

Report to Planning applications committee

Item

6 August 2015

Report of Head of planning services

Subject Application no 15/00239/F - 12 - 14 Old Palace Road, Norwich, NR2 4JF

4(C)

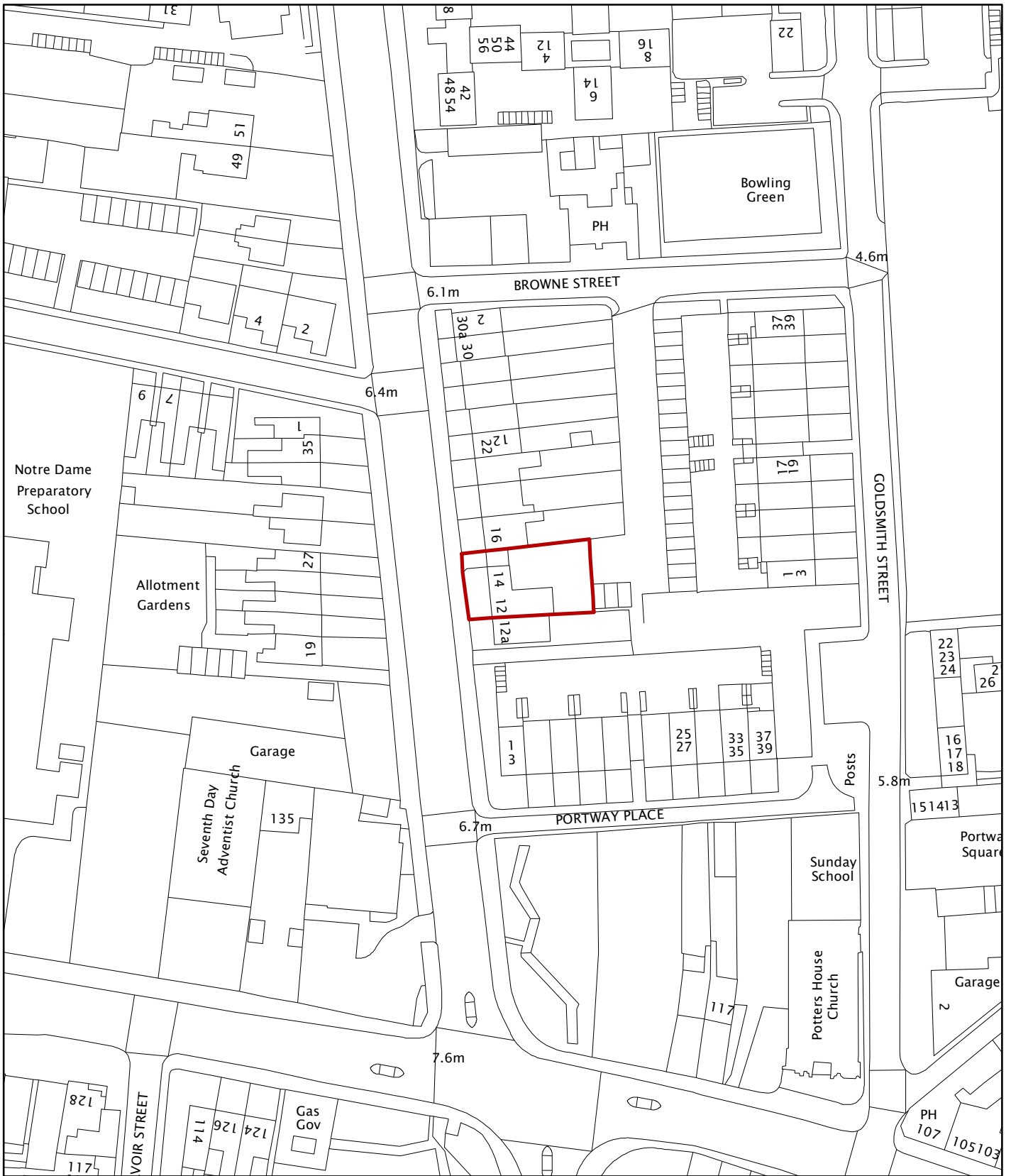
Reason for referral Objection

Applicant Mr Popinder Singh

Ward:	Mancroft
Case officer	James Bonner - jamesbonner@norwich.gov.uk

Development proposal		
Rear extension and new roof.		
Representations		
Object	Comment	Support
8 (from 3 individuals)	0	0

Main issues	Key considerations
1 Principle of development	Extension of temple
2 Amenity	Impact on neighbours (daylight, noise etc)
3 Transport	Parking
4 Design	Street scene impact, impact on surrounding area
5 Flooding	Surface water runoff
Expiry date	5 June 2015
Recommendation	Approve



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Planning Application No 15/00239/F

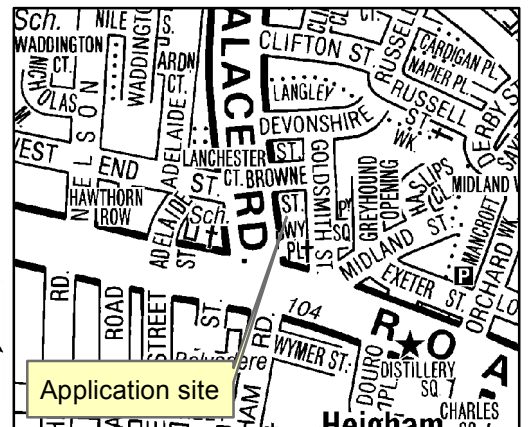
Site Address 12-14 Old Palace Road

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. 12-14 is a building on the east side of Old Palace Road, ~80m north of Dereham Road. The non-listed property is a fairly utilitarian flat-roofed building with two storeys fronting Old Palace Road, with a vehicle access through to a parking area at the rear. The ground levels drop down towards this parking area and the building is three storeys at the rear.
2. The building is lawfully operating as a Sikh temple and features an unauthorised single storey extension to the rear. Either side of the temple are residential properties.

Constraints

3. The property is not listed, nor is it near architecturally sensitive buildings or within a conservation area. The site is within a critical drainage catchment.

Relevant planning history

- 4.

Ref	Proposal	Decision	Date
07/01163/F	Development of 1 no. town house and 3 no. flats.	REF	16/11/2007
08/00212/F	Development of 1 No. town house and 3 No. flats.	REF	02/05/2008
08/00840/F	Development of 1 No. townhouse and 3 No. flats.	APPR	07/11/2008
10/00034/F	Change of use from shop and store (Class A1) to place of worship (Class D1), erection of external staircase, replacement windows and access ramp.	APPR	07/05/2010
10/01224/D	Details of Condition 3: loudspeaker, amplifier, relay or other audio equipment of previous planning permission (App. No.10/00034/F).	APPR	16/08/2010

The proposal

5. Proposed is a three storey extension to the rear with a dual pitch roof on the existing building. Also proposed is a single storey extension projecting from the rear to replace the existing unauthorised one.
6. The single storey aspect on the lower ground floor will house a kitchen and dining room, the ground floor a classroom and the first floor an extended temple hall.

7. There have been some amendments to the scheme in order to bring the ground and first floor extension away from the side window of 12A Old Palace Road. An additional revision has shown an indicative position for refuse storage at the rear.

Summary information

Proposal	Key facts
Scale	
Total floorspace	144sqm new floorspace (including replacement of unauthorised part)
No. of storeys	3
Max. dimensions	7.9m to new ridge on front elevation; 7.5m to eaves on rear elevation.
Appearance	
Materials	Marley grey roof tiles, facing brickwork to match, brown PVC windows and doors
Transport matters	
Vehicular access	Via Old Palace Road and through building
No of car parking spaces	3 (1 existing) at rear; 2 disabled spaces retained at front
No of cycle parking spaces	3
Servicing arrangements	Bin store to rear

Representations

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Eight letters of representation from three individuals have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Restriction of light to window of 12A Old Palace Road	See main issue 2.
Impact on light to rear of neighbouring properties (including gardens)	See main issue 2.

Issues raised	Response
Overlooking	See main issue 2.
Imposing effect of extension and new roof	See main issue 4.
Intensification of use / noise and disturbance / not an appropriate use for residential area	See main issues 2 and 1.
Current hours and agreed amplification not being adhered to	This is a matter for planning enforcement. For amenity issues see main issue 2.
Nuisance from flue	See main issue 2.
Illegal parking / further pressure on businesses as a result of increased parking	See main issue 3.
Inadequate plans	The plans have been revised and are legible enough to judge what is being proposed.
Poor design (too large / concern over materials)	See main issue 4.
Impact on foul sewerage	There is no evidence to suggest such a small extension of an existing temple would exacerbate any issues.
Flood risk from increase surface water runoff	See main issue 5.
Trees in adjacent properties	No trees will be affected.
Reduction in value of property	Not a material planning consideration
Following amended plans	
Revised plans do not address comments in terms of size, scale or impact on light (and view from window). Both objections either side stand.	See main issues 2 and 4.
Concerns around timescales provided for comment.	While timescales were not ideal, adequate time has been provided (22 nd August) to digest what were very minor amendments.

Consultation responses

9. 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.

Environmental protection

10. To confirm suitability of the ventilation we would need a design specification prior to commencement.

Highways (local)

11. There are distinct advantages with this site as a congregational location – wide walk and cycling catchment and is on a number of bus routes from a significant part of the city. Area is within controlled parking zone, controlled between 8am and 6:30pm Monday to Saturday. The scale of the development, at 100sqm is really very small [*clarified verbally as larger than this at ~144sqm, with similar conclusions*], and I am doubtful that the increased floorspace will lead to growth in numbers of people attending (it seems to me that this is more about the quality of the venue). In any case, I cannot see that any increased parking pressure would be anywhere near severe enough to warrant an objection to this proposal, and I am highly doubtful that we would be able to sustain such an argument on appeal were we to pursue it.

Assessment of planning considerations

Relevant development plan policies

12. **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
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS8 Culture, leisure and entertainment
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS10 Locations for major new or expanded communities in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation
13. **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
 - DM5 Planning effectively for flood resilience
 - DM11 Protecting against environmental hazards
 - DM22 Planning for and safeguarding community facilities
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing

Other material considerations

14. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**

- NPPF0 Achieving sustainable development
- NPPF4 Promoting sustainable transport
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change

Case Assessment

15. 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 Framework (NPPF), the Councils 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: Principle of development

16. Key policies and NPPF paragraphs – DM22, NPPF paragraph 70.
17. The principle of a Sikh temple here has already been accepted and the principle of extending it is fine given both local (DM22) and national planning policy supports the enhancement of community facilities such as this.

Main issue 2: Amenity

18. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
19. Various issues have been raised by the owners of the buildings either side of the temple and the amended plans only really address the impact on the side window of 12A Old Palace Road. The extension has been stepped away from the window, reducing some of the impacts it may have had, including loss of daylight and outlook and some minor overshadowing at the start of the day. While not entirely eliminating these issues the amendments are an improvement and the impact and therefore weight that can be attached to the harm is lessened given that the window serves a stairwell. The changes enable the development to be a little more neighbourly but in isolation it is not considered that this particular aspect represents appreciable harm to the amenity of a neighbouring habitable room and is not considered a reason to refuse the application. This is the same case for the view from the landing window – this is not something which would represent a significant amenity concern, even alongside the other issues such as daylight restriction.
20. In terms of impact on the daylight of No.16 to the north, the additional height of the pitched roof will cause some overshadowing to the garden, in particular the conservatory. However this will only be towards the end of the day and as such the extent is not severe enough to cause significant amenity concerns. Given their scale, the changes (including the extensions) will not have a noticeable impact on daylight to the gardens or the rear windows of the adjoining properties, particularly due to no extensions going beyond the rear building line.

21. Some representations have objected on the basis of the intensification of the temple and the additional issues this raises, for instance with parking (addressed in main issue 3). Also of concern is increased noise as a result of potentially intensified use of the building. Including the lower ground floor extension which replaces the unauthorised existing one, the proposed additional floorspace is ~144sqm. While this does offer a larger dining area, classroom and temple room, the size of the existing facilities are not particularly big and their increase is reasonable. It is also rational to conclude that these changes are merely upgrading of currently inadequate facilities and there is no specific evidence to suggest it would lead to an intensified use which would cause adverse noise and disturbance. This is somewhat assisted by the fact that the Sikh population of Norwich is relatively small. News articles at the time of the temple's opening (2010) suggest there are around 100 Sikhs in Norwich with around 22 families supporting the temple during its establishment. To a degree this is supported by census data suggesting around 0.1% of Norwich's population to be Sikh (0.1% of Norfolk also).
22. In this sense it appears unlikely that this relatively small expansion would draw in huge numbers of worshippers which would cause unacceptable levels of disturbance. Although the extensions effectively double the amount of floorspace available, this is more a reflection of the relatively poor provision the building currently provides. The proposals are considered to represent enhancements of a sensible scale which would not constitute excessive intensification. Alongside more modern sound attenuating windows, internalising the staircase and sorting out the situation at the rear (including a more permanent kitchen/dining room) should help to address some of the existing noise concerns. In addition normal use of the temple would not lend itself to noisy use, for instance through continual comings and goings, particularly late at night.
23. The flue is around 8m from the rear elevation of 12A Old Palace Road and has the potential to cause amenity concerns through noise and odours. The distance is fairly reasonable and its pattern of use is not one where you would expect continuous late-night use. Accordingly it should not be assessed in the same manner a hot food takeaway would be and the impact is likely to be acceptable. To ensure this a condition is recommended to secure details of the flue's specification, including its noise rating.

Main issue 3: Transport

24. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
25. Several objections have mentioned the impact upon on-street parking. The proposals introduce two additional car parking spaces, taking the total to five including the two disabled spaces at the front. There are on-street parking restrictions on Old Palace Road which operate 8am to 6:30pm Monday to Saturday, with no restrictions on Sunday. In addition the parking zones stop basically at the Old Palace Road end of West End Street, meaning no parking restrictions at all west of this. In this sense there is the potential for on-street parking to be affected outside of controlled hours on Old Palace Road and anytime in the surrounding streets.
26. According to representations received this would appear to be the case anyway and the question ought to be whether the increase in size of the building would cause

adverse impacts over and above the current situation. As outlined in main issue 2 the extensions are considered to be more akin to improving the facilities rather than a radical expansion to serve a massive demand. The upgraded community facility may attract additional worshippers but the temple is in an accessible location near a district centre and main bus route. Although there may be some slight increase on on-street parking, this is not likely to be severe as it is likely to be concentrated at relatively short periods once or twice a week. As there are no knock-on effects for highway safety this does not raise major concerns.

27. There is sufficient room for cycle and refuse storage at the rear of the building and these details will be secured via condition.

Main issue 4: Design

28. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
29. The existing building is of relatively poor quality architecturally, with a number of inappropriate additions over the years (including some unauthorised such as the lower ground extension). The proposed changes to the roof of the building will allow for the currently flat roofed building to look more in-keeping with its neighbours. At the rear the vertical addition extends over three levels and will get rid of the external staircase. Alongside the appropriately scaled lower ground extension this should introduce an element of consistency to the rear elevation and will be a visual improvement. Providing compliance with a condition ensuring materials match the host building, the design is acceptable.
30. Previous drawings have indicated the flue on the lower ground extension as being relatively large. For the size of the kitchen it is quite clear a smaller flue would be practical and the agent has advised it could be changed. A condition is recommended to seek further details of the smaller flue and its specification (notwithstanding what is shown on the plans).

Main issue 4: Flood risk

31. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
32. As this is a critical drainage catchment and additional floorspace is being created there needs to be some form of mitigation to offset the increase in surface water runoff, particularly given the change in levels. Given the relatively small amount of additional floorspace and the restrictions within the site, water butts are a proportionate means of addressing this issue. As this can easily be achieved within the site there are no concerns leaving the position and specification to condition. A condition is attached to require details of the landscaping to ensure that the parking area does not introduce any further impermeable surfacing.

Compliance with other relevant development plan policies

33. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.
- 34.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Not applicable
Sustainable urban drainage	DM3/5	Yes subject to condition - water butt(s)

Equalities and diversity issues

35. There are no significant 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.

37. 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.

38. In this case local finance considerations are not considered to be material to the case.

Conclusion

39. The proposals will rationalise a fairly disorganised situation to the rear of the building and will lead to significant improvements to this place of worship. Conditions are recommended to overcome a number of issues including surface water runoff and although there are some amenity and transportation concerns, the extent of their impact is relatively minor over and above the current situation and is considered to be outweighed by the significant benefits to the community facility.

40. 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.

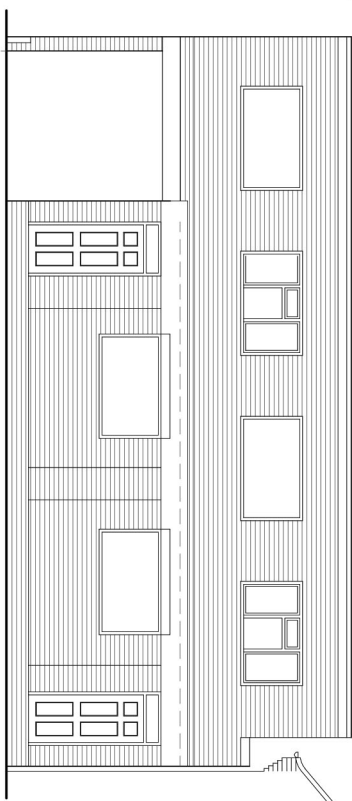
Recommendation

To approve application no. 15/00239/F - 12 - 14 Old Palace Road Norwich NR2 4JF and grant planning permission subject to the following conditions:

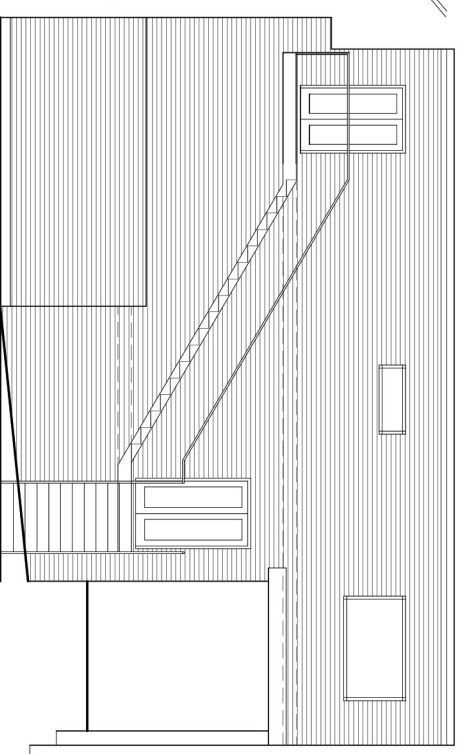
1. Standard time limit;
2. In accordance with plans;
3. External materials to match existing main building;
4. [Notwithstanding what is shown on the plans] Details of flue/extract system;
5. Details of water butts; to be retained in perpetuity;
6. Details of landscaping
7. Details of cycle and refuse storage;
8. Provision of car parking prior to first use.

Article 35(2) statement

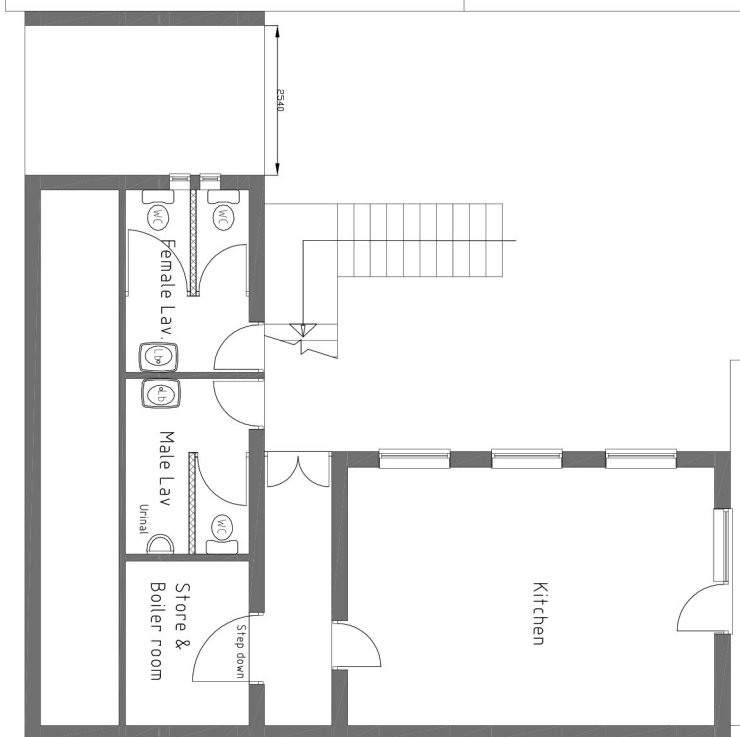
The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments at the pre-application and application stage the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.



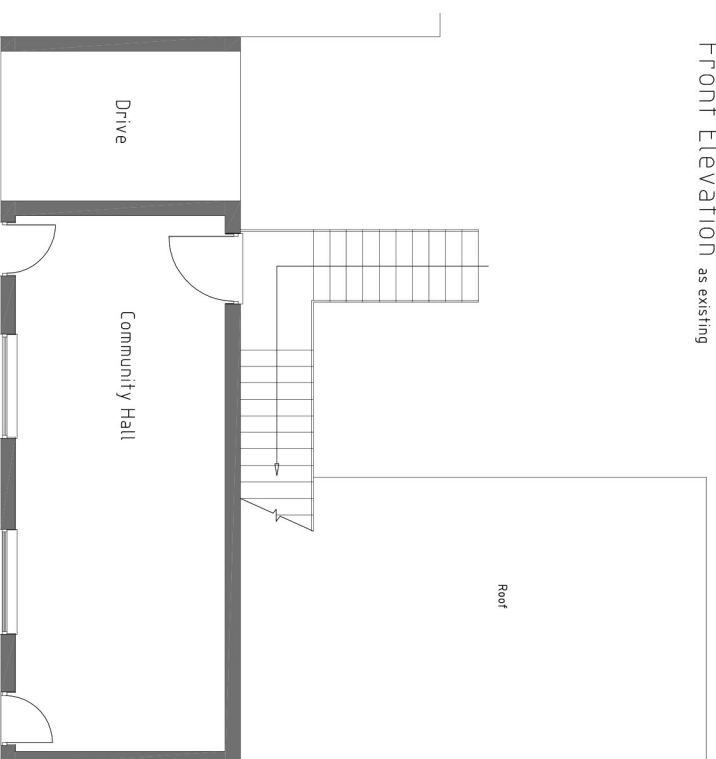
Front Elevation as existing



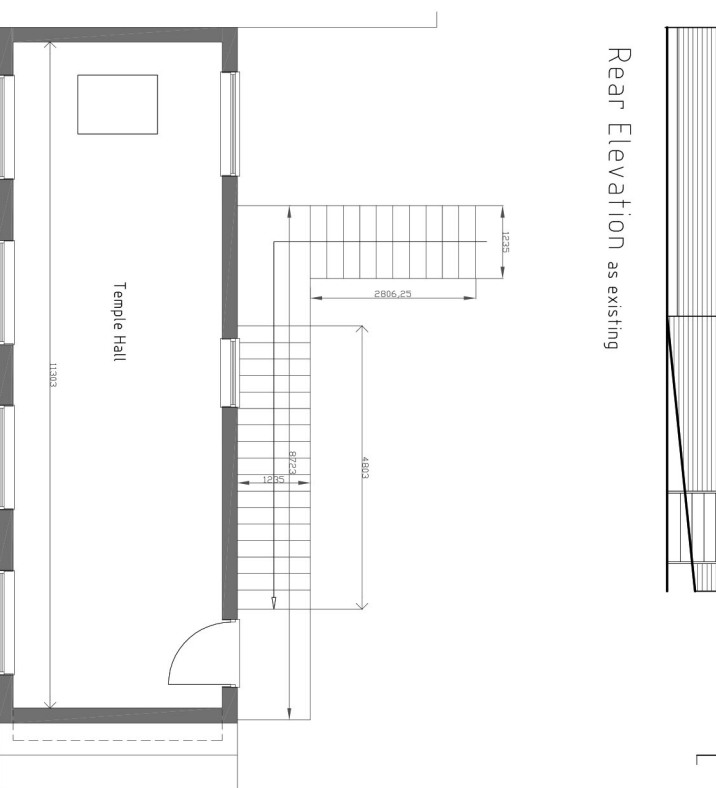
Rear Elevation as existing



Lower Ground floor



Ground floor



First floor

Plans & Elevations as Existing

Proposed extension to Sikh Temple
(Siri Guru Ram Das Gurdwara) at
12-14 Old Palace Road, Norwich NR2 4JF

For:- Norwich Sikh Community

Amar Singh Egan

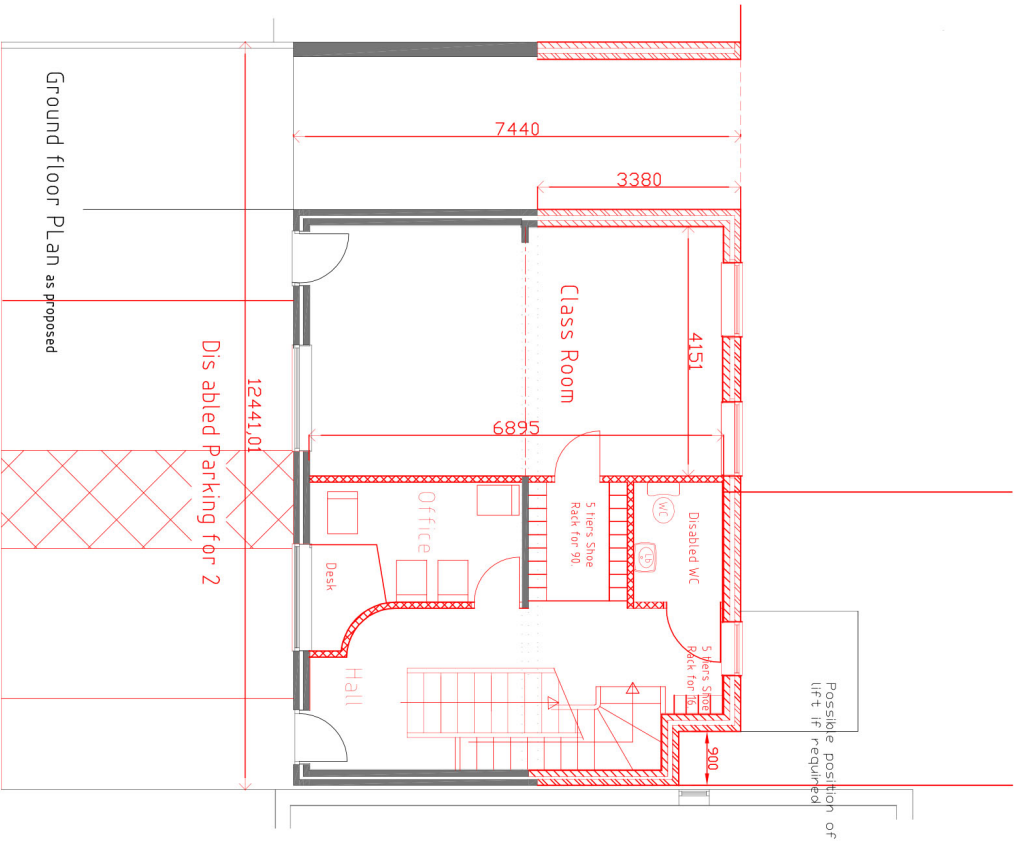
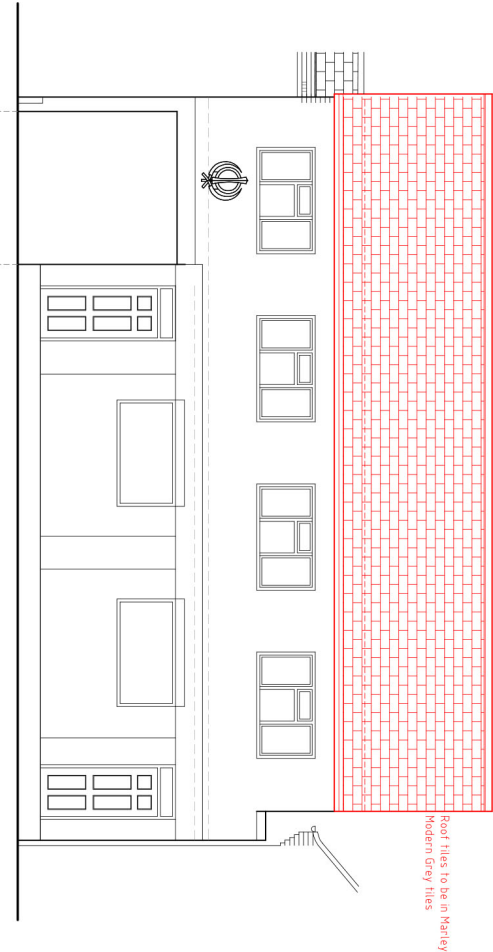
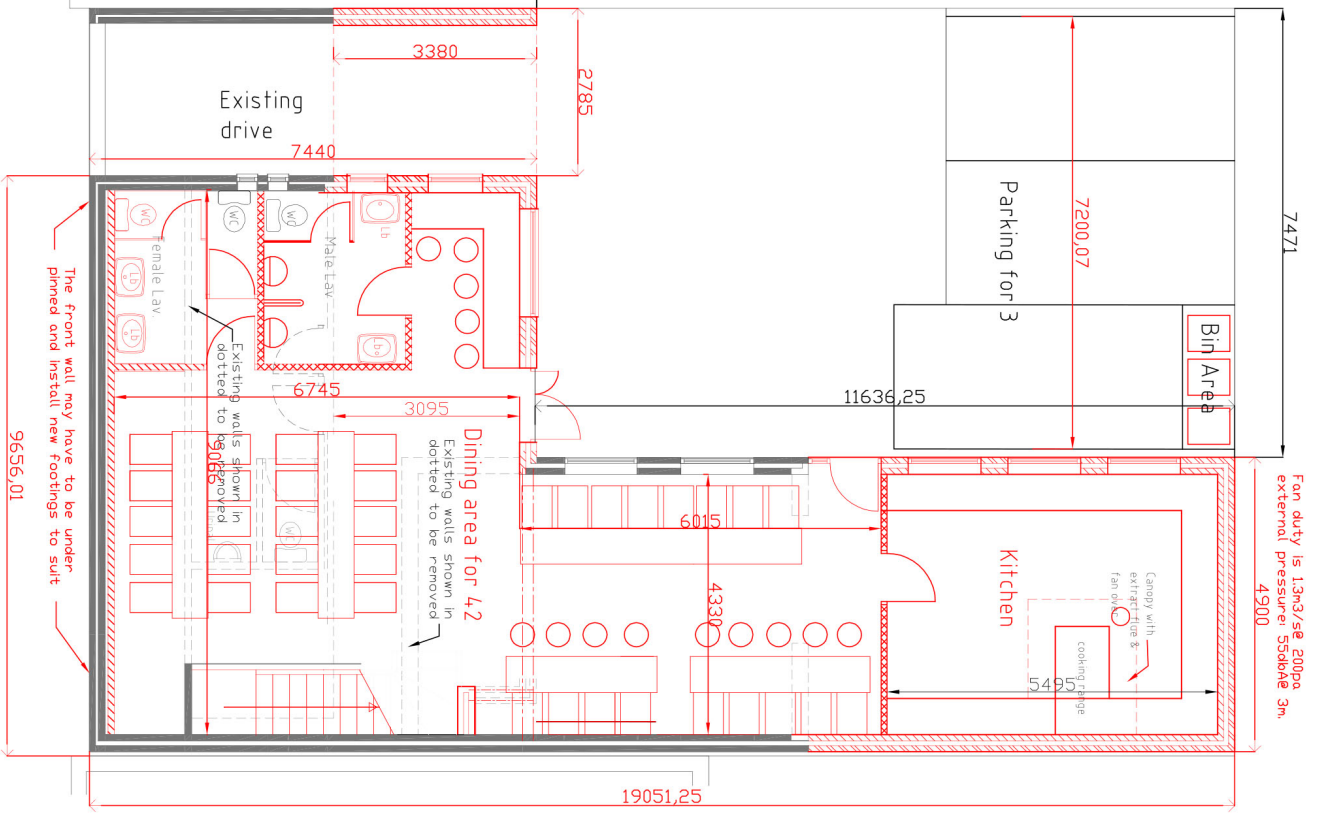
42 Woodhall Avenue, Whitefield
Manchester M15 7QE Chartered architect's

Tel:- 0161 766 8354

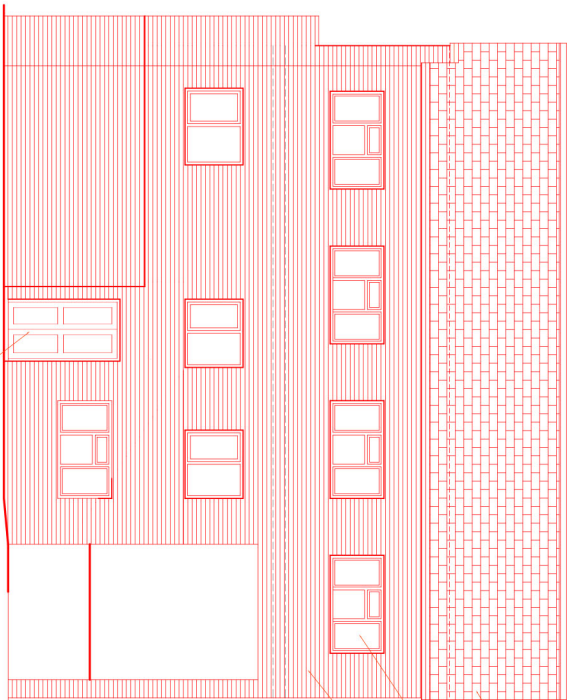
Lower Ground, Ground, 1st floor Plans & elevations as existing

Scale - 1/100 Project No. 693/1

Date - 6/9/14



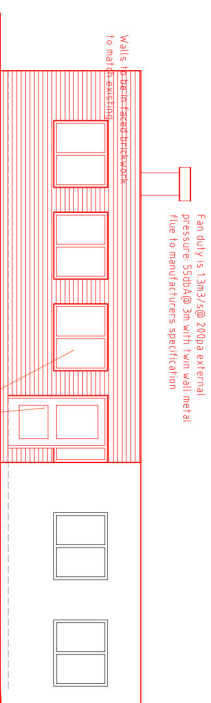
Proposed new work shown in red



Rear Elevation as proposed

All windows & external doors to be in Brown PVC

Roof Tiles to be in Marley Modern Grey Tiles
 All windows & external doors to be in Brown PVC
 Walls to be in faced brickwork to match existing



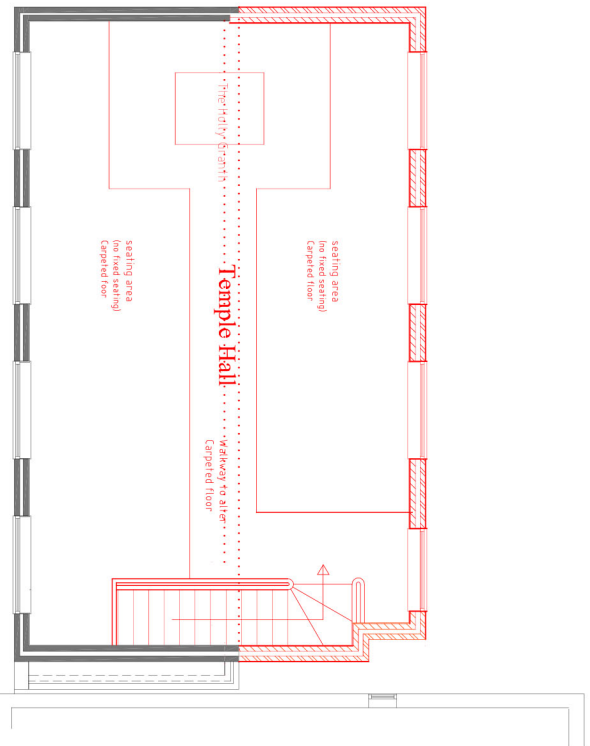
Elevation / Section A-A

Fan duty is 13m³/s @ 270pa external pressure 550Pa @ 3m with twin wall metal flue to manufacturer's specification

All windows & external doors to be in Brown PVC

Walls to be in faced brickwork to match existing

Planning Notes:-
 Site area = 0.34 Hectares
 Gross external area of existing building = 169.5M Sq
 Gross external area of proposed building = 319M Sq
 Net additional area = 149.5M Aq
 Boundary Treatments No change to existing fencing
 Vehicle access and hard standing in Pockdam
 Lighting to be different tube lighting



First Floor Plan as proposed



Location/Block Plan scale 1:1000

Proposed new work shown in Red
 Proposed extension to Sikh Temple at 12-14 Old Palace Road, Norwich

Amar Singh Egan
 Chartered architects
 42 Woodhall Avenue, Whitefield
 Manchester M14 5 7 DP
 Tel:- 0161 766 8752
 Lower Ground, Ground, 1st Floor Plans & Elevations as proposed
 Project No. 6937/3
 Date: -- 4/2019
 Scale: 1/100