

Report to Planning applications committee

Item

8 March 2018

Report of Head of planning services

Subject Application no 17/02024/F - Bowthorpe Road Methodist Church, Bowthorpe Road, Norwich, NR5 8AB

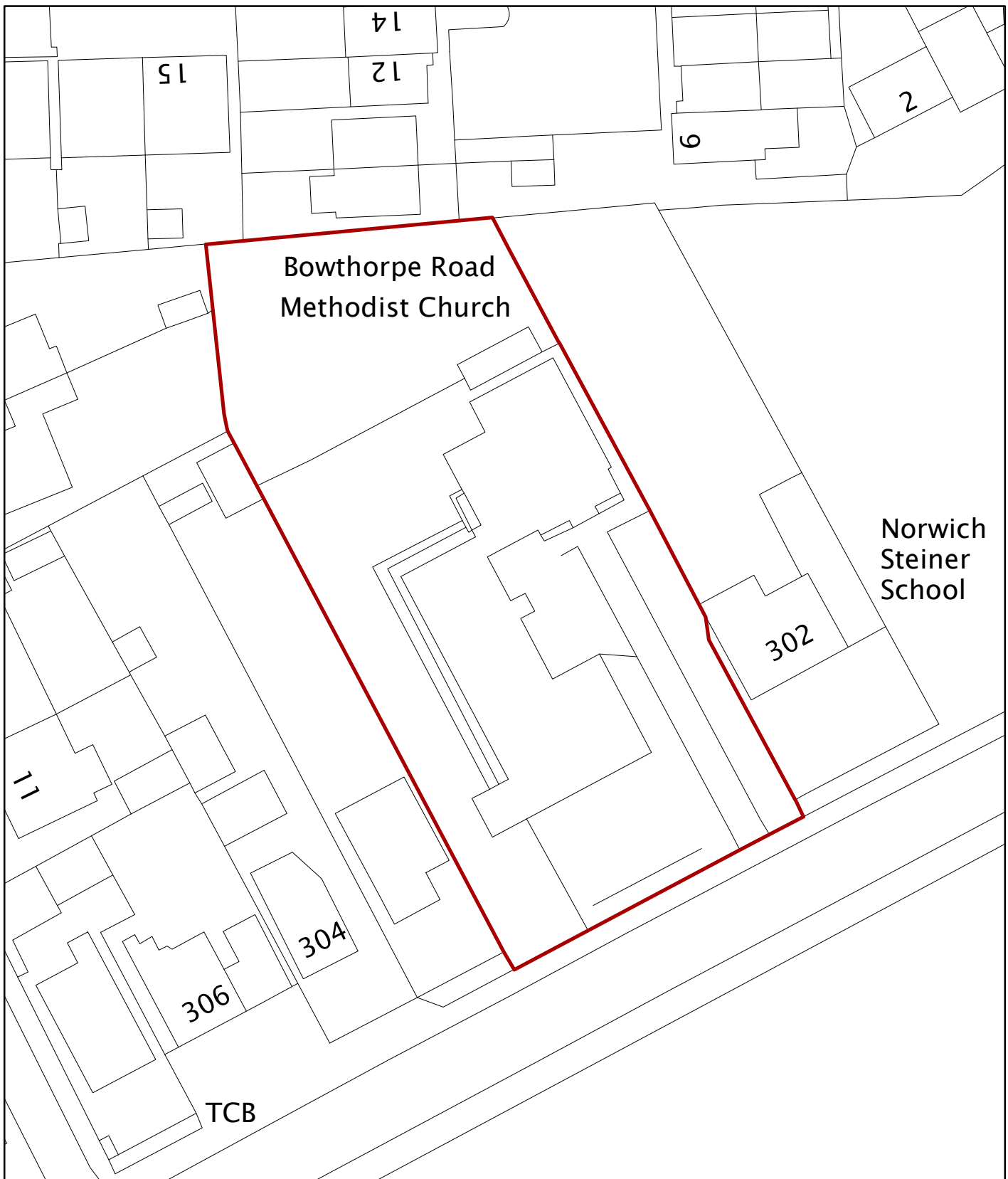
**Reason
for referral** Objection

4(h)

Ward:	Wensum
Case officer	Stephen Polley - stephenpolley@norwich.gov.uk

Development proposal		
New church hall. Demolish dangerous structure.		
Representations		
Object	Comment	Support
4	0	0

Main issues	Key considerations
1 Principle of development	The expansion of a community facility
2 Amenity	The impact of the development on neighbouring properties (no. 10 Old School Close to the north and others)
3 Design	The impact of the development on the character and appearance of the area.
4 Trees	The impact of the development on the trees located on / close to the site.
5 Landscaping	The suitability of the landscaping scheme submitted.
6 Transport	The suitability of the access and transport arrangements on site.
7 Biodiversity	The impact of the development on the biodiversity of the site.
Expiry date	15 February 2018
Recommendation	Approve



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Planning Application No 1702024/F

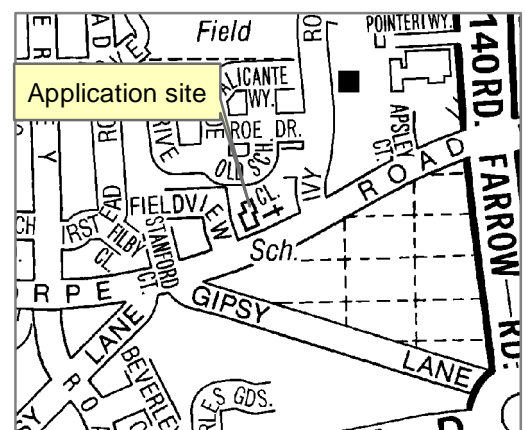
Site Address Bowthorpe Road Methodist Church

Scale 1:500



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is located on the north of Bowthorpe Road to the west of the city. The site until recently featured 2 no. church halls constructed separately during the 1950's and 1970's which had been joined together to form one larger premises. The front building was constructed using red bricks and featured a flat roof, while the main hall building was located directly behind. This building was of a much simpler traditional hall design typical of the post-war era featuring a dual-pitched tiled roof constructed using pre-cast concrete panels. To the rear of the site is the later church hall which features a more ornate front elevation and was constructed wholly from brick. A link annexe was also built to connect the 2 elements.
2. The site is accessed via 2 separate entrances to the front, one on the west side led to a parking area at the rear and the other on the east leads to the 70's built church hall. In front of the site is grassed area with a number of trees and beyond the concrete parking area to the rear is another garden area marking the northernmost portion of the site.
3. The site is bordered by 302 Bowthorpe Road to the east, a detached house recently used as a physiotherapy clinic which now has planning permission to be converted into a large HMO. To the west is number 302A Bowthorpe Road, a detached dwelling and to the north are properties located on Old School Close, the closest of which is no. 10 a two storey semi-detached dwelling which includes a conservatory to the rear.
4. The prevailing character of the area is a mixture of residential, small shops and religious with the Earlham Cemetery being located directly across the road to the south. The site has previously operated as a traditional Methodist Church throughout its life, however following its sale to the Chinese Methodist Church improvements are now being sought to create more usable site as parts of the current premises are in a poor state of repair.
5. There are a number of mature trees located within and adjacent to the site.

Background and context

6. This application has been submitted following an enforcement investigation which identified that a previous approval on site incorrectly showed the distance between an approved Church Hall Extension and its boundary.
7. This proposal is a resubmission of the previously approved application (ref. 16/00414/F) which was submitted with an inaccurately drawn site layout plan. The northern site boundary was originally shown to be a greater distance from the approved building than the correct distance. As a result, the replacement church hall currently under construction is being built closer to the northern boundary shared with properties on Old School Close. The disparity in distance is 4.5m at its greatest point which is considered to have materially different impacts to the originally approved application.
8. Constructed work has commenced on site following the granting of an earlier consent. The demolition of the church hall has nearly been completed in full and the replacement hall has been partly constructed.

Relevant planning history

9.

Ref	Proposal	Decision	Date
16/00414/F	Demolition of some existing structures. Erection of church hall extension.	Approved	11/07/2016
17/01061/D	Details of Condition 3: Materials, Condition 4: Landscaping, Condition 5: Ecology and arboricultural statement, Condition 6: Refuse and cycle storage, and Condition 7: AIA, tree protection and method statement of previous permission 16/00414/F.	Pending consideration	

The proposal

10. The proposal is for the demolition of one of the church halls and for the construction of a replacement church hall. The proposal also includes alterations to the existing access and parking arrangements.
11. A larger replacement church hall is to be constructed towards the rear of the site, the front elevation of which is close to being in line with the rear most existing church hall. The replacement hall measures 26.8m x 14m in plan form and will feature a dual pitched roof with an eaves height of 3.2m and a maximum ridge height of 7.7m.
12. It was discovered that the originally approved site layout plan had been drawn incorrectly following the raising of concerns from the neighbouring property to the north that the replacement church hall was being constructed in the wrong location. During a site visit carried out in November 2017, various key measurements were recorded. The findings concluded that the replacement church hall was being constructed to the correct design and size, however the northern boundary was closer to the development than previously indicated. Three points were measured, from the north-east corner of the replacement church hall – due north to the boundary, from the northern apex of the site – due south to the replacement church hall, and the mid-point between the two.
13. The originally approved layout plan indicated distances from east to west across the three points of 11.5m, 13m and 15m. The correct distances recorded were in fact 7m, 9.5m and 11.7m. This has therefore resulted in a difference in distances measured of 4.5m, 3.5m and 3.3m.

Summary information

Proposal	Key facts
Scale	
Total floorspace	375m ²
Max. dimensions	26.8m x 14m x 7.7m
Appearance	
Materials	<p>Profiled metal sheet roofing</p> <p>Fibre cement weather boarding</p> <p>Aluminium façade panels to front elevation</p> <p>Red brick</p> <p>UPVC and aluminium windows and doors</p>
Operation	
Opening hours	<p>Sunday 11:30-17:30</p> <p>Monday 11:00-16:00</p> <p>Some Saturdays in Summer for UEA student 15:00-21:00</p> <p>Coffee morning Tuesday to Friday from 9:00-12:00.</p> <p>No use beyond 10.00pm.</p>
Transport matters	
No of car parking spaces	36
No of cycle parking spaces	10

Representations

- Advertised on site and in the press. 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. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Loss of light / overshadowing to main living space of no. 10 Old School Close.	See main issue 2
Increase in noise pollution	See main issue 2
Value of property will decrease	See other matters

Consultation responses

15. 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

16. No comments made.

Highways (local)

17. No comments made.

Tree protection officer

18. Condition compliance with the Arboricultural Impact Assessment (AIA), Tree Protection Plan (TPP) and Arboricultural Method Statement (AMS).

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
 - JCS6 Access and transportation
 - JCS7 Supporting communities
 - JCS8 Culture, leisure and entertainment
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
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
 - DM6 Protecting and enhancing the natural environment
 - DM7 Trees and development
 - DM22 Planning for and safeguarding community facilities
 - DM28 Encouraging sustainable travel

- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

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

- NPPF0 Achieving sustainable development
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities

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 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

23. Key policies and NPPF paragraphs – JCS7, JCS8, DM22 and NPPF paragraph 8.
24. The site has been in use as a Methodist Church since the construction of the original church hall in the 1950's. The expansion of the site in the 1970's with the additional church hall was reflective of the demand at the time. The site has recently been purchased by the Chinese Methodist Church which is currently experiencing an expansion in the numbers of its congregation. As the original church hall is currently in a poor state of repair, its replacement represents the best means for the continued use of the site.
25. The proposal is therefore considered to be in accordance with policy DM22 of the local plan which seeks to assist in the safeguarding of community facilities.

Main issue 2: Amenity

26. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17
27. Particular concern has been raised regarding the potential loss of light and overshadowing of the main living spaces of the neighbouring property to the north, 10 Old School Close, caused by the proximity of the replacement church hall to the boundary.
28. A shadow assessment has been submitted by the applicant which assesses the impact of the replacement church hall on the neighbouring property to the north, 10 Old School Close. The shadows assessment indicates that the replacement church hall is likely to result in some overshadowing of the neighbouring rear garden and conservatory across the months of November, December, January and February during the middle part of the day.

29. A detailed assessment of the impacts of the daylight and sunlight reaching the neighbouring property has been submitted by the applicants. Planning policy and building regulations do not define requirements for the amount of daylight reaching a dwelling. As a result, the assessments have been carried out using the criteria defined by the BRE in 'Site Layout Planning for Daylight & Sunlight (SLPDS)', and 'BS 8206-2- Code of practice for skylighting'. The assessment considered the impacts of the replacement church hall on the daylight, sunlight and amenity space.
30. The initial part of the assessment seeks to confirm the distance between the replacement church hall and the main living space. The test results confirm that the distance of the new development is less than three times its height above the lowest window. As such, the following test seeks to confirm whether the replacement church hall will subtend more than 25 degrees at the lowest window. The test confirmed that the angle is greater than 25 degrees, requiring that a more detailed assessment was then required. The ratio of the direct skylight illuminance falling on a vertical face at a reference point (the centre of a window) to the simultaneous horizontal illuminance under an obstructed sky, is known as the vertical sky component (VSC). The BRE test requires that VSC will be adversely affected if after a development it is both less than 27% of the overall available diffuse light and less than 0.8 of its former value. The distribution of daylight reaching the neighbouring rooms was also assessed. The test results confirmed that all the windows met the BRE planning guidance for VSC and the daylight distribution. Whilst some windows were below 27% this was the case pre-development and available diffuse light post development would be 0.98 of its former value for those windows (this ranges between 0.95 and 1 depending on the window).
31. The total available sunlight hours reaching the neighbouring property were also assessed. The test confirms whether windows in habitable rooms in domestic buildings that face within 90 degrees of due south receive a minimum of 25% of the total annual probable sunlight hours, to include a minimum of 5% of that which is available during the winter months between September 21 and March 21. The test result confirmed that all of the assessed windows that face within 90 degrees of due south meet the BRE planning guidance for available sunlight hours with percentages of total annual probable sunlight hours ranging between 47 to 72% and 8 to 23% for winter months (depending on the window). As a proportion of its former value this ranged between 0.94 to 1 for year round sunlight hours and 0.8 and 1 for winter.
32. Finally a test was carried out to determine the impacts of the replacement church hall on the outdoor amenity space of the neighbouring property. The test seeks to confirm that at least 50% of the garden receives no less than two hours of direct sun on the spring equinox, 21 March. In this instance, the test results confirmed that the amount of light reaching the amenity space meets the BRE guidance (being 54%).
33. It can therefore be concluded that the replacement church hall will have some negative impacts upon the residential amenities of 10 Old School Close. Some overshadowing during parts of the day will occur over the winter months. In spite of this, the test carried out confirms that the occupiers of the neighbouring property will continue to benefit from sufficient sunlight and daylight to be considered to have an adequate level of amenity under BRE guidance.

34. Particular concern has been raised by the occupiers of other properties located to the north and northeast of the site, nos. 14 and 9 Old School Close respectively. The large size of the building and the impacts upon light reaching neighbouring properties are noted as their main concerns. These properties are considered to be a sufficient distance from the replacement church hall for there to be no significant impacts on their residential amenities and any impact would be less than 10 Old School Close, hence the focus the impacts on number 10.
35. Concern has also been raised that the replacement church hall has been built too close to the neighbouring boundary of 15 Fieldview to the west and a loss of light will occur as a result. The rear garden of the neighbouring property abuts the application site and the neighbouring dwelling is located approximately 15m from the boundary. As such, the layout of the site, design of the replacement church hall and distance between buildings will ensure that significant harm is not caused by way of overshadowing or loss of light.
36. With regard to noise and light pollution emanating from the site, it is expected that the proposal will result in an intensification of the use of the site, resulting in greater numbers of visitors. It is not however expected that this will result in significant harm being caused to neighbouring residential amenities by way of noise or light pollution as the site is well screened from neighbouring properties and the hours of operation are to be predominantly focused around times of worship.
37. The replacement church hall is therefore considered to have some detrimental impacts on the neighbouring property to the north, however such impacts are not considered significant enough to refuse the application on amenity grounds. The impacts of the development on other neighbouring properties are limited only.

Main issue 3: Design

38. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
39. The design is to be relatively simple however the front elevation is to include a central section of full height glazing creating a feature of the main entrance, with the aluminium curtain wall forming a cross. The apex of the rear gable end is also to be finished with a glazed section.
40. The proposed hall is to be finished using contemporary materials in contrast to the existing 1970's brick built church hall. The sides and rear are to be finished using Marley Eternit Cedral Lap fibre cement weather boarding, the roof is to be finished with metal sheet roofing embossed in aluminium and the side windows made from UPVC. The front elevation is to also feature a section a Trespa solid colour glazing panels.
41. Overall, the proposed replacement church hall is of a relatively high standard of design. The reorganisation of the site will allow for a more efficient use of the space as the new hall is sited towards the rear. The retention of the 1970's structure to be used as a Sunday school is welcomed as it features an ornate front elevation which will form a more prominent feature of the site. The glazing panels to the front elevation will create an open and light internal space which will vastly improve on the current structure.

42. A detailed landscape layout plan and associated details have been submitted which outlining the finish materials to be used. The materials chosen are from a contemporary pallet which is considered to be appropriate for the site.

Main issue 4: Trees

43. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
44. A number of mature trees are located within the site including 4 no. Lime Trees marking the front boundary and 3 no. fruit trees towards the rear of the site. There are also a number of mature trees located within neighbouring sites close to the site boundary.
45. The 4 no. Lime Trees to the front of the site contribute significantly to the verdant character of the area which is partly created by the close proximity of the cemetery opposite. Their retention within the scheme is welcomed.
46. The 3 no. fruit trees to the rear are to be removed as they lie within the proposed footprint of the church hall. In order to mitigate their loss, replacement trees are to be planted in accordance with the submitted AIA.
47. Trees neighbouring the site will not be removed or harmed as part of the construction provided that works are carried out in accordance with the submitted AIA.

Main issue 5: Landscaping and open space

48. Key policies and NPPF paragraphs – DM3, DM8, NPPF paragraphs 9, 17 and 56.
49. The detailed landscape layout plan also includes details of the external landscaping features. The details include low level lighting to aid security and navigation within the site, new tarmac area to the front to provide the new car parking spaces, and much of the existing soft landscaping to the boundary is to be retained.
50. The existing close boarded fencing and sections of hedgerow marking the boundary are to be retained. The retention of the existing trees and hedgerows will help to preserve the verdant character of the front of the site. The overall landscaping details area considered to be acceptable.

Main issue 6: Transport

51. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
52. The site is accessed directly from Bowthorpe Road with 2 no. vehicular entrances fronting the highway. The demolition of existing buildings on the site allows for the front section of the site to be used as a car parking area.
53. The existing accesses are to be retained with there being an entrance and exit point. 31 no. car parking spaces are to be provided with 10 no. being located along the west and east boundaries respectively. 11 no. spaces are to be arranged in a chevron formation within the central section of the car parking area. A revised car park layout has been submitted following consultation with the transportation officer to ensure easy egress to and from the site.

54. The site is located within close proximity of one of the main bus routes serving surrounding residential areas. The route operates between the UEA and city centre, with services available 7 days a week.
55. 10 no. covered cycle spaces are to be installed to the side of the new church hall, beyond a lockable gate. The stands are to be Sheffield style cycle stands, secured to the ground underneath a curved roof Castleford shelter, manufactures details of which has been submitted. .

Main issue 7: Biodiversity

56. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraph 118.
57. The site contains a number of mature trees and hedges as well as an area of open green space. The site is therefore likely to form the habitat for some species however it has been determined that the site is of low ecological value, unsuitable for protected species.
58. The submitted ecology report concludes that the roof spaces of the buildings already demolished did not form roosting spaces for bats. The report also concludes that none of the trees on or adjacent to the site contain bat roosting features. No evidence relating to other protected species was collected from the site.
59. The ecology report concluded that there is little or no habitat on the site likely to be suitable for any endangered species. As such, the submitted landscaping scheme ensures that the majority of mature trees and hedgerows are to be retained on site and the grassed areas are to be reinstated upon completion of construction.
60. The loss of habitat provided by the 3 no. fruit trees is to be mitigated by the planting of replacement trees. The detailed landscaping scheme indicates that the existing hedge and grass areas adjacent to the entrance of the site are to be retained, the existing grassed area to the rear is to be re-levelled and re-seeded and replacement fruit trees planted to the rear of the site.

Equalities and diversity issues

61. There are no significant equality or diversity issues.

Local finance considerations

62. 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.
63. 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.
64. In this case local finance considerations are not considered to be material to the case.

Conclusion

65. The development will cause some harm to the neighbouring property to the north of the site, no. 10 Old School close as some overshadowing occurs particularly in the middle part of the day during winter months. The level of residential amenity remains adequate in terms of the BRE guidance. The negative impacts in terms of amenity must be weighed against the benefit of providing a new community facility on the site and in this case it is not considered that the harm outweighs the benefits in this case.
66. The development will result in an improved and expanded church hall which is considered to be of benefit to the local community, in accordance with policy DM22 of the local plan.
67. The design of the replacement church hall, layout of the site and landscaping details are all considered to be acceptable.

Recommendation

To approve application no. 17/02024/F - Bowthorpe Road Methodist Church Bowthorpe Road Norwich NR5 8AB and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans and materials details;
3. In accordance with the Arboricultural Impact Assessment, Method Statement and Tree Protection Plan;
4. Implementation of landscaping scheme and replacement trees;
5. Provision of cycle and refuse storage.



Revisions:

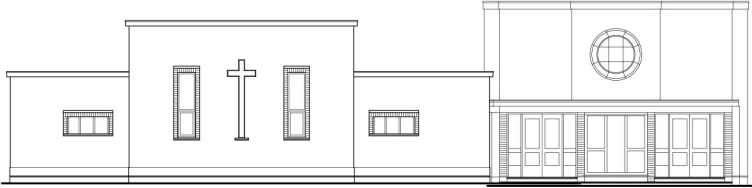
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Norwich Methodist Circuit		
Job Title:		
Bowthorpe Road Methodist Church		
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Proposed site location plan		
Scale:	Drawn By:	Date:
1:1250	MC	Nov 2015
Job Number:	Drawing Number:	
C765/3	02/A	

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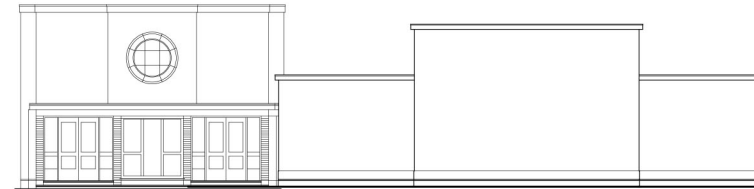
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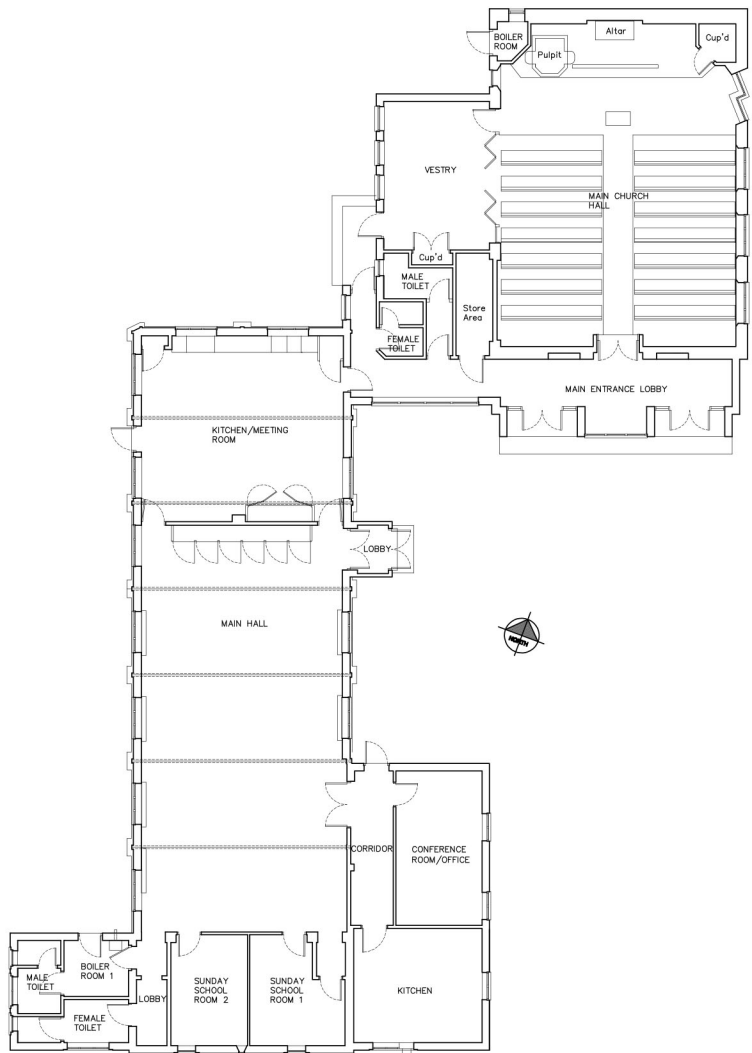
NORTH ELEVATION (Scale: 1:100)



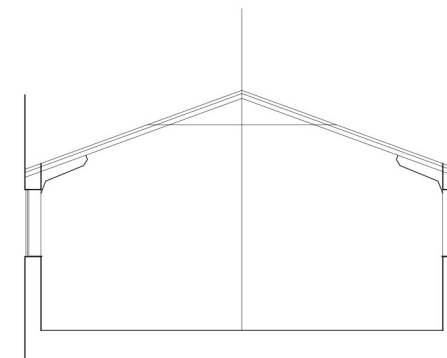
EAST ELEVATION (Scale: 1:100)



WEST ELEVATION (Scale: 1:100)



GENERAL LAYOUT PLAN (Scale: 1:100)



SECTION A-A (Scale: 1:50)

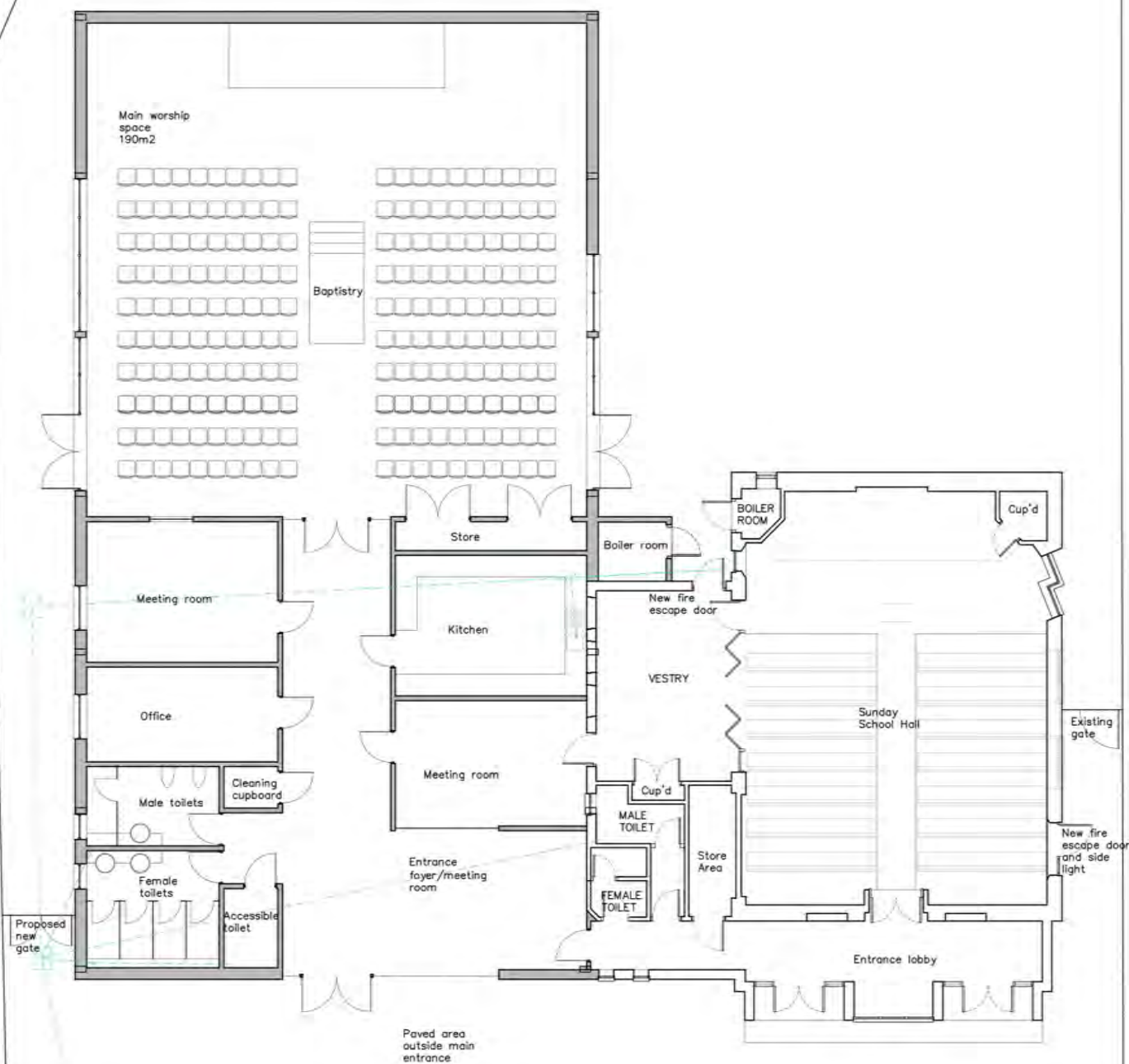
Revisions:

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Drawing Title: GENERAL PLAN - EXISTING		
Scale: 1:100	Drawn By: B.J.H.	Date: AUGUST 2015
Job Number: C765/2	Drawing Number: 01	

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scale 1:100

Revisions:

Client:

Bowthorpe Road Methodist Church

Job Title:

Proposed New Church building

Drawing Title:

Proposed plan

Scale: 1:100 @ A2 Drawn By: MC Date: Feb 2016

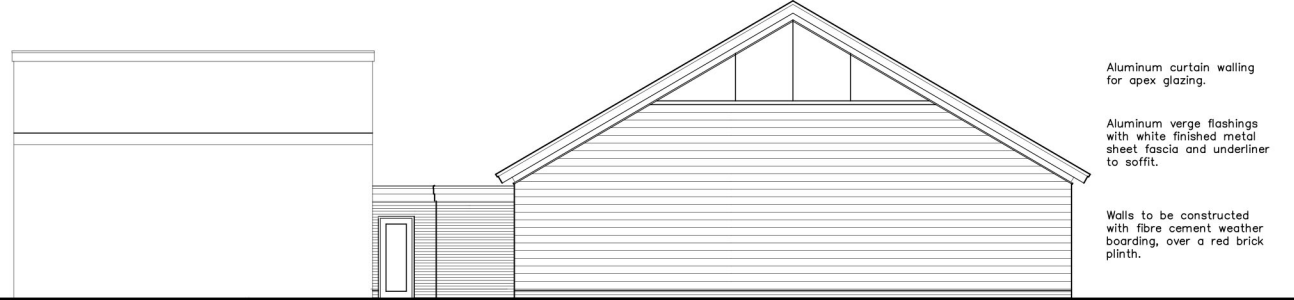
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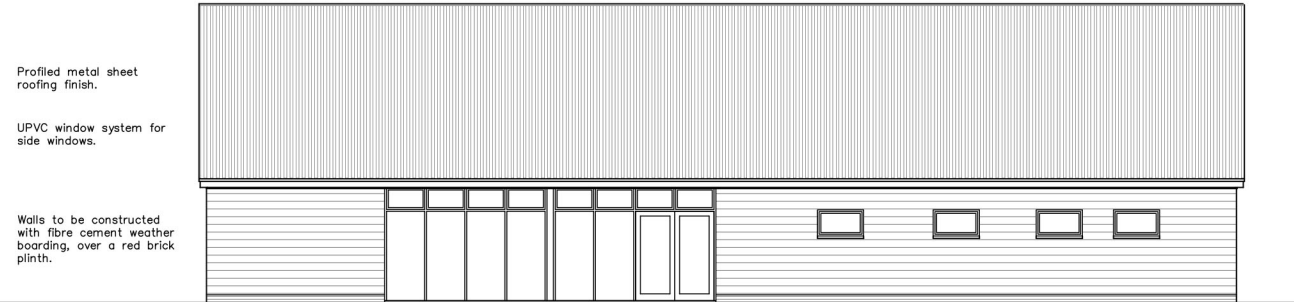
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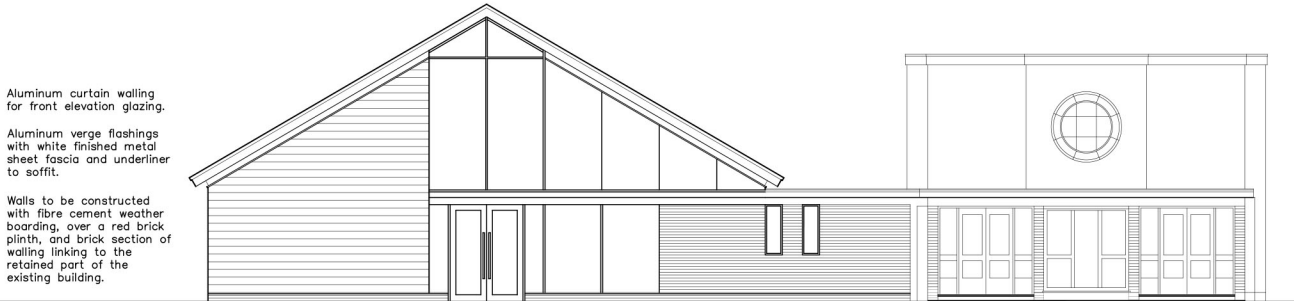
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Proposed North Elevation (Scale:1:100)



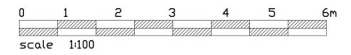
Proposed West Elevation (Scale:1:100)



Proposed South Elevation (Scale:1:100)



Proposed East Elevation (Scale:1:100)



Revisions:

Client:

Bowthorpe Road Methodist Church

Job Title:

Proposed New Church building

Drawing Title:

Proposed elevations

Scale: 1:100 @ A2 Drawn By: MC Date: Feb 2016

Job Number: C765/3 Drawing Number: 15/A

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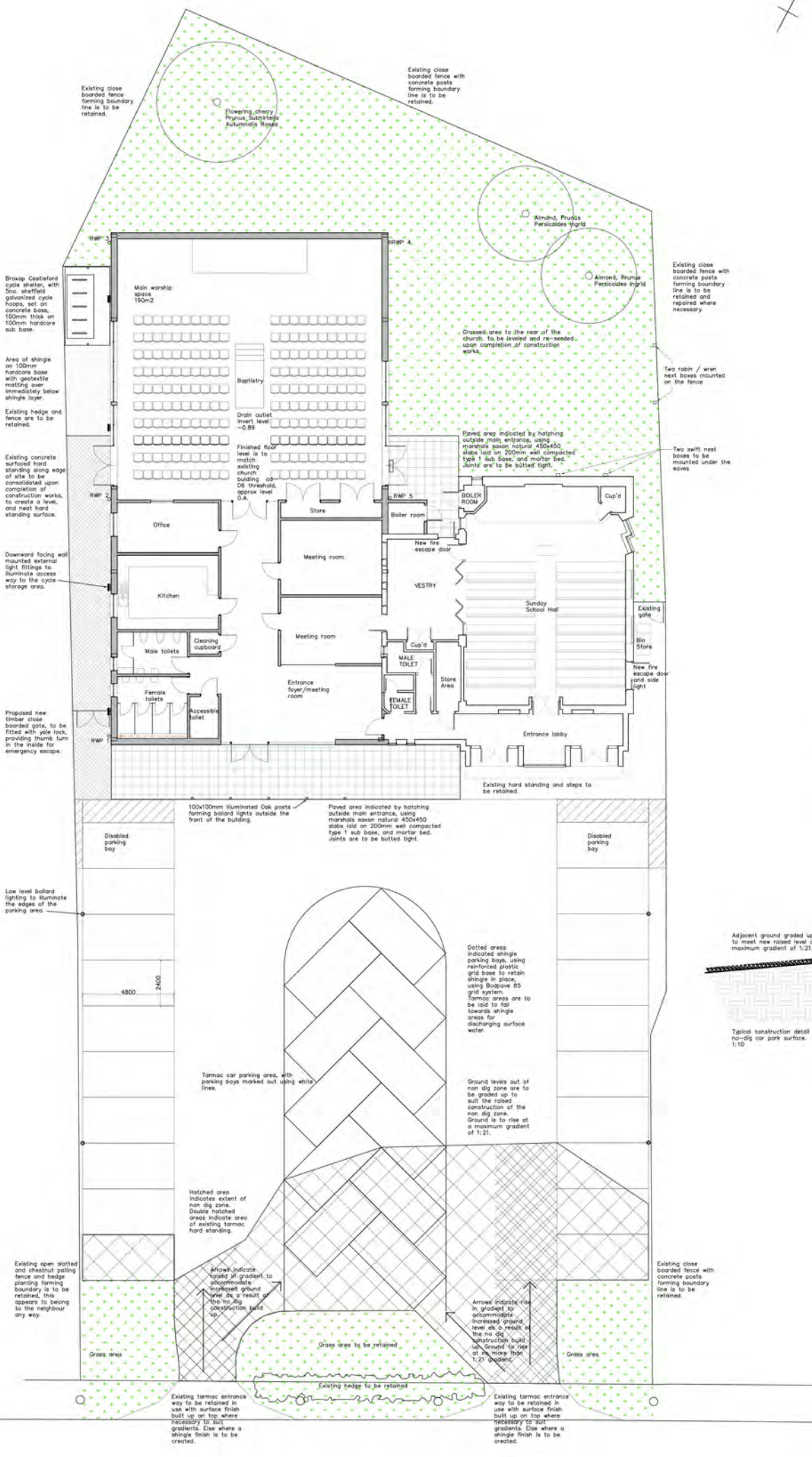
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NOTE:

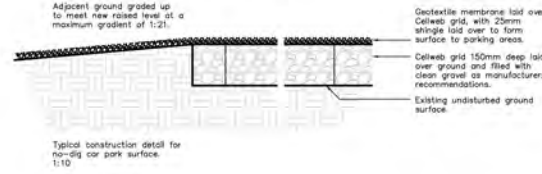
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External lighting key

- Low level bollard lighting to illuminate the edges of the parking area. To be Cyl by Luter
- Downward facing wall mounted external light fittings to illuminate access way to the cycle storage area. To be Mini LEDspot by Luter
- 100x100mm illuminated Oak posts forming bollard lights outside the front of the building. To be constructed in accordance with detailed drawing.
- Bulk head light over rear door as Tamble Euralux



Revisions:
Rev A - Minor amendments - June 2017
Rev B - External lighting added - June 2017
Rev C - Non-dig construction details added - August 2017
Rev E - planting and nest boxes added - December 2017

Client:
Norwich Methodist Circuit
Job Title:
Bowthorpe Methodist Church, Bowthorpe, Norwich
Drawing title:
Proposed external works plan
Scale:
1:100 @ A1
Drawn By:
MC
Date:
Nov 2016
Job Number:
C785/3
Drawing Number:
52/E

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