

Application Number:	2021/0313/FUL
Site Address:	69 Carholme Road, Lincoln, Lincolnshire
Target Date:	11th October 2021
Agent Name:	Wilson Architects Ltd
Applicant Name:	Mr Harry Conti
Proposal:	Change of use of existing Guest House (Class C1) to 6 No one bedroom Flats (Class C3). Erection of a 2-storey rear extension and associated external alterations. (Revised Plans Received 31st August 2021)

Background - Site Location and Description

The application proposes the change of use of the property from Guest House (Class C1) to 6 No one bedroom Flats (Class C3) and the erection of a 2-storey rear extension and associated external alterations. The application property is 69 Carholme Road also known as Brancaster House the property is an attractive 2 storey mid-terraced townhouse with frontage onto Carholme Road which has previously been used as a Guest House but has been unoccupied for some time.

Currently arranged over three floors the accommodation briefly comprises of an entrance hall, living room, dining room, reception room, kitchen, conservatory and an attached one-bedroom annexe with living room and shower to the ground floor with three bedrooms and bathroom to the first floor and two further bedrooms to the second floor. Outside, the property fronts onto Carholme Road with access to the rear via Wellington Terrace.

The surrounding area is predominately residential with a mixture of guest houses, residential dwellings, and HMOs. There are also several commercial properties located on Carholme Road. Carholme Road also serves as a busy route for traffic into the City Centre and is relatively close to the University of Lincoln.

Site History

Reference:	Description	Status	Decision Date:
2019/0931/FUL	Change of use from Guest House (Class C1) to 9 Bedroom House In Multiple Occupation (Sui Generis).	Refused	9th January 2020

Case Officer Site Visit

Undertaken on 13th May 2021.

Policies Referred to

- Policy LP1 A Presumption in Favour of Sustainable Development
- Policy LP10 Meeting Accommodation Needs
- Policy LP26 Design and Amenity
- Policy LP37 Sub-division and multi-occupation of dwellings within Lincoln 86
- National Planning Policy Framework

Issues

To assess the proposal with regard to:

- Planning Policy Context
- Effect upon the residential and local amenity
- Design and Impact on Visual Amenity
- Effect on Highway Safety
- Flood Risk
- Other Matters

Consultations

Consultations were carried out in accordance with the Statement of Community Involvement, adopted January 2018.

Statutory Consultation Responses

Consultee	Comment
Highways & Planning	Comments Received
Environmental Health	Comments Received
Shane Harrison	No Response Received
Lee George	No Response Received
Environment Agency	Comments Received
West End Residents Association	Comments Received
Lincolnshire Police	Comments Received
Tracey Footsoy	No Response Received
Environmental Health	Comments Received
Highways & Planning	No Response Received

Public Consultation Responses

Name	Address
T Shelton	Westlyn Guest House 67 Carholme Road Lincoln Lincolnshire LN1 1RT
Mr Andrew Ross	57 Arthur Taylor Street Lincoln Lincolnshire LN1 1TL
Mrs Claire Penman	36 Richmond Road Lincoln Lincolnshire LN1 1LQ
Upper Witham Drainage Board	
Mrs Rani Grantham	60 Richmond Road Lincoln Lincolnshire LN1 1LH
Mr Robin Lewis	22 York Avenue Lincoln Lincolnshire LN1 1LL
K Littlecott	3 Rosebery Avenue Lincoln Lincolnshire LN1 1ND
Mr Geoffrey Robinson	59 Richmond Road Lincoln Lincolnshire LN1 1LH
Mrs Sandra Lewis	22 York Avenue Lincoln Lincolnshire LN1 1LL

All representations received on the application are copied in full at the end of this report and are available to view on the website:

<https://development.lincoln.gov.uk/online-applications/applicationDetails.do?activeTab=makeComment&keyVal=QR8G XKJFKAN00>

The main issues are summarised as follows:

- The proposed number of flats would over develop the site
- Loss of residential permit parking spaces in the area.
- Not in the spirit of the council's article 4
- Noise and disturbance from during the building works
- Overlooking from proposed balcony (removed during the course of the application)
- Concerns regarding proposed parking to front of property (removed during the course of the application)
- Existing party wall, boundary wall and surface water arrangements will need to be altered to accommodate the proposal (these are a private legal matter for the applicant and owners of neighbouring properties to resolve)

Consideration

Negotiations have taken place with Planning Officers and the agent which have led to several design changes including a reduced two storey extension, reduction of flat numbers from 7 to 6, removal of proposed parking to the front of the building, removal of a Juliet balcony and removal of windows within the side elevation of the proposed extension. Alternative uses have been formally and informally considered by the local planning authority. Ongoing discussions have led to this proposal for the conversion of the property into self-contained flats.

Policy Context

Paragraph 8 of the National Planning Policy Framework (NPPF) outlines the three overarching objectives of sustainable development and, as part of the social objective, it should be ensured that there is a sufficient number and range of homes that meet the needs of present and future generations.

Policy LP1 'A Presumption in Favour of Sustainable Development' of the Central Lincolnshire Local Plan (CLLP) states 'Planning applications that accord with the policies in this Local Plan will be approved without delay, unless material considerations indicate otherwise.'

Policy LP10 'Meeting accommodation needs' of the Central Lincolnshire Local Plan is relevant to the application site. The policy advises that 'new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities.'

Central Lincolnshire Local Plan Policy LP37 relates to the conversion or change of use of existing dwellings and buildings in other uses to self-contained flats or shared accommodation. This advises that such proposals will be supported where the existing dwelling or building is capable of conversion without causing harm to the amenities of future occupants, neighbours and the wider area and there is adequate provision for external communal areas, bin storage and collection, and on-site parking and cycle storage.

Policy LP26 'Design and Amenity' of the Central Lincolnshire Local Plan (CLLP) is permissive of extensions/alterations to existing buildings provided the siting, height, scale, massing and form relate well to the site and surroundings, and duly reflect or improve on the original architectural style of the local surroundings; and use appropriate high-quality

materials, which reinforce or enhance local distinctiveness, with consideration given to texture, colour, pattern and durability. In relation to both the construction and life of the development, the amenities which all existing and future occupants of neighbouring land and buildings may reasonably expect to enjoy must not be unduly harmed by or as a result of development.

The requirement to demonstrate the established lack of demand for the single-family use of the property does not apply in this case as the property has previously been occupied as a guest house. This proposal will not result in the loss of a family home, as the property has been a guest house for many years and would likely be too large and require extensive works internally and therefore unattractive for a single family to modify and maintain. The principle of the use would therefore be acceptable and the presumption in favour of sustainable development would apply, subject to the consideration of other impacts associated with the proposed use.

Effect on the Amenities of the Wider Area and Future Occupants

The proposed two storey extension would extend 2.5 metres and the ground floor would extend 8.1 metres with a separation of approximately 1.6 metres to the boundary of the neighbouring properties. The positioning of the properties and minimal two storey projection means that any impact is minimised. Windows are proposed at ground floor facing No. 67 however given the boundary treatment there would be no issues of overlooking or loss of privacy. A bathroom window is proposed at ground floor facing No. 71 this by its nature would be obscure glazed therefore there would be no issues of overlooking from this window. It is considered that outlook from the new first floor rear bedroom windows would not be intrusive as it would not introduce any new form of overlooking which doesn't already occur from the existing first floor rear windows of the application property.

Properties to the rear on Wellington Street are located in excess of 30 metres from the proposed extension, Officers consider this distance sufficient so as not to cause harm to the occupants of these properties.

There are no other properties in the vicinity which would be affected by the proposed extensions and officers are therefore satisfied that the development would not cause undue harm to the amenities which occupiers of neighbouring properties may reasonably expect to enjoy, in accordance with CLLP Policy LP26.

In terms of the change of use, the site has a guest house to one side and offices to other and officers are satisfied that the use of the property as 6 flats instead of a guest house would not have a direct, adverse effect on the immediate neighbouring properties. It is considered that the proposed change of use would be less intensive than the current guest house use, which can accommodate a total of 10 users overnight and management and would afford a greater level of control over the use of the property as users will be subject to tenancy agreements. The City Council's Pollution Control Officer has not raised any objection to the change of use in respect of noise or other environmental impact. In this instance the age of the property and its construction will be of benefit to limiting sound transmission, but in any case, the works will need to comply with the relevant Building Regulations requirements. It is therefore not considered that any noise attenuation measures are required.

Officers consider that the six units can be comfortably accommodated within the new

footprint and each of the bedrooms and kitchen/living areas have the benefit of a window. The size of the flats are also considered to be acceptable; ranging from 35 square metres to 43 square metres. Although Flats 2 and 3 are 2m² below the nationally described space standards, they are usable, open plan spaces with ample storage facilities and access to natural light. The proposal still provides sufficient quality of accommodation to its occupants. Accordingly, there is no objection in principle to the conversion.

Officers are therefore satisfied that the proposed development would not cause harm to the amenities of future occupants, neighbours, or the wider area, in accordance with CLLP Policies LP26, and LP37.

Conditions are proposed regarding hours of work in order to protect the surrounding neighbouring properties.

The Design and Impact on Visual Amenity

The property as existing appears to have been relatively untouched and is currently vacant and would appear to be falling into a state of disrepair. The physical alterations to the building to enable the creation of 6 flats would comprise of a two storey and single storey rear extension. The design of which has been amended during the application process at the request of officers. The revisions have resulted in a reduced two storey extension and parapet detailing to the flat roof. Although located to the rear the extensions would be visible from Wellington Street. Whilst a flat roof extension would not normally be considered to compliment or enhance the building, the agent has produced several pitched roof designs which for various reasons have failed to produce a suitable solution. A flat roof is therefore considered the most suitable solution and careful consideration has been given to the design. Detailing around the main rear elevation such as bands of brick soldier coursing and vertical stack bonded brickwork below window cills to minimise any monotony of brickwork have been included. It is therefore considered the amended proposal responds well to the surrounding context of the site and will assimilate into the streetscene without causing harm to the character or appearance of the wider area.

The scheme would bring the premises back into full use having a wholly positive impact on the local area.

Effect on Highway Safety

The proposal includes 5 off road parking spaces at the rear and no vehicular access to the front. This is considered an acceptable amount of parking in this location for 6 one-bedroom flats. The site is within close proximity to the city centre, where there is sufficient access to shops, places of work and public transport options for the proposed accommodation, to be suitable for those without a motor vehicle. It is expected that the main mode of transport would be either walking or cycling, which would greatly reduce the need for vehicle usage, due to its location. Lincolnshire County Council Highways and Planning have therefore raised no objections to the proposal in regard to Highway Safety. Therefore, based on this advice it is considered that the proposal would not be detrimental to highway safety or traffic.

Objectors have cited concerns about the increase in numbers of residents requiring parking permits and exacerbating on street parking. The applicant has agreed to signing a Section 106 legal agreement that the future occupants of the site will not be eligible for a residents parking permit, which is welcomed but it is not reasonable to control the parking in this way. The Council has control through other mechanisms in the manner through

which permits are issued and the control should be exercised this way.

The site also has electric charging points proposed to all parking bays so as to futureproof the facilities as more and more vehicles turn to electric.

Flood Risk

The site is located within Flood Zone 2 and the application is accompanied by Flood Risk Assessment. The Environment Agency who has confirmed they have no objections to the development. The Lead Local Flood Authority have advised that surface water flood risk would be unaffected by the changes proposed. As such, officers consider that there would be reason to object to the application on the grounds of flood risk.

Other Matters

Bin and Cycle Storage

There is an external amenity space to the rear of the property. Waste and Recycling storage have been provided to the rear of the property adjacent to the boundary, giving good access to all occupants and easy collection for refuse vehicles. An internal cycle storage area has been provided on the ground floor.

Section 106

Given the application site is within the Carholme Ward there would be a requirement for the applicants to enter into an S106 agreement to ensure that the property is not occupied by students. This stipulation is applied to all new builds in the West End of Lincoln due to issues which have arisen from an over population of students in the past which has caused an imbalance in the community. The applicants and owners of the land are happy to enter into such an agreement should members be minded to approve the application.

Application Negotiated either at Pre-Application or During Process of Application

Yes.

Financial Implications

None.

Legal Implications

The landowners are required to enter into a Section 106 legal agreement.

Equality Implications

None.

Conclusion

The extension and conversion of the property to six flats is acceptable in principle in this location. Neither the use nor the external works would cause undue harm to the amenities of neighbouring properties. A Section 106 agreement to restrict the occupation of the flats

by students would further protect the residential amenities of neighbours and the wider community. Officers are satisfied that the site provides adequate provision for external communal areas for amenity as well as bin and cycle storage. Technical matters relating to flood risk and air quality are to the satisfaction of the relevant statutory consultees. The proposals would therefore be in accordance with the requirements of Central Lincolnshire Local Plan Policies LP10, LP26 and LP37 and guidance within the National Planning Policy Framework.

Application Determined within Target Date

Yes.

Recommendation

That the application is granted conditionally subject to the signing of a Section 106 agreement that the approved flats are not occupied by students and not entitled to resident parking permits.

Conditions

- Development to commence within 3 years
- Development to be in accordance with the plans
- EV Points implemented before use commences
- Permitted Development for new openings removed
- Construction hours restricted