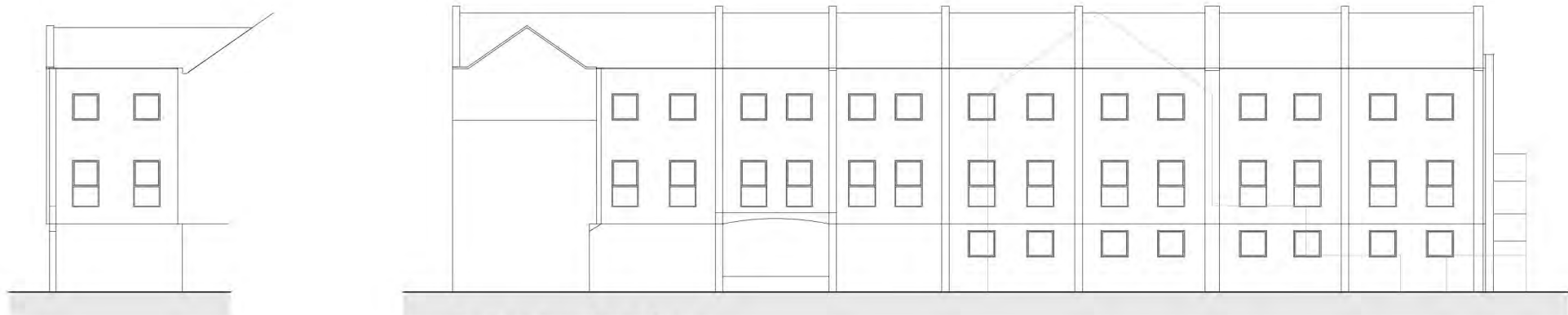
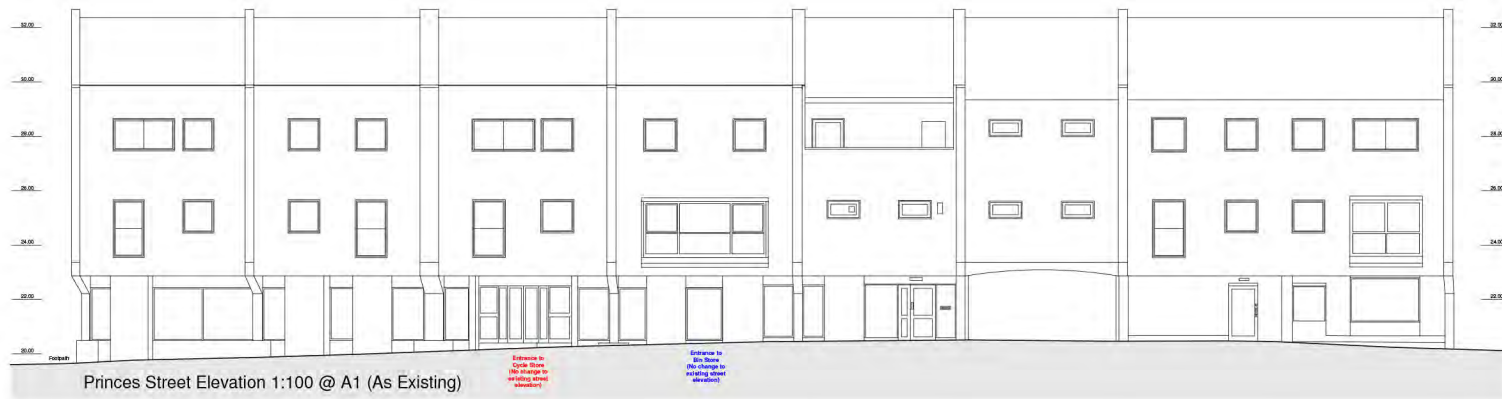
Double Storey Cycle Storage
(Provision for 74 Cycles)



Proposed First Floor Plan 1:200 @ A1

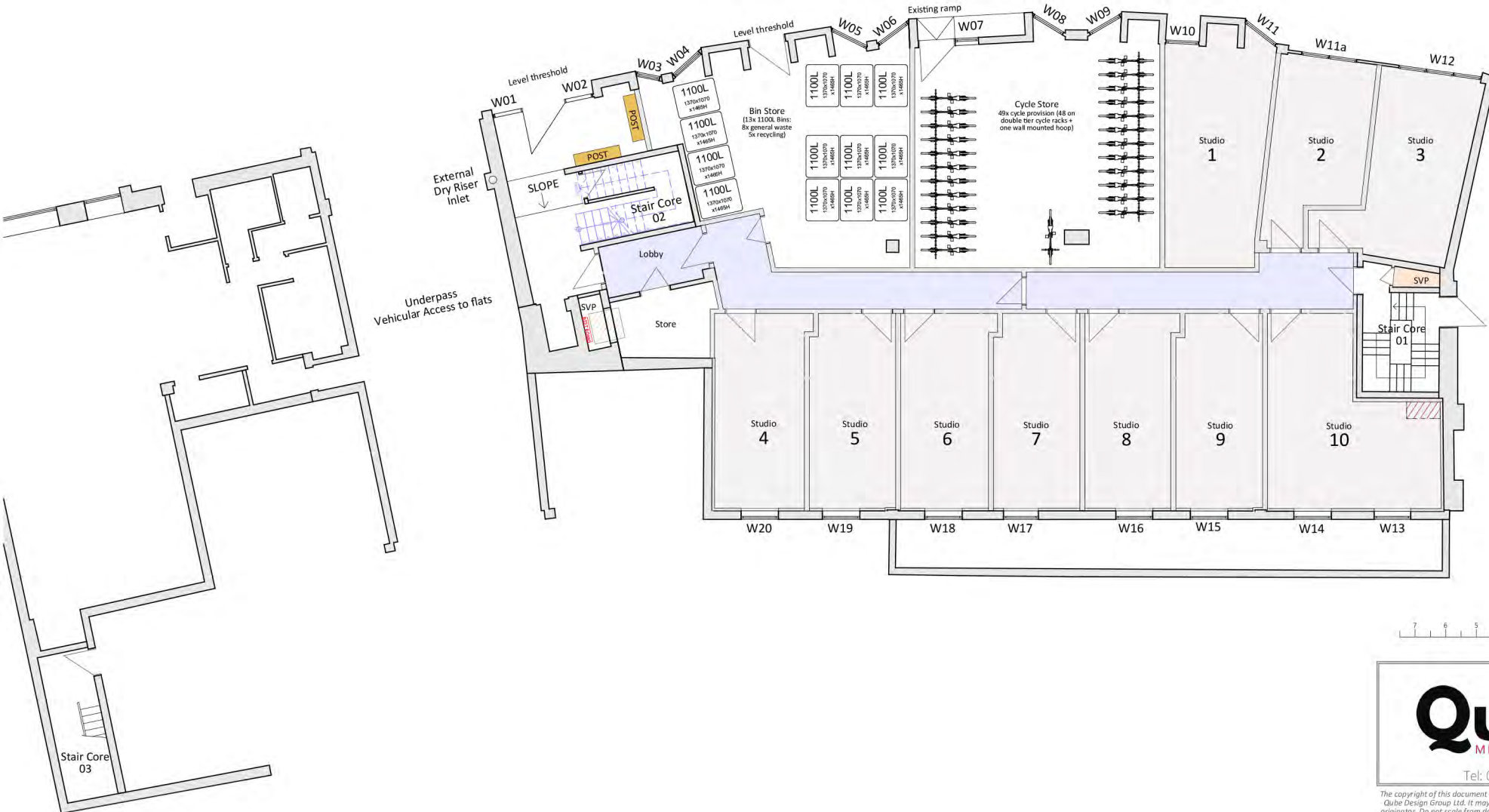


Proposed Basement Floor Plan 1:200 @ A1



PASTON HOUSE, PRINCES STREET, NORWICH

EXISTING ELEVATIONS



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Client

Steeple Court Developments

Project Details

Princes House
Princes Street
Norwich

Document Title

GA - Ground Floor

Scale @ A2

1:100

Drawn by

G.Buck

Checked by

Purpose of Issue

PLANNING

Status

P1

Drawing number

2018 - 03 - 1000

Rev

B



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Client

Steeple Court Developments

Project Details

Princes House
Princes Street
Norwich

Document Title

GA - Third Floor

Scale @ A2

1:100

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Purpose of Issue

Status

Drawing number

2018 - 03 - 1003

Rev



Princes Street Elevation - Proposed

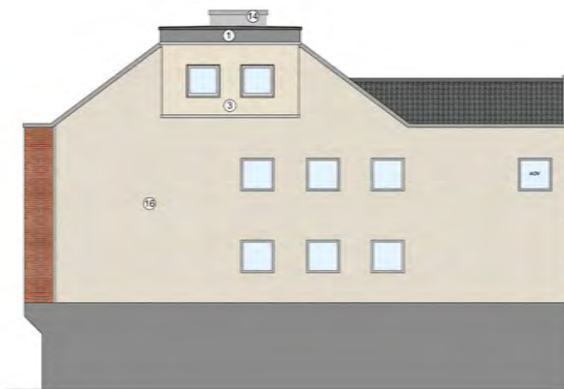
- Key:
- ① Hard-Plank roof upstand (colour 'Iron Grey')
 - ② Proposed new stair well roof structure, with continuation in Hard-Plank Iron Grey
 - ③ New render (colour 'Biscuit')
 - ④ New opaque windows in stair well to match existing
 - ⑤ Replacement Bay window. Render to be painted in mid-grey, windows to match existing
 - ⑥ Main entrance door in PPC Aluminium with fully glazed side lights
 - ⑦ Solid timber entrance doors
 - ⑧ Gated access to underground carpark
 - ⑨ New window element in PPC Aluminium
 - ⑩ Titen vent for bathroom and kitchen extraction colour to match brick or render
 - ⑪ Existing Roof tiles to remain
 - ⑫ Velux windows
 - ⑬ Obscure panel to match mid-grey elements on ground floor
 - ⑭ Lift over-run
 - ⑮ Recessed Render panel
 - ⑯ Painted facade (Colour 'Biscuit' - RAL 1015)



St. Michael-at-Peas Elevation - Proposed



East Gate Elevation - Proposed



West Gate Elevation - Proposed



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Client

Steeple Court Developments

Project Details

Princes House
Princes Street
Norwich

Document Title

Proposed Elevations

Scale @ A1

1:100

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Purpose of Issue

PLANNING

Status

P1

Drawing number

2018 - 03 - 1200

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