Report for Resolution

Item

Report to Planning Applications Committee

Date 21 December 2010

Report of Head of Planning Services

Subject 10/01763/F: Ivory House, All Saints Green, Norwich NR1

3NB, and 10/01764/L: Ivory House, All Saints Green,

Norwich NR1 3NB

SUMMARY

Description:	10/01763/F: Conversion of the existing seven flats into 12 No. flats and the erection of an adjoining building as a new extension to facilitate the provision of a further eight flats (providing a total of 20 No. flats). 10/01764/L: Works to the Grade II Listed Building to facilitate the increase in housing numbers, and works of maintenance and restoration of the fabric of the Listed Building	
Reason for	Objection	
consideration at		
Committee:		
Recommendation:	Approve	
Ward:	Mancroft	
Contact Officer:	Mr Rob Parkinson Seni	or Planning Officer
		relopment) 01603 212765
Date valid:	20th October and 29 th September 2010	
Applicant:	Mr Timothy Eastgate	
Agent:	Mr Stephen Eastgate	·

INTRODUCTION

The Site

Location and Content

1. Ivory House is located on the north-west corner of the junction of All Saints Green and Queens Road, opposite Brazengate. The building addresses All Saints Green and stands opposite St Catherine's House and the large offices extending along Queens Road to the east. Heading north to Surrey Street, the western street frontage of All Saints Green is made up of a collection of detached buildings of varying age; the nearest adjacent building is the TA cadet premises set behind a large car park. The land to the south is the recently-landscaped former Bull Lane, next to the ring road and used as drop-off parking for bus station users. The land to the west at the rear of the application site is the undeveloped area of the bus station, which has remained vacant for some years but for which there is a predominantly-residential planning permission. At present, as this site is vacant the rear windows currently face the bus station and the side elevation of the Travelodge hotel. As a result, Ivory House is, currently, fairly isolated and quite a significant building when

looking south in particular, especially as its tall north elevation is visible to people leaving the City Centre along this busy thoroughfare.

- 2. Ivory House dates from the 1770s when it was built by architect Thomas Ivory. It is a 3-4 storey red brick and render building with many external features retailed such as large sash windows and arch detailing, and distinctive chimneys in each corner. Externally it retains almost all of its features, including the front wrought iron railings and brick niches to either side of the building. The setting includes a historic red-brick boundary wall to the south and along part of the frontage, alongside the wrought-iron railings.
- 3. The building has seen many former uses, including as a house, militia barracks, offices and an education centre. The premises is currently subdivided into 7 large apartments, which includes accommodation in the roofspace, and a sizeable basement. The area to the north includes a residents car park with 9 spaces accessed via the cadet car park.

Constraints

4. This is a Grade II Listed Building within the City Centre Conservation Area. This site is within the Area of Main Archaeological Interest. The levels change between front and rear of the site and allows a basement apartment to be provided.

Planning History

In 1998 planning permission and listed building consent were granted for conversion of the premises from teaching rooms and ancillary offices to seven self-contained flats and the erection of a three storey building to provide three flats with associated car parking and new vehicle access (applications 4/1996/0879 and 4/1996/0880).

5. By converting the main building into the 7 apartments that planning permission has been implemented. However, this has not yet been completed because the three-storey extension to provide an additional three 2-bed flats would be on the site of the car park land to the north. Access and 7 car-parking spaces at the rear would have been taken directly from All Saints Green, through a void at ground floor level, with two more spaces at the front, which would have involved the removal of the original front wall. This part of the permission still remains valid and could be built, although it is felt to be generally unsuitable. Instead the application now proposes a revised extension on the same land.

Equality and Diversity Issues

There are no inhibiting significant equality or diversity issues. The fabric of the listed building presents difficulties in providing level wheelchair access in the main building, but this will be possible in the extended new-build section.

The Proposal

- 6. The application involves sub-dividing the interior of the Listed Building (which is currently 7no. 2-bed apartments) into 12 apartments, (an increase of five units in this part), and thereafter providing a new three-storey extension on the site of existing permitted extension against the north elevation, to provide a further 8 no. 1-bed apartments and increasing the number of units on-site to 20 overall. The scheme would not provide any car-parking spaces on-site as the proposal is car-free.
- 7. The main changes to the listed building interior are that at least part of the basement is

brought into use, as an apartment, and that some of the interior is intensified. Cycle and refuse stores are proposed within the curtilage.

Representations Received

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. No letters of representation have been received from the public.

Consultation Responses

- 9. English Heritage: The design of the extension includes 5 dormers to the front elevation, which gives an over-busy appearance to the roof and it is considered the design would be improved if the 5 dormers were reduced to three, to better replicate the main building. As the proposed extension adopts a traditional form it will also require very careful material selection and detailing, and certain elements are suggested to be resolved by condition.
- 10. The Georgian Group: There is concern that the impacts of the intensification of the subdivisions have not been sufficiently explained in the application, and a room-by-room inventory should be provided to itemise the surviving historic features and decorative finishes and explain the safeguarding proposed. Fire protection and sound proofing measures have not been detailed, and there is no explanation as to why the building should be subdivided as opposed to proposing a larger new building instead. As a result, the Group believe a decision can not be made until such time as the effects are more fully understood.
- 11. In terms of design details, there is possibly an opening to the landing which is proposed to be blocked, which should be avoided, and the windows facing All Saints Green on the new extension do not sufficiently replicate the proportions of the original window openings, to the detriment of the architectural principles of the original building.
- 12. The Historic Environment Service (Norfolk Landscape Archaeology): An archaeological evaluation has already been done at the site (circa 2002) following the previous planning permission, because the site is within the urban defences of medieval Norwich, adjacent to the City Wall. These uncovered a number of medieval pits relating to prior occupation of All Saints Green. A condition should be applied to any permission to require archaeological mitigation work covering excavation, analysis, archiving and publicising the results of the investigations.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies:

PPS1 - Delivering Sustainable Development, & Supplement – Planning for Climate Change

PPS3 – Housing

PPS5 - Planning for the Historic Environment

PPG13 – Parking

Relevant East of England Plan (May 2008) Policies:

SS1 - Achieving Sustainable Development

SS6 - City and Town Centres

T14 - Parking

ENV6 - The Historic Environment

ENV7 - Quality in the Built Environment

WM6 - Waste Management in Development

ENG1 – Carbon Dioxide Emissions and Energy Performance

NR1 - Norwich

Relevant City of Norwich Replacement Local Plan (November 2004) policies (RLP):

NE9 - Comprehensive landscaping scheme

HBE3 - Archaeological assessment

HBE8 - Development in Conservation Areas

HBE9 - Development affecting Listed Buildings

HBE12 - High quality of design

EP18 - Energy efficiency in design

EP20 - Sustainable use of materials

EP22 - High standard of amenity for residential occupiers

HOU13 - New housing development (other sites)

HOU18 - Conversion of properties to houses of multiple occupation and building flats

TRA5 - Approach to design for vehicle movement and special needs

TRA6 - Parking standards

TRA7 - Cycle parking standards

TRA8 - Servicing provision

TRA9 - Car free housing

TRA11 - Contribution to transport improvements in wider area

Supplementary Planning Documents and Guidance:

Energy Efficiency and Renewable Energy (Adopted December 2006)

Transport Contributions (January 2006)

City Centre Conservation Area Appraisal (September 2007)

Principle of Development

Policy Considerations

- 13. The principle of the extension has already been found to be acceptable, although the details of the design should still be considered carefully to ensure it is appropriate. The scheme proposes to provide twice as many dwellings on the site, however, as the previous permission, so the scheme should ensure that it does not represent overdevelopment; in this case this means either in terms of the site's ability to provide sufficient facilities, or in terms of the impact on both the fabric of, or setting to, the Grade II Listed Building.
- 14. Whilst the development is considered acceptable in principle, this is caveated against the ability of the Listed Building to withstand the impacts of the proposed intensification. It will not be possible to approve the increase in housing numbers if it is not felt to be possible to cater for the changes in the first place. In this instance the specialist design advice received is such as to broadly agree that the proposals can be undertaken without causing significant detrimental harm to the significance of the historic listed building.

Housing Proposals

- 15. When considered against national and local policy, the location is considered to be suitable for a high density housing scheme as proposed here. The 432 homes per hectare density is very high, but appropriate providing there are sufficient amenities for residents.
- 16. The proposal does not qualify for being required to provide Affordable Housing, but will provide a high standard of accommodation. The housing proposed is a mix of unit sizes,

comprising 6no. 2-bed apartments, 11no. 1-bed apartments, and 3no. studio apartments. This is considered acceptable given the need for housing in the city centre and the desire to achieve high densities. The limited curtilage space on site means the scheme would be less suitable for family housing, but it does provide adequate communal space and amenity for residents.

Impact on Living Conditions

Noise and Disturbance

17. Being close to the inner ring road and fronting All Saints Green, the new extension would need to be shielded from traffic noise impacts, particularly as these are bedrooms overlooking the street. Conditions will be used to agree window glazing specifications so that noise does not compromise amenity. The intensification of the listed building may need some carefully managed sound proofing.

Overlooking, Loss of Privacy, Overshadowing or Overbearing development

18. There will be no new issues of overlooking. The proposed extension does not extend any deeper that the existing house, nor any higher than the previous permission, and whilst Juliet balconies are proposed at the rear, these will not allow residents to sit outside. As a result, any future development to the west will not be compromised. No windows are proposed in the north elevation to affect the neighbours of that site.

Design

Form, Scale and Massing

- 19. Whilst the previous permissions have been implemented and the extension remains an extant part that could still be built, the applicant has made clear they consider that to do so would be a less-than-sympathetic addition to the main listed building, and result in a loss of important historic features such as a boundary wall. These are valid points and there is certainly merit in looking at the scheme afresh.
- 20. The proposed extension is able to provide car-free housing and therefore provides a completed ground-floor frontage to the development. The extension will provide 8no. 1-bed apartments with living rooms facing west and bedrooms to the east. All residents have access to the rear garden and there are no connections needed to the main Ivory House, other than the physical join, the method of which will be agreed by condition.
- 21. Being three storeys high, the extension is lower than the main building, and is not quite as deep. This reduced height, and the set-back from the front building line, means it appears subservient to the main building, despite filling the remainder of the curtilage width. The set-back of the new block helps the two buildings to be read as separate entities.
- 22. Importantly, the design still ensures a consistency of detailing that acknowledges the historic importance of Ivory House. Windows to the extension have followed the vertical alignment of the All Saints Green elevation and show a consistency in detailing, using sashes, brick arches, thin cills, a thin ribbon band beneath a parapet, and smaller chimney details. To provide consistency and subservience, the front door is a played-down brick arch design, and in response to the concerns of English Heritage, the applicant has revised the dormer window arrangement to remove some of the front dormers and provide better symmetry to the front elevation as is the case at Ivory House. Various details will need to be high quality in their finish to ensure success, such as aluminium or iron rainwater goods, lead cheek dormers, timber-frame windows. These can be conditioned.
- 23. The west elevation provides a more modern approach to detail by introducing balcony

railings and a varied form of window sizes, but keeps consistent vertical rhythm and is considered appropriate. The northern elevation is currently a mixture of varying rooflines and windows, but the new extension will cover these and provide a single facade with a gable elevation given relief by recessed imitation window profiles. The cycle and refuse stores and new southern access gate details will all be agreed by condition to ensure they are appropriate to the appearance of the listed building.

Listed Building – Impact on Interior Layout

- 24. The interior of the listed building has undergone some significant alterations over time, but there are important principal historic features remaining, such as the entrance hall. There are also some areas where the fabric has been deteriorating and some refurbishment is needed, and where previous attempted repairs have not been as successful as wished, such as re-pointing the exterior brickwork. The applicant has an intention to make good elements of previous work, and to preserve the most important features where possible.
- 25. The basement will retain half the area for storage and accommodate a whole 2-bed flat rather than the 3-bed flat that currently shares ground-floor space. The only changes here are partition walls being added and electrical, plumbing and ventilation service runs. Access is taken from the ground floor hall and the rear garden. The change in levels at the site means that adequate daylight should reach the basement interior through half-length windows.
- 26. At ground floor level alterations provide a new self-contained 1-bed flat. Alterations show a bathroom will replace a kitchen and a new kitchen and partition wall will be added, whilst four existing doors to the period entrance hall will be blocked up, with details needing to be agreed by conditions. An existing 2-bed flat remains unchanged save for rearranged windows in the rear elevation and the loss of minor windows facing north.
- 27. First floor changes involve subdividing two 2-bed apartments into 1no. 2-bed, 1no. 1-bed and 2no. studio flats. This is an intensive reorganisation but the changes are minimal and all rooms retain an acceptable degree of light and space. Some modern partition walls are removed, two new walls added, and some doors rearranged, and where a studio flat is proposed the noise insulation works will re-insulate an existing wall of little historic significance. In general new kitchens and bathrooms are proposed grouped together to minimise the need for additional servicing and to utilise existing connections.
- 28. The second floor experiences some intensification in that a 2-bed flat along the western elevation is rearranged into one studio flat and a smaller 2-bed flat. The most significant historic features are in the existing 2-bed flat to the eastern elevation (flat 10) and these are to be retained. Here, detailed ornate timber panelling is largely preserved and where necessary repaired. Whilst the plans suggest installing insulation to one of these partition walls, this is considered unacceptable and unnecessary given this is an existing flat and will remain in the same form. A condition will be used to specify that insulation will not be allowed to this part of the building. On this floor kitchens and bathrooms are again grouped together and minor alterations are achieved with partition walls and a door reinstated where previously blocked-up.
- 29. The third floor roofspace currently houses 1-2-bed apartment, which is proposed to be converted to 1no. 1-bed and 1no. 2-bed flats. To do so a number of modern partitions are proposed for removal, and new partitions added. Details of service connections and structural additions will all be agreed by condition; for example, there are areas where it is proposed to remove ceilings in order to install drainage runs and a detailed site survey would determine if this is possible without causing irreversible damage. It may be

- possible to provide some new insulation to some of the walls but to do so will depend on the outcome of a condition survey to be agreed prior to commencement of development.
- 30. For all elements of the development the windows, joinery, refurbishment and reinstatement of interior works will be agreed by condition. Other than the extension to the north, and minor works and repairs, there are no changes to the exterior facade of the listed building.

Conservation Area – Impact on Setting

31. The proposal offers an opportunity to recreate a built frontage to All Saints Green and improve the built environment in the area. The design of the new building is satisfactory and it is certainly an improvement on that previously granted approval.

Landscaping proposals

32. The site is currently hard-standing but the amenity space at the back garden can be improved through landscaping agreed by conditions. The proposals show two sizeable rainwater harvesting tanks in the rear garden, and the ground source heating pump systems in the front garden. Whilst these can be relatively small and unobtrusive the details shall be agreed by condition to ensure suitable appearance and siting.

Transport and Access

Access, Parking, Cycling Parking and Servicing

- 33. By not providing any car parking on-site, all 20 units in the proposed scheme will be entirely car-free as on-street permits are not issued to new dwellings; this is supported for a site so close to the bus station, employment opportunities and a host of local shops and services all within easy walking distance. The Strategic Cycle Network and Lakenham Way cycle route also offers a convenient means of access to recreation and traffic-free commuting.
- 34. Servicing and refuse collection will be possible from Bull Lane, and refuse collection will also be needed from All Saints Green due to the steps and distances around the site being too great for manoeuvring paladin bins.
- 35. Cycle parking is provided on a 1:1 basis, within secure and covered stores in the narrow curtilage in front of the south and east elevations. To avoid the need for steps, as with the refuse stores, a new opening is proposed in the southern boundary wall to Bull Lane. This is considered acceptable, subject to conditions to agree the gate and landscape designs.
- 36. Ordinarily car-free housing schemes would still be required to provide some disabled carparking and visitor parking spaces on-site. This has been considered as part of the design approach, but the desire to preserve the historic boundary walls, and the need to avoid additional accesses from All Saints Green so close to the junction, means it is preferable to avoid on-site parking. The constraints of the listed building also mean that only the two ground-floor flats in the new extension would be accessible to wheelchair users. Visitor parking is possible in a number of public car parks only a short distance from the site.

Environmental Issues

Archaeology

37. As mentioned at paragraph 12, conditions are proposed to ensure the notable medieval archaeology is investigated and if necessary analysed, recorded and publicised.

Energy Efficiency and Renewable Energy

- 38. The proposals have considered the need to provide 10% of the future energy demand through on-site renewable or decentralised low-carbon sources of energy, as required by regional policy ENG1. Solar energy is not considered possible given the east-west roof slope orientation and the possible impact on the Listed Building. As a result, the renewable energy strategy proposes to use a communal ground source heat pump system to provide both heat and hot water to each apartment, producing almost 16% of the final energy demand through renewable energy.
- 39. Whilst the ground source heat pump is proposed to connect to existing service ducts to connect to Ivory House, it is considered appropriate to use conditions to confirm the final details and specification of the energy system, to finalise the effects on the listed building.
- 40. The submitted energy efficiency statement also documents how the scheme will reduce waste through design and construction techniques, using energy efficient appliances and insulation and appropriate specification of materials such a double glazing units. Water efficiency is improved through the use of rainwater harvesting for toilet flushing.
- 41. Any external lighting requirements will be required to gain prior approval through condition.

Planning Obligations

Transport Improvements

- 42. The scheme provides more than 10 dwellings and therefore is required to pay a commuted sum of £2,821.50 for city-wide transportation improvements in line with RLP policy TRA11. Ordinarily this would apply to the overall uplift of 13 new dwellings on site, but in this instance the contribution has to 'discount' the fact that three dwellings could be built without further planning permission. As a result, contributions only apply to 10 dwellings.
- 43. A draft Unilateral Undertaking has been proposed to confirm these payments. This is considered largely acceptable and it is recommended that any permission is granted on the basis that details of the legal agreement are finalised satisfactorily.

Conclusions

- 44. The proposals include a high standard of design quality in the extension to a Listed Building which will not cause detrimental effect to the setting of the Listed Building and which will improve the character of the Conservation Area. The proposals offer a high density and suitable quality of residential accommodation in a sustainable location and will avoid any detrimental impact on neighbouring residential amenity. The proposed car-free development is considered acceptable in this city centre site in close proximity to employment, shops and services and in a very accessible location with a suitable standard of cycle parking.
- 45. The proposals do not unduly affect the character and appearance of the Listed Building and the areas of highest significance, such as the ground floor entrance hall, the ground floor front rooms and the second floor suite of rooms, will be left intact. The overall significance of the building should not be compromised by the proposed internal alterations.

RECOMMENDATIONS

The Committee is asked to determine both applications under recommendations A and B.

- **(A)** To approve Application No 10/01763/F: Ivory House, All Saints Green, Norwich NR1 3NB, and either:
 - (1) grant Planning Permission, subject to the completion of a satisfactory S106 agreement by 19th January 2011, to include the provision of contributions to transportation improvements and subject to the following conditions:
 - 1. Standard time limit.
 - 2. Development to be in accordance with approved plans.
 - 3. Archaeological requirements for investigation and mitigation.
 - 4. The approved renewable energy strategy shall be utilised and the final details of the ground source heat pumps, their installation and servicing requirements agreed prior to commencement.
 - 5. Cycles stores materials, screening, doors and roofing colour and appearance.
 - 6. Cycles stores to be provided prior to first occupation.
 - 7. Refuse stores materials, screening, doors and roofing colour and appearance.
 - 8. Refuse stores to be provided prior to first occupation.
 - 9. Prior agreement of construction detail to join the new extension and historic building.
 - 10. Window glazing to be agreed to a suitable standard to prevent traffic noise nuisance.
 - 11. Rainwater goods materials and positioning.
 - 12. Windows and doors materials, colour, design and joinery.
 - 13. Cills, cill heads, copings, copings to parapet, cornices and corbel under parapet materials, colour, design.
 - 14. Balconies materials, colour, design.
 - 15. Roof tiles, bricks, and brickwork vousoirs over windows colours and materials.
 - 16. Brick bonds and mortar mixes.
 - 17. Dormer windows materials, colour and design.
 - 18. New gates, walls and fences colour, design and materials.
 - 19. Landscaping scheme (hard landscaping and soft landscaping) for whole of curtilage, including planting and site treatment, and maintenance schedule.
 - 20. Rainwater harvesting system and storage to be agreed.

(Reasons for approval: The recommendation is made having had regard to national and local development plan policy and all material considerations. The development will provide a high standard of design quality in the extension to a Listed Building and will avoid causing detrimental effect to the setting of the Listed Building, whilst improving the character of the Conservation Area. The proposals offer a high density and suitable quality of residential accommodation in an accessible and sustainable location and will avoid detrimental impacts to neighbouring residential amenity. The proposed car-free development is considered acceptable in this city centre site being in close proximity to employment, shops and services and having a suitable standard of cycle parking. Subject to the conditions imposed, and the completion of a suitable legal agreement to secure transportation contributions, the development will accord with national policies PPS1, PPS3, PPS5 and PPG13, policies SS1, SS6, T14, ENV6, ENV7, WM6, ENG1 and NR1 of the East of England plan (May 2008), and saved policies NE9, HBE3, HBE8, HBE9, HBE12, EP18, EP20, EP22, HOU13, HOU18, TRA5, TRA6, TRA7, TRA8, TRA9 and TRA11 of the adopted City of Norwich Replacement Local Plan (November 2004)).

Informative advisory notes:

- 1. Standard construction hours;
- 2. Construction traffic restrictions in the city centre;

3. Residents will not be entitled to on-street parking permits.

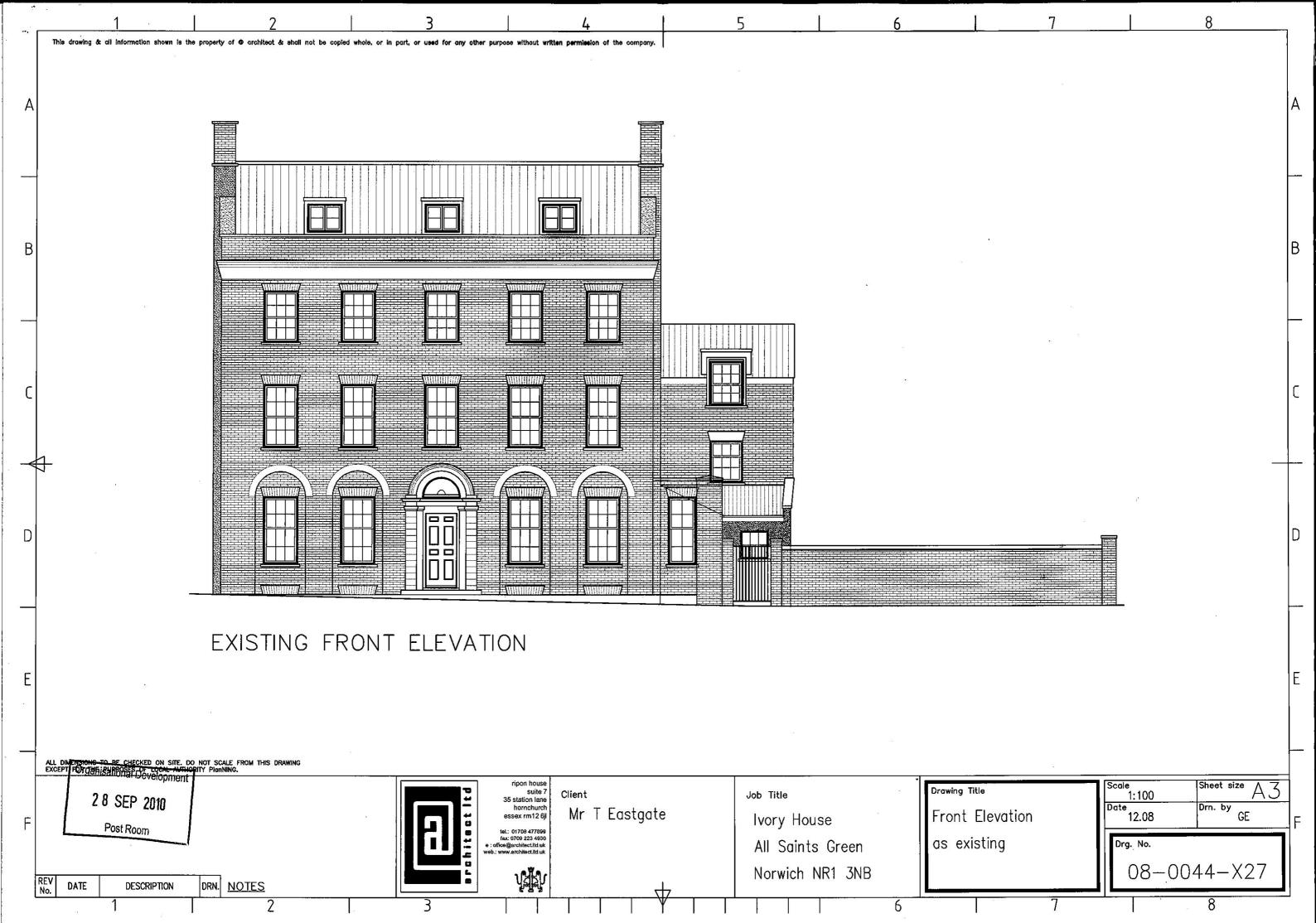
Or,

(2) where a satisfactory S106 agreement is not completed prior to 19th January 2011, that delegated authority be given to the Head of Planning and Regeneration Services to refuse planning permission for Application No 10/01763/F: Ivory House, All Saints Green, Norwich NR1 3NB, for the following reason:

(Reason for Refusal: In the absence of a legal agreement or undertaking relating to the provision transportation contributions the proposal is contrary to saved policies TRA11 and HOU6 of the adopted City of Norwich Replacement Local Plan (November 2004)).

- **(B)** To approve Application No 10/01764/L at Ivory House, All Saints Green, Norwich NR1 3NB, and grant Listed Building Consent, subject to the following conditions:
 - 1. Standard time limit;
- 2. There shall be no insulation added to the existing panelling of interior walls in flat 10; *Prior to commencement of development the following shall be agreed:*
 - 3. A survey of the historic building shall be undertaken to establish the assets and historic features therein, and to agree a schedule for preservation and retention, and replacement and losses where necessary;
 - 4. Detailed survey to establish the extent of works needed to ceilings and the impacts required thereto;
 - 5. Details of all new services:
 - 6. Details and method statement for drylining the interior between flats 6 and 7;
 - 7. Details of all internal joinery, windows, doors, plasterwork and architraves to be created, and details of how doors will be blocked up and finished;
 - 8. Details of all proposed wall removals, and details of all new walls to be installed;
 - 9. Details of all sound insulation and fire proofing measures;
 - 10. Details of arrangements to kitchen of flat 10;
 - 11. Details of positioning and appearance of all extract ventilation, and boiler flues;
 - 12. Detailed schedule of works for all repairs to the building should be provided, including treatment of external walls;
 - 13. All architectural features (including doors, dado rails, cornices, fireplace surrounds, ceiling roses, skirting boards) shall be retained;
 - 14. Any damage arising as a result of the works should be repaired within 3 months of occurrence following prior agreement with the local planning authority.

(Reasons for approval: The proposals do not unduly affect the character and appearance of the Listed Building and the areas of highest significance will be left intact. The overall significance of the building should not be compromised by the proposed internal alterations and the proposed extension will ensure an appropriate subservience to the listed building. As such the development accords with the provisions of national policy PPS5 and saved policy HBE9 of the adopted City of Norwich Replacement Local Plan (November 2004)).







PROPOSED FRONT ELEVATION

SCALE FROM THIS DRAWING PLANNING.