When calling or telephoning please ask for Mr G Durham

Direct line or ext 742222

My ref GD/EVB - R82/48

11 December 2009

To the Chair and Members

of the

CONSERVATION ADVISORY WORKING PARTY

Dear Sir/Madam

A meeting of the CONSERVATION ADVISORY WORKING PARTY will be held in COMMITTEE ROOM 1, CIVIC OFFICES, MERRIAL STREET, NEWCASTLE on TUESDAY, 22 DECEMBER 2009 at 7pm.

#### **AGENDA**

- 1. To receive Declarations of Interest from Members on items included in this agenda.
- 2. Minutes of meeting held on 10 November 2009 and 1 December 2009 (copies attached for non-Council Members information).
- 3. To consider the attached reports at Appendix A and B (blue and salmon paper).
- 4. To consider any applications for financial assistance from the Conservation and Heritage Fund which may have been brought to this meeting by the Officer.
- 5. To consider any business which is urgent within the meaning of Section 100B(4) of the Local Government Act 1972.

Yours faithfully

## **PWCLISBY**

Head of Central Services

Members: Councillors Miss Cooper, Heesom, Mrs Naylon, Slater and Mrs Williams

Outside Representatives: Messrs Chatterton, Ferrington, Heeks, Manning, McNair Lewis, Tribbeck and Worgan

The appropriate Parish Council representative(s)

# DECISIONS OF THE BOROUGH COUNCIL ON APPLICATIONS WHICH HAVE PREVIOUSLY BEEN CONSIDERED BY THE WORKING PARTY

For reports on all committee decisions, please follow the minutes and agendas search on the Council's website or refer to your copy of the Planning agenda for the permitted date. Reports for delegated items are attached to the agenda (pink paper).

Reference	Location and Applicant	Development	Working Party Comments	Planning Decision and Comments made with regard to Conservation Areas
09/526/LBC	14 Church Street, Audley. St James' Church.	Erection of two notice boards.	No objections to the notice board proposed for the side elevation of the building. However, the Working Party considered the sign proposed for the Church Street elevation to be out of proportion and not in keeping with the character of the building. As such, it was considered that a smaller, less prominent sign at this location would be preferable.	Permitted under delegated powers 30/11/09.
09/547/LBC	Brampton Lodge, Brampton Road, Newcastle. Mrs N Croxton.	Exterior and interior repairs and alterations including repairs to existing windows, enlargement of window openings, repairs to the roof and rainwater goods and alterations to internal walls.	The Working Party welcomed the revised proposals and requested the Conservation Officer to continue liaison with the applicant to secure the retention of the building's important internal features.	Permitted under delegated powers 1/12/09.
09/556/COU	25 Ironmarket, Newcastle. Mrs L Brown.	Change of use from A1 to A2 use as an estate agent.	No objections.	Refused under delegated powers 11/11/09.
09/575/FUL	2 The Green, Clayton. Mr R C Crawford.	Kitchen extension to rear.	No specific objections although some concerns were expressed about the style, design and size of the window in the proposed extension. Overall, the proposal was not considered to conflict with Policy B10 of the Newcastle-under-Lyme Local Plan 2011 with regard to the affect of development on Conservation Areas.	Permitted under delegated powers 19/11/09.
09/576/FUL	8 Ryebank Crescent, Newcastle. Mrs H Slade.	Single storey rear extension.	No objections.	Permitted under delegated powers 25/11/09.

# **CONSERVATION ADVISORY WORKING PARTY**

Reference	Location and Applicant	Development	Remarks	Ward Councillors
09/647/FUL	4 Smithy Lane, Knighton. A Sanderson & S Marshall.	Two storey side extension, ground floor side/rear extensions and front entrance porch.	Development affects the setting of a Listed Building.	Councillor P Maskery Councillor Mrs F Myatt Councillor B Tomkins
09/674/FUL & 09/675/LBC	Betley Model Farm Complex, Main Road, Betley. Y & Y Developments Ltd.	Conversion and extension of a vacant farm complex into a twelve bedroom hotel and function room facility including a restaurant/bar, spa and office accommodation and associated new vehicular access, car parking provision and landscaping.	Within the Betley Conservation Area and affects a Listed Building.	Councillor D Becket & Councillor A Wemyss
09/681/FUL & 09/682/LBC	Old Hall, Poolside, Madeley. Mr G White.	Conversion of outbuilding into living accommodation.	Within the Madeley Conservation Area and Listed Building.	Councillor J Bannister Councillor Mrs H Morris

# OFFICER REPORT ON DELEGATED ITEMS

**Applicant**: St James Church

Application No: 09/526/LBC

**Location**: 14 Church Street Audley

<u>Description</u>: Erection of two notice boards

## Policies and Proposals in the Development Plan Relevant to This Decision:

#### West Midlands Regional Spatial Strategy 2008

Policy QE1: Conserving & Enhancing the Environment Policy QE3: Creating a High Quality Built Environment for all

Policy QE5: Protection and enhancement of the Historic Environment

## Newcastle under Lyme and Stoke on Trent Core Spatial Strategy 2006 – 2026 adopted 2009

Policy CSP1: Design Quality

Policy CSP2: Historic Environment

## Staffordshire and Stoke on Trent Structure Plan 1996-2011

Policy D1: Sustainable forms of Development

Policy D2: The Design and Environmental Quality of Development

Policy NC18: Listed Buildings Policy NC19: Conservation Areas

## Newcastle Under Lyme Local Plan 2011

Policy B5: Control of development affecting the setting of a Listed Building

Policy B6: Extension or Alteration of Listed Buildings
Policy B9: Prevention of harm to Conservation Areas

Policy B10: The requirement to preserve or enhance the character or appearance of a

**Conservation Area** 

Policy B13: Design and Development in Conservation Areas

## **Other Material Considerations**

# **Supplementary Planning Guidance**

None to consider.

# **Relevant National Policy Guidance:**

PPS1: Delivering Sustainable Development (2005)

Companion Guide to PPS1 "The Planning System: General Principles" PPG15: Planning and the Historic Environment (September, 1994) Circular 01/07: Revisions to Principles of Selection for Listed Buildings

Circular 11/95 - Conditions

Listed Buildings and Conservation Areas in the Borough of Newcastle under Lyme, Planning and Development Department Newcastle under Lyme Borough Council.

# **Planning History**

None considered relevant.

# **Views of Consultees**

Audley Parish Council – Comment that the proposal is supported.

Conservation Area Working Party – Had no objections to the notice board proposed on the side elevation of the building. However the Working Party considered the sign proposed for the Church Street elevation to be out of proportion and not in keeping with the character of the building. As such it was considered that a smaller, less prominent sign at this location would be preferable.

## **Representations**

None received.

# **Applicants/Agents Submission**

None.

# **Discussion**

Number 14 Church Street is a Grade II Listed Building. The application is for listed building consent for the erection of two signs.

Amended plans have been received during the determination period of the application reducing the size of the sign to be displayed on the elevation of the property which faces onto Church Street. The sign now proposed measures 536mm by 491mm by 45mm.

The other sign proposed measures 1000mm by 915mm by 50mm and is to be situated on the elevation of the building facing onto Wilbraham's Walk.

Both signs are to have stained hardwood frames with fascias displaying the St James Church Hall logo.

Policy NC18 of the Staffordshire and Stoke on Trent Structure Plan states that there will be a presumption on favour of preserving Listed Buildings and protecting their settings and historic context.

Policy B6 of the Local Plan states that the Council will resist alterations or additions to a Listed Building that would adversely affect its character or its architectural or historic features.

Given the amendments to the sign proposed on the elevation of the property facing onto Church Street – the sign no longer competes with the character and architecture of the building and is of an appropriate size as was the case previously. The other sign proposed will be sited on a modern rear extension to the Church Hall building. It is not considered that the impact of this sign would be harmful to the character of the Listed Building. Following discussions with the applicant they have indicated that the signs proposed are to have a vinyl overlay and not a high gloss finish – which was a concern of the Conservation Officer.

In light of the amended plans received it is not considered that the proposal would cause harm to the character or appearance of the Listed Building.

# **Reason for Recommendation**

It is considered that the proposal does not have any detrimental impact on the character or appearance of this Grade II Listed Building, and accordingly the proposal complies with policies in the development plan indicated in the decision notice and national guidance on works to Listed Buildings.

# **Recommendation**

# Grant consent subject to:-

- 1. The development must be begun not later than the expiration of three years beginning with the date of this permission.
- R1: To comply with the provisions of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2. The signs shall have a vinyl finish.
- R2: To comply with Policy NC18 of the Staffordshire and Stoke-on-Trent Structure Plan 1996-2011 and Policies B5 and B6 of the Newcastle under Lyme Local Plan 2011 and the guidance given in PPG15.

## **Informative**

- 1. The decision hereby issued was made following consideration of the following plans and supporting information:-
  - Amended Plans for sign on front elevation received 25 November 2009.
  - Drawing number 1157-2 received 21 September 2009.
  - Scale 1:2500 Location Plan.

Performance Checks	Date		Date
Consultee/ Publicity Period	27.10.09	Decision Sent Out	
Case Officer Recommendation	30.11.09	8 Week Determination	30.11.09
Management check	30/11/09 ESM		

# OFFICER REPORT ON DELEGATED ITEMS

Applicant: Mrs N Croxton

Application No: 09/547/LBC

Location: Brampton Lodge The Brampton Newcastle under Lyme

Description: Exterior and internal repairs and alterations including repairs to

existing windows, enlargement of window openings, repairs to the roof and rainwater goods and alterations to internal walls (partially

retrospective).

# Policies and Proposals in the Development Plan Relevant to This Decision:

# West Midlands Regional Spatial Strategy

Policy QE1: Conserving & Enhancing the Environment Policy QE3: Creating a High Quality Built Environment for all

Policy QE5: Protection and enhancement of the Historic Environment

# Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy 2006-2026 (adopted 2009)

Policy CSP1: Design Quality
Policy CSP2: Historic Environment

## Staffordshire and Stoke on Trent Structure Plan 1996 - 2011

Policy D1: Sustainable forms of Development

Policy D2: The Design and Environmental Quality of Development

Policy NC19: Conservation Areas Policy NC18: Listed Buildings

# Newcastle Under Lyme Local Plan 2011

Policy B6: Extension or alteration of Listed Buildings Policy B9: Prevention of harm to Conservation Areas

Policy B10: Requirement to preserve or enhance the character or appearance of a

**Conservation Area** 

Policy B13: Design and development in Conservation Areas

Policy B14: Development in or adjoining the boundary of Conservation Areas

## **Other Material Considerations**

# **Relevant National Policy Guidance:**

PPS1: Delivering Sustainable Development (2005)
PPG15: Planning and the Historic Environment (1994)

Companion Guide to PPS1 "The Planning System: General Principles

## **Views of Consultees**

The Conservation Advisory Working Party welcomed the revised proposals and requested the Conservation Officer to continue liaison with the applicant to secure the retention of the building import internal features.

**English Heritage** makes a number of observations including:

- That some of the works has been already undertaken
- The proposal is not are sympathetic to the historic character
- The removal of structural masonry should be accompanied by a structural engineers report
- Precise details of new joinery should be provided.
- Details of double glazing units
- Details of the dry lining installed
- Details of the new rainwater goods

They urge the local planning authority to address the issues raised and determine the proposal in accordance with national and local policy guidance and on the basis local conservation advice.

## Representations

None received.

# **Applicant/Agent's Submission**

A Design and Access Statement has been submitted.

# **Relevant Planning History**

2009 09/273/LBC Refused – internal and external alterations

## **Key Issues**

This application is for listed building consent for internal alterations and alterations/repairs to windows. Some of work which consent is sought has already been carried out and includes reinstating some work already carried out without consent. The property is a Grade II Listed building. The site lies within the Brampton Conservation Area.

Policy B6 of the Local Plan states that the Council will resist alterations or additions to a listed building that would adversely affect its character or architectural or historic features.

The works for which Listed Building is sought includes:-

Alterations/Repairs to windows.

## **Internal Alterations**

#### Basement

Bricking up two existing openings Reopen two arched openings Creation of a WC area Removal of dividing wall

## **Ground Floor**

Replace glass and remove glazing bars to windows in central stairwell

Removal of some later internal partitions to form a larger kitchen area

Increase size of window openings

Provide the internal door opening into new kitchen area

Create opening into Dining Room from Kitchen

Removal of internal partitions to create larger side entrance hall

Create archways adjacent existing staircase and hall

Create an archway from the Hall Annex to South Hall

Removal of partitions around stairs area

#### First Floor

Creating a opening from proposed dressing room to bedroom 2

Creating en suite facility in proposed dressing room

Block up original doorway to bedroom 2

Reinstating wall between bedroom 2 and bedroom3

Create new doorway into bedroom 2

Block up original doorway to bedroom 2

Reinstating wall into bedroom 2

Removal of raised bed platform into bedroom 3

Removal of chimney breast in bedroom 3 (already carried out)

Installation of kingspan insulation system to external wall in bedroom 4 (already carried out)

Installation of kingspan insulation system to external wall in bedroom 3 (already carried out)

Removal of internal walls above stairs and create Library area in adjacent room

Creation of two opening into dressing room from bedroom 1

Creation of opening into proposed dressing room

Blocking up three doorways

Removal of internal partitions to create bathroom

Block up doorway

Removal of internal partitions

Removal of fitted cupboards and enlargement of landing and steps

#### Second Floor

Removal of internal partitions

Creation of a WC area

This application is a re-submission of a previously refused proposal which sought to retain a number of works which had already been carried out together with other major internal works. The previous submission was refused due to:-

The works proposed and already carried out to the internal fabric of this Grade II listed building would have a detrimental impact on the character and historic proportions of the original rooms of the building and the applicant has failed to demonstrate an acceptable justification for the alteration to be carried out or provide convincing evidence the works already carried out would not compromise or have a detrimental impact on the remaining fabric of the building. As such the proposal would not comply with policy B6 of the Newcastle under Lyme Local Pan 2011 and the advice and guidance found in Planning Policy Guidance number 15 - Planning and the Historic Environment.

The property has an historic use as a residential use and this is proposed to continue.

The site has been visited on a number of occasions since the beginning of the year after being made aware works had been carried out without consent. The applicant has been told both verbally and in writing the works require LBC and works carried out may be subject to enforcement action.

National Guidance in the form of PPG 15 provides advice on works to Listed Buildings stating:-

"Once lost, listed buildings cannot be replaced; and they can be robbed of their special interest as surely by unsuitable alteration as by outright demolition. They represent a finite resource and an irreplaceable asset. There should be a general presumption in favour of the preservation of listed buildings, except where a convincing case can be made out, against the criteria set out in this section, for alteration or demolition. While the listing of a building should not be seen as a bar to all future change, the starting point for the exercise of listed building control is the statutory requirement on local planning authorities to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' (section 16). This reflects the great importance to society of protecting listed buildings from unnecessary demolition and from unsuitable and insensitive alteration and should be the prime consideration for authorities in determining an application for consent....

Applicants for listed building consent must be able to justify their proposals. They will need to show why works which would affect the character of a listed building are desirable or necessary. They should provide the local planning authority with full information, to enable them to assess the likely impact of their proposals on the special architectural or historic interest of the building and on its setting.

Many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses. Indeed, cumulative changes reflecting the history of use and ownership are themselves an aspect of the special interest of some buildings, and the merit of some new alterations or additions, especially where they are generated within a secure and committed long-term ownership, should not be discounted. Nevertheless, listed buildings do vary greatly in the extent to which they can accommodate change without loss of special interest.

Some listed buildings are the subject of successive applications for alteration or extension: in such cases it needs to be borne in mind that minor works of indifferent quality, which may seem individually of little importance, can cumulatively be very destructive of a building's special interest.

The listing grade is a material consideration but is not of itself a reliable guide to the sensitivity of a building to alteration or extension. For example, many Grade II buildings are of humble and once common building types and have been listed precisely because they are relatively unaltered examples of a particular building type; so they can as readily have their special interest ruined by unsuitable alteration or extension as can Grade I or II\* structures.

Achieving a proper balance between the special interest of a listed building and proposals for alterations or extensions is demanding and should always be based on specialist expertise; but it is rarely impossible, if reasonable flexibility and imagination are shown by all parties involved. Thus, a better solution may be possible if a local planning authority is prepared to apply normal development control policies flexibly; or if an applicant is willing to exploit unorthodox spaces rather than set a standardized requirement; or if an architect can respect the structural limitations of a building and abandon conventional design solutions in favour of a more imaginative approach."

With this proposal there has been a definite reduction in the degree of works being proposed and the applicant also proposes to reinstate works which he had previously undertaken without consent.

The main issue for the local planning authority to consider is whether what is now proposed can be considered as minimum intervention to this Listed Building and whether the character of the building would be adversely compromised by the proposed works.

Whilst the proposal consists of major internal works some of which have already been carried out, the works would generally maintain the existing proportions of the rooms within the building. There are some outstanding issues with the submission which it is considered can be controlled/monitored by the imposition of conditions.

## **Conservation Areas**

The property is located within Brampton Conservation Area, the local planning authority when dealing with listed building consent in Conservation Area have to pay special attention to the desirability of preserving or enhancing the character or appearance of that area (S. 72 of P(L.B. & C.A.) Act 1990). Given the majority of work proposes /carried out are internal it is considered the character and appearance of the Conservation Area would not be materially affected.

# **Reason for the Grant of Listed Building Consent:**

It is considered that the proposal does not have any detrimental impact on the character or appearance of this Grade II Listed Building, and accordingly the proposal complies with policies in the development plan indicated in the decision notice and national guidance on works to Listed buildings.

# **Recommendations**

Grant consent subject to,

- 1. The development must be begun not later than the expiration of three years beginning with the date of this permission.
- R1: To comply with the provisions of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 2. No alterations shall be carried out pursuant to the implementation of the listed building consent hereby granted until a method statement and schedule of works with an appropriate timetable has submitted to and approved in writing by the Local Planning Authority. The method statement and schedule shall show how key architectural and historic features will be retained and shall provide comprehensive details of proposed works. The alterations hereby approved shall be carried out in full accordance with the approved scheme.
- R2: To protect and safeguard the historic fabric and appearance of the listed building and the appearance and character of the Conservation Area in accordance with the requirement of Policies NC18 and NC19 of the Staffordshire and Stoke-on-Trent Structure Plan 1996-2011 and Policies B6, B9, B13 and B14 of the Newcastle-under-Lyme Local Plan 2011 and the aims and objective of PPG15.
- 3. No alterations shall be carried out pursuant to the implementation of the listed building consent hereby granted until a full and detailed structural survey which demonstrates that all walls and structural masonry either removed or proposed to be removed would not compromise the future structural stability of any part of the building shall be submitted to and approved in writing by the Local Planning

Authority. The structural survey to be carried out by a competent and appropriately qualified person.

- R3: To protect and safeguard the historic fabric and appearance of the listed building and the appearance and character of the Conservation Area in accordance with the requirement of Policies NC18 and NC19 of the Staffordshire and Stoke-on-Trent Structure Plan 1996-2011 and Policies B6, B9, B13 and B14 of the Newcastle-under-Lyme Local Plan 2011 and the aims and objective of PPG15.
- 4. No alterations shall be carried out pursuant to the implementation of the listed building consent hereby granted until full and precise details of the following have been submitted to and approved in writing by the Local Planning Authority: -
  - (a) The proposed ventilation to the areas which have been or are to be dry lined.
  - (b) Details of all joinery works at a scale of 1:5
  - (c) Details of all new windows
  - (d) Details of all works connected with the refurbishment of the existing windows
  - (e) Details of new or replacement rainwater goods
  - (f) Details of all lime plaster mixes
  - (g) Details of new archway/ doorways and openings
  - (h) Details of the internal routing of all new pipework relating to the proposed geothermal heating system.

The alterations hereby approved shall be carried out in accordance with the approved details

- R4: To protect and safeguard the historic fabric and appearance of the listed building and the appearance and character of the Conservation Area in accordance with the requirement of Policies NC18 and NC19 of the Staffordshire and Stoke-on-Trent Structure Plan 1996-2011 and Policies B6, B9, B13 and B14 of the Newcastle-under-Lyme Local Plan 2011 and the aims and objective of PPG15.
- 5. Notwithstanding the submitted details, no alterations shall be carried out pursuant to the implementation of the listed building consent hereby granted until full and precise details shall be submitted to and approved in writing by the Local Planning Authority of the treatment of the proposed 'library area' including all new shelving and supports.
- R5: To protect and safeguard the historic fabric and appearance of the listed building in accordance with the requirement of Policy NC18 of the Staffordshire and Stoke-on-Trent Structure Plan 1996-2011 and Policy B6 of the Newcastle-under-Lyme Local Plan 2011 and the aims and objective of PPG15.

## **Note to the Applicant**

The decision hereby issued was made following consideration of the following plans and supporting information:

- Location Plan
- 1st Floor 'work carried out to date'
- 2nd floor 'original and proposed'
- Basement 'original and proposed'
- 1st Floor 'proposed layout'
- Ground Floor 'proposed layout'

- 1st Floor 'original layout'
- Ground Floor 'original layout'
- Library detail (1st floor)
- The Design and Access Statement produced by Steve Croxton received 23 September 2009.

# **Notes to the Applicant**

- 1. This granting of listed building consent does not grant or imply the grant consent to carried out additional works which are not included within the scope of this consent
- 2. You are reminded of the need to carry out the work in accordance with the approved details and the need to comply with all the conditions attached to this consent.
- 3. You are reminded that it is a criminal offence to carry out any unauthorised works to a listed building.
- 4. You are advised to liaise with either the Case Officer or the Conservation Officer when carrying out works in pursuant to the implementation of this listed building consent

Performance Checks	Date		Date
Consultee/ Publicity Period	06.11.09	Decision Sent Out	
Case Officer Recommendation	02.12.09	8 Week Determination	03.12.09
Management Check			

## OFFICER REPORT ON DELEGATED ITEMS

Applicant: Miss L Brown

Application No: 09/556/COU

Location: 25 Ironmarket Newcastle

Description: - Change of use from A1 to A2 to use as an estate agents

# Policies and Proposals in the Approved Development Plan Relevant to This Decision:

# West Midlands Regional Spatial Strategy

Policy UR3: Enhancing the role of city, town and district centres

Policy PA1: Prosperity for All

Policy QE1: Conserving and enhancing the environment Policy QE3: Creating a high quality built environment for all

## Staffordshire and Stoke-on-Trent Structure Plan 2011

Policy D1: Sustainable forms of development

Policy D2: The design and environmental quality of development

Policy T1A: Sustainable location

Policy TC1: Ensuring the future of town centres

Policy NC18: Listed Buildings Policy NC19: Conservation Areas

## Stoke on Trent and Newcastle-under-Lyme Core Strategy

Policy SP1: Spatial Principles of Targeted Regeneration

Policy CSP2: Historic Environment

Policy AS4: Newcastle Town Centre Area Spatial Policy

# Newcastle-under-Lyme Local Plan 2011

Policy B5: Control of development affecting the setting of a listed building

Policy B7: Listed Buildings – Change of Use

Policy B9: Prevention of harm to Conservation Areas

Policy B10: The requirement to preserve or enhance the character or appearance of a

**Conservation Area** 

Policy B13: Design and Development in Conservation Areas

Policy B14: Development in or adjoining the boundary of Conservation Areas

Policy B16: Shop fronts in Conservation Areas

Policy R5: Newcastle Town Centre - Non retail use in Primary Shopping Frontages

# **Other Material Considerations include:**

#### **National Planning Policy**

PPS 1 Delivering Sustainable Development

Companion Guide to PPS1 – The Planning System: General Principles

PPS 6 Planning for Town Centres

PPG 15: Planning and the Historic Environment

PPG13: Transport (2001)

Newcastle-under-Lyme Town Centre Supplementary Planning Document (2009)

## **Planning History**

N1205 Withdrawn - 9 May 1975 - change of use of No 25 The Ironmarket

from a shop to Surveyors and Estate Agents offices

N14089 Permitted – 12 March 1985 - Photographic studio and retail premises

## **Views of Consultees**

**Locality Area Partnership** – No comments received.

**Conservation Advisory Working Party** – No objections.

# Representations

Two letters of representation has been received in support of the application of which the main points are summarised below:-

- The change of use would be a reversion to the situation which was in place before the current tenant took over (was a photographic studio prior to a retail outlet).
- The current tenant is in arrears with rent in breach of contract regarding maintenance of the property and unable to pay the bill for recent repairs and decoration, therefore likely to vacate
- Preferable as an estate agents to boarded up.
- Have recently spent money improving the appearance of the property.
- The estate agents would provide jobs.
- There was previously an estate agents on Ironmarket near to the property.
- The building was Grade II listed in 1985, and the council presented an award for the design of the shop.
- A large To Let board has been on display since February 2009 with no interest being displayed other than the current interest from the estate agency.

## **Applicants/Agents Submission**

A planning support statement accompanies the application, of which the main points are outlined below:-

- It is prudent to mention that whilst to the outside world it may look as though the subject premises is currently operating successfully, trading as a retail clothes shop, the reality is however a little different and the existing tenant is currently finding trading conditions extremely challenging and as such is likely to vacate the unit of their own accord within the near future.
- In light of the above we have been offering the property to the market on a leasehold basis for approximately six months, during which time the only level of meaningful interest that has been forthcoming relates to the applicant.
- The proposed application will provide additional employment within the town, supporting four full time positions and one part time position.
- Given the high level of vacant retail properties within the town centre, we trust that
  the Council will recognise that it is imperative to ensure that as many town centre
  properties are occupied and given the rather precarious position with regards the
  existing occupier of the subject premises, we would hope that the Council will

- welcome a more beneficial business occupier.
- While we appreciate that there may be a school of thought within the Council that Retail (A1) properties should be retained wherever possible, given the proposed change of use from A1 to A2, we feel it is prudent to emphasise that the A1 usage is not being extinguished, it is merely being extended.
- There are a number of other residential Estate Agency Properties within the town centre, all of which naturally benefit from A2 consent and accordingly expect that the Council will see no reason to object to the subject Application given the fact that various presidents have already been established.
- The application relates to an existing and established Residential Estate Agency business., currently based in Cheshire (Sandbach and Alsager) which is intending to expand into the Newcastle area, and accordingly we would expect this to be welcomed by the Borough Council.
- To give an indication of the number of visitors that the business will generate, the
  applicant would estimate somewhere between 20-25 visitors entering the premises
  on a normal working day, in addition to a far greater number of people who would
  inevitably peruse those properties that were being displayed in the window frontage.

A supporting statement has been submitted by the agent (after the period normally accepted) which makes the following main points:-

- The agent states there are 25 vacant retail units within the town centre
- The Council is demonstrating very poor judgement and narrow mindedness and are doing nothing to preserve the vibrancy of the town centre
- Pressuring A1 uses in the town centre is out of touch with reality
- The internet and peoples changing attitudes towards town centres have changed dramatically over the last few years and will continue to evolve. Local Authorities need to evolve too

A supporting letter has also been submitted outlining the following main points:-

- "Smaller town centres have to reinvent themselves in terms of convenience and we need a rethink on change of use, accessibility and car parking.....we need to encourage a review of change of uses as its pointless having shops stand empty because planners have some vision of resuscitating high streets back to the bustling 1930s.... local authorities will have to be much more flexible about building uses in high streets. It can't now be about shopping and will have to include more services and leisure as the mix of shops declines." (Peace, Liz, BFP chief executive)
- Communities and Local Government has confirmed that secondary legislation to make Local Development Orders (LDO's) more flexible and easier to use by removing the requirement that the measure is linked with policies in local development plans will be published later this year. This intention was highlighted in a package of proposals, just published by CLG, designed to prevent high street decline and counter the negative impact of boarded up shops. The package includes moves to make it easier to allow temporary change of use for retail units.

#### Key Issues

The application is for a Change of Use from A1 retail unit to A2, for the purposes of using the premises as an Estate Agency. There are no external alterations or additions proposed for the building, and the unit is currently used as a clothes shop and forms part of the primary Retail Frontage of Newcastle Town Centre and is within the Town Centre Conservation Area.

The key issues relating to this application are:

- What are the effects on the character and appearance of the Conservation Area?
- Any effects on the Listed Building?
- Are there any impacts on the Vitality and Viability of the Town Centre in relation to retailing?

# Effects on the character and appearance of the Conservation Area

The unit is situated within the Ironmarket, within the designated Conservation Area. Policies B9, B10, B13, B14 and B16 all relate to development within and adjoining the Conservation Area. Section 72 of the Act requires that a Planning Authority in the exercise of its powers under the Planning Act in a Conservation Area, including the determination of planning applications, pay special attention to the desirability of preserving or enhancing the character and appearance of the area.

The consensus of these policies seeks to ensure that no development takes place that does not preserve or enhance the architectural features or design of the area of the application building, and that shop fronts in particular respect the scale and features of the existing and nearby buildings.

The proposal is for a change of use application with no changes proposed to be made to external appearances under this application. The proposal is neutral in Conservation Area terms. Details relating to any subsequent signage have not been submitted with this application and as such would then be considered in a future planning application.

# Effects on the Listed Building?

Policy CSP 2 "Historic Environments" of the Core Strategy states how both councils will seek to preserve and enhance the character and appearance of the historic heritage of the city and the borough. Policy NC18 of the Structure Plan states that there will be a presumption in favour of preserving Listed Buildings and protecting their settings and historic context.

Policies B7 of the Local Plan is particularly concerned with the change of use of Listed Buildings, and states that the change of use of a listed building will only be permitted if its character or appearance would be preserved or enhanced.

The proposal is purely a change of use and does not involve any physical alterations. The building has been painted gray recently; however this is a separate issue being dealt with by the Conservation Officer.

Overall the change of use is considered in compliance with policies of the development plan/ Local Development Framework concerned with the protection of Listed Buildings.

# <u>Impacts on the Vitality and Viability of retailing in the Town Centre?</u>

Policy ASP 4 of the Core Spatial Strategy states that Newcastle-under-Lyme Town Centre should be developed in a balanced way with a strong retail offer and a strengthened financial and professional sector. Paragraph 5.151 states that the North Staffordshire Retail and Leisure Study 2005 – 2021 identified the potential and the need for future growth to consolidate the Newcastle under Lyme Town Centres position within the hierarchy of centres, and its ability to provide a complementary and supporting role to the City Centre. The study identifies a capacity for approximately 16,000 – 19,000 square metres of additional net, non food retail floor space within Newcastle under Lyme Town Centre.

Paragraph 5.152 states that the scale of the retail development targets in the Core Strategy reflects the guidance in the West Midlands Regional Spatial Strategy. The scale proposed seeks to maintain, at the very least, the Newcastle Town Centres current retail offer, whilst at the same time provide a climate for new retail opportunities to come forward to support Newcastle's role as a market and University town.

Paragraph 5.153 states that a distinct and successful geographical concentration of financial and professional services do exist in Newcastle Town Centre – particularly The Brampton, Queen Street, King Street and Marsh Parade. The expansion of this sector is viewed as very important, however is linked to new development.

National, structure and Local Plan policies all aim to increase and promote the vitality and viability of town centres, and although this can be achieved through a mixed use of A1, A2 and A3 uses, the designated Primary Shopping Frontages of ground floor units within the Town Centre, however, are primarily for retailing use.

Policy R5 of the Local Plan, whilst an unsaved policy of the Local Plan, remains a material consideration in the determination of planning applications. Policy R5 requires the cumulative effect of such a change of use on the retail frontage to be considered. Policy R5 of the Newcastle Local Plan states that "the Council will resist changes of use of ground floors to other uses where this would result in a significant reduction in the retailing attractiveness of that frontage or the range of goods and services offered. Of particular importance will be the uses of the adjoining units and the possible creation of inappropriate, continuous lengths of non-retail frontages." The site lies within one of these frontages

The aims and objectives of PPS6 Planning for Town Centres which supersedes PPG6 – Town Centres, aims to ensure that consideration is given to the impact of development on the town centre particularly to the impact that the development could have on trade/turnover and the vitality and viability of existing centres within the catchments area of the proposed development and any potential changes to the quality, attractiveness, physical conditions and character of the centre and its role in the economic and social life of the community.

The Newcastle-under-Lyme Town Centre SPD (2009) states that the Primary Shopping Area is defined as the area within the inner ring road (p12). This is the area where retail is the primary activity, and on the basis of observed activities; the prime frontage is where we would expect pure retail to predominate (p12).

A retail occupancy study undertaken in 2008 shows that within the row of 10 units where the application property lies, at present this is made up of 50% A1 retail. Allowing the change of use would reduce the A1 retail offer to 40%. This shows that A1 retail is clearly not the predominant use in the prime retail frontage.

The Savills Retail Study 2006 states that there is a need for Newcastle to continually consolidate and improve its retail offer that both compete with and complement the offer of Stoke on Trent City Centre and other neighbouring centres.

In relation to the cumulative affect, the loss of an A1 retail unit would be detrimental to this row of properties and would result in a primary frontage mostly made up of A2 and A3 uses, on one of the main shopping streets within the Town Centre and would result in a significant reduction of the retailing attractiveness of the primary retail frontage. It is considered on balance that there are other areas within and surrounding the Town Centre to locate A2 type functions, such as those in the Office Quarter defined in the Town Centre SPD on The Brampton, King Street, Queen Street and Marsh Parade. It is considered that on balance, allowing a change of use from A1 to A2 in the primary retail frontage would be contrary to the policies within the Core Spatial Strategy and the Local Plan, and also the Town Centre

SPD and the aims and objectives of National Planning Policy Statement 6: Town Centres.

Allowing this change of use from A1 to A2 would set a precedent which would be contrary to national, regional and local planning policies and aims of creating and maintaining strong and vital retail areas.

The application should therefore be refused. In reaching this conclusion consideration has been given to the possibility of a temporary permission for the proposed change of use. Circular 11/95 on conditions indicates that the material considerations to which regard must be had in granting any permission are not limited or made different by a decision to make the permission a temporary one. It indicates that it will normally only be appropriate either where the applicant proposes temporary development, or when a trial run is needed in order to assess the effect of the development on the area. In this particular case a temporary consent has not been applied for and the Local Planning Authority would find it difficult to justify the imposition of such a condition given the policy considerations and the lack of certainty that the planning circumstances will have changed at the end of the temporary period. Any decision which results in the loss of a retail unit, even for the limited time period, could have a significant impact on the strong retail offer of the town centre which policy ASP4 of the Core Spatial Strategy seeks to protect.

# **Decision**

Refuse for the following reason:

The proposed change of use would result in the loss of a Class A1 shop within a Primary Shopping frontage and the cumulative impact of the development in addition to the other non Class A1 uses would reduce the retailing attractiveness of the frontage. It is considered that it would adversely affect the vitality and viability of the part of Newcastle Town Centre within which it is sited, and would be contrary to policy TC1 of the Staffordshire and Stoke on Trent Structure Plan (1996-2011), Policy ASP 4 of the Newcastle under Lyme and Stoke on Trent Core Strategy (2009), the Newcastle under Lyme Town Centre SPD (2009) as well as the aims and objectives of PPS6.

Performance Checks		Date		Date
Consultee/ Period	Publicity	26/10/09	Decision Sent Out	
Case Officer Recommendation		11/11/09, updated 25/11	8 Week Determination	26/11/09
Report checked by Back Office		26/11 ESM		
Management check				

## OFFICER REPORT ON DELEGATED ITEMS

Applicant: Mr R C Crawford

Application No: 09/575/FUL

<u>Location</u>: 2 The Green, Clayton

**Description:** Kitchen extension to rear

# Policies and Proposals in the Approved Development Plan Relevant to This Decision:

## West Midlands Regional Spatial Strategy 2008

Policy QE3: Creating a high quality built environment for all

## Staffordshire and Stoke on Trent Structure Plan 1996 - 2011

Policy D1: Sustainable Development

Policy D2: The Design and Environmental Quality of Development

Policy NC19: Conservation Areas

# Newcastle under Lyme and Stoke on Trent Core Spatial Strategy 2006 - 2026

Policy CSP1: Design Quality

Policy CSP2: Historic Environment

Policy CSP3: Sustainability and Climate Change

# Newcastle-under-Lyme Local Plan 2011

Policy H18: Design of Residential Extensions

Policy B9: Prevention of harm to Conservation Areas

Policy7 B10: The requirement to preserve and enhance the character or appearance of a

**Conservation Area** 

Policy B13: Design and Development in Conservation Areas

## **Other Material Considerations**

# **Relevant National Policy Guidance:**

PPS1: Delivering Sustainable Development (2005)

Companion Guide to PPS1 "The Planning System: General Principles"

PPG 15: Planning and the Historic Environment

## **Supplementary Planning Guidance**

Space Around Dwellings (July 2004)

# **Relevant Planning History**

2000 00/351/FUL Permitted – 14 July 2000 - two storey extension

## **Views of Consultees**

Conservation Advisory Working Party - No objections overall, however some concern

expressed over size and design of proposed window in the extension

## **Representations**

Nil

## **Applicants/Agents Submission**

Nil

## **Key Issues**

Full planning permission is sought for single storey rear extension to 2 The Green, Clayton, which is a fairly large semi detached house located within the urban area of Newcastle under Lyme, as designated by the Local Plan Proposals Map.

The key issues in the determination of the application are:

- Impact on the Clayton Conservation Area
- Visual amenity
- Residential amenity

#### Impact on the Clayton Conservation Area

PPG 15 "Planning and the Historic Environment" states the importance of protecting and enhancing the character and appearance of Conservation Areas. Policy NC19 of the Staffordshire and Stoke on Trent Structure Plan reflects this national policy by stating that there will be a presumption in favour of retaining and enhancing buildings, groups of buildings, or other features which contribute to their special character, appearance or interest. New development within Conservation Areas should respect, protect and enhance their character and appearance with respect to its height, scale, intensity and materials, and only generate levels of activity which will support their preservation and economic viability. Policy CSP2 of the emerging Core Spatial Strategy "Historic Environment" states that Councils will seek to preserve and enhance the character and appearance of the historic heritage of the Borough. The Local Plan contains several policies aimed at the preservation and enhancement of Conservation Areas. Those being relevant in the determination of this application are Policies B9, B10 and B13.

Policy B13 "Design and Development in Conservation Areas" states that applicants should demonstrate how they have taken into account the need to preserve or enhance the character or appearance of Conservation Areas in the design of their development proposals."

The Council's Conservation Officer has been consulted on the application, and has no objections to the proposed extension subject to the windows and doors being of timber construction. CAWP commented that the window styles should be amended, however due to the extension being to the rear of the property, and would not be visible from public vantage points, this is not considered necessary. It is considered that the proposed extension would not detract from the character or appearance of the Conservation Area, and would therefore be acceptable in terms of its impact on the Clayton Conservation Area and in compliance with policies CSP2 of the Core Spatial Strategy, NC19 of the Structure Plan, B9, B10 and B13 of the Local Plan and the aims and objectives of PPG 15..

## Visual amenity

Paragraph 34 of PPS 1 states that "good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted." Paragraph 36 goes on to state that Local Authorities should ensure that developments are "visually attractive as a result of good architecture and appropriate landscaping."

Policy H18 of the Local Plan refers to the design of residential extensions, where subject to planning control. The policy states that "Proposals to extend dwellings will be favourably considered, subject to other policies in the plan, so long as the form, size and location of each extension should be subordinate to the design of the original dwellings, the materials and design of each extension should fit in with those of the dwelling to be extended and the extension does not detract materially from the character of the original dwelling or from the integrity of the original design of the group of dwellings that form the street scene or setting."

Core Spatial Strategy Policy 1 "Design Quality" states that new development should be well designed to respect the character, identity and context of Newcastle and Stoke-on-Trent's unique townscape and landscape and in particular, the built heritage, its historic environment and its rural setting.

The proposed extension would be to the rear of the dwelling, and would be single storey. The extension would not detract from the character of the existing house or the surrounding area, and it would not be visible from public vantage points. The materials are proposed to match those of the existing property and as such the proposed extension is considered acceptable and in compliance with Policies H18 of the Local Plan, D2 of the Structure Plan and the aims and objectives of PPS1.

Overall, the proposed extension is considered acceptable and in compliance with Policies H18 of the Local Plan and the aims and objectives of PPS 1.

# Impact upon neighbouring occupiers in terms of amenity

In terms of residential amenity, the Council's Supplementary Planning Document, "Space Around Dwellings", seeks to ensure that development does not affect residential amenity in terms of a material loss of privacy to neighbouring residents.

The proposed extensions would not cause a material loss of light or privacy to neighbouring occupiers, and as such the application complies with the Councils SPD Space Around Dwellings.

## **Reasons for the Grant of Planning Permission**

The proposal accords with provisions of the development plan for the locality indicated in the decision notice and there are no other material considerations which would justify a refusal of planning permission.

# **Recommendation**

# Permit subject to conditions:

1. The development must be begun not later than the expiration of three years beginning with the date of this permission.

- R1: To comply with the provision of Section 91 of the Town and Country Planning Act.
- 2: The materials to be used in the construction of the development hereby permitted shall match in all respects (size, texture and colour) those of the existing dwelling.
- R2: In the interests of visual amenity to comply with Policy D2 of the Staffordshire and Stoke on Trent structure Plan 1996-2011 and the aims and objectives of PPS1.
- 3. Notwithstanding the information on the plans stamped approved, the windows and doors of the proposed extension shall be of timber construction.
- R3: To protect and enhance the character and appearance of the Conservation Area, in accordance with policies NC19 of the Staffordshire and Stoke on Trent Structure Plan, Policy CP2 of the Newcastle under Lyme and Stoke on Trent Core Spatial Strategy, policies B9, B10 and B13 of the Newcastle under Lyme Local Plan, and the aims and objectives of PPG 15.

# **Note to the Applicant**

The decision hereby issued was made following consideration of the following plans and supporting information:

- Block Plan 1:500
- Location Plan 1:1250
- Drawing No. 08/1/2588/1 stamped amended and received 13 October 2009

Performance Checks		Date			Date
Consultee/ Publicity Period		7/11/09	Decision Sent Out		
Case Recommendation	Officer	19/11/09	8 Determination	Week	7/12/09
Management check					

# OFFICER REPORT ON DELEGATED ITEMS

**Applicant**: Mrs H Slade

Application No: 09/576/FUL

Location: 8 Rye Bank Crescent, Newcastle

**Description:** Single storey rear extension

# Policies and Proposals in the Approved Development Plan Relevant to This Decision:

# West Midlands Regional Spatial Strategy 2008

Policy QE3: Creating a high quality built environment for all

# Staffordshire and Stoke on Trent Structure Plan 1996 - 2011

Policy D1: Sustainable Development

Policy D2: The Design and Environmental Quality of Development

Policy NC19: Conservation Areas

# Newcastle under Lyme and Stoke on Trent Core Spatial Strategy 2006 - 2026

Policy CSP1 Design Quality

Policy CSP2 Historic Environment

Policy CSP3 Sustainability and Climate Change

## Newcastle-under-Lyme Local Plan 2011

Policy H18: Design of Residential Extensions

Policy B9: Prevention of harm to Conservation Areas

Policy B10: The requirement to preserve and enhance the character or appearance of a

**Conservation Area** 

Policy B14: Development in or adjoining the boundary of conservation areas

# **Other Material Considerations**

## **Relevant National Policy Guidance**:

PPS1: Delivering Sustainable Development (2005)

Companion Guide to PPS1 "The Planning System: General Principles"

PPG 15: Planning and the Historic Environment

## **Supplementary Planning Guidance**

Space Around Dwellings (July 2004)

## **Relevant Planning History**

Nil

## **Views of Consultees**

**Conservation Advisory Working Party** – No objections.

#### Representations

Nil

# Applicants/agents submission

Nil

## **Key Issues**

Full planning permission is sought for single storey rear extension to 8 Rye Bank Crescent, Newcastle, which is a semi detached house located within the urban area of Newcastle under Lyme, as designated by the Local Plan Proposals Map. The sites rear boundary lies adjacent to the Newcastle Town Centre Conservation Area.

The key issues in the determination of the application are:

- Impact on the Conservation Area
- Visual amenity
- Residential amenity

# Impact on the Conservation Area

PPG 15 "Planning and the Historic Environment" states the importance of protecting and enhancing the character and appearance of Conservation Areas. Policy NC19 of the Staffordshire and Stoke on Trent Structure Plan reflects this national policy by stating that there will be a presumption in favour of retaining and enhancing buildings, groups of buildings, or other features which contribute to their special character, appearance or interest. New development within Conservation Areas should respect, protect and enhance their character and appearance with respect to its height, scale, intensity and materials, and only generate levels of activity which will support their preservation and economic viability. Policy CSP2 of the emerging Core Spatial Strategy "Historic Environment" states that Councils will seek to preserve and enhance the character and appearance of the historic heritage of the Borough. The Local Plan contains several policies aimed at the preservation and enhancement of Conservation Areas. Those being relevant in the determination of this application are Policies B9, B10 and B13.

Policy B13 "Design and Development in Conservation Areas" states that applicants should demonstrate how they have taken into account the need to preserve or enhance the character or appearance of Conservation Areas in the design of their development proposals."

Policy B14 "Development in or adjoining the boundary of conservation areas" states that special regard should be had to proposals on the boundaries of Conservation Areas in terms of form, scale and design when related to the character of the setting, including, particularly, the buildings and open spaces in the vicinity.

The Council's Conservation Officer has been consulted on the application, and has no objections to the proposed extension, due to the proposal being a minor extension, and also as it would not be visible from the edges of the Conservation Area due to thick vegetation on

both sides of the conservation area boundary. CAWP made no objections to the proposal. It is considered that the proposed extension would not detract from the character or appearance of the Conservation Area, and would therefore be acceptable in terms of its impact on the Conservation Area and in compliance with policies CSP2 of the Core Spatial Strategy, NC19 of the Structure Plan, B9, B10 and B13 of the Local Plan and the aims and objectives of PPG 15.

# Visual amenity

Paragraph 34 of PPS 1 states that "good design should contribute positively to making places better for people. Design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted." Paragraph 36 goes on to state that Local Authorities should ensure that developments are "visually attractive as a result of good architecture and appropriate landscaping."

Policy H18 of the Local Plan refers to the design of residential extensions, where subject to planning control. The policy states that "Proposals to extend dwellings will be favourably considered, subject to other policies in the plan, so long as the form, size and location of each extension should be subordinate to the design of the original dwellings, the materials and design of each extension should fit in with those of the dwelling to be extended and the extension does not detract materially from the character of the original dwelling or from the integrity of the original design of the group of dwellings that form the street scene or setting."

Core Spatial Strategy Policy 1 "Design Quality" states that new development should be well designed to respect the character, identity and context of Newcastle and Stoke-on-Trent's unique townscape and landscape and in particular, the built heritage, its historic environment and its rural setting.

The proposed extension would be to the rear of the dwelling, and would be single storey. The extension would not detract from the character of the existing house or the surrounding area, and it would not be visible from public vantage points. The materials are proposed to match those of the existing property and as such the proposed extension is considered acceptable and in compliance with Policies H18 of the Local Plan, D2 of the Structure Plan and the aims and objectives of PPS1.

Overall, the proposed extension is considered acceptable and in compliance with Policies H18 of the Local Plan and the aims and objectives of PPS 1.

## Impact upon neighbouring occupiers in terms of amenity

In terms of residential amenity, the Council's Supplementary Planning Document, "Space Around Dwellings", seeks to ensure that development does not affect residential amenity in terms of a material loss of privacy to neighbouring residents.

The proposed extensions would not cause a material loss of light or privacy to neighbouring occupiers, and as such the application complies with the Council's SPD Space Around Dwellings.

## Reasons for the grant of planning permission

The proposal accords with provisions of the development plan for the locality indicated in the decision notice and there are no other material considerations which would justify a refusal of planning permission.

## Recommendation

# **Permit** subject to conditions:

- 1. The development must be begun not later than the expiration of three years beginning with the date of this permission.
- R1: To comply with the provision of Section 91 of the Town and Country Planning Act.
- 2: The materials to be used in the construction of the development hereby permitted shall match in all respects (size, texture and colour) those of the existing dwelling.
- R2: In the interests of visual amenity to comply with Policy D2 of the Staffordshire and Stoke on Trent structure Plan 1996-2011 and the aims and objectives of PPS1.

# **Note to the Applicant**

The decision hereby issued was made following consideration of the following plans and supporting information:

Drawing No. 03 Revision A - Proposed plans and elevations, received 16<sup>th</sup> October 2009

Drawing No. 04 - Proposed site and location plan, received 10<sup>th</sup> October 2009

Drawing No. 01 - Existing Plans and elevations, received 10<sup>th</sup> October 2009

Performance Checks	Date		Date
Consultee/ Publicity Period	9/11/09	Decision Sent Out	
Case Officer Recommendation	25/11/09	8 Week Determination	11/12/09
Management check	RK 30.11.09		