

Report of the Chief Executive

APPENDIX

APPLICATION NUMBER:	19/00442/FUL
LOCATION:	45 Town Street Bramcote Nottinghamshire NG9 3HH
PROPOSAL:	Construct two storey side extension and subdivide existing building to form four apartments, construct bin store and erect boundary enclosure and gates.

The application is brought to the Committee at the request of Councillor D K Watts.

1 Executive Summary

- 1.1 The application seeks planning permission for the erection of a two storey side extension to enable the conversion of the existing dwelling and extension to four apartments, comprising two x two bed and two x one bed apartments. The application also includes the construction of a bin store and erection of boundary enclosure and gates. Parking for five vehicles would be provided to the front.
- 1.2 The site is within the Bramcote Conservation Area and adjacent to The White Lion public house, which is a Grade II Listed Building.
- 1.3 The site is currently occupied by a two storey detached property, last in use as a single dwelling, which is accessed via the public house car park.
- 1.4 The main issues relate to whether the principle of the development is acceptable, if the design, scale and massing, and impact on neighbours and highway safety is acceptable, and impact on the Bramcote Conservation Area and the setting of the Grade II Listed Building.
- 1.5 The benefits of the proposal are that it would see the re-use of the existing building, which if left un-occupied could lead to its' further deterioration, providing housing in an existing urban area and would be in accordance with the policies contained within the development plan. This is given significant weight.
- 1.6 The negatives of the proposal are the potential for an impact on the Bramcote Conservation Area and the setting of the listed building, and potential impact on the amenities of the occupiers of nearby property. On balance, it is concluded that the benefits of re-use and development of the building outweigh the less than substantial harm to the heritage assets, and the impact on the amenities of the neighbouring occupiers.
- 1.7 The Committee is asked to resolve that planning permission be granted subject to the conditions outlined in the appendix.

APPENDIX

1 Details of the Application

- 1.1 The proposal seeks to build a two storey extension to the north west of the existing building. The overall development would then comprise four apartments, two x two beds which would be in the existing building, and two x one beds which would be in the extension. The existing building is Georgian in appearance with a tiled roof which is hipped to the left side, and roughcast render to all elevations. The proposed extension would be of a modern design, with a mono-pitch roof and flat roof linking section. It would be built of buff brick with feature standing seam zinc cladding to the link and the areas around the windows.
- 1.2 The existing building and the extension would each have an entrance serving the ground and first floors. Vehicle access to the site would be via the existing public house car park, as is the current situation. Five parking spaces and an enclosed bin store, proposed to be of timber, would be provided to the front of the site. The front of the site would be enclosed by a 1.4m brick wall, with wrought iron gates.

2 Site and surroundings

- 2.1 The application site is within the Bramcote Conservation Area and was formerly in the same ownership as the public house and is understood to have been sold off. The White Lion, which fronts Town Street, is a Grade II Listed Building, and has an outdoor area to the rear, separated from the car park and the application site by a 2m high red brick / rendered wall. The car park associated with the public house is to the north west of the public house, and accessed from Town Street. This access also leads to the application site, and the owners of the application site are understood to have a right of access across the car park. The car park wraps round the site to the south west and north west.
- 2.2 Beyond the public house car park, and to the north west, is 47 Church Street, a detached two storey dwelling, the rear elevation of which faces the site. There are mature trees to the common boundary with the car park.
- 2.3 To the rear of the site is 19 St Michael's Square, a two storey detached dwelling which is to the north of 45 Town Street. This property is at the head of a cul-de-sac. The front elevation of 19 St Michael's Square faces south east and looks over the existing rear elevation of 45 Town Street and the area immediately outside. There are no habitable room windows on the side (south west) elevation of 19 overlooking the site. This property falls outside of the Bramcote Conservation Area boundary.
- 2.4 To the south west side of Town Street there are detached two storey dwellings which sit in an elevated position above the road. These properties overlook the car park of the public house and the car park access.

3 Relevant Planning History

3.1 There is no relevant planning history for the application site.

4 Relevant Policies and Guidance

4.1 **Greater Nottingham Aligned Core Strategies Part 1 Local Plan 2014:**

4.1.1 The Council adopted the Core Strategy (CS) on 17 September 2014.

- Policy A: Presumption in Favour of Sustainable Development
- Policy 2: The Spatial Strategy
- Policy 8: Housing Size, Mix and Choice
- Policy 10: Design and Enhancing Local Identity
- Policy 11: Historic Environment

4.2 **Broxtowe Part 2 Local Plan**

4.2.1 The Council adopted the Part 2 Local Plan on 16 October 2019.

- Policy 15: Housing Size, Mix and Choice
- Policy 17: Place-Making, Design and Amenity
- Policy 20: Air Quality
- Policy 23: Proposals affecting Designated and Non-designated Heritage Assets

4.3 **National Planning Policy Framework (NPPF) 2019:**

- Section 2 – Achieving Sustainable Development.
- Section 4 – Decision-making.
- Section 12 – Achieving well-designed places.
- Section 16 – Conserving and Enhancing the Historic Environment.

5 Consultations

5.1 **Council's Conservation Adviser:** initial concerns in regard to the design, material palette and concept, which is far removed from the existing building. The roof angle also looks awkward. The link to the extension should provide a clear division and currently would not provide the lightweight appearance required due to the materials and position of some of the windows. It is a positive that the boundary enclosure shows wall and railings. The rear first floor window does not correspond to any other element of design on the rear. Would like to have sight of the materials and these to be agreed prior to a decision. Comments on amended plans and details of materials – have no issue with the materials samples as submitted. In regard to the rear windows and the eaves details of the link building, the adviser is satisfied with the details as submitted as they address the concerns raised.

- 5.2 **Council's Waste and Recycling Officer:** each apartment would need to be provided with two bins and a bag for glass. The bins need to be presented at the edge of the adopted highway for collection.
- 5.3 **Council's Parks and Environment Officer:** no objections, happy to comment on any landscaping details once received.
- 5.4 **Council's Environmental Health Officer:** no objections
- 5.5 A letter of objection was received from the Bramcote Conservation Society:
- Considers the description to be misleading as it is considered that the proposed element is not an extension but a new building housing two apartments.
 - As the frontage of the site would be laid out for parking and for bin storage, and the rear is of minimum width, it is considered that this would result in a limited amount of external amenity space for the occupiers.
 - The existing property is considered to be neatly designed and well-proportioned, sitting within a suitable garden space. The additional building is considered to be out of scale with the existing house and has no relationship with it and does not reflect any design context within the conservation area. The brick colour is not comparable with any local materials and the box like roof is totally out of place, and fails to fit in with the conservation area or the listed building (public house).
 - Concerned regarding the impact of the new building on the occupiers of the property to the rear (19 St Michael's Square), as it would sit within 2m of the neighbouring dwelling. Overlooking windows in the rear elevation would be very close to the front elevation of this property. It would dominate this gap and cut out southern light leading to a negative impact on the neighbour.
 - In conclusion, the Society supports the principle of bringing the building back into use but considers the proposal to represent over-development, to be poorly designed, leaving the property surrounded by parking, and to have a negative impact on neighbouring amenity.
- 5.6 Six properties either adjoining or opposite the site were consulted and a site notice was displayed. Five responses were received, two of support, one with observations and two of objection.

Observation:

- The vehicles associated with the apartments would not be able to use the public house car park. This may lead to a problem in the village which is already saturated with parking day and night.

Objections:

- Windows to the rear elevation to the first floor extension would overlook adjacent property, resulting in loss of privacy and increase in noise due to proximity of the extension.
- Design and materials proposed for the new extension are inappropriate, and are out of character compared to the existing building and buildings locally.
- Due to severe problems with traffic along Town Street, any redevelopment should be limited to a single dwelling, as whilst five parking spaces are

proposed, realistically dwellings appear to attract at least two cars each. The streets around the site already have parking problems and the proposal would exacerbate this.

- The vehicle access from the public house car park is considered to be extremely dangerous and pedestrians will be put at an increased danger as this is the only footpath on this side of the road, which attracts pedestrians with children attending nearby schools.

6 Assessment

6.1 The main issues for consideration are the design, scale and massing of the extension; the impact on the character and appearance of the Bramcote Conservation Area and the setting of the Grade II listed building; and impact on the amenities of the occupiers of neighbouring property.

6.2 **Principle**

6.2.1 Aside from its' allocation as being within a conservation area, the site is not allocated for any specific purpose within the Broxtowe Part 2 Local Plan. Apart from the public house, the character of the area is residential. The principle of residential development on this site is considered acceptable, subject to the considerations set out below.

6.3 **Design, Scale and Massing**

6.3.1 The scale and massing of the proposed extension, being two storey and of a similar height to the adjacent property (19 St Michael's Square) and a lower height than the existing property, is considered to be acceptable and it is considered that the extension would appear subservient to the host property.

6.3.2 The design of the extension is of a modern contemporary style, and the materials, which include buff/brown bricks, brown zinc standing seam cladding, and black aluminium window frames, would contrast with the cream render and slate roof of the existing building. Details of the materials have been submitted, accompanied by an explanation of the choice of materials and are considered acceptable as they are a reflection of the palette of materials found in the locality, and the choice of brick colour is referred to as an identified architectural material used in Zone 2 (Old Village core) of the conservation area as set out in the Bramcote Conservation Area Character Appraisal. The modern extension has an inset link element to the existing which provides a visual break, allowing for the existing building to be appreciated whilst not overwhelmed by the new extension.

6.3.3 The boundary enclosure to the front of the site has been amended to show a brick wall with wrought iron gates, which reflects the boundary enclosure style prominent in the local area, and is therefore considered to be acceptable.

6.4 Heritage

- 6.4.1 Paragraph 195 of the National Planning Policy Framework (NPPF) (2019) states: "Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss."
- 6.4.2 Paragraph 196 of the NPPF states: "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."
- 6.4.3 The White Lion PH is a Grade II listed building, and the site and the public house are within the Bramcote Conservation Area. It is considered that the development, being set back from the road, and seen in the context of the public house car park and houses beyond, would not have a significant impact on the character and appearance of the conservation area or the setting of the listed building. Whilst the development would be considered to lead to less than substantial harm, it is considered that the development would bring back into use a vacant building, and this would be considered a public benefit which would outweigh the harm in this case.

6.5 Amenity

- 6.5.1 19 St Michael's Square is the closest residential property to the proposed development. This is a two storey detached property which is side on to the application site. There are no windows in the elevation facing the site. Whilst the proposed extension would be a minimum of 3m from the side elevation of this property, it is noted that the majority of the extension would be set further back from the front elevation of no. 19, and that only the first floor landing window would have the potential to look over the front elevation windows of 19. There would also be an additional window at first floor in the existing building, which serves a bathroom. A condition to ensure that both these windows would be obscurely glazed, and non-opening below 1.7m internal floor level would safeguard the privacy of the occupiers of this property. The proposed extension, due to its position and relationship to the adjoining site, is not considered to have an unacceptable impact on daylight and sunlight reaching this property.
- 6.5.2 It is considered that the occupiers/users of the White Lion PH would not be affected due to the extension being to the opposite side of the existing building to the public house building.
- 6.5.3 It is considered that the occupiers of 47 Church Street would not be significantly affected due to the distances between (a minimum of 22m) and the presence of the public house car park between.
- 6.5.4 The apartments would be of satisfactory internal space standards, and would be compliant with the minimum internal floor areas set out in the DCLG's

Technical Housing Standards guidelines. The proposed occupiers of the apartments would all have access to natural light and to an outlook.

6.5.5 Whilst the amount of external amenity area is constrained, it is considered that the occupiers would have access to public open space in close proximity to the site, at King George's Park, and a little further afield at Bramcote Park. The occupiers of the two ground floor apartments would each have access to a small private amenity area to the rear.

6.5.6 The site is not in an Air Quality Management Area. In addition, the approval of residential developments that are within walking distance of tram, train and bus provision is considered to have a positive benefit of wider air quality issues by encouraging public transport use and therefore reducing the need to travel by private car.

6.6 Access and Parking

6.6.1 The parking area and layout can accommodate parking for five vehicles, which is considered to be adequate to serve the development of four apartments. There is access to the rear gardens which would allow for the occupiers to have access to store cycles. Whilst comments have been made in regard to on-street parking in the locality being a problem, and that overflow parking would not be given permission within the public house car park from the public house operators, it is considered that the development would not result in a significant increase in demand for on-street parking in the area. Any unauthorised parking would be a matter for the operators of the public house to control.

6.6.2 In regard to the safety of the car park access, it is considered that, as the access would not be altered, and that the increase in traffic movements would be negligible, the proposed use would not have a significant impact on the safe access or exit associated with the development.

6.7 Waste and Recycling

6.7.1 The bin store, proposed to be of timber cladding, is to be located to the front of the application site, adjacent to the parking area. The bin store is of a sufficient size to accommodate eight bins plus space for glass recycling. As such it is considered that the bin store as proposed is acceptable both in terms of its provision and in terms of its position. Details of the materials of the bin enclosure would be secured by condition.

7 Planning Balance

7.1 The benefits of the proposal are that it would see the redevelopment of an unoccupied site; would provide housing within an existing urban area; and would be in accordance with the policies contained within the development plan. This is given significant weight.

7.2 The negative impacts are the impact on the Bramcote Conservation Area and the setting of the Grade II Listed Building.

7.3 On balance, and for the reasons set out above, it is concluded that the benefits of re-use and development of the building outweigh the less than substantial harm to the heritage assets, and the impact on the amenities of the neighbouring occupiers.

8 Conclusion

8.1 The proposed development to provide four apartments is considered to be acceptable and whilst considered to lead to less than substantial harm to the heritage assets, it is considered that the development would bring back into use a vacant building, and would be considered a public benefit which would outweigh the harm in this case. Subject to the conditions imposed, it is considered that residential amenity will not be unduly affected by the proposals.

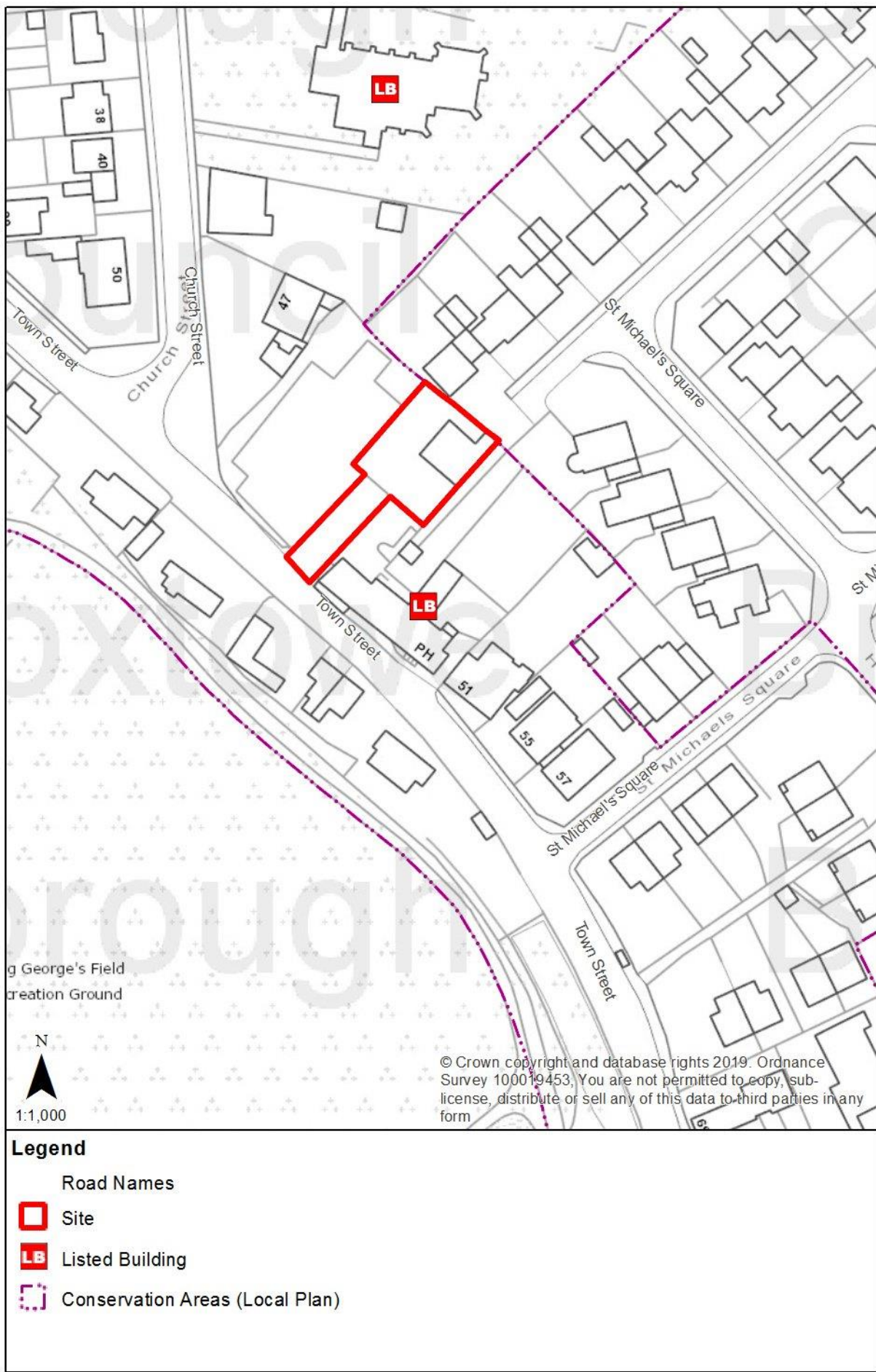
Recommendation

The Committee is asked to RESOLVE that planning permission be granted subject to the following conditions.

1.	<p>The development hereby permitted shall be commenced before the expiration of three years beginning with the date of this permission.</p> <p><i>Reason: To comply with S91 of the Town and Country Planning Act 1990 as amended by S51 of the Planning and Compulsory Purchase Act 2004.</i></p>
2.	<p>The development hereby permitted shall be carried out in accordance with window details received by the Local Planning Authority on 03.10.19, drawings numbered 004 rev D received by the Local Planning Authority on 21.10.19, 002 rev H and 003 rev G received by the Local Planning Authority on 28.11.19, and the email detailing materials, received by the Local Planning Authority on 21.11.19.</p> <p><i>Reason: For the avoidance of doubt.</i></p>
3.	<p>Notwithstanding the details of materials submitted, no above ground works shall be carried out until details of the manufacturer, type and colour of the bricks and zinc cladding to be used in the facing elevations of the extension, and details of the bin store enclosure materials have been submitted to and approved in writing by the Local Planning Authority, and the development shall be constructed only in accordance with those details.</p>

	<p><i>Reason: Limited details were submitted and to ensure the development presents a satisfactory standard of external appearance, in accordance with the aims of Policies 17 and 23 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).</i></p>
4.	<p>No above ground works shall take place until a landscaping scheme has been submitted to and approved by the Local Planning Authority. This scheme shall include the following details:</p> <ul style="list-style-type: none"> (a) Numbers, types, sizes and positions of any proposed trees and shrubs (b) Planting, seeding/turfing of other soft landscaping areas (c) Proposed hard surfacing treatment <p>The approved scheme shall be carried out in accordance with the agreed details.</p> <p><i>Reason: Limited details were submitted and to ensure the development presents a satisfactory standard of external appearance, in accordance with the aims of Policies 17 and 23 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).</i></p>
5.	<p>The approved landscaping shall be carried out not later than the first planting season following the substantial completion of the development or occupation of the building, whichever is the sooner and any trees or plants which, within a period of 5 years, die, are removed or have become seriously damaged or diseased shall be replaced in the next planting season with ones of similar size and species to the satisfaction of the Local Planning Authority, unless written consent has been obtained from the Local Planning Authority for a variation.</p> <p><i>Reason: To ensure the development presents a more pleasant appearance in the locality and in accordance with Policies 17 and 23 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).</i></p>
6.	<p>The windows on the first floor north east (rear) elevation serving the landing (in the new extension) and the bathroom (to flat 2, in the existing rear elevation) shall be obscurely glazed to Pilkington Level 4 or 5 (or such equivalent glazing which shall first have been agreed in writing by the Local Planning Authority), and be non-opening below 1.7m internal floor level. These windows shall be retained in this form for the lifetime of the development.</p>

	<i>Reason: In the interests of privacy and amenity for nearby residents and in accordance with the aims of Policy 17 of the Broxtowe Part 2 Local Plan (2019) and Policy 10 of the Aligned Core Strategy (2014).</i>
	NOTES TO APPLICANT
1.	The Council has acted positively and proactively in the determination of this application by working to determine it within the agreed determination timescale.
2.	The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848. Further information is also available on the Coal Authority website at: www.gov.uk/government/organisations/the-coal-authority



Photographs



The application site. Access is shown to the front



View of the site across the car park, taken from Town Street



Front elevation of 45 Town Street



Side garden. 19 St Michael's Square can be seen in the background



Side of the site, taken from the west of the car park



Front garden



View of the White Lion PH from the car park



View from the car park toward Town Street



View toward rear of the site from St Michael's Square



Rear elevation

Plans (not to scale)



