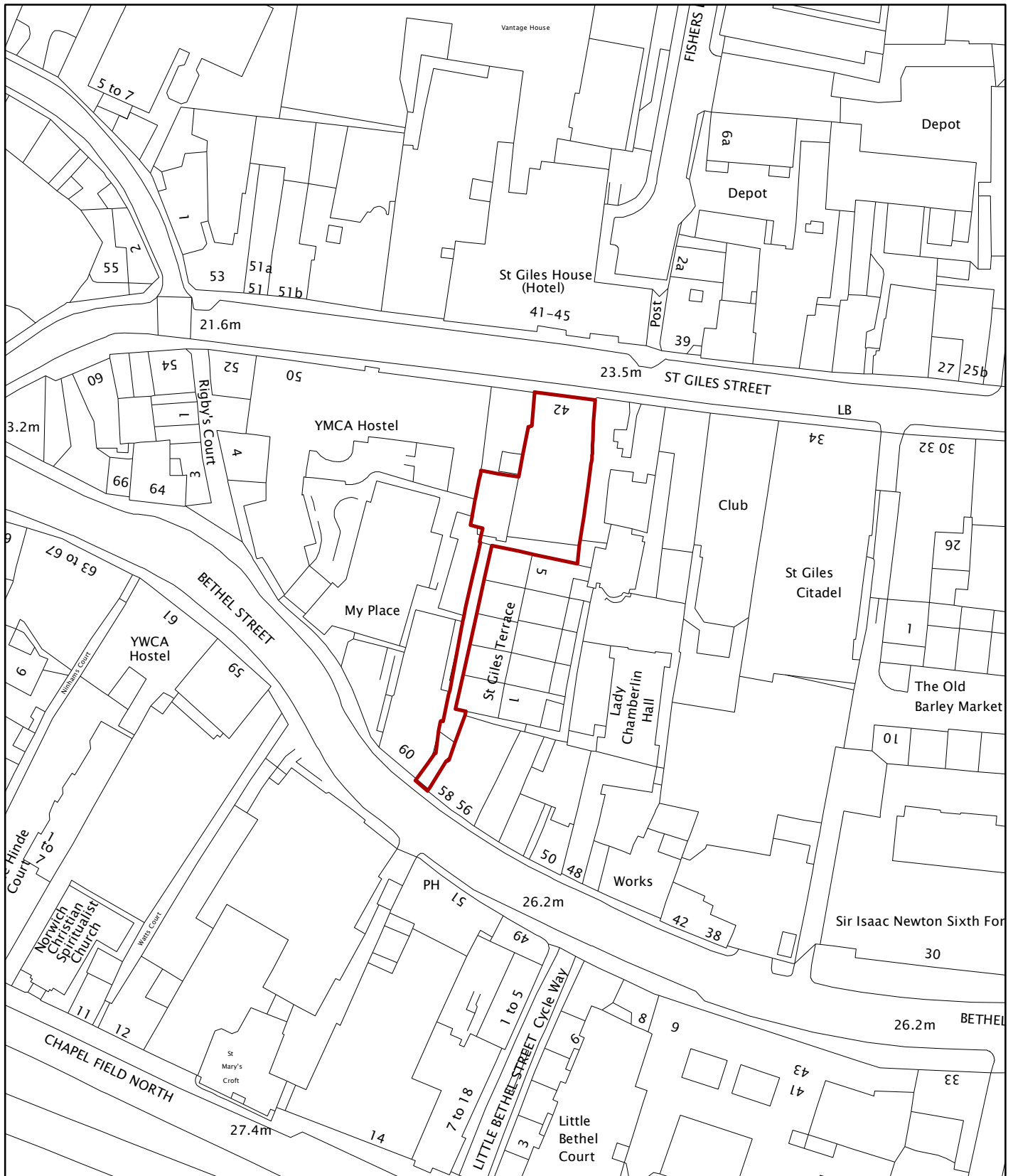


Report to	Planning applications committee	Item 4(g)
	12 January 2017	
Report of	Head of planning services	
Subject	Applications nos 16/00752/F & 16/00753/L - 42 St Giles Street, Norwich NR2 1LW	
Reason for referral	Objections	

Ward:	Mancroft
Case officer	Caroline Dodden - carolinedodden@norwich.gov.uk

Development proposal		
External and internal alterations and conversion of outbuilding to 1 no. dwelling (revised proposal).		
Representations		
Object	Comment	Support
4	1	

Main issues	Key considerations
1 Principle of development	Suitability of site for new residential accommodation
2 Heritage and design	Impact on listed building and neighbouring listed buildings
3 Accessibility and servicing	Acceptability of proposed access and servicing from St. Giles Terrace for proposed new dwelling.
4 Residential amenity	Impact on existing and future occupiers
Expiry date	9 December 2016
Recommendation	Approve



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Planning Application No 16/00752/F & 16/00753/L

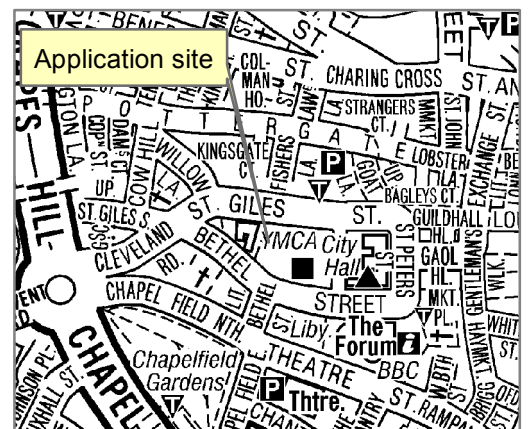
Site Address 42 St Giles Street

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. No. 42 St. Giles Street is a mid-terraced former house. The ground floor has a large workshop to the rear which was added at some point during the mid-20th century to house the furniture business which formerly occupied the ground floor and another single storey outbuilding. The ground floor has most recently been occupied by an antique furniture business.
2. The gable end of No.5 St. Giles Terrace is located directly to the rear of the site. The rear boundary wall has a door, which provides pedestrian access in front of St. Giles Terrace and partly alongside No.60 Bethel Street. The western outbuilding looks onto the eastern side of the new YMCA building on Bethel Street and the rear of the former YMCA building on St. Giles Street.

Constraints

3. No.42 St Giles Street is a Grade II Listed Building within the city centre conservation area. Its list description states:-

'Former house now shops. Late C17 street range altered and refaced in C19. C18 rear additions. Rendered. Pantile roof. 2 storeys. 7 first floor windows. Two off-centre doors, that on the right with moulded surround and flat hood on consoles. Shopfront to left side with central recessed door and Adam motif in top lights. Casement window between doors with similar Adam toplight. Sash windows with glazing bars in simple reveals throughout. Plain ironwork balcony to the 4 left-hand windows. Parapet. 4 gabled dormers with sash windows. Fine C18 panelling and fireplace surround at first floor rear'.
4. The site falls within the St. Giles characterisation area of the city centre conservation area, where St. Giles Street is identified as having positive frontages on both sides of the street and a positive vista when looking westwards towards St. Giles Church.
5. All of the adjoining and adjacent buildings are listed buildings.
6. The site falls within an area of main archaeological interest and an identified city centre leisure area, a critical drainage area and an area for increased parking.

Relevant planning history

Ref	Proposal	Decision	Date
4/2001/0260	Internal alterations to second floor.	LBC	12/04/2002
4/1989/0724	Replacement of display window with sash window on front facade.	APCON	17/07/1989

Ref	Proposal	Decision	Date
04/00455/L	Internal alterations	APPCON	10/06/2004

The proposal

7. External and internal alterations to existing three and single storey buildings including removal of asbestos roof and reduction in width of the rearmost workshop building, a new single storey glazed building to the rear of the main building. Conversion and raising of roof to an existing outbuilding to create a one bed residential unit with access from St. Giles Terrace.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	One existing and one proposed new dwelling
Transport matters	
No of car parking spaces	None
No of cycle parking spaces	Two
Servicing arrangements	Existing ground floor commercial unit and upper residential unit serviced via St. Giles Street Proposed dwelling at rear to be serviced from St. Giles Terrace

Representations

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. The proposal has been revised considerably from the original submission. The first and second re-consultations have received four letters of representation and one letter of comment 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
<p>Access to the proposed rear residential dwelling would be via St. Giles Terrace only, which is unacceptable for a number of reasons:</p> <ul style="list-style-type: none"> • The pedestrian path via St. Giles Terrace is narrow and is inadequate as the only means of access; it is common sense that the proposed dwelling should also be accessible via St. Giles Street. • The five houses in the Terrace all have rear access via a rear passageway as well. The proposed dwelling would have only one access option which would be a serious issue for emergency services and general safety and security; • The entrance door is within a wall and access through it is down an angled, irregular flight of steps. It would be almost impossible to install bulky items via this entrance. • It would represent more activity through St. Giles Terrace. • The access of the proposed dwelling represents an abuse of the title to access in the deeds of No. 42 St. Giles Street. 	<p>Paragraphs 37 – 39</p>
<p>Consider that the conversion of the small building into a house constitutes over-development, which would be an undesirable addition in such a confined space.</p>	<p>Paragraphs 25 – 26, 41 - 42</p>
<p>Concerned about the setting of the listed Terrace and consider that this should not be compromised by any external alterations to the door or wall, as they are integral to the character of this unique Terrace.</p>	<p>Paragraphs 28 - 34</p>

Issues raised	Response
Concerned about the removal of an asbestos roof being a possible hazard to residents and whilst it is assumed this will be carried out by professionals we would also suggest that the material is removed via St. Giles Street.	Paragraph 30

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.

Design and conservation

10. The current building has a large workshop to the rear which was built during the post war period which formerly housed a furniture business. The workshop addition to the rear appears to have been added at some point during the mid-20th century to house the furniture business.
11. It would be preferable for the post-war extension to be completely removed (including the flat roof workshop) and the space opened back up as garden space. However, the corresponding loss of retail space would be unlikely to be economically viable.
12. As a compromise, the applicant now proposes to re-roof the existing structures, with the replacement of the pitched roof with a flat roof. This would allow for the outlook and light levels from within the principal rear rooms of the listed building and the setting of this and neighbouring heritage assets to be greatly improved.
13. The proposed infill extension will be a timber framed glazed addition with vertical glazing bars to harmonise with the materials and proportions of the existing fenestration within the host building. The scale of this addition is such, to allow for the use of the area as a dressing room in association with the wedding dress shop and will allow potential brides to try their dresses on in natural light. The glazed addition will also permit light into the rear room of the principal listed building –which improves the existing arrangement in this respect.
14. At ground floor level, a new door timber panelled doors with fanlight and side lights is to be inserted within an existing arched opening within the principal hallway. The door will allow effective sub-division between the shop unit and

the residential accommodation above without harm to the period character of the space.

15. At the upper floor levels, general renovation works are proposed in connection with the residential use. Details of all new fixed furniture and new and relocated services will be required by condition in order to ensure that new services, routes and risers will not compromise any surviving historic form or fabric.
16. The rear outbuilding is proposed to be converted into residential use, this structure is curtilage listed. Its non-original roof form is to be removed and elevated to allow for a greater internal floor to ceiling height at first floor level. A new stair will be inserted to allow access to the upper level. The detailed design of the new stair will be required by condition. The existing timber joinery, plasterwork, fireplace and surround and surviving timber floor boards in this space will be retained in situ and will not be removed or altered as a result of this consent.

Highways (local)

17. No objection in principle on highway/transportation grounds.

Citywide Services

18. Servicing for the new proposed dwelling could be tagged onto the existing servicing arrangements for the houses in St. Giles Terrace. This would be a weekly black sack collection and a fortnightly blue sack (recycling) collection.

Assessment of planning considerations

Relevant development plan policies

19. **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
 - JCS4 Housing delivery
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
20. **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
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM28 Encouraging sustainable travel
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing

Other material considerations

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

- NPPF0 Achieving sustainable development
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF12 Conserving and enhancing the historic environment

Case Assessment

22. 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 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: Principle of development

23. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.
24. The property has been used for commercial purposes on the ground floor for many years. This floor space has been occupied until recently by an antique furniture shop, workshop and store and it is understood that a wedding dress shop is intending to occupy the proposed ground floor area. As such, the proposal includes removing a dual pitched roof and replacing it with a flat roof and the addition of single storey glazed building to the rear of the main building. These elements will be discussed in more detail under in the next section.

25. The revised scheme proposes one new dwelling within an existing rear outbuilding that was previously used as storage for the former furniture business. Policy DM12 sets out the criteria by which all residential development should comply with. The policy seeks to maximise opportunities for the conversion and re-use of existing residential and commercial premises for housing where this is achievable and practicable. The policy states that such proposals will be strongly supported where premises are under-used or long-term vacant. The proposal would provide a residential unit of 86sq.m, which is of an acceptable size in relation to the national space standards for a one bedroom unit.
26. As such, the principle of the conversion of the outbuilding is considered to be acceptable, but specific matters raised by neighbours, particularly relating to the access arrangements, are discussed in greater detail in section 3 below.

Main issue 2: Heritage and design

27. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF paragraphs 9, 17, 56, 60-66 and 128-141.
28. Policy DM9 states that development shall maximise opportunities to preserve, enhance or better reveal the significance No. 42 St Giles Street is a grade II listed building, which is surrounded by listed buildings and falls within the city centre conservation area. The revised proposals involve internal and external alterations to the building. The scheme has been negotiated over a number of months and now entails the removal of a dual-pitched asbestos roof, which has a steeply pitched form and currently severely compromises the view and light levels from within the principal rear rooms at first floor level. This structure has greatly compromised the rear of the building and its curtilage, as well as the settings of No. 42, but also Nos. 44, 40 St Giles Street and St Giles Terrace.
29. Whilst it would be preferable for the extension to be completely removed, the corresponding loss of a considerable amount of commercial space could make the unit economically unviable and in any event, it is understood that a tenant has already been found to occupy the proposed floor-space.
30. The applicant now proposes to reduce the width of the rear extension by approximately 1.7 metres to create a larger courtyard space for the proposed rear dwelling and re-roof the existing rear structures and in particular, replace the existing steeply pitched roof with a flat roof incorporating a series of three Velux style roof-lights. This would allow for the outlook and light levels from within the principal rear rooms of the listed building and the setting of this and neighbouring heritage assets to be greatly improved. As such, this alteration is considered to be acceptable, subject to a condition relating to materials. In addition, an informative would be attached to the planning consent advising the developer that asbestos should be handled and disposed of as per current Government guidelines and regulations.
31. The proposed single storey glazed building has been specifically requested by the future tenant in order to gain natural light within the commercial floor-space. It will be a timber framed glazed addition with vertical glazing bars to harmonise

with the materials and proportions of the existing fenestration within the host building. The vertical glazing panels would be obscure glazed in order to provide privacy to the proposed dwelling's courtyard. This addition is considered to be acceptable subject to conditions regarding materials and obscure glazing.

32. It is proposed to convert the rear outbuilding and to raise its roof by approximately 300mm to form a residential dwelling. The roof is not original and the proposal would see it removed and elevated to allow for a greater internal floor to ceiling height at first floor level. Within the outbuilding a new staircase would be inserted to allow access to the upper level. The detailed design of the new stair will be required by condition. The existing timber joinery, plasterwork, fireplace and surround and surviving timber floor boards in this space will be retained in situ and will not be removed or altered as a result of this consent.
33. It is considered that the proposed alterations needed to convert this outbuilding are acceptable subject to conditions. It should be noted that alterations to the rear wall and associated door do not form part of the applications.
34. The upper floor levels of the main building are currently used as a single residential unit. General renovation works are proposed here. Details of all new fixed furniture and new and relocated services will be required by condition in order to ensure that new services, routes and risers will not compromise any surviving historic form or fabric. Subject to details, it is considered that the internal works are acceptable.

Main issue 3: Access and servicing

35. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
36. The access and servicing arrangements for the commercial floor space and existing residential unit above are currently from St Giles Street and will remain under the current proposals.
37. The requirements of the proposed commercial tenant have meant that the new dwelling at the rear would need to be accessed and serviced from St. Giles Terrace. From within the site there are a number of steps that lead up to an existing entrance door within a boundary wall. The door connects to a narrow pedestrian footpath that runs along the front gardens of the terrace of five houses that makes up St. Giles Terrace. The pathway leads onto Bethel Street through pedestrian gates. The distance from the entrance door to Bethel Street is approximately 38 metres and the proposed dwelling would need to be added to the servicing arrangements of St. Giles Terrace for the purposes of refuse collection.
38. Whilst the access situation for the proposed dwelling is not ideal, the nature of the access and distance to the highway is acceptable in planning and terms and falls within the acceptable distance for emergency services. The specific

legalities of the right of way to the rear of No. 42 St. Giles Street are a separate matter and do not preclude the granting of planning permission.

39. Overall, it is considered that the nature of the proposed access and servicing arrangements would not outweigh the significant benefit of creating a one bedroom dwelling.

Main issue 4: Amenity

40. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
41. The revised scheme has addressed all of the previous concerns relating to residential amenity. The proposed rear dwelling would have rooflights added to the south and east sides of the new hipped roof, which protects any potential privacy concerns relating to the rear of No. 44 St. Giles Street.
42. The commercial unit would not have any windows facing the new dwelling and its proposed external courtyard and it is proposed to ensure that the new glazed extension to the commercial unit has obscure glazing. As such, the new dwelling would have reasonable privacy. A condition is proposed to ensure the obscure glazing is retained and that new windows cannot be added at a later date.

Compliance with other relevant development plan policies

43. 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.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	No – on-site parking not required as within a highly sustainable location
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Equalities and diversity issues

44. It is acknowledged that access to the proposed new dwelling would not be level, given the historic nature of the site and differences in levels between the outbuilding and ST. Giles Terrace. This matter is not considered to be significant in terms of equality or diversity.

Local finance considerations

45. 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.
46. 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.
47. In this case local finance considerations are not considered to be material to the case.

Conclusion

48. 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

- (1) To approve application no. 16/00752/F - 42 St Giles Street Norwich NR2 1LW and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details of external materials, including walls, roof, windows, doors, gutters, downpipes and fascias;
4. Submission of hard and soft landscaping scheme;
5. Submission of details of cycle storage and bin storage;
6. No windows or openings shall be installed at first floor level within the new dwelling or within the eastern elevation of the rear part of the commercial building;
7. The vertical glazing (facing south) for the new glazed extension shall be obscure glazed and permanently retained as such;
8. Water efficiency – residential.

Informatives

1. Car free housing/ not eligible for parking permits

2. Construction working hours
3. Asbestos

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 the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.

(2) To approve application no. 16/00753/L – 42 St. Giles Street Norwich NR2 1LW and grant listed building consent subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Submission of full photographic survey of the interior of the principal listed building and rear outbuilding;
4. Submission of detailed drawings or samples of materials as appropriate, in respect of the following:
 - (a) All new and/or relocated internal and external service routes (including mechanical and electrical services, drainage and waste and lighting scheme)
 - (b) All new internal floor coverings within the principal listed building and rear outbuilding
 - (c) Detailed design of all new internal doors and architraves
 - (d) Detailed design of new stair to the rear outbuilding
 - (e) Detailed design of landscaping to rear courtyard
 - (f) Material for the new mono-pitched roof addition to rear.
5. All rainwater goods/guttering shall be painted metal and so maintained.
6. All partitions hereby granted consent shall be of lightweight construction and scribed around any existing historic features and shall be so maintained.
7. All existing fabric shall be retained unless notated otherwise on the drawings approved under this consent.
8. The rooflights shall be of a traditional conservation type, flush with the roof and slim framed with a dark matte finish, and so maintained.
9. Sample panels of facing brickwork showing the proposed colour, texture, facebond and pointing shall be provided on site, and approved in writing by the local planning authority before the relevant parts of the approved works are commenced, and the sample panels shall be retained on site until the work is completed in accordance with the panel so approved.
10. All work and work of making good shall be finished to match the existing exterior of the building(s) in respect of materials, colour, texture, profile and, in the case of brickwork, facebond, and shall be so maintained.

Reason for approval

The proposals will not result in harm to the special architectural and historic interest or significance of the listed building. The proposals are therefore considered to be in accordance with the objectives of NPPF, Policy 2 of the Adopted Joint Core Strategy (March 2014) and policies DM1, DM3 and DM9 of the Norwich Development Management Policies Local Plan (December 2014).



Proposed

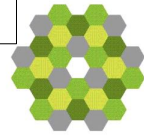
Purpose of Issue	Concept
Scales @ A1	1:50
Project No.	1398
Project	James Brett Antique Shop
Client	Peter Smithers
Layout Title	Proposed Site Plan
Drawing No.	1398-BA-A-PL04-Rev B
Amendments	Rev B - Amendments made to satisfy planning issues received by email - 29/11/16

CAM
ARCHITECTS

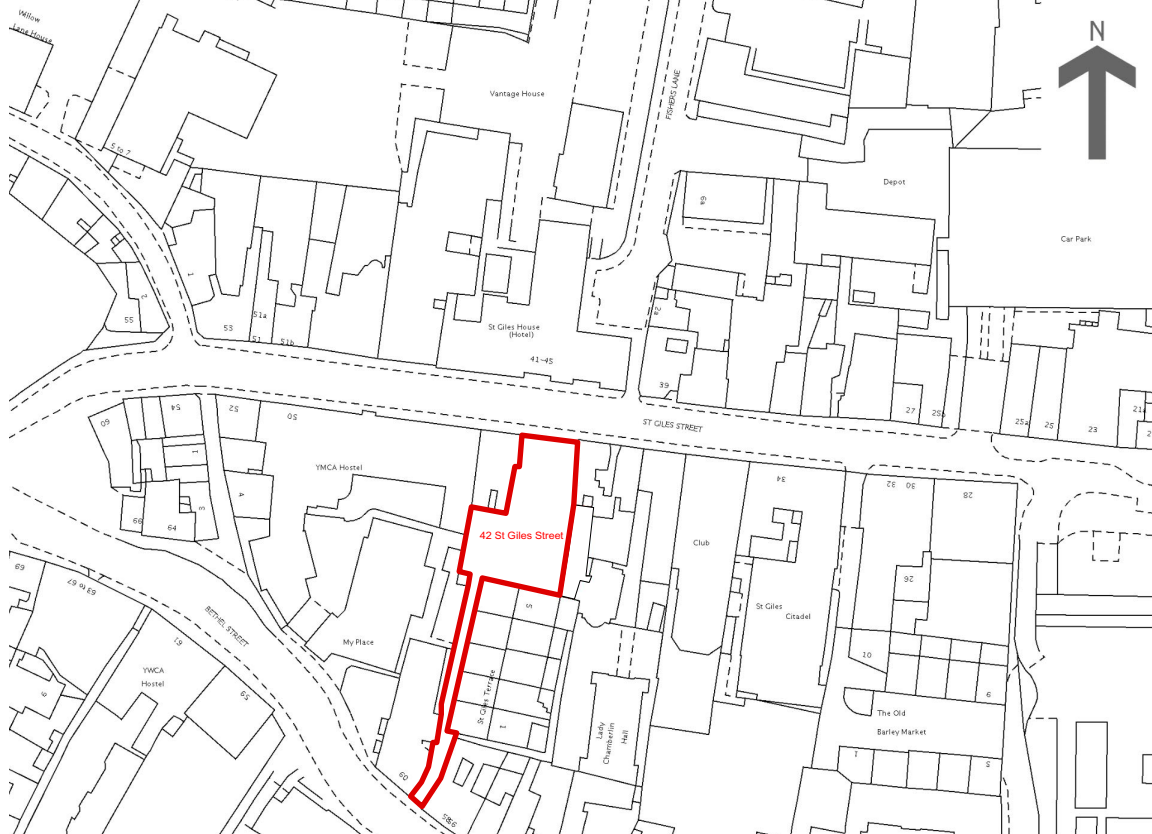
Studio 10 Nethercrossford, 83-85 King Street, Norwich NR1 1PW.
Tel 01603 666151 - Fax 01603 621476
info@camarchitects.co.uk - www.camarchitects.co.uk

Land Registry
Official copy of
title plan

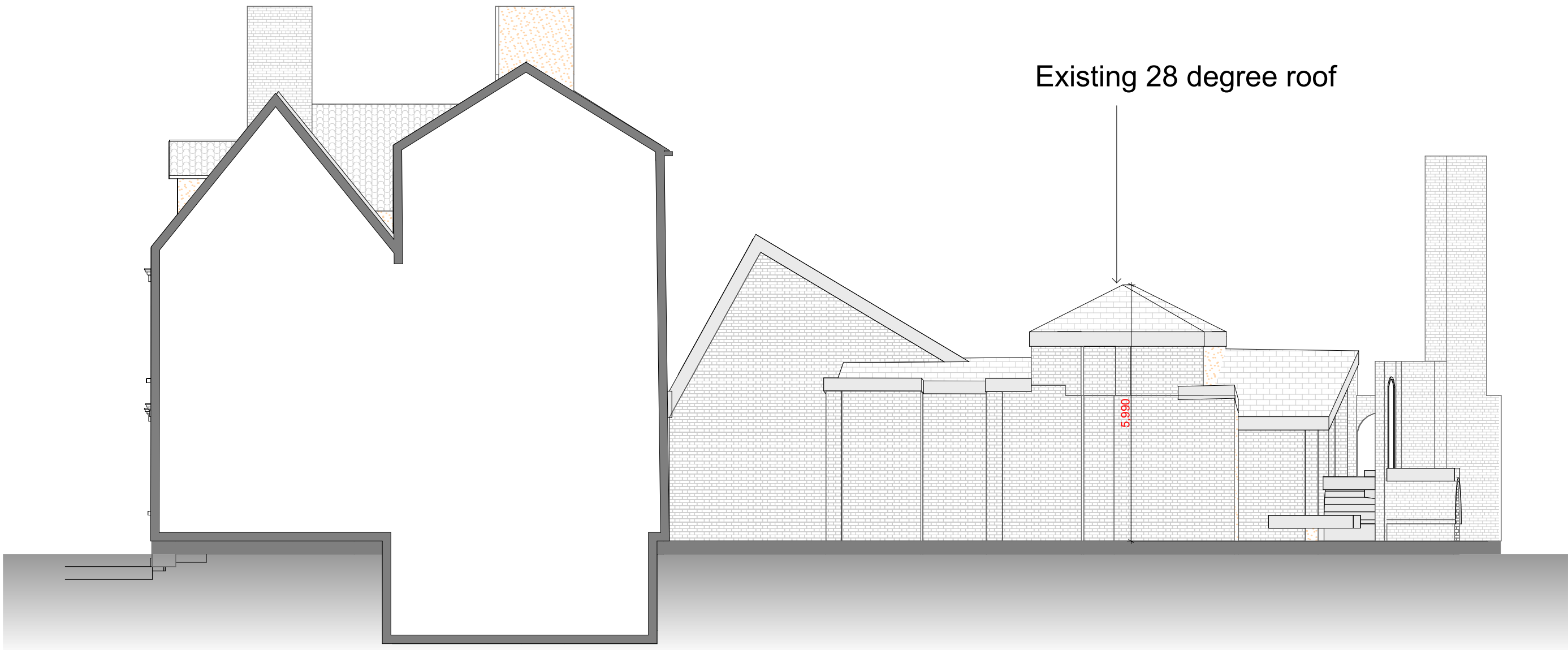
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Administrative area **Norfolk : Norwich**



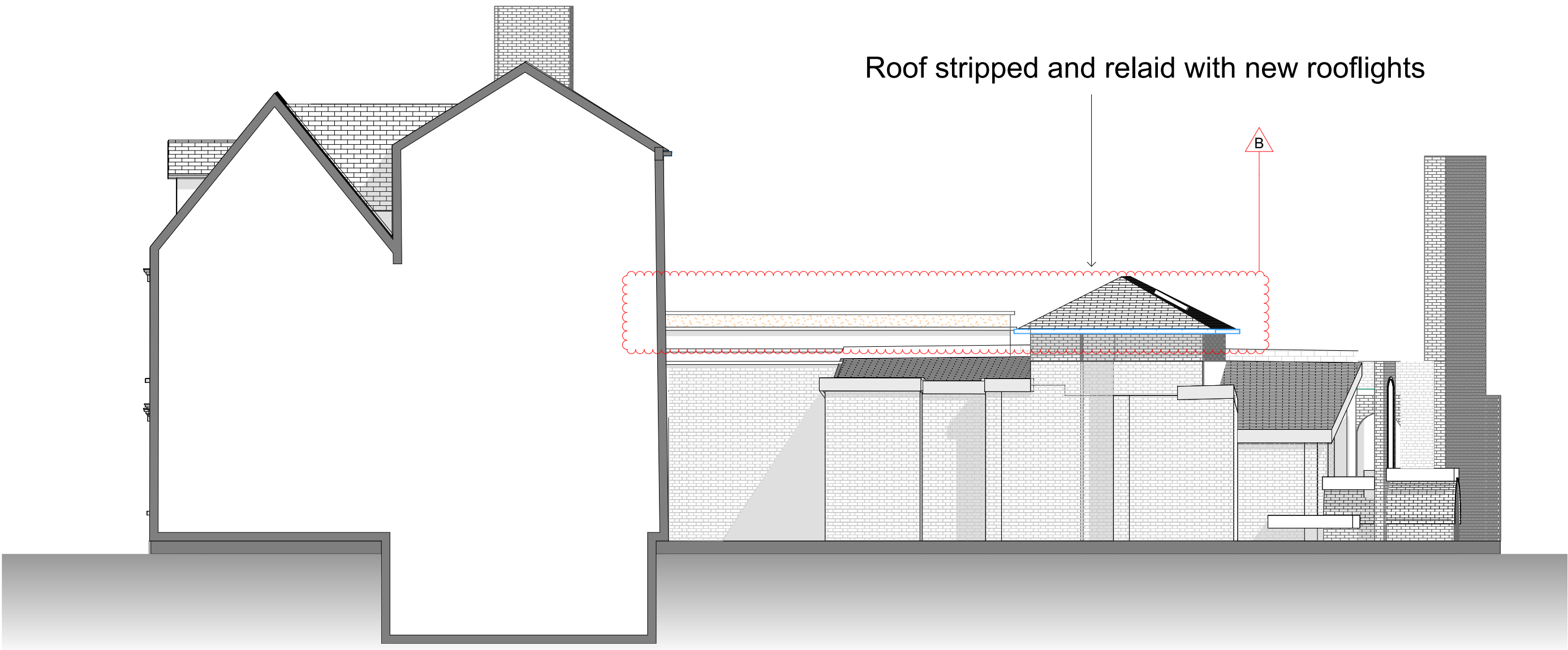
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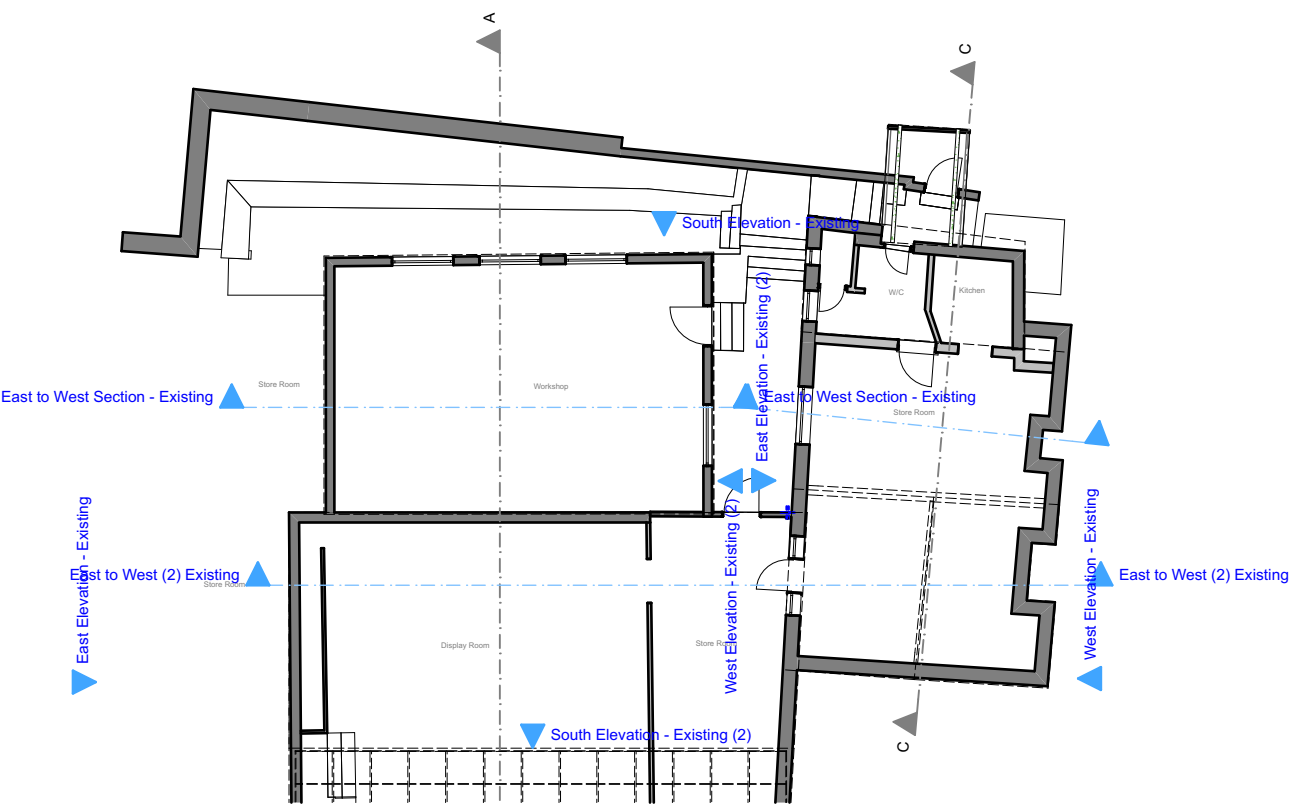
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Drwg no. 1398-BA-A-PL08 REV A
Scale 1:1250



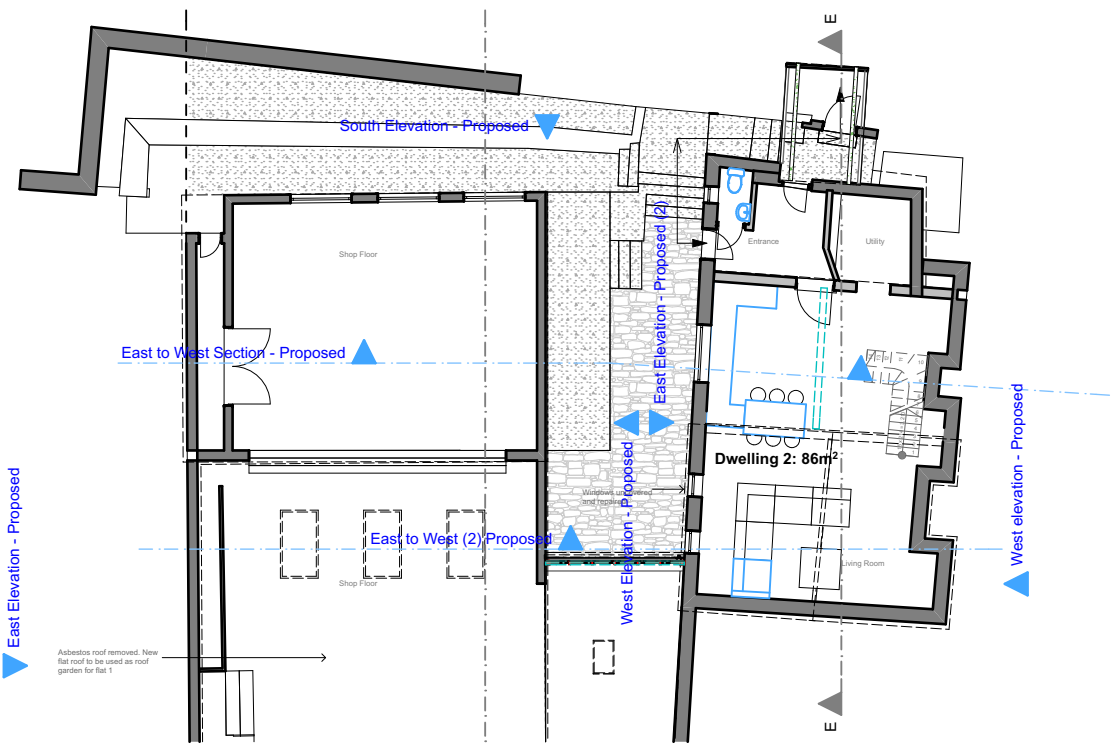
Existing West Elevation



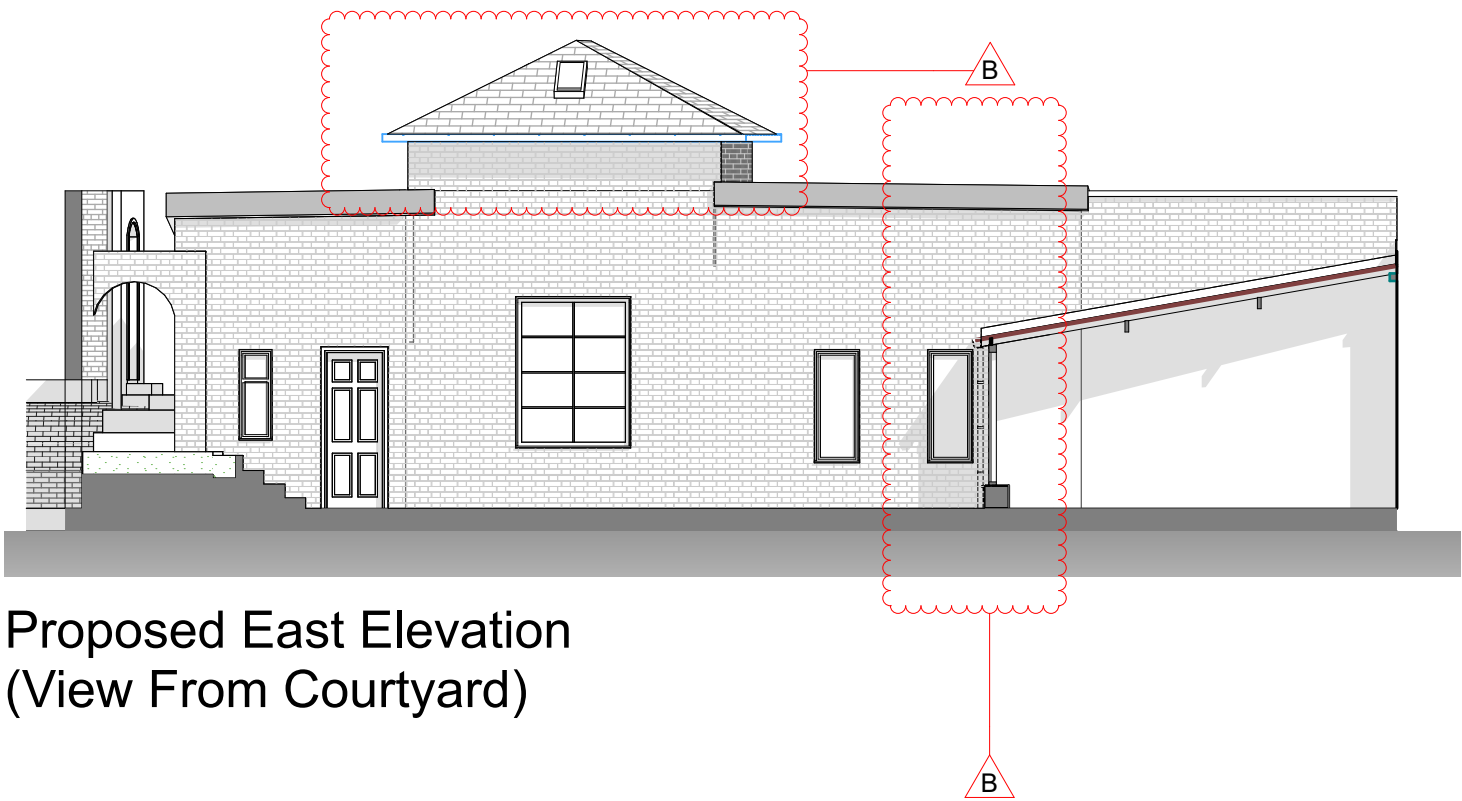
Proposed West Elevation



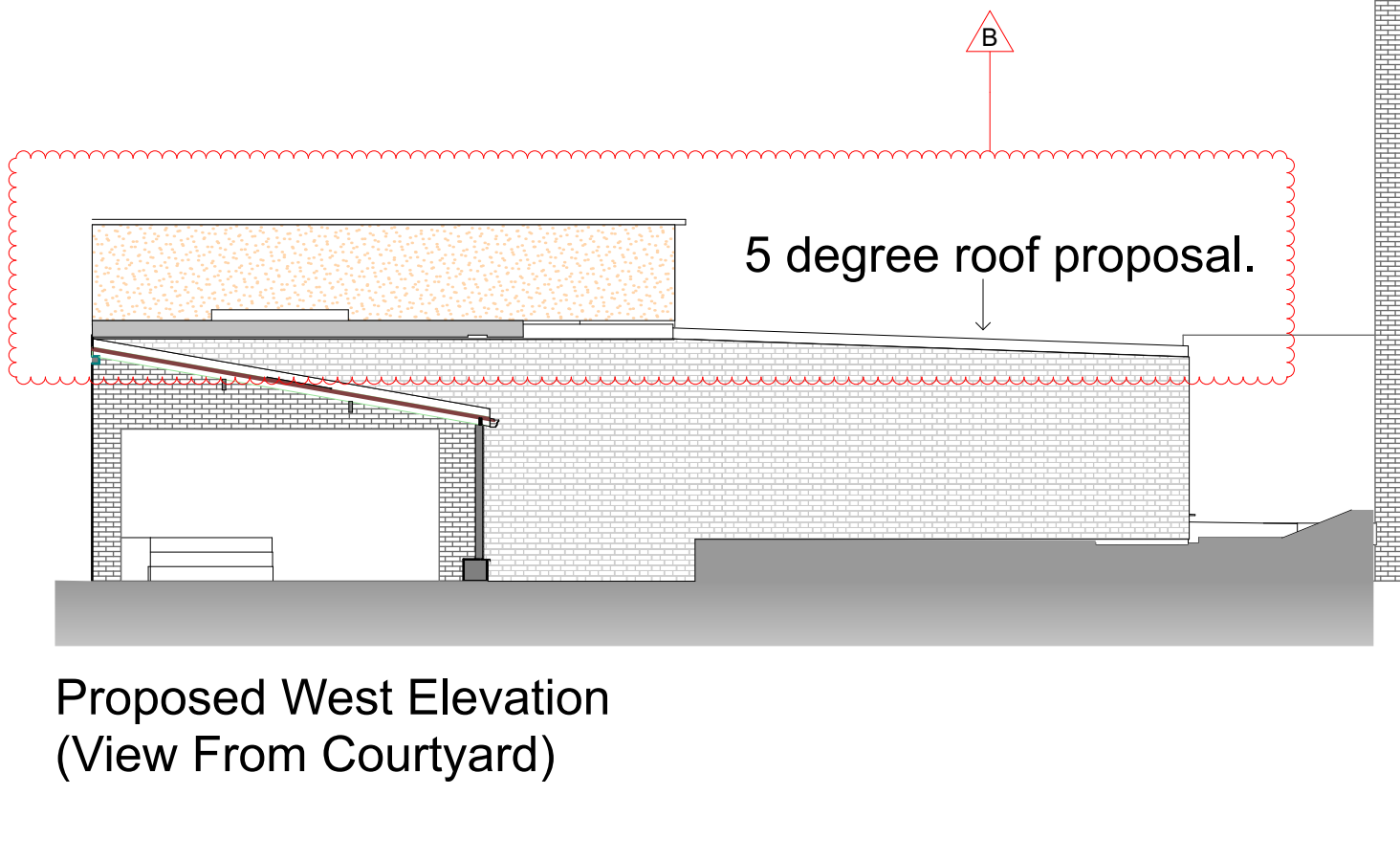
Existing Ground Floor plan



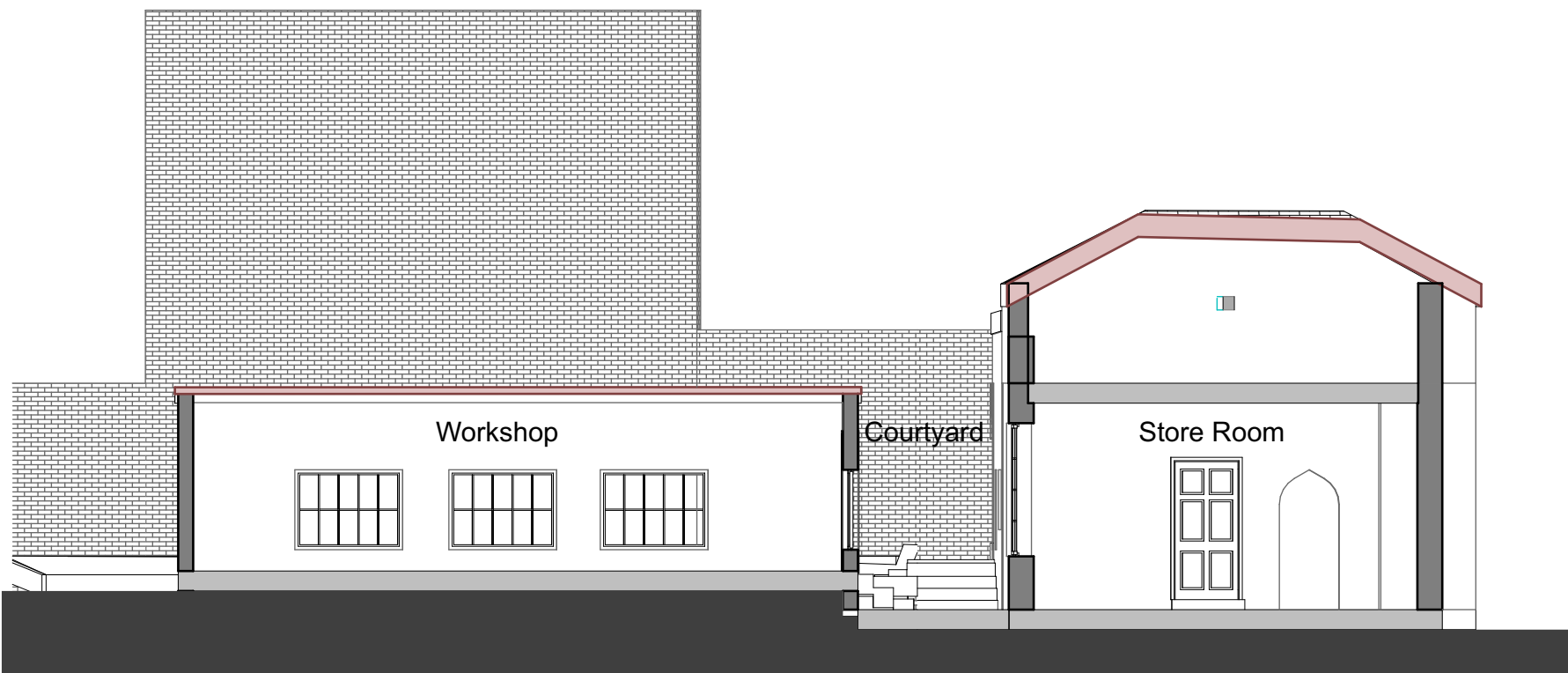
Proposed Ground Floor plan



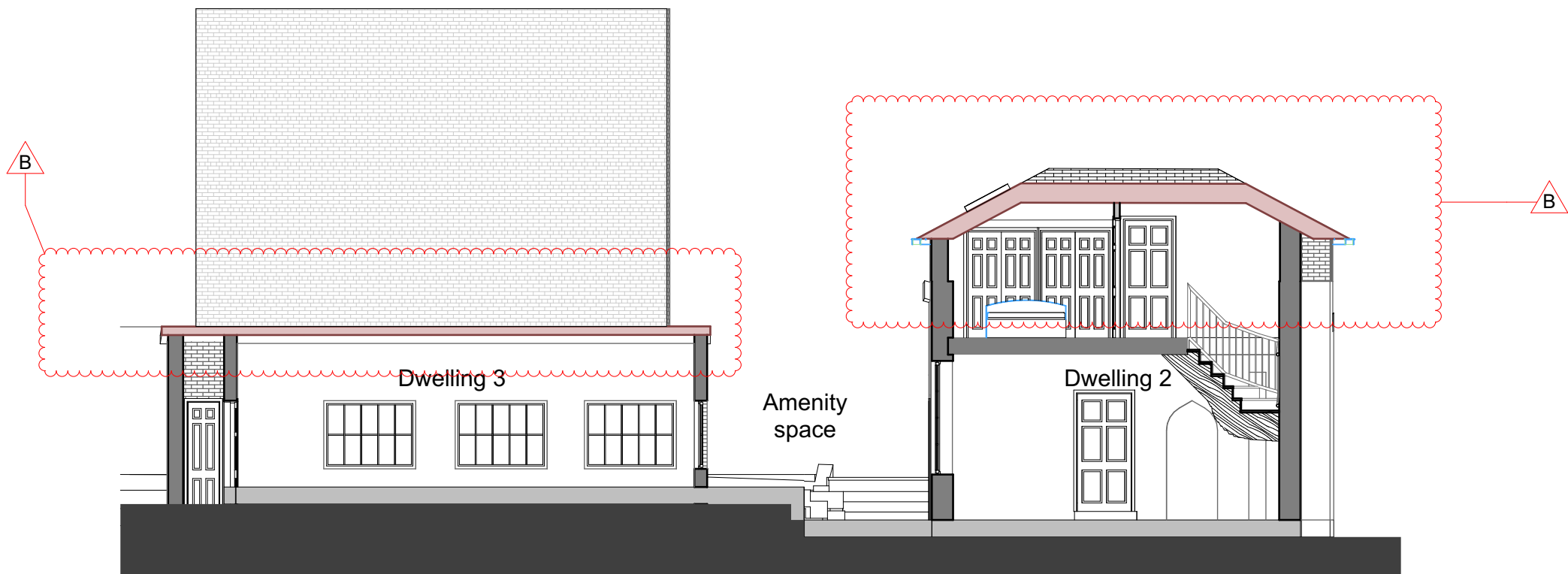
Proposed East Elevation
(View From Courtyard)



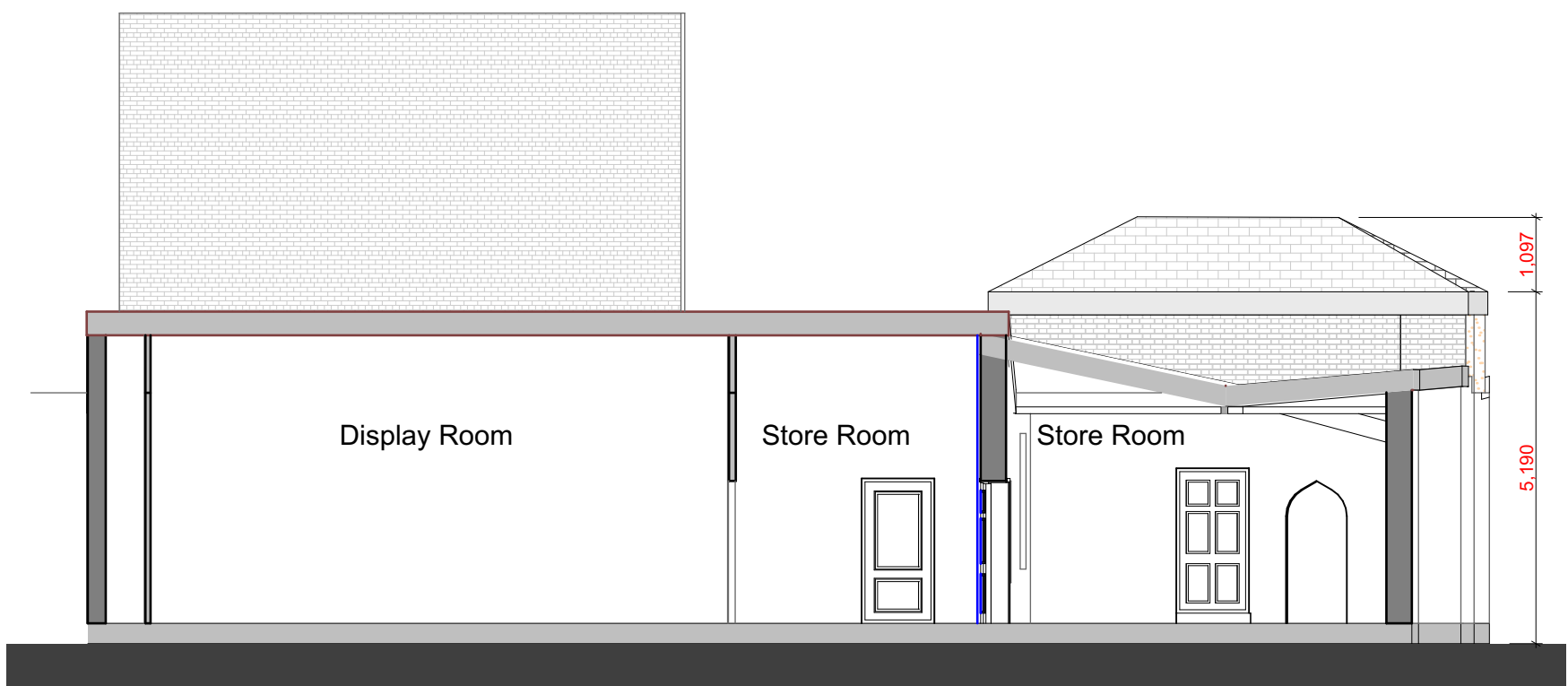
Proposed West Elevation
(View From Courtyard)



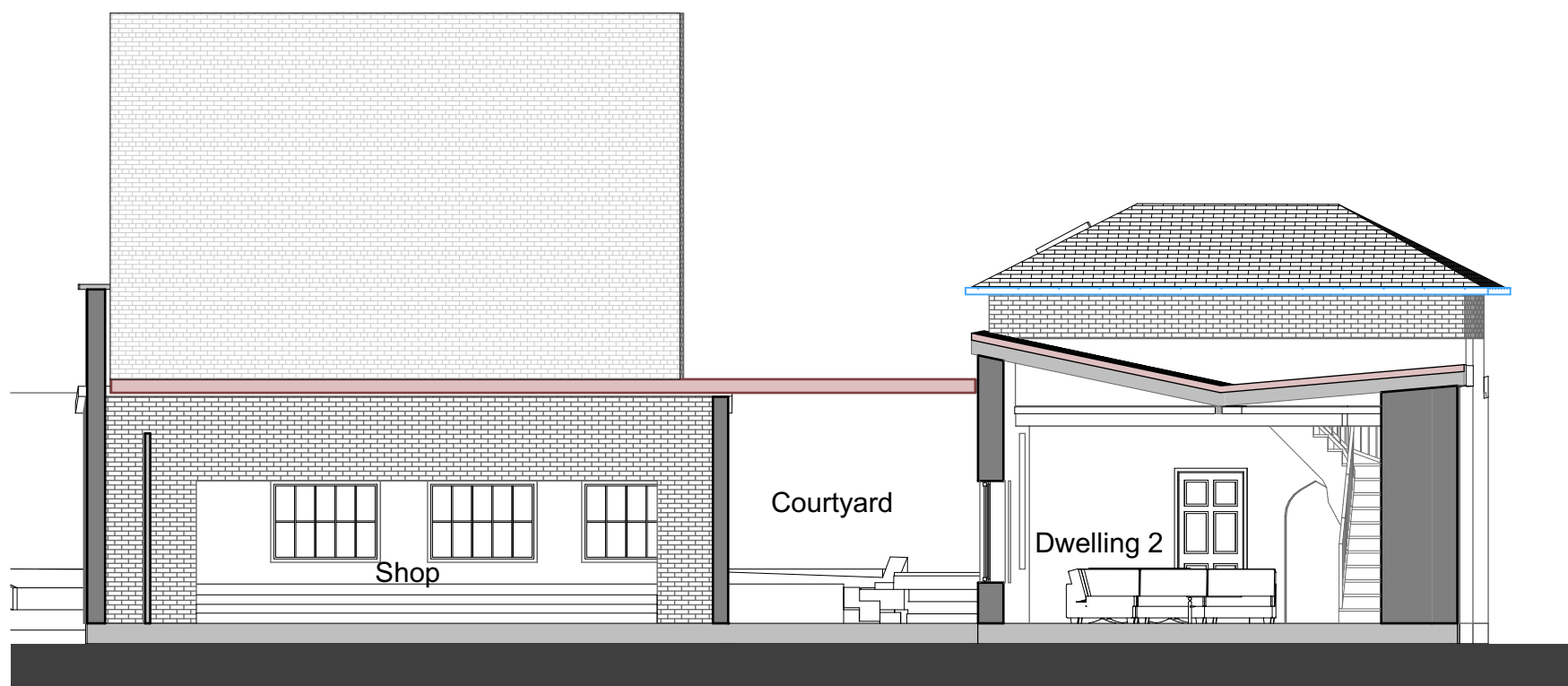
Existing Section (East to West) through proposed dwellings 2 and 3. (The Workshop & Storeroom)



Proposed Section (East to West) through proposed dwellings 2 and 3. (The Workshop & Storeroom)



Existing Section (East to West) through Shop Floor, Court Yard and dwelling 2

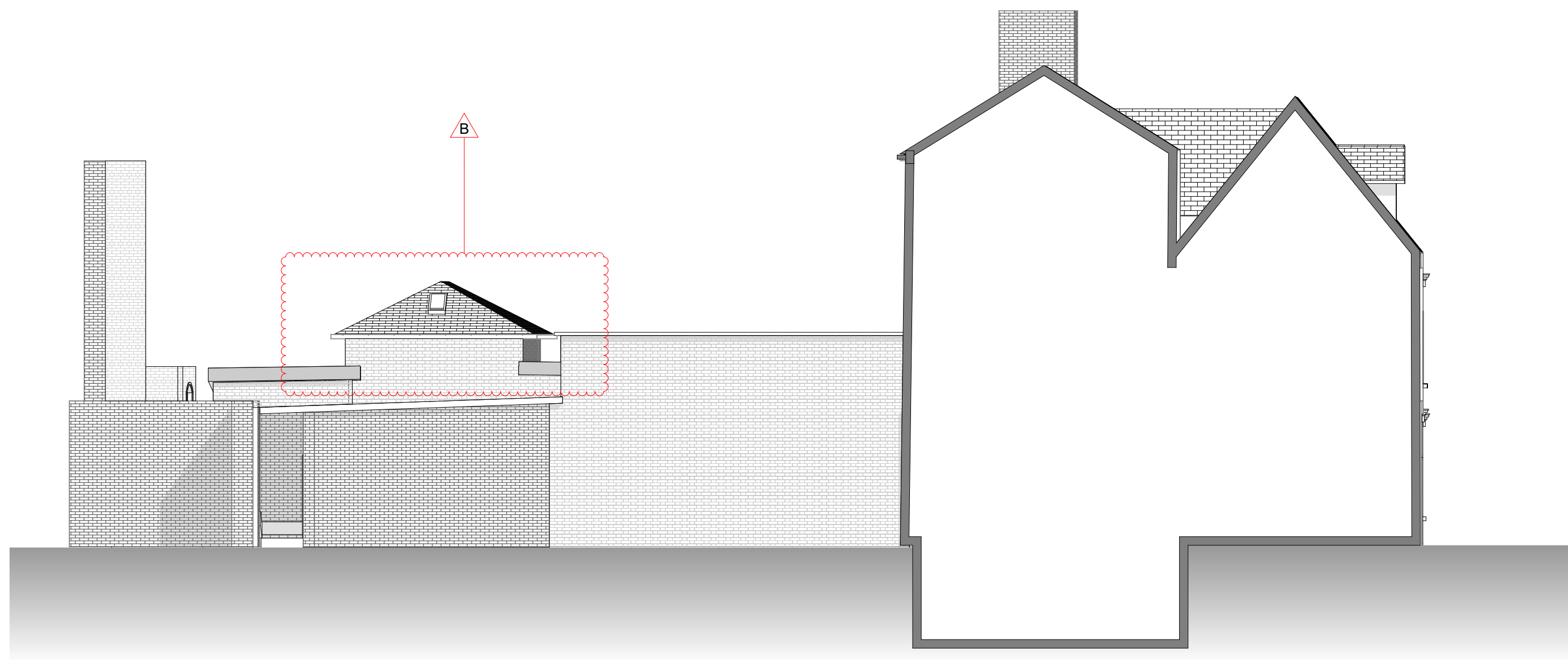


Proposed Section (East to West) through Shop Floor, Court Yard and dwelling 2

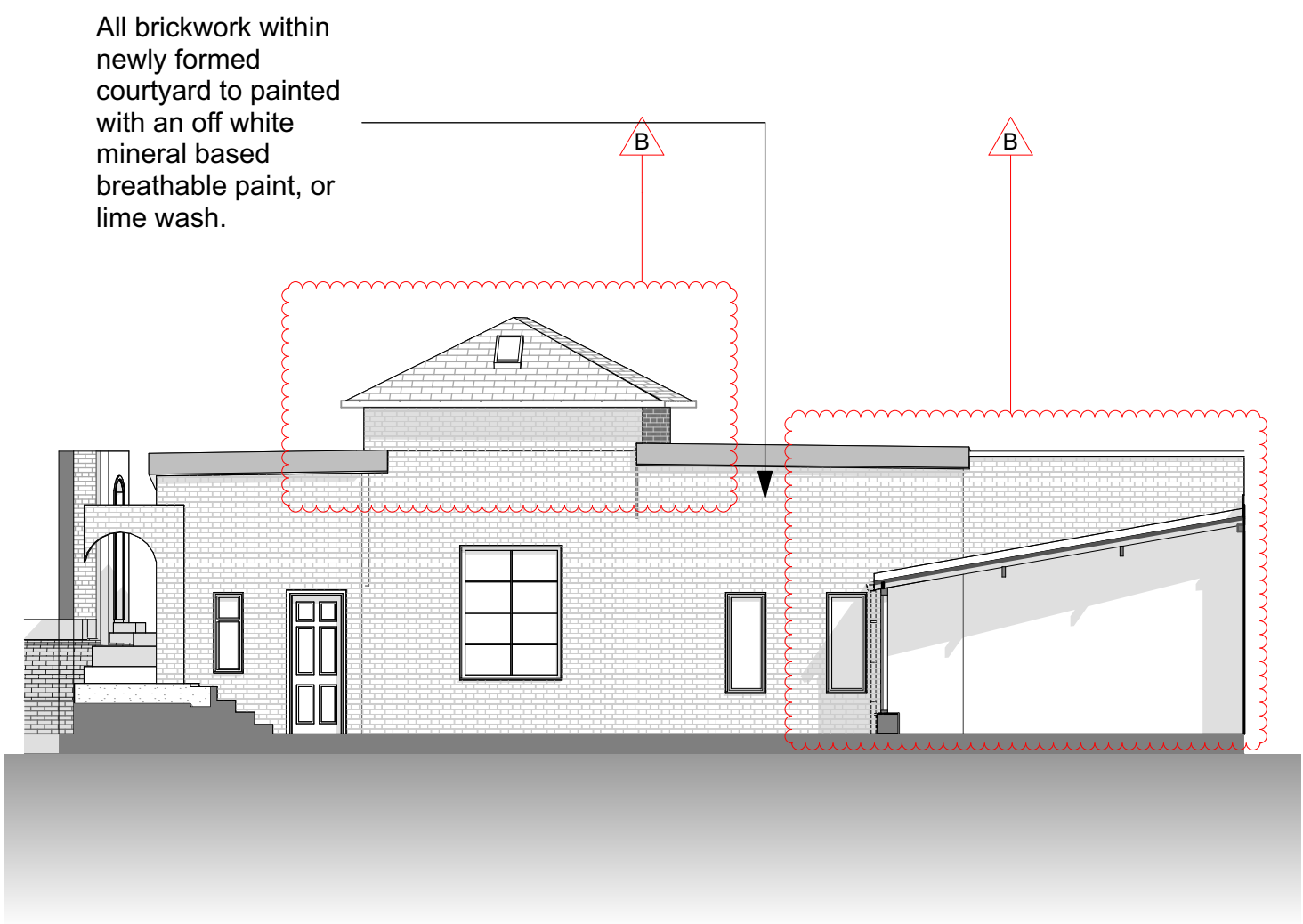
NOTE:
All internal features of significance to be retained including all doors and architraves, floor boards and skirting boards, plasterwork, cornices and ceiling roses, stairs and balustrades, all fireplaces and surrounds, windows, architraves and shutterboxes. Timber panelled walls to upper floor level.

The existing slate tiles should be reused wherever possible with new slate tiles to match existing where required. New rainwater goods should be metal and powder coated or painted black.

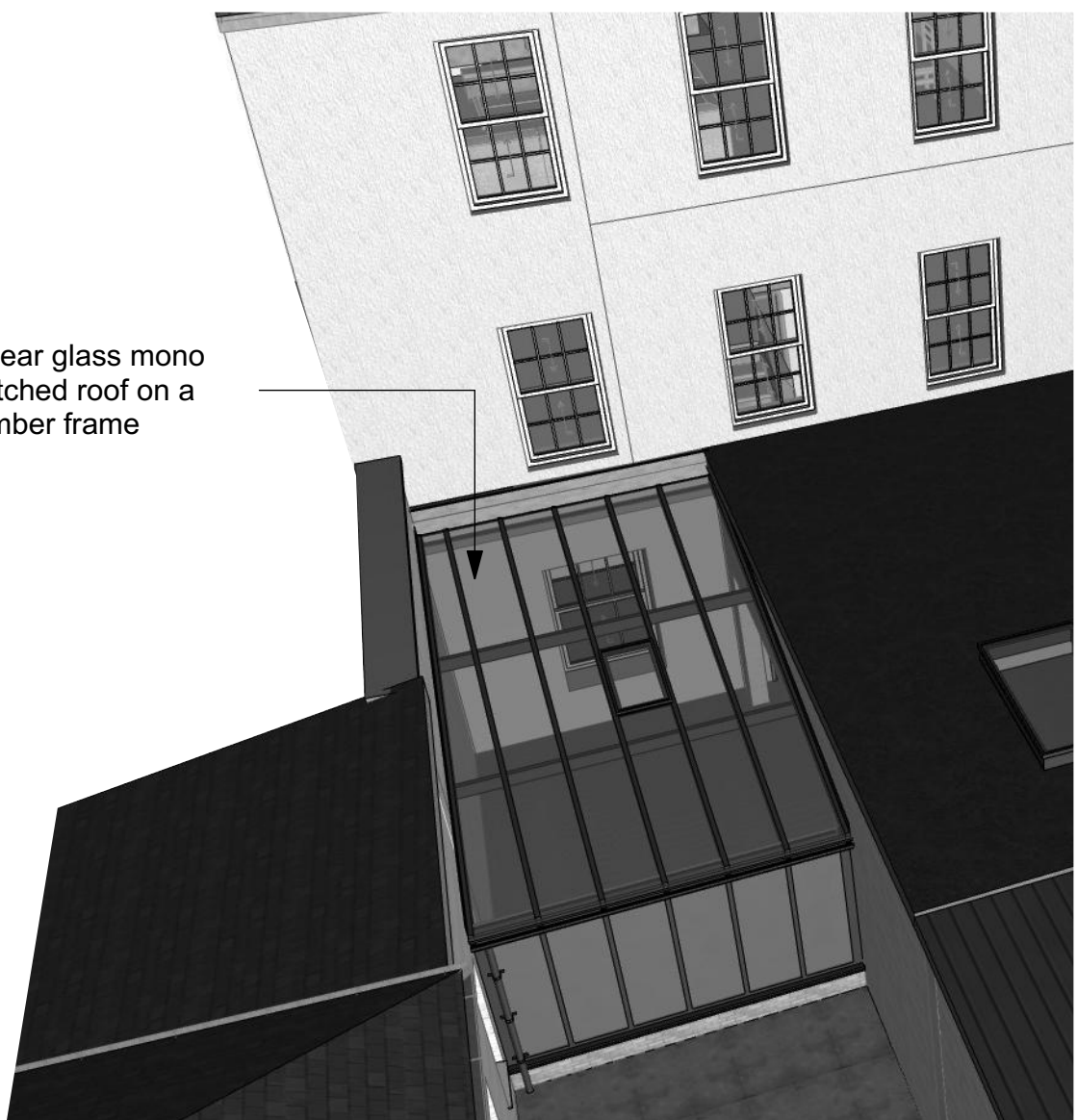
Purpose of Issue	Concept
Scales @ A1	1:100, Elevations 1:200 Floor Plans
Project No.	1398
Project	James Brett Antique Shop
Client	Peter Smithers
Layout Title	Proposed & Existing Elevations & Sections
Drawing No.	1398-BA-A-PL09 Rev B
Amendments	Rev B - Amendments made to satisfy planning issues received by email on 06/10/16



01 - East Elevation



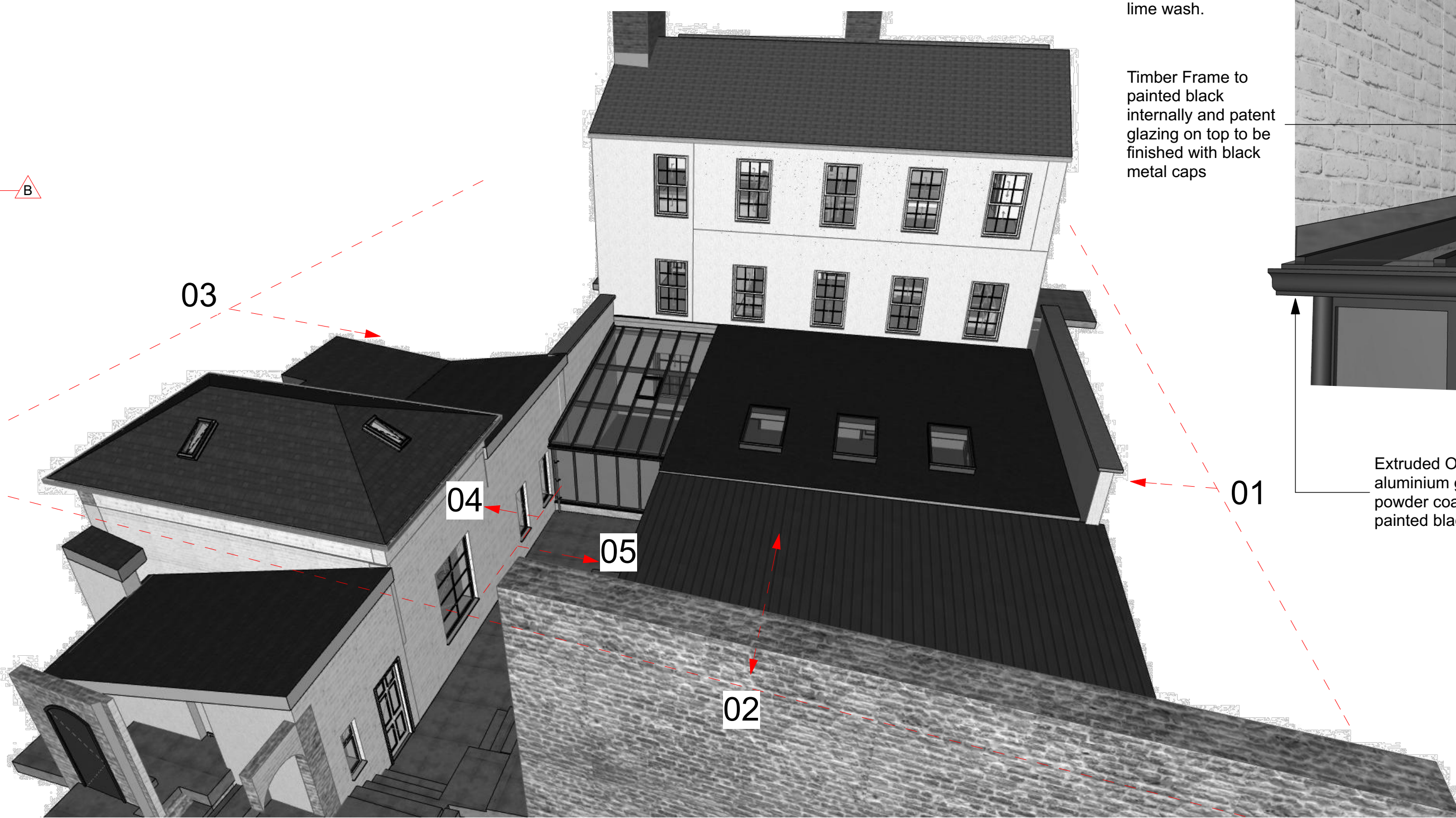
04 - East Elevation - Court Yard View



Clear glass mono pitched roof on a timber frame

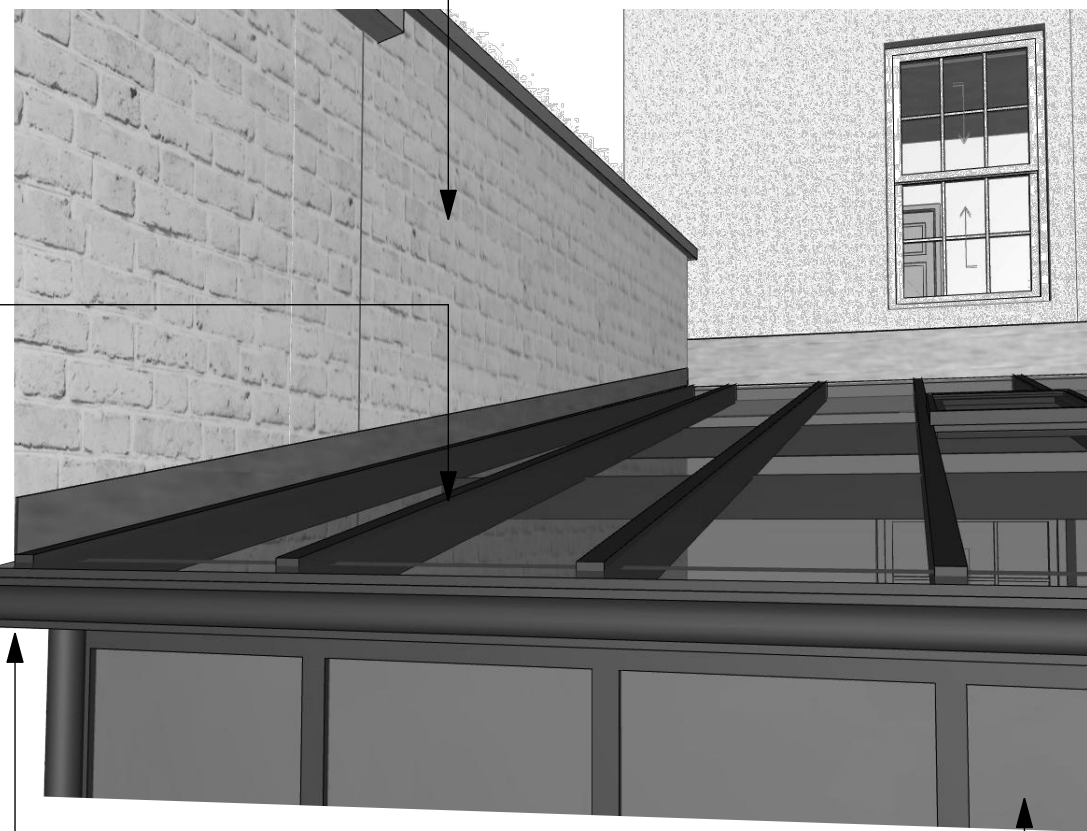


02 - South Elevation



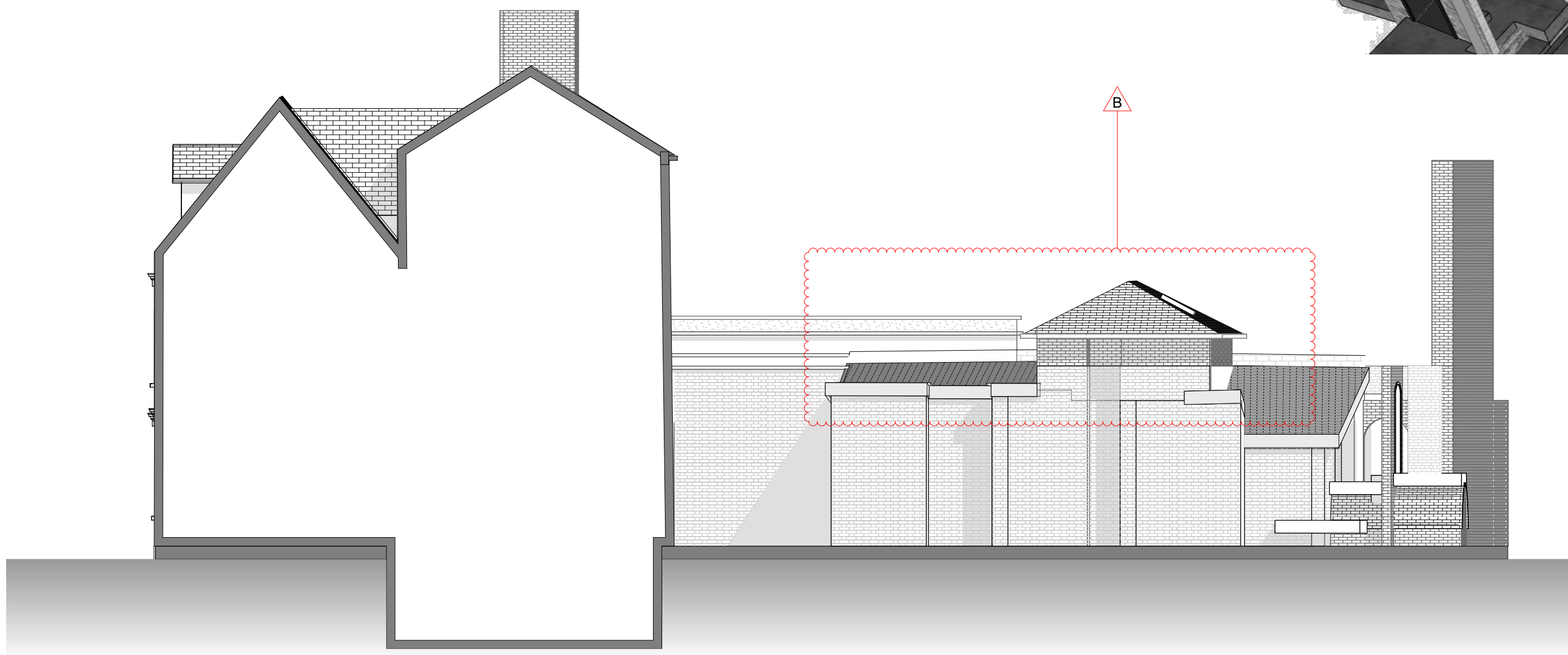
All brickwork within newly formed courtyard to painted with an off white mineral based breathable paint, or lime wash.

Timber Frame to painted black internally and patent glazing on top to be finished with black metal caps

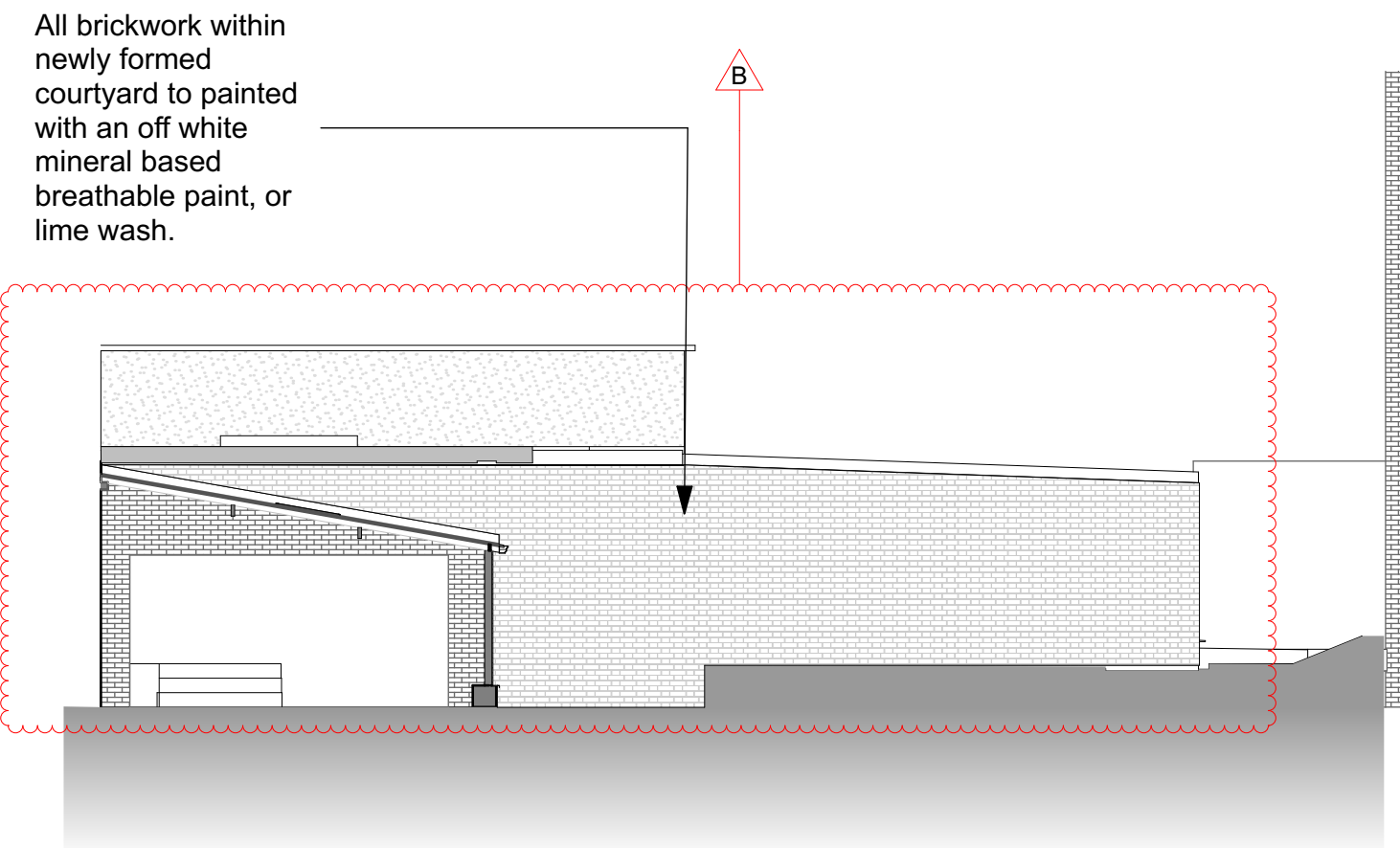


Extruded Ogee aluminium gutter, powder coated or painted black.

Frosted Glass panes to provide privacy whilst maintaining light transmittance fitted into black painted hardwood frame.



03 - West Elevation



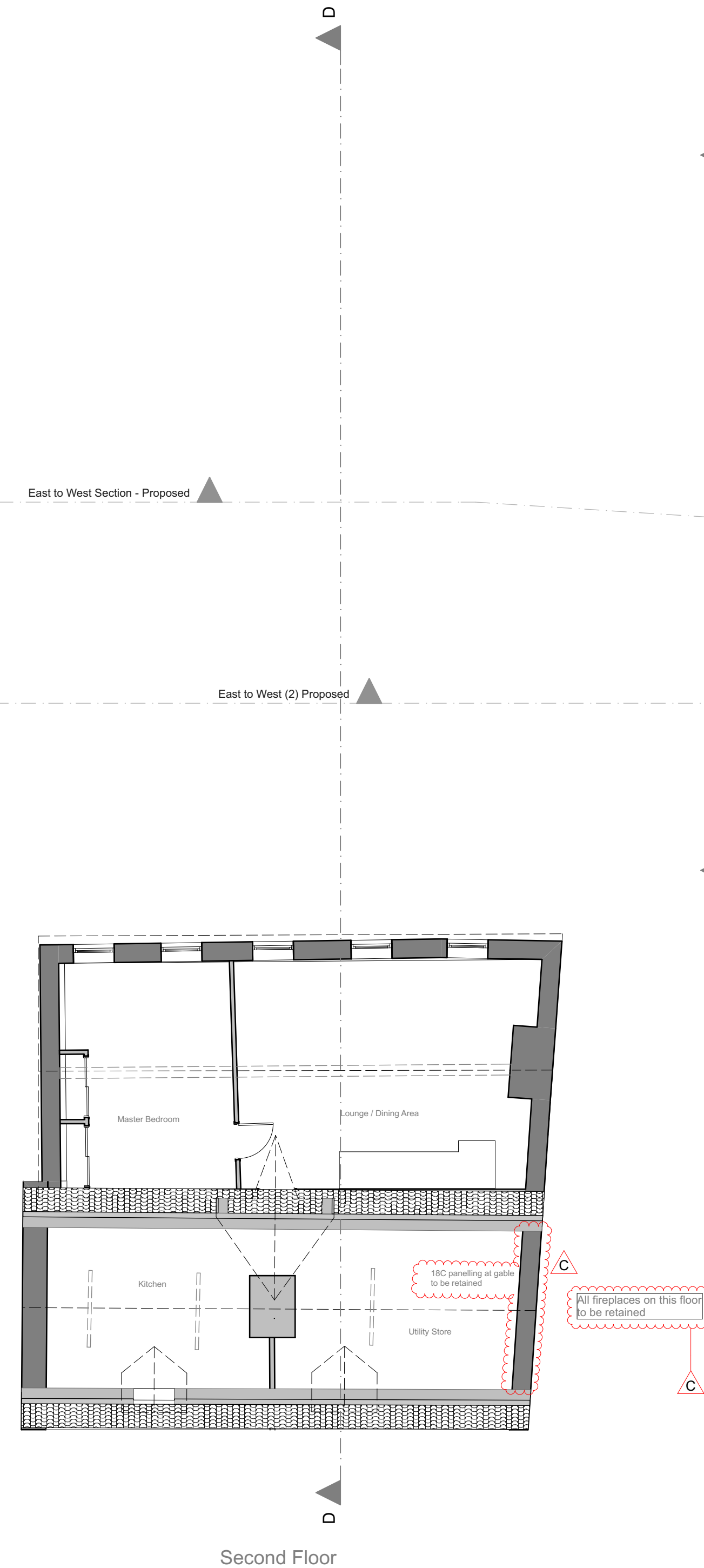
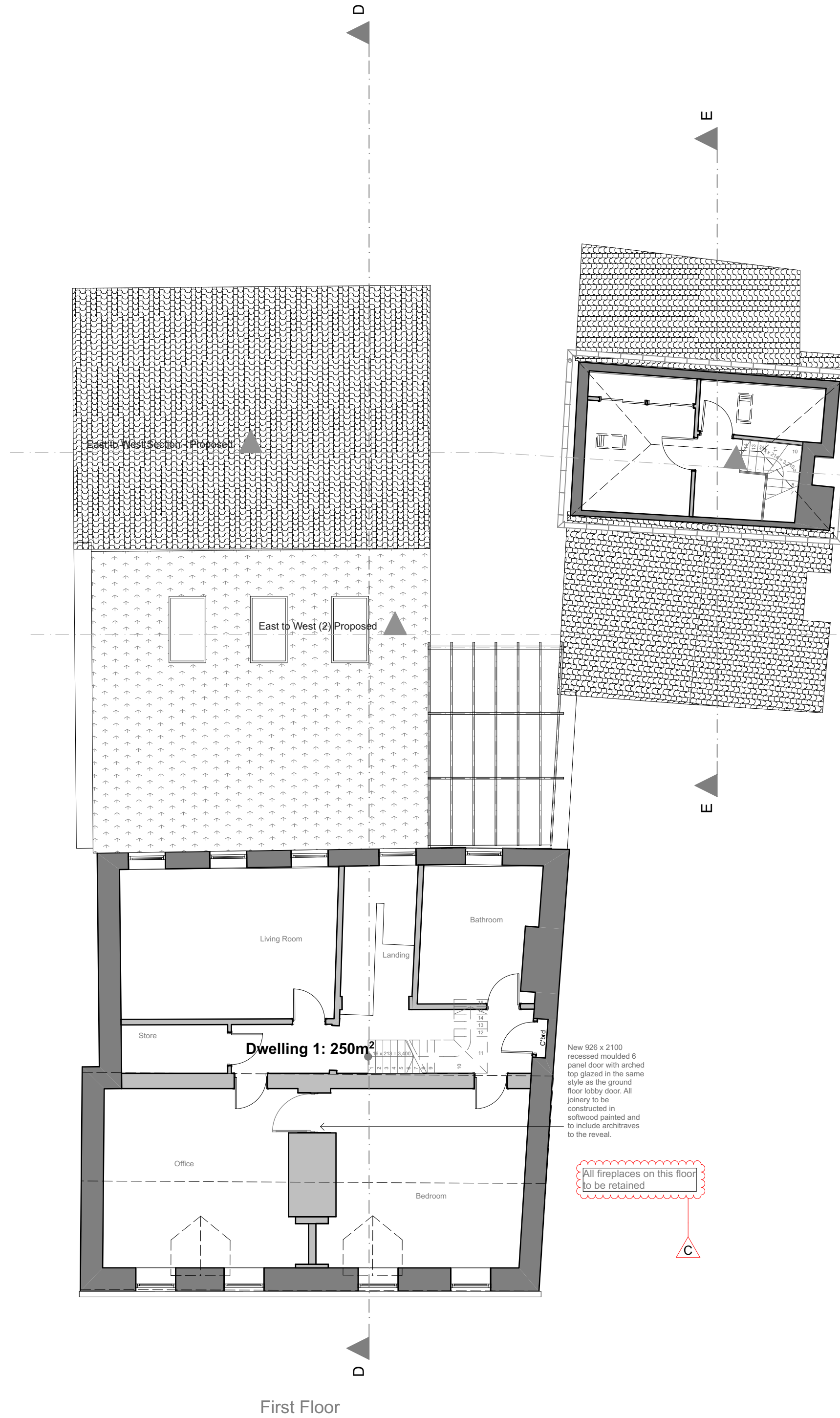
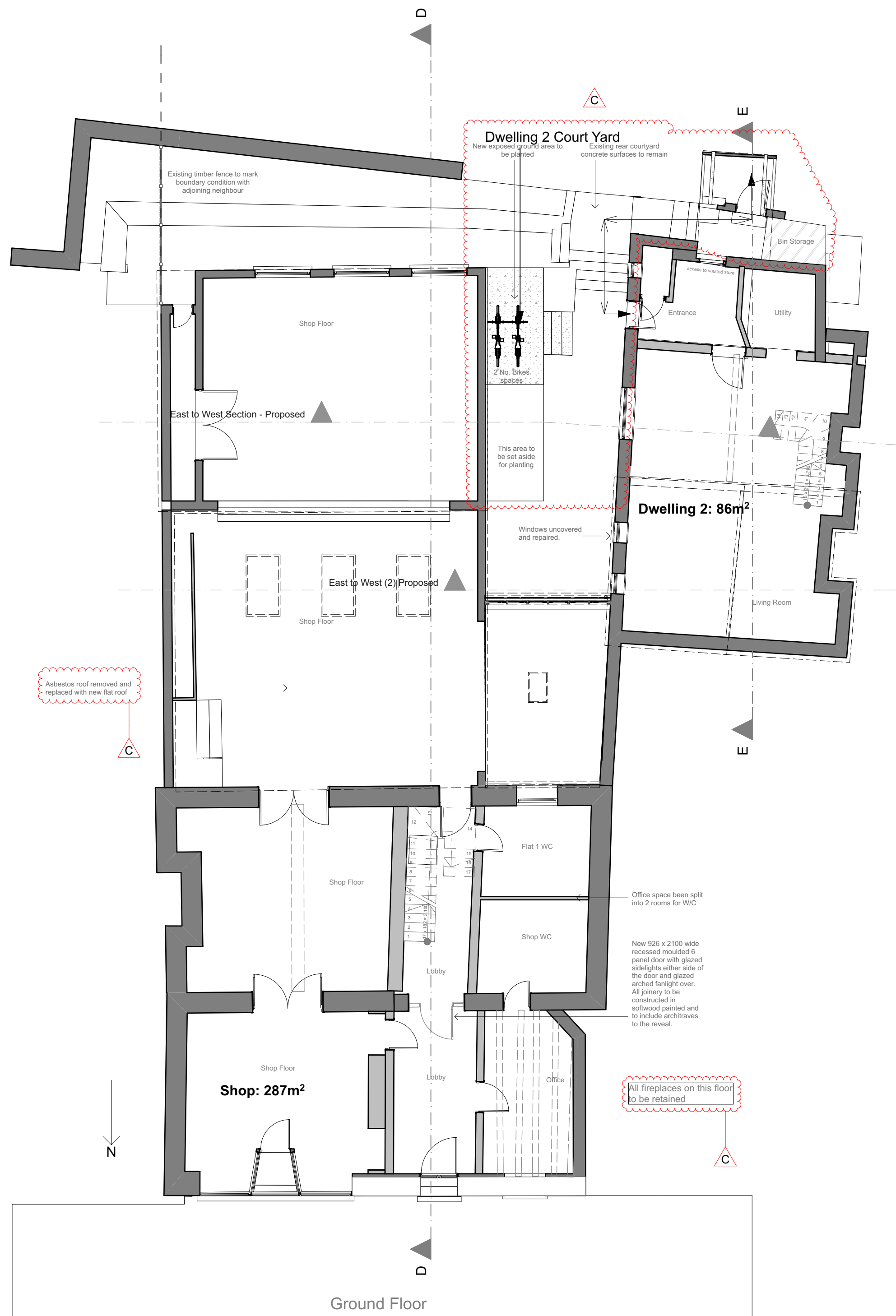
05 - West Elevation - Court Yard View

NOTE:
All internal features of significance to be retained including all doors and architraves, floor boards and skirting boards, plasterwork, cornices and ceiling roses, stairs and balustrades, all fireplaces and surrounds, windows, architraves and shutterboxes. Timber panelled walls to upper floor level.
The existing slate tiles should be reused wherever possible with new slate tiles to match existing where required. New rainwater goods should be metal and powder coated or painted black.

Purpose of Issue	Concept
Scales @ A1	1:100, 1:208.33, 1:182.68, 1:285.71 1:398
Project No.	
Project	James Brett Antique Shop
Client	Peter Smithers
Layout Title	Proposed Elevations & 3D Visuals
Drawing No.	1398-BA-A-PL10 Rev B
Amendments	Rev B - Amendments made to satisfy planning issues received by email on 06/10/16

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NOTE:
All internal features of significance to be retained including all doors and architraves, floor boards and skirting boards, plasterwork, cornices and ceiling roses, stairs and balustrades, all fireplaces and surrounds, windows, architraves and shutterboxes. Timber panelled walls to upper floor level.
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Purpose of Issue	Concept
Scales @ A1	1:100
Project No.	1398
Project	James Brett Antique Shop
Client	Peter Smithers
Layout Title	Proposed Floor Plans
Drawing No.	1398-BA-A-PL05-Rev C
Amendments	Rev C - Amendments made to satisfy planning issues received by email - 29/11/16