

APPENDIX 10

Committee:	PLANNING {PETITIONS} COMMITTEE
Date of Meeting:	31 May 2006
Title of Report:	N/2006/0329 Rosefield Hall 40 Hesketh Road, Southport (Cambridge Ward)
Proposal:	Change of use and alterations to form 20 self-contained flats involving layout of underground car park, new vehicular access and erection of part two, part three and part four storey extensions to the front, sides and rear of the premises
Applicant:	Ruttle Contracting

Executive Summary

This application is for the alterations and extensions to Rosefield Hall to form 20 self-contained flats. The main issues for consideration are the extent to which the scheme complies with Council Policy, the extent to which the development would enhance the character and appearance of the Hesketh Road Conservation Area and the impact of the proposal on the amenities of neighbouring occupiers and future residents of the proposed dwellings.

Recommendation: **Refusal**

1. The proposal would result in an over provision of housing within the Borough according to the Regional Planning Guidance housing figures. This will have the effect of undermining urban regeneration objectives for the Borough and curtail the Council's ability to plan, monitor and manage the supply of housing land in accordance with PPG3 Housing and is thereby contrary to Policy H3 of the Council's Deposit Draft UDP.
2. This application is contrary to Supplementary Planning Guidance on Regulating the Supply of Residential Land and to Policy H3 in the Deposit Draft UDP which seeks to restrict housing land supply as the extensions are not modest, do not enhance an important building within a conservation area, and are required to enable the property to be converted into additional units of accommodation.
3. The proposed conversion would result in the creation of substandard units of accommodation lacking the normal standard of amenities that occupiers of such dwellings might reasonably be expected to enjoy and would be contrary to Policy H11 in the Adopted UDP, Policy MD2 in the Deposit Draft UDP and Supplementary Planning Guidance on New Housing Development.

APPENDIX 10

4. The proposed extensions and alterations would be detrimental to the overall appearance of Rosefield Hall and to the amenities of occupants of neighbouring properties, and neither preserve nor enhance the character and appearance of the Hesketh Road Conservation Area. This application is therefore contrary to policies CS3, DQ1, MD2 and HC1 in the Deposit Draft UDP and to Env 26, Env 27 and H11 in the Adopted UDP

Drawing Numbers

S(100)-002A, L(100)-001,SS(100)-001,AP(SS)-001, AP(100)-1A,002B,003A,004A,005A,006

APPENDIX 10



Sefton Council Planning & Economic Regeneration Department Andy Wallis - Director <small>Planning & Economic Regeneration is part of the Regeneration & Environmental Services Directorate</small>	Rosefield Hall, 40 Hesketh Road Southport, PR9 9BP		Committee Site Plan Scale: 1:1250 Date: 22/5/2006 Drawn By: Dawn Lon Contract Officer: CAT Plan Ref: M/2006/0329 Ward(s): Cambridge Postcode Sector(s): PR9 9 Polling District(s): 23 Parish(es): None Found
	(Type: , Use: /, PS: 1) OSGR: 336036, 418766	Sheet(s): 511A, 510C	

This map is reproduced from Ordnance Survey aerial with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings. Sefton Council Planning & Economic Regeneration Department using MapInfo Software License No. 100018192

APPENDIX 10

Financial Implications

CAPITAL EXPENDITURE	2006/ 2007 £	2007/ 2008 £	2008/ 2009 £	2009/ 2010 £
Gross Increase in Capital Expenditure				
Funded by:				
Sefton Capital Resources				
Specific Capital Resources				
REVENUE IMPLICATIONS				
Gross Increase in Revenue Expenditure				
Funded by:				
Sefton funded Resources				
Funded from External Resources				
Does the External Funding have an expiry date? Y/N	When?			
How will the service be funded post expiry?				

List of Background Papers relied upon in the preparation of this report

History referred to
Policy referred to

APPENDIX 10

The Site

Rosefield Hall, 40 Hesketh Road, Southport which lies on the north side of Hesketh Road between its junctions with Fleetwood Road and Argyle Road, within the Hesketh Road Conservation Area.

Proposal

Change of use and alterations to form 20 self-contained flats involving layout of underground car park, new vehicular access and erection of part two, part three and part four storey extensions to the front, sides and rear of the premises.

History

A number of previous applications have been submitted in respect of this site. The most recent being:

N/2005/1012 – Conversion of the premises into 20 apartments. This involves the layout of underground car parking spaces, extensions to the side and rear, including a 3 storey extension to the side, a 2 storey extension to the front and a part single, part 2 storey extension to the side. Withdrawn 21/11/05

Consultations

Director of Environmental Protection –Records indicate the extensive use of asbestos pipe lagging at the property in 1993. It is unknown whether any asbestos material has been removed. Therefore the applicant should carry out an asbestos survey and any asbestos material must be removed by a licensed asbestos removal contractor to a licensed waste disposal site. A condition regarding the submission of a scheme to control piling works is also required.

Director of Technical Services – No objections in principle subject to the imposition of conditions re the permanent closure of existing vehicular access, the provision of car parking and cycle facilities prior to the flats being brought into use, and subject to a scheme of highway improvements being carried out to increase accessibility for pedestrians between the site, bus stops, local facilities and recreational walking routes.

Environmental Policy and Programmes, Landscape section –Given the high quality landscape required in a Conservation Area, there should be further consideration of the landscape design, in terms of form and function. Further details of materials are required.

Environmental Policy and Programmes, Conservation section - Objects to the scheme in principle as the scale, form, height and massing of the proposed front and side extensions do not respect Rosefield Hall and the surrounding buildings and would be detrimental to the character and appearance of the Hesketh Road Conservation Area.

Neighbour Representations

Last date for replies: 17th May 2006

APPENDIX 10

Site Notice expires 26th May 2006.

Objections received from 38,39,42 Hesketh Road who are concerned that the scale and extent of the proposed development is out of character with the Hesketh Road area, and that the size and height of the extensions is unreasonable and would result in the potential loss of privacy and overlooking to the properties adjacent to the site. Other issues are raised such as increased traffic movements causing noise and disturbance, and the provision of additional tree planting causing root damage outside the application site. Hesketh Golf Club has advised that the proposed treatment of the rear site boundary wall is unclear.

In general, the neighbouring occupants have all expressed concern over the dilapidated state of the building, which is becoming exacerbated by vandalism.

Policy

The application site is situated in an area allocated as residential and within the Hesketh Road Conservation Area on the Council's Adopted and Emerging Unitary Development Plan.

ENV20	EXISTING TREES AND DEVELOPMENT
ENV21	NEW TREE PLANTING IN DEVELOPMENT
ENV26	DEVELOPMENT IN CONSERVATION AREAS
ENV27	ALTERATIONS OF UNLISTED BUILDINGS IN CONSERVATION AREAS
GEN4	IMPROVING AND PROTECTING THE PHYSICAL ENVIRONMENT
H1	HOUSING LAND ALLOCATIONS
H11	FLAT CONVERSIONS
H3	LAND AT TOWN LANE, SOUTHPORT
H5	PRIMARILY RESIDENTIAL AREAS
H6	NEW RESIDENTIAL DEVELOPMENT
T16	CAR PARKING
XAD2	ENSURING CHOICE OF TRAVEL
XCS3	DEVELOPMENT PRINCIPLES
XDQ1	DESIGN
XDQ2	TREES AND DEVELOPMENT
XDQ3	PUBLIC GREENSPACE AND DEVELOPMENT
XH7	DEVELOPMENT IN THE PRIMARILY RESIDENTIAL AREAS
XH8	RESIDENTIAL DENSITY
XHC1	DEVELOPMENT IN CONSERVATION AREAS
XMD2	CONVERSION TO FLATS
SPG	NEW HOUSING DEVELOPMENT
SPG	REGULATING THE SUPPLY OF RESIDENTIAL LAND

Comments

Rosefield Hall is a substantial mock Tudor dwelling, built in 1908, within the Hesketh Road Conservation Area. The Hall is the largest property on Hesketh Road and the most important individual property within the Conservation Area. The property has been unoccupied for approximately 9 months during which time it has suffered severe damage from vandalism. The owner has carried out only limited measures to protect the property. A Notice under Section 215 of the Town and Country Planning Act 1990 has been issued by the Council requiring works to be carried out to improve the appearance of the building. Committee also resolved at its April meeting to issue an urgent works notice subject to no objections being received from the Government Office.

APPENDIX 10

Site Description

The application site comprises a detached dwelling on an approximately 0.3 hectare plot. To the rear of the site the property enjoys an open aspect overlooking the Hesketh Golf Club. To the east it is bounded by a passage connecting Hesketh Road to the golf course, beyond which is a semi-detached property at 38 Hesketh Road. To the west of the site is a detached house within a corner plot at the junction of Hesketh Road and Fleetwood Road.

Although there is a defined building line along Hesketh Road, Rosefield Hall is set to the rear of its plot, approximately 30m from the back edge of the footpath and behind the properties to either side of the site. The Hall is also situated at a higher level than other properties in the conservation area. The building sits on the highest point of the site and the land slopes away in all directions from the dwelling itself. By virtue of its size, height, spacing both to the front and sides of the dwelling, together with the detailing of the front elevation, Rosefield Hall, despite its deterioration contributes significantly to the streetscene and to the character and appearance of the Conservation Area.

The Proposal

This application proposes to extend the building to convert it into 20 apartments with underground car parking. The scheme proposes a 2 storey extension projecting 9.2 metres forwards from part of the front façade of the building. Substantial extensions to both sides and the rear of the building are also proposed. As a result of the alterations the front façade the building would be increased in width from approximately 23 metres to 40 metres and the depth of the building would increase from approximately 20 metres to approximately 31.5 metres at its widest point. The scheme seeks to significantly enlarge the size of the building, increasing its footprint by at least 50 percent.

Other alterations include an adjustment of levels on the site. The provision of an underground car park will require the ground level of the site to be raised in front of the proposed building. Ground levels elsewhere on the site would be reduced to facilitate the provision of extensive basement accommodation.

The main considerations in assessing this application are:

- The extent to which the scheme complies with Supplementary Planning Guidance, policies in the emerging and adopted UDP's and in particular with Policy H3 in the Deposit Draft UDP
- The extent to which the development will preserve or enhance the character and appearance of the Hesketh Road Conservation Area
- The impact of the development on the amenities of neighbouring occupants and on future residents of the proposed dwelling

Housing land allocation

This application must initially be assessed in relation to Policy H3 in the Deposit Draft Unitary Development Plan, which seeks to restrict housing land supply. Policy H3 specifies that when the number of dwellings built over the previous 3 years exceeds the requirements of Policy H1 by more than 20% (as at present) proposals for additional housing on previously developed land will only be permitted in exceptional circumstances; for example where the development comprises the conversion of an existing building, or where the scheme would have significant urban regeneration benefits.

APPENDIX 10

Supplementary Planning Guidance has been prepared in association with the Deposit Draft Unitary Development Plan to aid in the interpretation of Policy H3. Paragraph 7g of Supplementary Planning Guidance on Regulating the Supply of Residential Land explains that the Council will generally approve flat conversion schemes provided that Policy MD2 of the Deposit Draft UDP is complied with. However, applications, which feature extensions needed to provide additional units of accommodation, will be refused. Modest extensions, which facilitate a better conversion to take place, but do not provide habitable accommodation, may prove acceptable. Paragraph 7c advises that when the restraint mechanism is in force, developments which preserve or enhance an important building within a Conservation Area will normally be permitted.

The proposed extensions to this building are clearly not modest. They are required to provide additional units of accommodation. By virtue of their bulk they cannot be considered to be subservient to the existing building. The proposed side and front extensions would be unsympathetic additions which would over dominate the host property to the detriment of the appearance of Rosefield Hall itself, and to the character and appearance of the Conservation Area. Thus the scheme fails to comply in principle with Policy H3 in the Deposit Draft Unitary Development Plan as the extensions cannot be considered to enhance an important building within a conservation area and are more significant than would be required to simply enable the building to be repaired and brought back into use.

Character and appearance of the Hesketh Road Conservation Area:

Rosefield Hall is strategically positioned almost at the axis of Argyle Road at its junction with Hesketh Road and is visible from all directions. The property is a key local landmark because of its size and spatial rhythm, which pronounces a strong sense of arrival into the Hesketh Road Conservation Area. This is an area of special architectural importance because of its development as a planned 'high class' Edwardian suburb of individually designed detached and semi-detached villas. The character of Rosefield Hall is of a large detached property set within spacious grounds with broad spacing between the neighbouring buildings to the northwest and southeast. Indeed the spacing between Rosefield Hall and the immediate neighbouring properties is significantly greater than that between other properties along Hesketh Road. Rosefield Hall also has a lower ratio of building footprint to site area than most neighbouring properties. These factors combine to assert greater prominence to Rosefield Hall, which would be significantly diluted should building density on this site be significantly increased. The density of the proposed scheme is 66 dwellings per hectare.

The submitted scheme features substantial side extensions which due to their height and projection would increase the visual ratio of building width to site width and would significantly detract from the spatial quality of the historic design of a large house set within its grounds. The existing prominence of this property as a result of lower site density and broad spacing, should be maintained, not reduced, to affirm the 'landmark' status of Rosefield Hall. The proposed front extension would clearly dominate the frontage of the building, screening the remainder of the original façade from view when looking east along Hesketh Road. This extension would disrupt the architectural integrity of the front elevation of the Hall and would be detrimental not only to the appearance of the building but also the character and appearance of the conservation area.

APPENDIX 10

The submitted plans also show provision of an underground car park. This proposal involves building a mounded structure, which would increase the height of the front grounds. The entrance to this structure will introduce a feature entirely alien to the conservation area and the raised lawn will alter the appearance of the site from street level. I consider that the car parking arrangements will contribute to the harm caused by the proposed development to the character and appearance of the conservation area.

Policy DQ1 in the Draft Deposit Unitary Development Plan requires that proposals respond positively to the character and form of their surroundings through the quality of their design in terms of scale, form, mass and detailing. Policy CS3 advises that development will not be permitted if it will cause significant harm to the character or appearance of the surrounding area. Policy HC1 requires that developments in conservation areas should enhance the character and appearance of the Conservation Area. The proposed scheme therefore fails to comply with policies CS3, DQ1 and HC1 in the emerging UDP and with Env26 and Env27 in the adopted UDP, as it does not preserve the essential character of the application site, which contributes significantly to the special character and appearance of the Hesketh Road Conservation Area. Rosefield Hall itself would be over dominated by the proposed extensions, to the detriment of the integrity of the building, the streetscene and the conservation area.

Residential Amenity:

This application also fails to comply with Supplementary Planning Guidance on New Housing Development. Section 12 of the SPG relates directly to flat conversion proposals and advises that planning permission will not be granted for basement accommodation, which requires excavation in order to provide a reasonable outlook from habitable room windows. SPG advises that planning permission will not be granted where the internal floor level is more than 1 metre below existing ground level prior to development. As this scheme features excavations it is unacceptable. Even with the proposed reduction in ground level some of the lower ground floor flats would lack adequate prospect and aspect. One of the rear basement flats would have poor outlook, as it would face a high brick wall and mature trees on the site boundary with Hesketh Golf Club, at a distance of 3.5 metres. The forward most flat would also offer gloomy accommodation with only 2 windows throughout the apartment.

The provision of a light well to the front façade of Rosefield Hall would not only fail to comply with Supplementary Planning Guidance on New Housing Development but would also be detrimental to the integrity of the main elevation of the original building. The extent of basement accommodation in this scheme is unrealistic, creating dwellings lacking adequate aspect and prospect, contrary to the amenity of future residents.

The scheme has been designed to avoid overlooking of the main room windows or rear private domestic space of the adjoining properties at 38 and 42 Hesketh Road. A screen wall inside the site also aims to prevent overlooking from the side garden of the Rosefield Hall into the curtilage of 40 Hesketh Road. However the occupants of both the neighbouring properties have expressed concern over the size and bulk of the extensions and their proximity to the site boundaries. I consider that this scheme represents site cramming and that the bulk of the proposed extensions to Rosefield Hall would affect the outlook from windows in the neighbouring properties and over dominate the adjacent dwellings.

APPENDIX 10

Recommendation:

Rosefield Hall is an important building within the Hesketh Road Conservation Area. The appearance and character of the Hall would be irreparably harmed should this scheme be allowed. Even though the building requires extensive repairs and renovations, this is not a justification for allowing a scheme, which would cause demonstrable harm to the character and appearance of Rosefield Hall and to the Hesketh Road Conservation Area and would result in the provision of additional residential units above Sefton's target for the number of new dwellings required.

I therefore recommend that this application be refused on the grounds that the proposal is contrary to policies H3, CS3, DQ1 and HC1 in the Deposit Draft Unitary Development Plan, to policies Env 26 and Env 27 in the Adopted Unitary Development Plan and to Supplementary Planning Guidance on New Housing Development. If allowed the development would cause demonstrable harm to Rosefield Hall, to the Hesketh Road Conservation Area and would result in an over provision of housing within the Borough.

Contact Officer: **Mr P Hardwicke** **Telephone 0151 934 2201**

Case Officer: **Mrs C A Thomas** **Telephone 0151 934 2203 (am only)**