

COMMITTEE REPORT

APPLICATION DETAILS

APPLICATION NO:	DM/14/03713/FPA
FULL APPLICATION DESCRIPTION:	Erection of 4 new buildings and restoration of Kepier House for use as 214no. bed student accommodation and associated landscaping.
NAME OF APPLICANT:	Gilltown Limited
ADDRESS:	Land at Mayorswell Close and Kepier Court, Durham, DH1 1JU
ELECTORAL DIVISION:	Elvet and Gilesgate
CASE OFFICER:	Chris Baxter Senior Planning Officer 03000 263944 chris.baxter@durham.gov.uk

DESCRIPTION OF THE SITE AND PROPOSALS

The Site

1. The application site is an unoccupied site located adjacent to Bakehouse Lane and Mayorswell Close in Durham. The site is also known as Kepier Court which is a short distance north east of Durham City. The site falls steeply along a south/north axis with a level change of approximately 19.5m from Bakehouse Lane to the northern site boundary.
2. The site was vacated by Durham University in 2005 and has stood vacant since this time. There are a total of 7 existing buildings on the site, formerly providing student accommodation. Kepier House is located within the centre of the site which is a Victorian, stone built former penitentiary building. The rest of the buildings are modern 1960's structures. Kepier House is not listed however the site does lie within the Durham City Conservation Area.
3. The site is surrounded by residential properties, with Ferens Close and Wearside Drive to the north, Bakehouse Lane to the south, Mayorswell Close to the east and Wear View and Kepier Terrace to the west. The site is immediately bounded by adopted highways to the south and east.

The Proposal

4. Planning permission is sought for the erection of 4 new buildings and restoration of Kepier House for use as 214no. bed student accommodation including associated landscaping. The proposed accommodation would be a mix of both studio and cluster flats with on site amenity facilities for the residents.

5. The site measures 0.7 hectares and the buildings would be laid along the boundaries of the site with a central landscaped courtyard. To accommodate the level differences across the site, the proposed blocks are designed to have a mixture of two storey, three storey and three and half storey heights. There are to be no alterations to the height of footprint of Kepier House. A new vehicular access is proposed to be taken from Mayorswell Court, which will lead into a small parking and refuse area. A Travel Plan has been submitted with this application detailing there will be no provision for student parking on the site. A secure, covered cycle store for 42 cycles is provided within the ground floor of block 3 which will be accessed by a coded entry system.
6. The proposed student blocks are to be of framed construction clad with a limited pallet of high quality materials which will consist of colour acrylic render, facing brickwork, synthetic slate roofing, colour coated standing seam or panelled cladding to gable stair towers and eaves elements. Windows and doors and also rainwater goods will generally be colour coated aluminium.
7. A landscape strategy has been submitted with the application and this seeks to retain the majority of the existing trees surrounding the site. Where trees are proposed to be removed, the introduction of new trees and shrubbery is proposed to mitigate the loss.
8. This application is referred to the Planning Committee as it constitutes a major planning application.

PLANNING HISTORY

9. A separate application to gain permission to demolish the existing buildings has been approved under reference DM/14/03329/FPA.
10. Planning permission for housing has previously been refused on this site in 2006 and the decision was upheld by a Planning Inspector at an appeal. The Planning Inspector had deemed the housing scheme acceptable in design terms and its impact on the conservation area. The Inspector dismissed the appeal on the grounds that the housing scheme did not incorporate affordable housing.

PLANNING POLICY

NATIONAL POLICY:

11. The Government has consolidated all planning policy statements, guidance notes and many circulars into a single policy statement, the National Planning Policy Framework (NPPF), although the majority of supporting Annexes to the planning policy statements are retained. The overriding message is that new development that is sustainable should go ahead without delay. It defines the role of planning in achieving sustainable development under three topic headings – economic, social and environmental, each mutually dependant.
12. The presumption in favour of sustainable development set out in the NPPF requires local planning authorities to approach development management decisions positively, utilising twelve ‘core planning principles’.
13. The following elements are considered relevant to this proposal;

14. *NPPF Part 1 – Building a Strong and Competitive Economy.* The Government attaches significant weight on the need to support economic growth through the planning system. Local Planning Authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.
15. *NPPF Part 4 – Promoting Sustainable Transport.* Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion. Developments that generate significant movement should be located where the need to travel will be minimised and the use of sustainable transport modes maximised.
16. *NPPF Part 6 – Delivering a Wide Choice of High Quality Homes.* Local Planning Authorities should use evidence bases to ensure that their Local Plan meets the needs for market and affordable housing in the area. Housing application should be considered in the context of the presumption in favour of sustainable development. A wide choice of homes, widened opportunities for home ownership and the creation of sustainable, inclusive and mixed communities should be delivered. Where there is an identified need for affordable housing, policies should be met for meeting this need unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified and such policies should also be sufficiently flexible to take account of changing market conditions over time.
17. *NPPF Part 7 – Requiring Good Design.* The Government attaches great importance to the design of the built environment, with good design a key aspect of sustainable development, indivisible from good planning.
18. *NPPF Part 8 – Promoting Healthy Communities.* The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Developments should be safe and accessible; Local Planning Authorities should plan positively for the provision and use of shared space and community facilities. An integrated approach to considering the location of housing, economic uses and services should be adopted.
19. *NPPF Part 10 – Meeting the Challenge of Climate Change, Flooding and Coastal Change.* Planning plays a key role in helping shape places to secure Local Planning Authorities should adopt proactive strategies to mitigate and adapt to climate change. Local Planning Authorities should have a positive strategy to promote energy from renewable and low carbon sources. Inappropriate development in areas at risk of flooding should be avoided.
20. *NPPF Part 11 – Conserving and Enhancing the Natural Environment.* The Planning System should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, geological conservation interests, recognising the wider benefits of ecosystems, minimising the impacts on biodiversity, preventing both new and existing development from contributing to or being put at unacceptable risk from pollution and land stability and remediating contaminated or other degraded land where appropriate.
21. *NPPF Part 12 – Conserving and Enhancing the Historic Environment.* Working from Local Plans that set out a positive strategy for the conservation and enjoyment of the historic environment, LPA's should require applicants to describe the significance of the heritage asset affected to allow an understanding of the impact of a proposal on its significance.

The above represents a summary of the NPPF considered most relevant the full text may be accessed at:

<http://www.communities.gov.uk/publications/planningandbuilding/nppf>

LOCAL PLAN POLICY:

City of Durham Local Plan

22. *Policy E3 (World Heritage Site) Protection* seeks to safeguard the site and setting from inappropriate development that could harm its character and appearance.
23. *Policy E6 (Durham City Centre Conservation Area)* states that the special character, appearance and setting of the Durham (City Centre) Conservation Area will be preserved or enhanced as required by section 72 of the Planning (Listed Building and Conservation Areas) Act 1990. The policy specifically requires proposals to use high quality design and materials which are sympathetic to the traditional character of the conservation area.
24. *Policy E14 (Trees and Hedgerows)* sets out the Council's requirements for considering proposals which would affect trees and hedgerows. Development proposals will be required to retain areas of woodland, important groups of trees, copses and individual trees and hedgerows wherever possible and to replace trees and hedgerows of value which are lost. Full tree surveys are required to accompany applications when development may affect trees inside or outside the application site.
25. *Policy E15 (Provision of New Trees and Hedgerows)* states that the Council will encourage tree and hedgerow planting.
26. *Policy E16 (Protection and Promotion of Nature Conservation)* is aimed at protecting and enhancing the nature conservation assets of the district. Development proposals outside specifically protected sites will be required to identify any significant nature conservation interests that may exist on or adjacent to the site by submitting surveys of wildlife habitats, protected species and features of ecological, geological and geomorphological interest. Unacceptable harm to nature conservation interests will be avoided, and mitigation measures to minimise adverse impacts upon nature conservation interests should be identified.
27. *Policy E18 (Sites of Nature Conservation Importance)* seeks to safeguard such sites from development that would be detrimental to their nature conservation interest. These sites as well as being important for their wildlife and geological interest are also a valuable resource for amenity, recreation, education and research.
28. *Policy E22 (Conservation Areas)* seeks to preserve or enhance the character or appearance of conservation areas, by not permitting development which would detract from its setting, while ensuring that proposals are sensitive in terms of scale, design and materials reflective of existing architectural details.
29. *Policy H7 (City Centre Housing)* seeks to encourage appropriate residential development and conversions on sites conveniently located for the City Centre.
30. *Policy H13 (Residential Areas – Impact upon Character and Amenity)* states that planning permission will not be granted for new development or changes of use which have a significant adverse effect on the character or appearance of residential areas, or the amenities of residents within them.
31. *Policy H16 (Residential institutions and Student Halls of Residence)* provides for purpose-built accommodation provided that they are well related to local facilities and

are not likely to impact adversely on adjacent development or lead to community imbalance.

32. *Policy T1 (Traffic – General)* states that the Council will not grant planning permission for development that would generate traffic likely to be detrimental to highway safety and / or have a significant effect on the amenity of occupiers of neighbouring property.
33. *Policy T10 (Parking – General Provision)* states that vehicle parking should be limited in amount, so as to promote sustainable transport choices and reduce the land-take of development.
34. *Policy T20 (Cycle facilities)* seeks to encourage appropriately located, secure parking provision for cyclists
35. *Policy T21 (Safeguarding the Needs of Walkers)* states that the Council will seek to safeguard the needs of walkers by ensuring that: existing footpaths and public rights of way are protected; a safe, attractive and convenient footpath network is established throughout the City; that the footpath network takes the most direct route possible between destinations; and the footpath network is appropriately signed. Wherever possible, footpaths should be capable of use by people with disabilities, the elderly and those with young children. Development which directly affects a public right of way will only be considered acceptable if an equivalent alternative route is provided by the developer before work on site commences.
36. *Policies Q1 and Q2 (General Principles Designing for People and Accessibility)* states that the layout and design of all new development should take into account the requirements of all users.
37. *Policy Q3 (External Parking Areas)* requires all external parking areas to be adequately landscaped, surfaced, demarcated, lit and signed. Large surface car parks should be subdivided into small units. Large exposed area of surface, street and rooftop parking are not considered appropriate.
38. *Policy Q5 (Landscaping General Provision)* sets out that any development which has an impact on the visual amenity of an area will be required to incorporate a high standard of landscaping.
39. *Policy Q8 (Layout and Design – Residential Development)* sets out the Council's standards for the layout of new residential development. Amongst other things, new dwellings must be appropriate in scale, form, density and materials to the character of their surroundings. The impact on the occupants of existing nearby properties should be minimised.
40. *Policy Q15 (Art in Design)* states that the Council will encourage the provision of artistic elements in the design and layout of proposed developments. Due regard will be made in determining applications to the contribution they make to the appearance of the proposal and the amenities of the area
41. *Policy U5 (Pollution Prevention)* states that development that may generate pollution will not be permitted where it would have unacceptable impacts upon the local environment, amenity of adjoining land and property or cause a constraint the development of neighbouring land.

42. *Policy U8a (Disposal of Foul and Surface Water)* requires developments to provide satisfactory arrangements for disposing foul and surface water discharges. Where satisfactory arrangements are not available, then proposals may be approved subject to the submission of a satisfactory scheme and its implementation before the development is brought into use.
43. *Policy U11 (Development on Contaminated Land)* sets out the criteria against which schemes for the redevelopment of sites which are known or suspected to be contaminated. Before development takes place it is important that the nature and extent of contamination should be fully understood.
44. *Policy U13 (Development on Unstable Land)* will only be permitted if it is proved there is no risk to the development or its intended occupiers, or users from such instability, or that satisfactory remedial measures can be undertaken.
45. *Policy U14 (Energy Conservation – General)* states that the energy efficient materials and construction techniques will be encouraged.
46. *Emerging Policy*
The County Durham Plan was submitted for Examination in Public in April 2014 and stage 1 of that Examination has been concluded. Paragraph 216 of the NPPF says that decision-takers may give weight to relevant policies in emerging plans according to: the stage of the emerging plan; the extent to which there are unresolved objections to relevant policies; and, the degree of consistency of the policies in the emerging plan to the policies in the NPPF. However, the Inspector's Interim Report following stage 1 of the Examination process, dated 18 February 2015, has raised issues in relation to the soundness of various elements of the plan. The Council is currently considering the options available and in light of this it is considered that no weight should be afforded to the CDP at the present time.

CONSULTATION AND PUBLICITY RESPONSES

STATUTORY RESPONSES:

47. *County Highways Authority* has not raised any objections to the proposed development.
48. *City of Durham Trust* has no raised any objections.
49. *Durham University* has not raised any objections.
50. *English Heritage* has raised no objections.
51. *Environment Agency* has not raised any objections.
52. *Natural England* has not raised any objections.
53. *Northumbrian Water* has not raised any objections however has recommended that a condition is imposed for details of surface water disposal from the site to be submitted.
54. *Police Architectural Liaison* has provided advice in terms of security around the site.
55. *The Coal Authority* has not raised any objections.

INTERNAL CONSULTEE RESPONSES:

56. *Archaeology* has not raised any objections subject to the imposition of conditions requiring a programme of archaeological work to be submitted prior to works on site.
57. *Sustainability Officer* has not raised any objections to the scheme.
58. *Environmental Management (Contamination)* has not raised any objections subject to a condition requiring the submission of a contamination site investigation report.
59. *Environmental Management (Noise/light/smoke/dust/odour)* has not raised any objections.
60. *Ecologist* has not raised any objections to the proposed development.
61. *Design and Conservation* has not raised any objections and stated that on balance the proposal presents a good quality development that will change the sites contribution to the surrounding Durham City Conservation Area from negative to positive. The impact on the non-designated heritage asset, Kepier House, would be positive through restoration and refurbishment works, and improvements to the setting. The proposals would also have no adverse impact upon the outstanding universal values of the Durham Heritage Site or its wider setting.
62. *Landscape Team* has not raised any objections to the proposed scheme.
63. *Tree Officer* has not raised any objections to the proposed scheme.
64. *Drainage Officer* has not raised any objections to the proposed scheme.
65. *Targeted Recruitment Training* has provided advice with regards to employment opportunities and training for the proposed development.
66. *Spatial Planning Policy* has not raised any objections to the proposed development.

PUBLIC RESPONSES:

67. The application has been advertised on site and in the local press. Neighbouring residents were also notified individually of the proposed development. 27 letters of representation have been received from local residents. The majority of the letters are objecting or raising concerns with the proposed development. One letter of support has been received to the proposals.
68. Objections have been raised with regards to the stability of the land and the potential impact this could have on surrounding residents. Issues have been raised with regards to highway concerns, including parking, congestion, and problems accessing the site.
69. Concerns are raised in relation to potential anti-social behaviour which can arise from students living in the area. Concerns include a potential rise in noise, litter, disruption and congestion.
70. Objections have been raised with regards to the impact the development would have on the conservation area and the appearance of the surrounding area. It is considered by local residents that the proposed scheme is too large in scale and height and would dominate the surrounding area. The design of the buildings are not

considered to be in keeping with the area. The loss of trees from the site is considered unacceptable.

71. There are concerns that the proposal would result in the loss of privacy to neighbouring properties and create overbearing and overshadowing impacts with loss of light to some properties. There is also a concern that wildlife in the area would be adversely impacted upon, including impacts upon protected species.
72. It has also been questioned whether there is a need for student accommodation, and a local resident has requested that the University should provide clarity on student numbers. It is felt that there are currently a high number of students already living in the area and there is no need further accommodation. Local residents do accept that the existing buildings used to house students however it has been explained that these were mainly graduates who lived there with families.
73. It has been stated that the proposed development is contrary to local plan policies H16, C3, H13, H7 and emerging County Plan policies 18 and 32. Some residents have indicated that housing should be built on the site. One resident has also raised the requirement for the developer to contribute towards the maintenance of public open spaces in the area.
74. The letter of support for the development indicated that the development proposals have several merits and it is hoped that the proposals are accepted.

APPLICANTS STATEMENT:

75. Gilltown Ltd has sought to redevelop vacant land at Kepier Court with the aim of re-establishing the Student Accommodation use for the site. The site was last used to provide Student Accommodation for students of Durham University and was operational up until 2005.
76. The site is within a sustainable location which will promote pedestrian, cycling and public transport links into the City Centre and Durham University as well as reusing a brownfield site which has been allowed to fall into a poor state of disrepair. As a 'zero car' development, Gilltown Ltd note that the site will only provide car parking for disabled students and members of staff.
77. Based on the positive design and heritage consultee advice from Durham County Council, it is considered that the proposed scheme will have a positive impact on the character and appearance of the surrounding Durham City Centre Conservation and the sites non-designated heritage asset, Kepier House. Additionally, the design of the development reflects the previous application for the site (Ref: 4/06/60537/FPA). Although this application was refused due to a lack of affordable housing in March 2007, the inspector at appeal considered the design of the proposal is appropriate. Gilltown Ltd considers that the development conforms to the detailed design configuration and massing guidance set out by the Planning Inspectorate.
78. Due to the Student Accommodation use of the scheme, Gilltown Ltd is aware that there may be some concerns for the amenity of surrounding residents. Based on the management arrangements in place, including onsite staff and the tenancy agreement which are detailed within the planning application, it is considered that the proposed development will not have an adverse impact on the neighbouring residents.

79. It is considered that if granted planning permission, Gilltown Ltd will bring the site back into beneficial and sustainable use which provides a more pleasant environment for the wider area.

PLANNING CONSIDERATIONS AND ASSESSMENT

80. Having regard to the requirements of Section 38(6) of the Planning and Compulsory Purchase Act 2004 the relevant Development Plan policies, relevant guidance and all other material planning considerations, including representations received, it is considered that the main planning issues in this instance relate to principle of development; impact upon the character, appearance and setting of heritage assets and surrounding area; impact on residential amenity; highway safety; ecology and other issues.

Principle of development

81. The application proposes the erection of a purpose built student accommodation development on previously developed land close to Durham City Centre. The proposal would therefore be in accordance with the sustainable principles of the NPPF as the proposal demonstrates an efficient use of land with good access to services and public transport.

82. The local plan has a specific policy, H16, which relates to student halls of residence and forms of residential institutions. Policy H16 states that planning permission will be granted for such developments provided that they are situated within close proximity to services and public transport links, satisfactory standards of amenity and open space are provided for occupiers, that the development does not detract from the character or appearance of the area or from the amenities of residents and finally with regards to student halls that they either accord with the provisions of Policy C3 or that the proposal would not lead to a concentration of students to the detriment of the amenity of existing residents.

83. Policy C3 of the local plan relates to development by the University of Durham, the University are not the applicant on this proposal and therefore this policy is not strictly relevant to this particular application. The proposal is not considered contrary to Policy H16 as the site is well located in terms of local services and within easy walking distance of bus routes, local shops and University buildings.

84. A primary consideration in determining the principle of development for this scheme, is the fall back position of the site. In this instance, the site already has a lawful student accommodation use and it is recognised that the existing buildings could be brought back into use as student accommodation without the need for any planning permission. Local residents have indicated that the student accommodation was previously occupied by graduates who had families. Whilst this may have been the case, there is no restriction on the site and the existing buildings could be brought back into use and be accommodated by undergraduates. The fall back position of the site having a current student accommodation use is a material consideration and adds weight to the proposed development being acceptable in principle.

85. The NPPF emphasises the need to ensure mixed and inclusive communities mentioned at paragraph 50 and encourages that development establishes a strong sense of place and sustains an appropriate mix of uses as detailed in paragraph 58. The local area does include a mix of uses in the immediate area with residential properties surrounding the site and with some of the properties in the area already

used as student accommodation. The local area can therefore be considered to have a mixed use character which could be expected at the edge of a City Centre.

86. Given the above it is considered that the site is sustainably located in an area which has an existing mix of uses; and is previously developed land. The proposals are therefore considered to be in accordance with the presumption in favour of sustainable development as outlined in the NPPF. The development would also be acceptable in principle and in accordance with policy H16 of the local plan. Given the fall back position is that the site and the existing buildings can be accommodated by students without requiring any planning permission, this is a material consideration which supports the principle of development. The proposal would be in accordance with policies E22, H13 and Q8 of the local plan and in accordance with Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Impact upon the character, appearance and setting of heritage assets and surrounding area

87. The application site is located within the eastern part of the designated conservation area within a densely developed residential area. The development of the site and the significance of Kepier House is well documented within the detailed supporting heritage statement, rightly identifying the building as being of some significance in the historic development of this part of the conservation area. It is a substantial detached 1850's building originally constructed as Durham County Penitentiary, and because of this use and subsequent character it is a rarity within the city centre. The building has a well preserved building plan, retains some original features with the external character summarised as the mass and solidity of the external walls, rhythm of the openings, and its overall appearance and aesthetic qualities derived from its functional construction.

88. The building is considered to meet the criteria in the NPPF to be considered a non designated heritage asset for its clear evidential, historical, and aesthetic values, particularly as it lies within an area dominated by modern housing. Despite its current deteriorating condition with some erosion/loss of historic fabric it continues to make a positive contribution to the surrounding designated conservation area. The adjacent 1960's blocks and other ancillary buildings/structures are of no historic or architectural interest.

89. In terms of the impact upon the conservation area the principle of redevelopment is to be supported as it has a number of benefits. The sites main heritage feature, Kepier House, would be retained and restored as a historic focal point within the development. The demolition of the later additions to Kepier House would be welcomed as these presently detract from the buildings historic character and appearance and removal would revert the asset back to its original cruciform footprint. The other existing buildings proposed to be demolished to facilitate the new built elements do not make any positive contribution to the conservation area given that they are of a 1960s construction and of no architectural quality, removal is therefore not opposed.

90. Overall, redevelopment of this site has the potential to have a positive outcome in bringing a long term vacant site back into active use, significant improvements in terms of the quality of the built form the surrounding spaces and thus visual amenity, and generally enhancing the sites contribution to the character and appearance of the designated conservation area, which is presently assessed as being negative. The proposals are positive for the future of Kepier House and would not adversely affect the Durham World Heritage Site, its setting or any noteworthy public views towards this asset, due to the lack of interaction and inter visibility.

91. The most recent relevant planning application submitted in 2006 proposed 43 apartments over three blocks with 9 town houses contained within the site. This was recommended for approval but overturned by committee, subsequently the decision was appealed by the applicant but this was dismissed by the Planning Inspectorate. Both the Conservation Officer at the time and English Heritage concluded that the scheme, at a greater density and with some larger scaled blocks than this current submission, would not harm the character or appearance of the conservation area. The appeal was dismissed as the proposal was considered to fail to meet national and local policy to secure the provision of affordable housing however the Inspector did consider the scheme to be acceptable in relation to the impact on the conservation area.
92. The proposed layout is very similar to the previous scheme comprising of four separate blocks arranged around a central landscaped communal area dissected by connecting foot ways and utilising existing access points. The arrangement of the various blocks relates effectively to the sites opportunities and constraints, orientated appropriately to follow the urban grain and terrain, and providing street frontages to both Bakehouse Lane and Mayorswell Close. They have also been effectively arranged to provide visual links into the site from the surrounding residential area notable channelling views towards the non designated heritage asset.
93. Block 1 appropriately follows the urban grain and has been reduced in plan depth and its general massing in comparison to the previous application so that it now adopts a more domestic scale to the street frontage along Bakerhouse Lane. It would still be higher than some of the adjacent properties but would not be unduly dominant. The incorporation of steps and breaks in the roof form, the breaking up of the façade into defined bays through building line modulation and clever use of varying materials would assist in reducing the blocks perceived scale and massing further, demonstrated in the corresponding coloured visualisation submitted.
94. Appropriately Blocks 2 and 3 would follow Kepier House in being built across the contours of the site while echoing the form of the terraced housing in the area by stepping down the hill. The potential impact would be lessened by the use of two separate blocks rather than presenting a continuous built up frontage. Again the incorporation of height variants and use of materials would assist in reducing the blocks perceived massing, generating a domestic scale, form and rhythm.
95. Block 4 would be of a greater scale and height, larger than the surrounding residential properties and closer to them than the exiting blocks which is a concern. But 3/4 storey town houses formed part of the previous proposal, the scale and massing of which was not considered to be contentious. This block also incorporates a number the same mitigating design measures as described above to help break up the massing and lessen its impact, with the design of the side elevation to the properties in Mayorswell Close well considered.
96. Overall, the scale and massing is less than previously proposed, the blocks follow the local urban grain, have an appropriate rhythm and articulation, and outwardly have a domestic expression. This part of the conservation area is mixed in building ages, forms, and character and taken as a whole the proposals would not be considered harmful within this local context.
97. Turning to the detail of the design, the elevations present an uncomplicated cohesive design aesthetic, which successfully integrates both contemporary and traditional components, the strong lines, vertical emphasis and regular rhythm fitting into the streetscapes yet generating a development with its own identity. A theme carried across the blocks are the stair towers projecting outwards from the elevations and

extending upwards into the roofscape and the use of cladding, a mixture of long metal strips and coloured acrylic panels, these help to create further breaking elements as well as providing visual interest.

98. The materials proposed for the construction reflect a simple limited material palette with the brick and slate taken from within the conservation area, complemented by mixed areas of cladding, with aluminium windows and doors etc appropriate to the general styling of the development. But should the application be approved then appropriate conditions relating to all building materials proposed for use should be attached to the approval certificate. A condition is recommended accordingly
99. With regards to the proposed alterations Kepier House; the alterations to the north elevation involving the removal of the existing modern unsightly external escape staircase, intrusive associated later door openings, and the insertion of new windows reflecting the existing elsewhere within the building, would result in an enhancement in the heritage assets appearance. The full height glazing at basement level is not considered to be significantly harmful to the heritage assets overall functional character and appearance, provided it is suitably designed, recessed and detailed, this should be controlled by a condition if the application is approved.
100. Additional works would involve replacement of the timber windows with aluminium. While this is not entirely satisfactory as timber would be the preferred material the major of the existing windows are replacements. Retention and repair is not considered by the applicant to be viable and there is no reason to refute this, and given the buildings unlisted status retention and upgrading of the existing windows or like for like timber replacements would be difficult to specify. But it is suggested that the proposed replacement windows are controlled by a standard planning condition to ensure the preservation of external character.
101. The above along with the proposed internal refurbishment works would result in some loss of historic fabric but this is considered to be outweighed by the fact that the conversion assists in providing a positive and sustainable future for the non designated asset in theory aiding its long term maintenance and general up keep conserving the building in a manner appropriate to its significance and for future generations.
102. An Arboricultural Impact Assessment has been submitted with the application which provides information on which trees on the site are to be retained and which are to be removed. The applicant has also given indications that replacement trees are to be planted to mitigate the loss of those trees which have to be removed. The Council's Tree and Landscape Officers have not objected to the proposed scheme. A condition is recommended for a landscaping scheme to be submitted which would ensure that new planting would be provided on the site. This would ensure proposal would be in accordance with policies E22, H13 and Q8 of the local plan and in accordance with Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
103. Given the above comments it is considered that the proposed development would preserve the character and setting of the Durham City Conservation Area and would not have a detrimental impact on the appearance of the surrounding area. Overall the proposal is considered to be in accordance with policies E3, E6 and E22 of the local plan.

Impact on residential amenity

104. A key issue is the suitability of the site for the development having regards to the impacts upon residential amenity, more broadly regarding the potential for disturbance and noise through the concentration of students but also with regards to specific relationships with the closet properties.
105. Policy H16 of the Local Plan states student hall developments that would result in a concentration of students that would adversely detract from the amenities of existing residents will not be considered acceptable development. This is supported by Policy H13 which states that planning permission will not be granted for development that would have an adverse impact upon the character of residential areas or the amenities of residents within them. Paragraph 50 of the NPPF refers to the need to create sustainable, mixed and inclusive communities and paragraph 58 within the design section of the NPPF emphasises the need to create safe and accessible environments where crime and disorder and the fear of crime do not undermine quality of life or community cohesion.
106. The issue of the dense concentration of students and impact this may have on the residential amenity of the surrounding area is a material consideration. Whilst such behaviour associated with students often gets exaggerated along with the frequency and magnitude it is important for the confidence of all to have a well-defined management plan. The applicant already operates other student accommodation buildings similar to one proposed in this application and management plans are in operation at these other facilities. A student management plan has been submitted with this planning application. This management plan indicates that the target student market for the proposed accommodation would be postgraduates together with undergraduates in their second, third and fourth year of study. The site will be managed by a professional student management company which will have on site staff 24 hours a day, 7 days a week. The management plan provides information and plans with regards to internal and external management; tenancy agreements; fire and health and safety procedures; and traffic management. The management plans also gives a commitment which will allow for two way communication between the community and the management company as well as having sanctions in place to control any anti-social behaviour should it arise. It is fair to say that a dense residential nonstudent apartment scheme will raise from time to time some disruptive behaviour but without the control of a strong management structure relying purely on other legislation. By its very nature all existing controls will exist but in the first instance the management plan and company will be the first recourse and as such this is considered an effective method of controlling such behaviour should it occur, aided by two way communication with community representatives.
107. In terms of inter-relationships with surrounding development these all meet the requirements of the local plan in terms of facing distances between elevations and windows serving habitable rooms. Policy Q8 considers that in order to provide adequate levels of amenity and in order to maintain privacy 21m should remain between main windows serving habitable rooms. This 21 metre distance is achieved in the majority of cases. The separation distance between block 1 and the residential properties on Kepier Terrace to the south is 20.2 metres. The separation distances between blocks 2 and 3 with the residential properties on Mayorswell Close are also reduced to 20.3 metres at its minimum. Whilst it is acknowledged these distances don't meet the required 21metres, it is considered that a reduction in the separation distance by 0.8 metres (at the most) would not have an adverse impact on the amenity of the neighbouring residents. The separation distance from block 1 to the residential property on Mayorswell Close to the east is set at 16.6 metres. There are

windows proposed in the east elevation of block 1 which could potentially have some overlooking issues onto the neighbouring property. To ensure that there is no loss of privacy it is suggested that obscure glazing is installed in to the east elevation windows of block 1. A condition is recommended accordingly. The separation distance between Kepier House and the neighbouring properties to the west are not to be altered however it is recognised that the separation distance is well below the required distances. Kepier House is proposed to be used as a facilities building which incorporates common rooms, study areas, gym and TV room. It is acknowledged that the windows in the west elevation of Kepier House could provide overlooking issues onto the residential properties to the west. Therefore it is recommended that obscure glazing is installed into the west elevation windows of Kepier House. This will ensure there would be no overlooking or loss of privacy. A condition is recommended accordingly. It is also noted that the application site is set at a higher level to some of the surrounding properties in particular the properties to the north and east. Given the distance of the proposed accommodation blocks in relation to the neighbouring properties, it is not considered that the proposal would have an adverse impact in terms of overbearing or overshadowing issues.

108. Concerns have been raised from local residents regarding the stability of the site. A ground investigation report was submitted with the application, and the Coal Authority have been consulted on this report and they have not raised any objections. It is also noted that the buildings will have to be constructed in line with Building Regulations which will ensure that building structures and site foundations are safe and secure.

109. In conclusion there are no objections to the proposed development on the grounds of harm to residential amenity, either with regards to the influx of the number of students to the site nor with regards to specific relationships between the site and the nearest properties. The proposal is therefore considered to accord with policies H16 and H13 of the Local Plan as well as not being in conflict with the aims of policy Q8 to safeguard the amenity of existing and proposed occupiers.

Highway safety

110. The proposed development provides a layout which incorporates a total of five car parking spaces (including two disabled bays) which are to be used for visitors and staff.

111. The site is in an accessible location where access to sustainable transport modes is good. It is within reasonable walking and cycling distance to the city's main public transport hubs and close to the city centre and university amenities. It is located within the County Council's Controlled Parking Zone (CPZ) for Durham City in which parking is restricted to permit holders or pay and display charges. No permits would be issued for occupiers of the development to allow on street parking. The location of the site within the CPZ and the limited on site parking provision will discourage use of student cars.

112. The applicant's transport consultant has considered both traffic generation and parking demand for the development when submitting their transport assessment. It is estimated the existing student accommodation on site, when in use, generated approximately 60 two way trips per day. The limited parking availability will result in most trips being by staff, disabled students or service deliveries. The County Highways Officer considers it is likely that no significant increase in vehicular trips over and above the previous use will be generated.

113. The proposal indicates that there would be 2-3 staff working in the communal building. The scheme proposes a total of five car parking spaces which includes two disabled bays. The Council's parking standards for student accommodation within the CPZ would require 1 space per 5 members of staff and space for disabled persons. No space is required for the general student populace in a city centre development of this nature. On street parking control will ensure the site operates with minimal demand for student parking.
114. It is proposed that a total of 43 cycle parking spaces will be provided in the form of Josta two-tier cycle racks which will be located in three cycle store areas (with level access) in the basement of buildings with secure entry. This level of provision is welcomed although two tier cycle racks are difficult for users and single tier provision in the form of Sheffield Stands is the simplest and preferred option. The level of provision is in accordance with the Council's standard for student residents, however no cycle parking provision is provided for visitors. In accordance with the Council's standards 1 space per 20 students should be provided for visitors, which amounts to 11 spaces. The spaces should be at or close to entrances to individual blocks. A condition is recommended for cycling parking provision to be submitted prior to development starting on site.
115. A management plan has been submitted which puts in place a plan for start and end of terms to accommodate student arrival and departures by use of the 5 parking spaces on site. No indication has been given as to where the displaced parking will be located or the impact this will have on the disabled bays. Displacement would need to be made to City Centre off street car parks. The Highways Officer has also indicated that emergency access for the development can be achieved from Bakehouse Lane and Mayorswell Close.
116. A Framework Travel Plan has been prepared for the development. This framework recognises the need for fully approved travel planning. The Highways Officer has therefore requested that a condition is imposed to ensure an acceptable travel plan is brought forward at the opening of the development. A travel plan is considered essential to promote sustainable travel to the site and between the site and university facilities. A condition is recommended for a final travel plan to be submitted prior to the development being brought into use.
117. Given the above, it is considered that the proposed development would not have an adverse impact on highway safety in the area and the proposal would not be contrary to policies T1, T10, T20 and T21 of the local plan.

Ecology

118. The presence of a European Protected Species (EPS) is a material planning consideration. The Conservation of Habitats and Species Regulations 2010 have established a regime for dealing with derogations which involved the setting up of a licensing regime administered by Natural England. Under the requirements of the Regulations it is an offence to kill, injure or disturb the nesting or breeding places of protected species unless it is carried out with the benefit of a licence from Natural England.
119. Notwithstanding the licensing regime, the Local Planning Authority must discharge its duty under the regulations and also consider these tests when deciding whether to grant permission for a development which could harm an EPS. A Local Planning Authority failing to do so would be in breach of the regulations which requires all public bodies to have regard to the requirements of the Habitats Directive in the exercise of their functions. Regulation 9(3) of the Conservation of Habitats and

Species Regulations 2010 requires local planning authorities to have regard to the requirements of the Habitats Directive in exercising its functions the Local Planning Authority must consider a detailed assessment against the 3 no. "Derogation tests" of the Habitats Directive.

120. An ecological assessment of the site along with a bat survey was submitted with the application and this indicated that there are bats present on the site. Mitigation measures are proposed which would ensure that bat roosts are provided within the buildings and ensure that bats will have a habitat in this location. The submitted assessments have been analysed by the County Ecologist. The County Ecologist has confirmed that there are no objections to the findings of the assessment or the proposed mitigation measures. A condition is recommended ensuring that the mitigation measures are adhered too, and this condition is recommended accordingly. The County Ecologist has no objections to the proposed scheme and it is considered that Natural England are likely to issue a license. Subsequently it is not considered that the proposed development would have an adverse impact on protected species or their habitats and would be in accordance with part 11 of the NPPF.

Other issues

121. The County Archaeologist has not raised any concerns with regards to the proposed development however a condition is requested for a programme of archaeological work to be undertaken prior to works commencing. A condition is recommended accordingly.

122. Whilst it is noted that there are some landscaped public areas designed into the proposed scheme, there is no formal open space or public recreational space proposed. In accordance with policies R1 and R2 of the local plan financial contributions towards open space provision within the area can be sought from the developer and this can be sought by a section 106 legal agreement. The Council also encourage the provision of artistic elements in the design and layout of new development. In accordance with Q15 contributions towards public art can also be secured through section 106 legal agreement. It is therefore recommended that development is recommended subject to the signing of a section 106 legal agreement for contributions towards open space, recreational facilities and public art within the near locality. These contributions would be in accordance with policies R1, R2 and Q15 of the local plan.

CONCLUSION

123. The proposed development is considered acceptable in principle as it is sustainably located in an area which has an existing mix of uses; and is previously developed land. The land is located within the defined settlement boundaries and is not allocated for a specific use. The fall back position of the site is material consideration in this application. The site and the existing buildings last use was for student accommodation, and it is noted that these buildings can be occupied by students without the need for any planning permission. The proposals are therefore considered to be in accordance with the presumption in favour of sustainable development as outlined in the NPPF. The development would also be acceptable in principle and in accordance with policy H16 of the local plan.

124. The proposed development has been sensitively designed and it is considered that the proposal would preserve the character and setting of the Durham City Conservation Area and would not have an adverse impact on the appearance of

the surrounding area. Overall the proposal is considered to be in accordance with policies E1, E3, E6, E10, E22, E23 and E24 of the local plan.

125. The proposed development would not create adverse harm to residential amenity, either with regards to the influx of the number of students to the site nor with regards to specific relationships between the site and the nearest properties. The residential amenities of existing and future occupiers of surrounding neighbouring properties as well as occupiers of the proposed development would not be adversely compromised. The proposal is therefore considered to accord with policies H16 and H13 of the Local Plan as well as not being in conflict with the aims of policy Q8 to safeguard the amenity of existing and proposed occupiers.

126. No objections have been received from the County Highways Officer. The site is considered in a sustainable location with good pedestrian and public transport links to shops, services and public facilities. Sufficient parking and drop off/pick up areas have been secured on site and the access to the site is considered acceptable. Cycle parking provision has been provided in safe and secure locations on the site. It is therefore considered that the proposed development would not have an adverse impact on highway safety in the area and the proposal would not be contrary to policies T1, T10, T20 and T21 of the local plan.

RECOMMENDATION

That the application be **APPROVED** subject to the signing of a Section 106 legal agreement to secure the payment of commuted sums towards open space, recreational facilities and public art in the locality and subject to the following conditions;

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. The development hereby approved shall be carried out in strict accordance with the following approved plans:

Plan Ref No.	Description	Date Received
01 A	Site location Plan	06/01/2015
02	Site Plan	06/01/2015
10 L	Proposed Site Plan	27/02/2015
12 A	Site Sections AA and BB	06/01/2015
13 A	Site Sections CC and DD	06/01/2015
16 C	Block 1 – Plans	06/01/2015
17 B	Block 1 – Plans	06/01/2015
18 C	Block 1 – Elevations	06/01/2015
19 B	Block 1 – Roof Plan	06/01/2015
20 E	Block 2 – Plans and Sections	06/01/2015
21 B	Block 2 – Elevations	06/01/2015
24 C	Block 3 – Plans	06/01/2015
25 B	Block 3 – Roof Plan and Sections	06/01/2015
26 E	Block 3 - Elevations	06/01/2015
27 D	Block 4 – Plans	06/01/2015
28 E	Block 4 – Plans	06/01/2015
29 D	Block 4 – Plans and Roof Plan	06/01/2015

30 E	Block 4 – Elevations	06/01/2015
31 C	Block 4 – Elevations and Sections	06/01/2015
33 E	Kepier House Proposed Plans	06/01/2015
34 C	Keperi House Proposed Elevations	06/01/2015

Reason: To define the consent and ensure that a satisfactory form of development is obtained.

3. Notwithstanding any details of materials submitted with the application no development shall commence until details of the external walling, roofing materials, windows details and hardsurfacing have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be constructed in accordance with the approved details.

Reason: In the interests of the appearance of the area and to comply with policies E3, E6 and E22 of the City of Durham Local Plan.

4. No development shall commence until details of means of enclosures have been submitted to and approved in writing by the Local planning authority. The development shall be undertaken in accordance with the approved details.

Reason: In the interests of the appearance of the area and to comply with policies E3, E6 and E22 of the City of Durham Local Plan..

5. No development shall take place until a detailed scheme for the disposal of surface and foul water from the development hereby approved has been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the amenity of the area and to comply with policy U8a of the City of Durham Local Plan.

6. The development hereby approved shall not be occupied until a Travel Plan conforming to The National Specification for Workplace Travel Plans PAS 500:2008, Bronze Level, shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be implemented in accordance with the approved details. Prior to the bringing into use of the development a Travel Plan Coordinator shall be appointed and contact details for this person shall be provided in writing to the Local Planning Authority'

Reason: In the interests of highway safety and to comply with policy T1 of the City of Durham Local Plan.

7. No development approved by this permission shall be commenced until:
 - a) the application site has been subjected to a detailed site investigation report for the investigation and recording of contamination and has been submitted to and approved by the LPA;
 - b) should contamination be found, detailed proposals for the removal, containment or otherwise rendering harmless such contamination (the 'contamination proposals') have been submitted to and approved by the LPA;
 - c) for each part of the development, contamination proposals relevant to that part (or any part that would be affected by the development) shall be carried out either before or during such development;
 - d) if during development works any contamination should be encountered which was not previously identified and is derived from a different source and/or of a different

type to those included in the contamination proposals then revised contamination proposals shall be submitted to the LPA; and

e) if during development work, site contaminants are found in areas previously expected to be clean, then their remediation shall be carried out in line with the agreed contamination proposals.

Reason: To remove the potential harm of contamination in accordance with Policy U11 of the City of Durham Local Plan 2004.

8. Before the development hereby approved is occupied details of all lighting shall be submitted to and approved in writing by the local planning authority. The lighting shall be implemented in accordance with the agreed details.

Reason: In the interests of residential amenity and to comply with policies EMP11 and H13 of the City of Durham Local Plan.

9. Before the development hereby approved is occupied details of ventilation and glazing combinations, and details of proposed plant machinery shall be submitted to and approved in writing by the local planning authority. The development shall be constructed in accordance with the approved details and permanently retained thereafter.

Reason: To safeguard the residential amenity of neighbouring residents and to comply with policies H13 and Q8 of the City of Durham Local Plan.

10. No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a mitigation strategy document that shall be submitted to, and approved in writing, by the local planning authority. The strategy shall include details of the following:

- i) Measures to ensure the preservation in situ, or the preservation by record, of archaeological features of identified importance.
- ii) Methodologies for the recording and recovery of archaeological remains including artefacts and ecofacts.
- iii) Post field work methodologies for assessment and analyses.
- iv) Report content and arrangements for dissemination, and publication proposals.
- v) Archive preparation and deposition with recognised repositories.
- vi) A timetable of works in relation to the proposed development, including sufficient notification and allowance of time to ensure that the site work is undertaken and completed in accordance with the strategy.
- vii) Monitoring arrangements, including the notification in writing to the County Durham Principal Archaeologist of the commencement of archaeological works and the opportunity to monitor such works.

Reason: To comply with criteria detailed in the NPPF as the site is of archaeological interest.

11. Prior to the development being beneficially occupied, a copy of any analysis, reporting, publication or archiving required as part of the mitigation strategy shall be deposited at the County Durham Historic Environment Record.

Reason: To comply with paragraph 141 of the NPPF which ensures information gathered in terms of archaeological interest becomes publicly accessible.

12. No development shall commence until a landscaping scheme has been submitted to and approved in writing by the local planning authority. The scheme shall identify those trees/hedges/shrubs scheduled for retention and removal; shall provide details of new and

replacement trees/hedges/shrubs; detail works to existing trees; and provide details of protective measures during construction period. The works agreed to shall be carried out within the first planting season following completion of development of the site and shall thereafter be maintained for a period of 5 yrs following planting. Any trees or plants which die, fail to flourish or are removed within a period of 5 years from the substantial completion of the development shall be replaced in the next planting season with others of similar size and species.

Reason: In the interests of the appearance of the area and to comply with policies E3, E6 and E22 of the City of Durham Local Plan.

13. No development hereby approved shall take place unless in accordance with the mitigation, recommendations and conclusions within the protected species reports, Bat Risk and Activity Survey Report Final2 (dated 17/02/2015) and Extended Phase 1 Habitat Survey (dated October 2014) by Eco North Ecological Consultants.

Reason: To conserve protected species and their habitat in accordance with criteria within the NPPF.

14. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking and re-enacting that Order) the glass to be used in the east boundary elevation windows of block 1 and west boundary elevation windows of Kepier House shall be obscure to level 3 or higher of the Pilkington scale of privacy or equivalent.

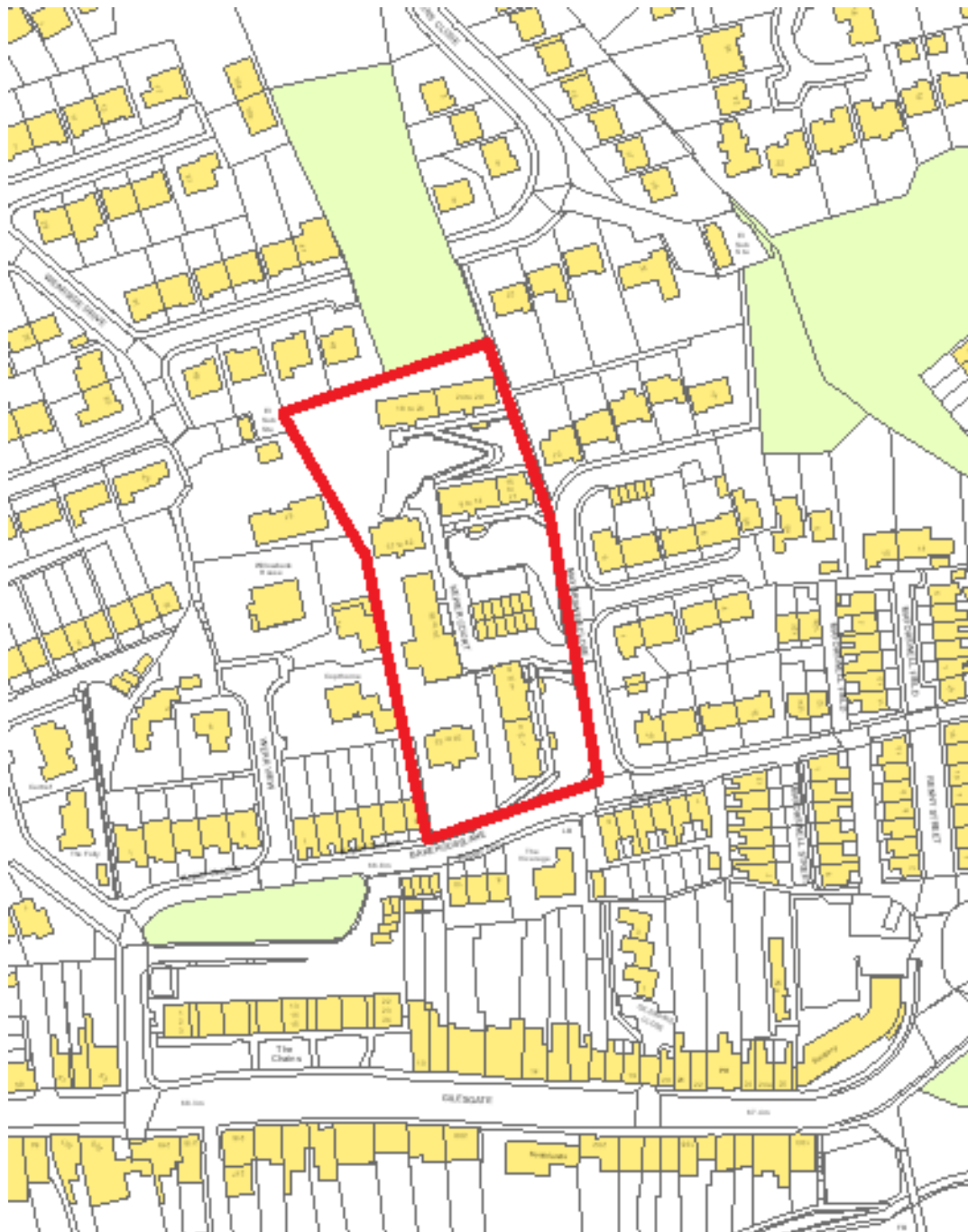
Reason: In the interests of residential amenity and to comply with policy Q8 of the City of Durham Local Plan.

STATEMENT OF PROACTIVE ENGAGEMENT

In dealing with the application, the Local Planning Authority has worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising during the application process.

BACKGROUND PAPERS

Submitted Application Forms, Plans and supporting documentation
City of Durham Local Plan 2004
National Planning Policy Framework
Internal consultee responses
Public responses
Responses from statutory and other consultees
National Planning Policy Guidance



Planning Services

Erection of 4 new buildings and restoration of Kepier House for use as 214no. bed student accommodation and associated landscaping at land at Mayorswell Close and Kepier Court, Durham, DH1 1JU

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Date
10th March 2015