

Report to Planning Applications Committee

Item

Report of Head of Planning & Regulatory Services

Subject Application no 22/00906/F 36 Cotman Road, Norwich,
NR1 4AF

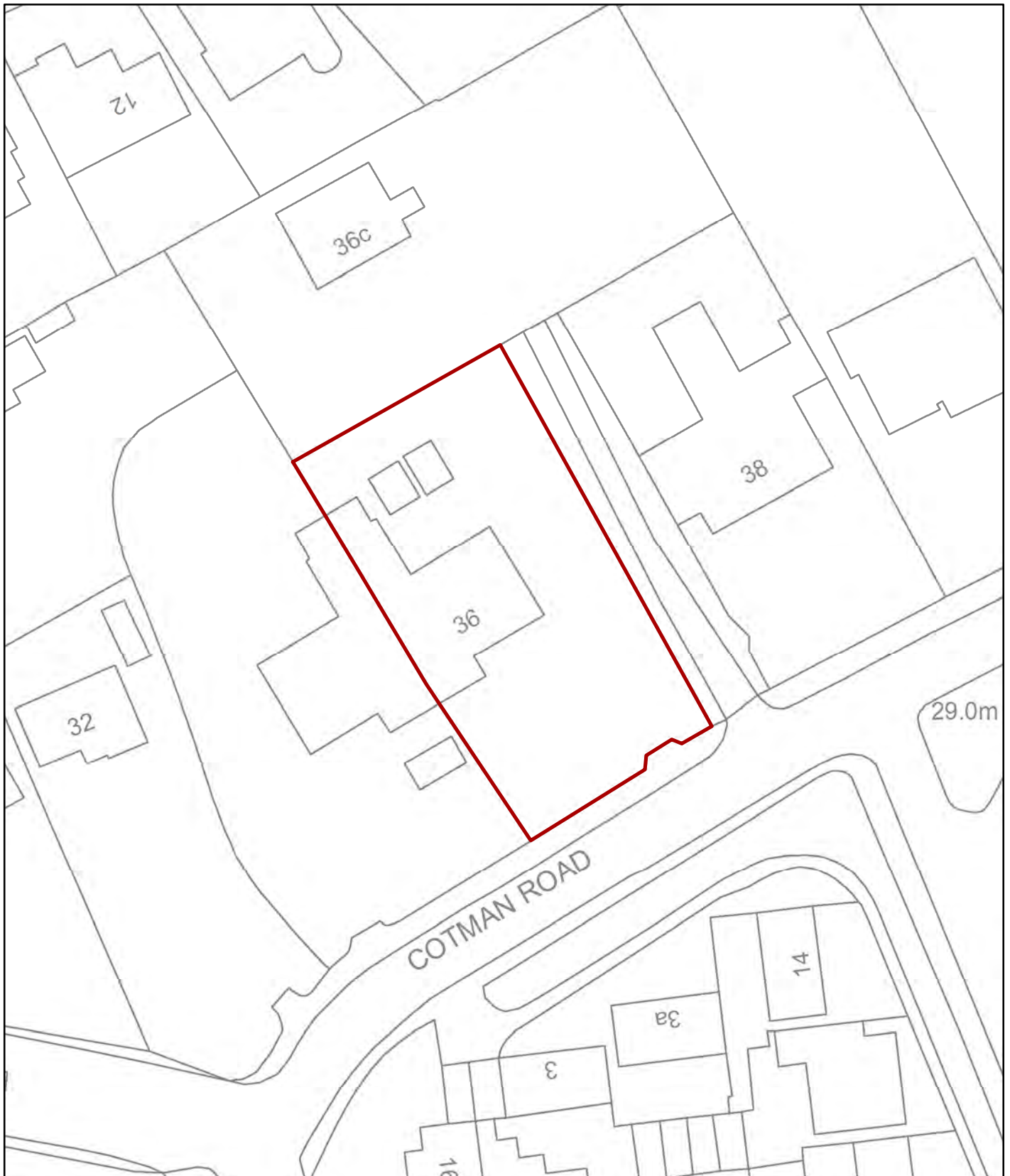
**Reason for
referral** Objections

4a

Ward	Thorpe Hamlet
Case officer	Katherine Brumpton katherinebrumpton@norwich.gov.uk
Applicant	Mrs Stern

Development proposal		
Dormers and rooflights to allow conversion of the loft to extend an existing first floor flat across 2 floors (36D)		
Representations		
Object	Comment	Support
4 (6 representations received from 4 individuals)	0	0

Main issues	Key considerations
1	Design and Heritage
2	Amenity
Expiry date	20 January 2023
Recommendation	Approve



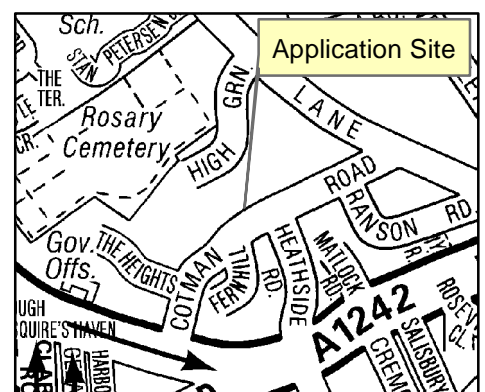
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Planning Application No 22/00906/F
 Site Address 36 Cotman Road

Scale 1:500



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. Thorpe Ridge is to the east of the city and is characterised by large tracts of woodland and wide suburban streets. The land varies in height, and in this area slopes down towards the railway line (south). The area contains many 20th century dwellings, with this part of Cotman Road containing several locally listed dwellings.
2. Site is located to the north of Cotman Road, with the land sloping both away to the south (front) and up to the north (rear). Property was originally one of a pair of semi-detached dwellings but has now been subdivided into 4 flats. A driveway lies adjacent to the site to the east, which provides access to a single dwelling to the rear (36C).

Constraints

3. Conservation Area: Thorpe Ridge
4. Local listed Building;

19C. 2 storeys and attic. Red brick. Slate roof. Pair of wide-fronted houses, terraced above the road, sharing central pediment containing semi-circular headed window to attic. 6-pane sashes of palladian style. Ground floor full height casements. Front doors panelled with semi-circular fanlights. Stucco surrounds to doors and windows. White brick detail to gable.

Relevant planning history

5. The records held by the city council show the following planning history for the site.

Ref	Proposal	Decision	Date
13/00846/TCA	Top Conifer to a reasonable height to stop damage being done to adjacent tree.	No TPO Served	02/07/2013
13/01077/TCA	T1 Yew: Reduce back towards wall - approx 1-2m T2 Pear: Remove main dead spire over drive; T3 Prunus: Reduce 3 main limbs growing over drive - approx 1-2m; Deadwood remainder as necessary.	No TPO Served	07/08/2013
21/00549/F	Replacement windows.	Approved	15/10/2021
22/00058/F	Proposed loft conversion with two front dormer windows and one rear dormer with five rooflights to facilitate the creation of a 1 bed room flat.	Pending consideration	

The proposal

6. To convert the loft into extra space for existing flat 36D. The flat would be extended to include accommodation on both the first floor and into the roof space. As part of the conversion two dormers are proposed to the front, one on the rear and 4 rooflights. The flat would have one bedroom, an office, a large kitchen/dining area, bathroom and two storage cupboards.
7. The two front dormers would be dual pitched, the rear dormer served with a flat roof. Two rooflights are proposed to the side elevation (east), together with 2 on the rear. Access would be provided by extending an existing internally staircase up. Plans show that all the rear windows are to be obscure glazed.
8. The original plans indicated that the loft space would be used just for storage and did not include obscure glazed windows to the rear. There were concerns that this was not a true reflection of the intended works and the proposal could be tantamount to a new dwelling. Following discussions with the agent the revised plans were submitted, which enlarges one of the flats instead, as discussed above.
9. The plans were re-consulted on to the neighbours for a period of 3 weeks. The details of the representations below are all of the responses amalgamated.
10. Application reference 22/00058/F remains outstanding due to the restrictions around Nutrient Neutrality in relation to the condition of The Broads and River Wensum. Norwich City Council, as with all other affected councils in Norfolk and nationwide, are unable to grant planning permission where a development is likely to add nutrient pollution to certain waterbodies until we can identify how to mitigate any adverse impacts. Whilst works are underway to identify how development can be mitigated a strategy is not yet in place. Any new dwellings, to include flats, are likely to add nutrient pollution to the affected waterbodies, and so at present cannot be approved as there is no established mitigation in place.
11. Application reference 22/00058/F is for a similar development in terms of external appearance. It differs by consisting of larger dormer windows to the front, differently positioned rear roof lights and the inclusion of a fifth roof light on the front elevation.

Representations

12. Adjacent and neighbouring properties have been notified in writing. 4 letters of representation have been received citing the issues as summarised in the table below.

Issues raised	Response
Dormers would destroy the symmetry with 34 Cotman Road, alterations should be restricted to roof lights. Drawings don't include both dwellings.	See main issue 1
Rear dormer would overlook properties to rear.	See main issue 2
No Design and Access Statement submitted	This is not a requirement for this type of application
Building needs repair, this should be the focus rather than further development. It is	It is understood that the applicant needs to/wants to carry out repair

also poorly insulated and there are difficulties with the drains. Increase in occupants will make this worse.	works to the roof and would like to carry out the proposed development at the same time.
Plans show 2 garages when one has collapsed.	Noted.

Consultation responses

13. Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Design and conservation

14. This is not an application that I intend to provide conservation and design officer comments on because it does not appear on the basis of the application description to require our specialist conservation and design expertise. This should not be interpreted as a judgement about the acceptability or otherwise of the proposal.

Assessment of planning considerations

Relevant development plan policies

15. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS1 Addressing climate change and protecting environmental assets
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
16. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
- DM1 Achieving and delivering sustainable development
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM9 Safeguarding Norwich's heritage
 - DM13 Communal development and multiple occupation
 - DM15 Safeguarding the city's housing stock
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing
 - DM32 Encouraging car free and low car housing

Other material considerations

17. **Relevant sections of the National Planning Policy Framework July 2021 (NPPF):**
- NPPF2 Achieving sustainable development

- NPPF4 Decision-making
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF16 Conserving and enhancing the historic environment

18. Advice Notes and Guidance

- Extensions to houses advice note September 2012

Case Assessment

19. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Policy Framework (NPPF), the Council's standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Design and Heritage

20. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF paragraphs 126-136 and paragraphs 189-208.
21. Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 place a statutory duty on the local authority to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas. Case law (specifically *Barnwell Manor Wind Energy Ltd v East Northamptonshire DC* [2014]) has held that this means that considerable importance and weight must be given to the desirability of preserving the setting of listed buildings and conservation areas when carrying out the balancing exercise.
22. The conversion of the roof involves works to the front, side and rear elevation. Consideration needs to be given to the impact upon the heritage assets, notably the locally listed building itself and the Conservation Area.
23. The two front dormers would have dual pitched roofs, sit well below the main ridge line and be of a subordinate size compared to the existing windows on the principal elevation. They would not unduly compete with the existing elevation. The neighbouring dwelling, no.38, has 2 similar dormer windows either side of the central pediment. No.38 is also locally listed and also dates from the 19th century, with the dormers featured in the listing description. The proposed dormers are considered to sit relatively well within the wider Conservation Area and on the host building.
24. The proposed roof lights would not be overly dominant, and with roof lights found elsewhere within the immediate area, not inappropriate for the Conservation Area. The roof lights should be Conservation Style to allow for a high-quality design.
25. The rear dormer is relatively large and is proposed to be flat roofed, which appears to be required for the staircase. Flat roof dormers are not normally encouraged,

however the dormer would be sited to the rear and not readily viewed from any public vantage point. The harm to the heritage assets is therefore less than substantial.

26. Few details have been provided in terms of materials. With a condition requesting details prior to first use, the proposal is considered to be of an acceptable design. A degree of less than substantial harm to the designated heritage asset would occur, but this is relatively minor and the public benefit of supporting the continued residential use of the building and providing an enhanced living space for one of the flats is considered to outweigh any harm.

Main issue 2: Amenity

27. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 8 and 127.

Existing occupiers

28. The detached dwelling to the rear (no.36C) is set at a higher level than the application site. No. 36C is designed with its main garden to the front. As such the proposed windows to the rear would have a relatively more significant impact upon them. However, the revised plans show that all the rear windows would be obscure glazed, and as such the level of additional overlooking that no. 36C would experience is not considered to be significant. Existing first floor rear windows are clear glazed.
29. The proposed roof lights in the side would face the neighbouring property to the east, which has a roof light facing the site. However due to the distance involved and the presence of trees the impact of any overlooking is not anticipated to be significant.

Future occupiers

30. The proposed enlarged flat would benefit from a good level of natural light over 2 floors from 3 aspects. The use of obscure glazing would reduce their level of amenity to some extent but given that the windows serve an office space and a stairwell, and the level of outlook elsewhere within the flat, this is considered acceptable. The internal size complies with the Technical housing standards – nationally described space standard 2015.

Biodiversity

31. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraphs 174 - 182 .
32. There is considered to be a relatively small chance that the site provides a habitat for protected species. An ecological survey is not considered justifiable in this instance, but an informative would be added to ensure that if any protected species are found during the development then works are halted and appropriate action taken.
33. The scope of the works are limited to the existing roof and restricted to extending one flat, with no alterations proposed to the wider landscape. It is acknowledged that para 174 advises that planning policies and decisions should minimise the impact upon biodiversity and aim to provide net gains for biodiversity. However, when considering planning applications, the guidance in paragraph 180(a) is more

specific and is aimed at minimising and compensating for the harm to biodiversity and in particular refers to 'significant' harm. The scale of the works proposed as part of this application are not considered to cause harm to biodiversity, significant or otherwise.

34. Assessment of Impacts under the Conservation of Habitats & Species Regulations 2017 (as amended)

Site Affected: (a) Broads SAC/Broadland Ramsar
(b) River Wensum SAC

Potential effect: (a) Increased nitrogen and phosphorus loading
(b) Increased phosphorous loading

The application represents a 'proposal or project' under the above regulations. Before deciding whether approval can be granted, the Council as a competent authority must undertake an appropriate assessment to determine whether or not the proposal is likely, either on its own or in combination with other projects, to have any likely significant effects upon the Broads SAC, and if so, whether or not those effects can be mitigated against.

The Council's assessment is set out below and is based on advice contained in the letter from Natural England to LPA Chief Executives and Heads of Planning dated 16th March 2022.

(a) Broads SAC/Broadland Ramsar

Does the plan or project create a source of water pollution or have an impact on water quality (e.g. alters dilution)? AND

Is the plan or project within the hydrological catchment of a habitats site which includes interest features that are sensitive to the water quality impacts from the plan or project?

Answer:NO

The proposal is for works to an existing dwelling and will not impact upon the average occupancy figures for dwellings across the catchment and will therefore not impact upon water quality in the SAC.

Conclusion: It is not necessary to carry out an assessment under the Habitats regs.

(b) River Wensum SAC

Does the plan or project create a source of water pollution or have an impact on water quality (e.g. alters dilution)? AND

Is the plan or project within the hydrological catchment of a habitats site which includes interest features that are sensitive to the water quality impacts from the plan or project?

Answer:NO

The proposal is for works to an existing dwelling and will not impact upon the average occupancy figures for dwellings across the catchment and will therefore not impact upon water quality in the SAC. In addition, the discharge for WwTW is downstream of the SAC.

Conclusion: It is not necessary to carry out an assessment under the Habitats regs.

Equalities and diversity issues

35. There are no equality or diversity issues.

Local finance considerations

36. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority. In this case local finance considerations are not considered to be material to the case.

Conclusion

37. The proposed development would result in a small degree of less than substantial harm to the host building and Conservation Area, however this is outweighed by the public benefit of retaining and supporting the continued residential use.
38. There will some additional impact upon the amenity of neighbours, in particular no.36C to the rear. However, this is not considered to be substantial, given that the rear windows will all be obscure glazed and this neighbour is already partially overlooked from the existing first floor windows of the host building.
39. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

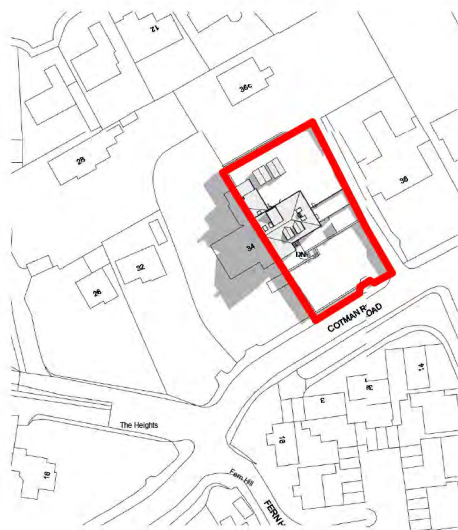
Recommendation

To approve application no 22/00906/F at 36 Cotman Road and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Rear windows to be obscure glazed
4. External Materials – details to be submitted

Informative

It is possible that the site to which the application relates is occupied by Protected Species under Schedules 1 and 5 of the Wildlife and Countryside Act 1981 (amended). Should a Protected Species be found, works should stop immediately and the developer needs to seek the advice of a suitably qualified ecological consultant and/or the relevant statutory nature conservation organisation.



0 25m 50m 100m

SCALE 1:1250



Property Boundary

Neighbouring Garden

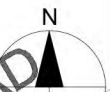
Neighbouring Garden

Rear Garden

Neighbouring Property 34

Front Garden

Public Pavement
Cotman Rd
Fountain Rd



0 1m 5m 10m 20m

SCALE 1:200

Notes

Contractors must verify all dimensions at the site before commencing any work.
No construction work before Building Control approval and structural engineer confirmation.
Any discrepancies to be reported to Gridline.
All drawings are to be read in conjunction with all relevant drawings and specifications.

Project No.S

REV	DATE	DESCRIPTION
A	13/09/22	Obscured glazed windows on rear elevation
B	02/11/22	internal layout change
C	16/11/22	internal layout change

BY	CH
N	N

PROJECT TITLE

36 Cotman
Norwich, NR1 4AQ

DATE
Nov. 2022

Project No.
5813

DRAWING TITLE

Proposed - Os Map/ Location Plan

CLIENT
Mrs Stern

DRAWING No.
PR - L001

SCALE @ A3

Drawn by:
Niloufar





Notes

Contractors must verify all dimensions at the site before commencing any work.
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Project No.S

REV	DATE	DESCRIPTION
A	13/09/22	Obscured glazed windows on rear elevation
B	02/11/22	internal layout change
C	16/11/22	internal layout change

BY	CH
N	N

PROJECT TITLE
36 Cotman
Norwich, NR1 4AQ

DATE
Nov. 2022

Project No.
5813

DRAWING TITLE
Proposed - First Floor

CLIENT
Mrs Stern

DRAWING No.
PR - P003

SCALE @ A3
1:100

Drawn by:
Niloufar





Notes.

Contractors must verify all dimensions at the site before commencing any work.
No construction work before Building Control approval and structural engineer confirmation.
Any discrepancies to be reported to Gridline.
All drawings are to be read in conjunction with all relevant drawings and specifications.

Project No.S

REV	DATE	DESCRIPTION
A	13/09/22	Obscured glazed windows on rear elevation
B	02/11/22	internal layout change
C	16/11/22	internal layout change

BY	CH
N	N

PROJECT TITLE
36 Cotman
Norwich, NR1 4AQ

DATE
Nov. 2022

Project No.
5813

DRAWING TITLE
Proposed - Loft Floor

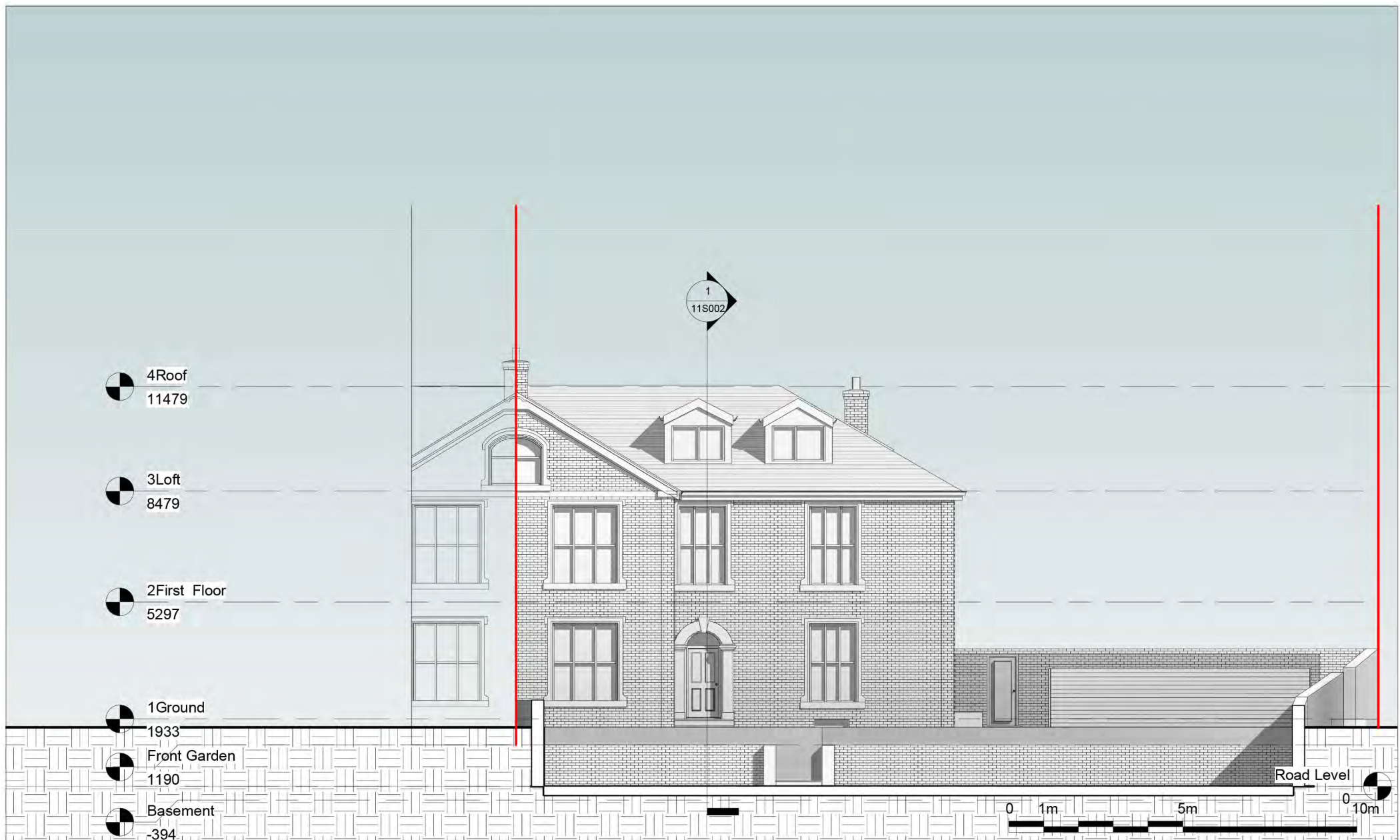
CLIENT
Mrs Stern

DRAWING No.
PR - P004

SCALE @ A3
1:100

Drawn by:
Niloufar





Notes

Contractors must verify all dimensions at the site before commencing any work.
No construction work before Building Control approval and structural engineer confirmation.
Any discrepancies to be reported to Gridline.
All drawings are to be read in conjunction with all relevant drawings and specifications.

Project No.S

REV	DATE	DESCRIPTION
A	13/09/22	Obscured glazed windows on rear elevation
B	02/11/22	internal layout change
C	16/11/22	internal layout change

BY	CH
N	N

PROJECT TITLE
36 Cotman
Norwich, NR1 4AQ

DATE
Nov. 2022

Project No.
5813

DRAWING TITLE
Proposed - Front Elevation

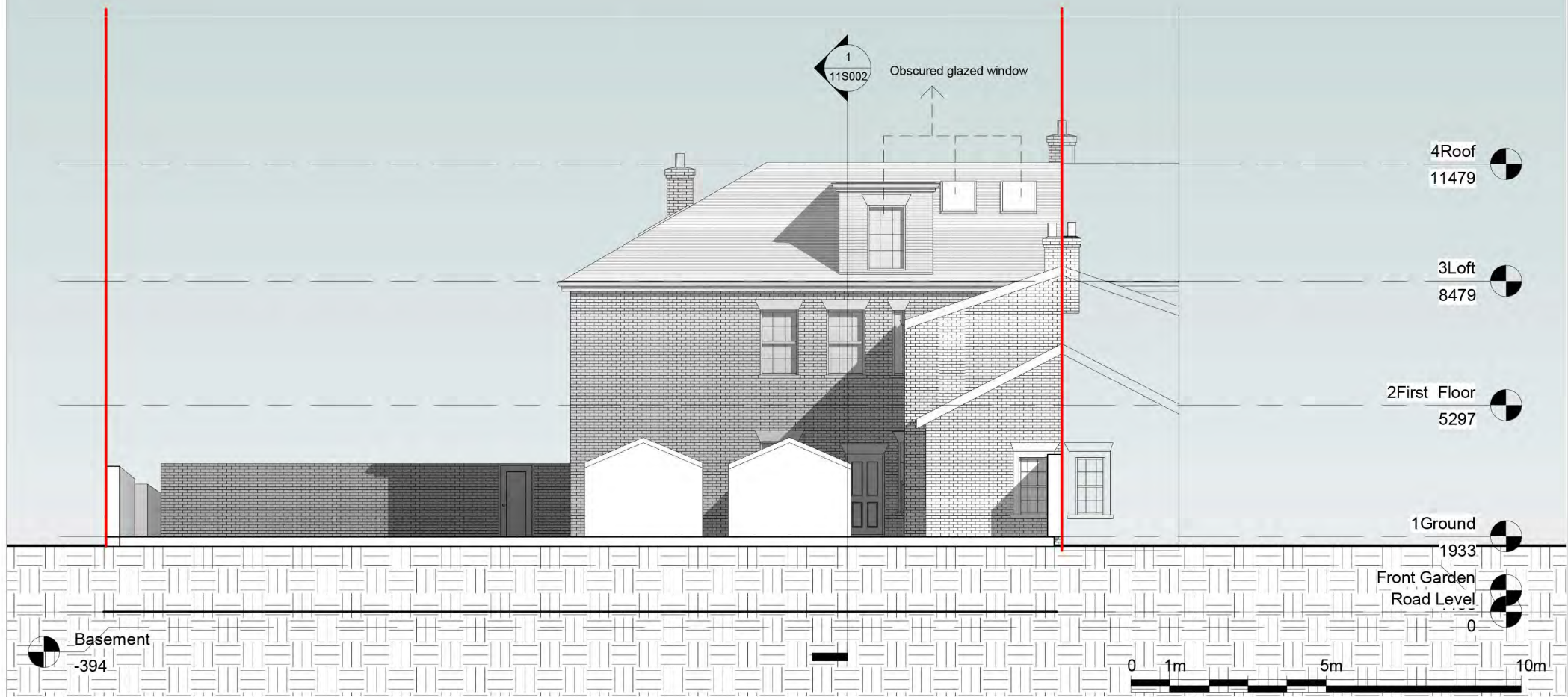
CLIENT
Mrs Stern

DRAWING No.
PR - E001

SCALE @ A3
1:100

Drawn by:
Niloufar





Notes

Contractors must verify all dimensions at the site before commencing any work.
No construction work before Building Control approval and structural engineer confirmation.
Any discrepancies to be reported to Gridline.
All drawings are to be read in conjunction with all relevant drawings and specifications.

Project No.S

REV	DATE	DESCRIPTION
A	13/09/22	Obscured glazed windows on rear elevation
B	02/11/22	internal layout change
C	16/11/22	internal layout change

BY	CH
N	N

PROJECT TITLE
36 Cotman
Norwich, NR1 4AQ

DATE
Nov. 2022

Project No.
5813

DRAWING TITLE
Proposed - Rear Elevation

CLIENT
Mrs Stern

DRAWING No.
PR - E002

SCALE @ A3
1:100

Drawn by:
Niloufar





Notes

Contractors must verify all dimensions at the site before commencing any work.
No construction work before Building Control approval and structural engineer confirmation.
Any discrepancies to be reported to Gridline.
All drawings are to be read in conjunction with all relevant drawings and specifications.

Project No.S

REV	DATE	DESCRIPTION
A	13/09/22	Obscured glazed windows on rear elevation
B	02/11/22	internal layout change
C	16/11/22	internal layout change

BY	CH
N	N

PROJECT TITLE
36 Cotman
Norwich, NR1 4AQ

DATE
Nov. 2022

Project No.
5813

DRAWING TITLE
Proposed - Side Elevation 1

CLIENT
Mrs Stern

DRAWING No.
PR - E003

SCALE @ A3
1:100

Drawn by:
Niloufar

