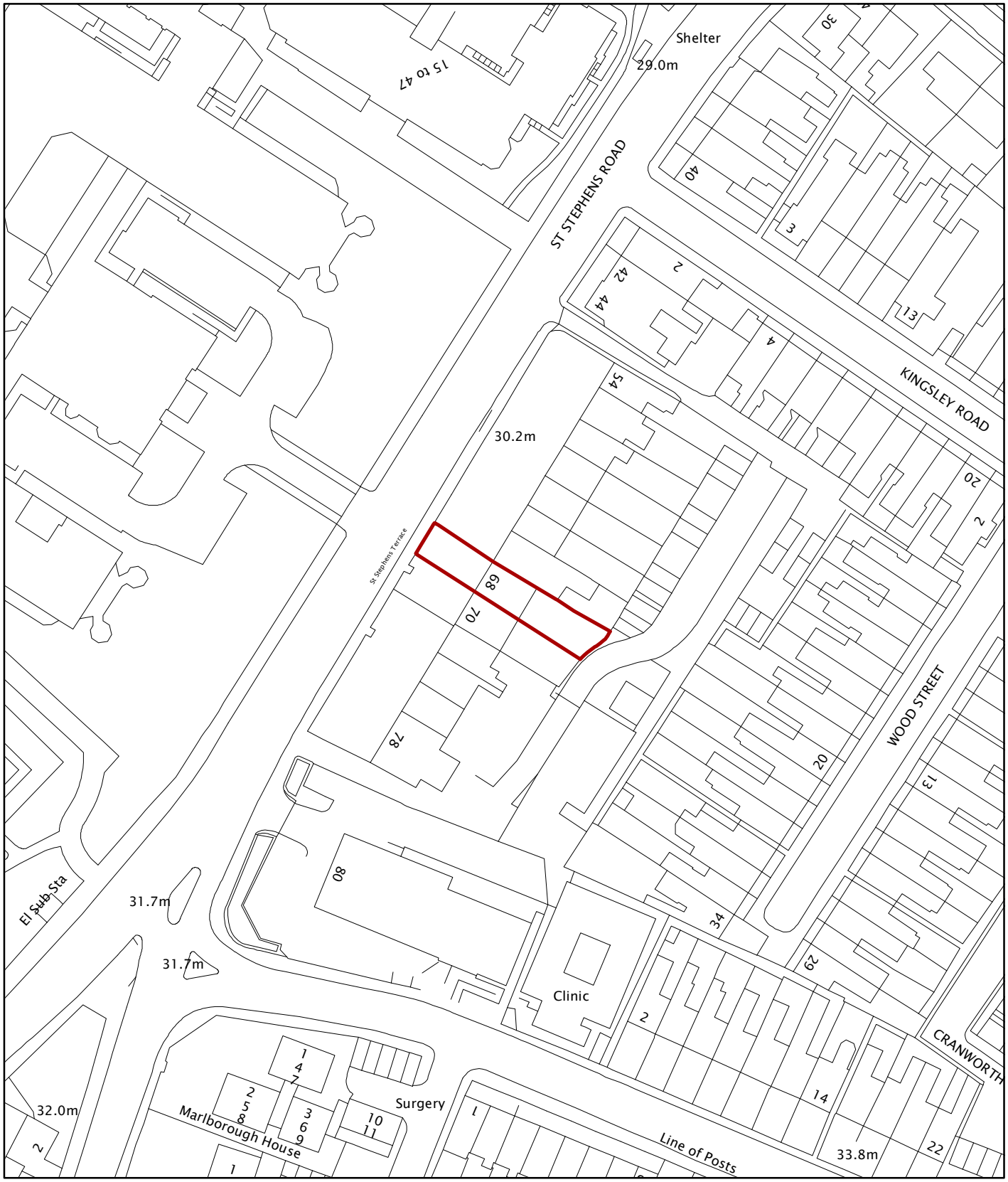
Report to	Planning applications committee 9 November 2017	**Item**
Report of	Head of planning services	4(d)
Subject	Application nos 17/00896/F and 17/00902/L - 68 St Stephens Road, Norwich, NR1 3RE	
Reason for referral	Objections	

Ward:	Town Close
Case officer	Samuel Walker -samuelwalker@norwich.gov.uk

Development proposal		
Single storey rear extension.		
Representations		
Object	Comment	Support
2	-	8

Main issues	**Key considerations**
1	Principle of development
2	Design
3	Heritage
4	Landscaping
5	Amenity
Expiry date	25 July 2017
Recommendation	Approve



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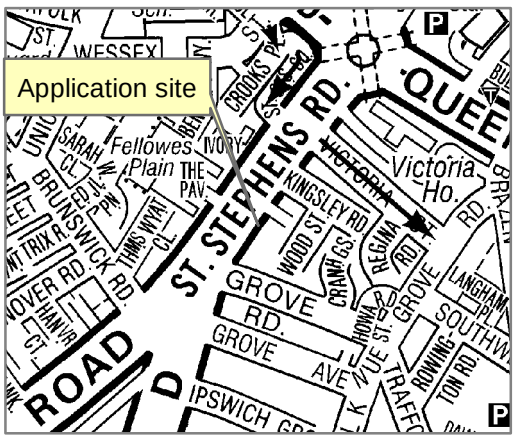
Planning Application No 17/00896/F & 17/00902/L
Site Address 68 St Stephens Road

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES

The site and surroundings

1. Located on the eastern side of St Stephens Road, between the junctions with Kingsley Road and Grove Road. The subject property is a terraced house with accommodation over four floors.

2. The frontage elevation is a grand Georgian terrace whilst the rear elevation to this property is more modest and relatively unaltered from its original form. The rear garden area is well laid-out and attractively landscaped, enhancing the setting of this Grade II Listed Building.

Constraints

3. Newmarket Road Conservation Area

4. Grade II statutory listed building, Description as follows:

   "Terrace of six houses. Early C19. Yellow brick; slate roof; 2 brick ridge chimneys. 2 storeys and basement; 13 first-floor windows. End pilasters, 3 steps up to doors at right of each unit (Nos. 74 & 76, are blocked with C20 windows; Nos. 72 and 78 have access ramps), alternating with 16-pane sash windows under flat gauged brick arches, 6-panelled doors have cinque- foiled fanlights in recessed gauged brick round-headed arches. Rendered cornice below parapet."

Relevant planning history

Ref	Proposal	Decision	Date
04/01050/F	Demolition of outbuildings and conversion of former Health Authority residential accommodation to nine terraced houses and nine flats together with sub-division of grounds for private and communal use, construction of garages, formation of an access road and ancillary works .	APPR	01/09/2006
04/01051/L	Demolition of outbuildings and conversion of former Health Authority residential accommodation to 9 terraced houses and 9 flats, together with subdivision of the grounds for private and communal use, construction of garages, formation of access road and ancillary works.	APPR	05/08/2005
14/00584/TCA	T1 Acer Crimson King: crown reduction by 1 metre; T2 Sycamore: crown reduction by 1 metre; T3 Carpinus Betulus: crown reduction by	No TPO Served	23/05/2014

Ref	Proposal	Decision	Date
	1 metre; T4 Prunus: crown reduction by 0.5 metre.		
14/00784/L	Installation of railings on front wall to match existing railings on front wall of 72-78 St Stephens Road.	APPR	14/07/2014

The proposal

5. The proposed development is for a single storey flat roofed rear extension with associated internal alterations to facilitate its use.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	**One (Existing)**
No. of storeys	**Single storey rear extension to existing 4 storey residential dwelling (Basement, ground, first and attic)**
Max. dimensions	**Extension - 4m long x 3.75m wide x 2.8m tall** **New associated boundary/parapet wall – 4.7m long x 3m tall**
Appearance	
Materials	**Brickwork to match existing, dark colour single ply membrane flat roof finish, powder coated aluminium fascia, steel beam detail. Powder coated aluminium glazed doors**

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Ten 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. Following extensive negotiation with the applicant, the scheme has been substantially revised, re-consultation was carried out to direct neighbours and existing objectors only. This consultation period expired 9/10/2017.

Issues raised	Response
Material selection (Metal fascia detail, flat roof finish)	Main issue 2 Design
Out of character development/inappropriate design. Overdevelopment	Main issue 2 Design
Detrimental Impact to Grade 2 listed building Loss of original rear façade	Main issue 3 Heritage
Amenity - outlook	Main issue 5 Amenity

Consultation responses

7. 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

8. **(In relation to previous scheme)** I consider the scale of the extension to be too great relative to the existing property and would suggest the internal dimensions are reduced to a proportion more in keeping with the existing ground floor living spaces ie reception room and kitchen. Realising the boundary and existing rear light well are the restrictions on width would give an extension with an internal dimension of approximately 3.0m W x 3.4m L.

9. The ‘glass box’ projecting from the side of the new extension is not considered appropriate as the shape is not in keeping with the rest of the property and is visually impactful on the rear elevation interest, namely the ground floor rear window and light well. I would suggest this element of the proposal is removed allowing for a simpler shape which is more in keeping with the rear of the property and historically contextual in form. I would welcome the concept of full height glazing of the two elevations facing into the garden.

10. Widening the opening between the existing kitchen and dining areas is to be resisted and was expressly agreed on site would not form part of any application. The removal of a section of rear elevation to form an opening between the existing kitchen and new extension is not considered appropriate as it is damaging to the historic floorplan and non-reversible. In addition no clear benefit is considered from this alteration.

11. I would suggest that twin ‘nibs’ are included within the proposal, as well as a substantial down-stand, outlining the enlarged opening between existing dining area and new extension. This would signify the historic intention and architectural interest of the rear elevation.

12. I also have concerns with the detail shown for rainwater disposal from the extension. It is very difficult for me to comment on the potential for any other changes proposed, or previously undertaken without the benefit or consent or permission, without

indication of the building prior to alteration ie the existing plans show no other area than the ground floor plan.

13. As previously stated; the window/light-well in the rear elevation and the boundary wall are the restrictions on the width of the proposal. Using the proportions (the ratio of depth to width) of the existing rooms within the ground floor of the house (drawing room and kitchen) and the likely construction methodology of the extension produces the dimensions as previously advised (approximately 3.4m deep x 3.0m wide). It has been stated by the applicants in the heritage impact assessment that the new extension will respect the form and character of the existing building. I suggest that the proportion of the spaces within the plan form is part of the character and that the methodology to determine the dimensions we have used is most appropriate.

In relation to amended scheme (For full consultation response, please refer to associated documents)

Acceptability of the proposals

14. Erection of single storey rear extension; the extension of this property has involved an extended period of negotiation between the local authority officers and the applicant/agent. The negotiation has involved significant amendment to the proposal concerning the form and mass of the extension. The shape has been simplified and scale reduced in order to comply with Historic England guidance as interpreted by the local authority officers.

15. The amended scheme shows clear distinction between the existing building and the extension using mostly modern materials. There is contextual use of materials (brick) in areas which impact most on adjacent properties. The dominant use of glass provides the benefit of a perceived lightweight and reversible structure.

16. Proportionally, the extension allows for a space that is respectful of the existing internal dimensions of the designated heritage asset, whilst being mindful of the impact upon the rhythm and cadence of the terrace.

17. Conditions will be required for; the material/s used for the roof structure and coverings, brickwork, brickwork bond and mortar, skylight, rainwater goods and doors/windows

18. Enlargement of current opening on ground floor; historically it is clear that this opening has been altered previously. Although further loss of potentially historic fabric is regrettable, the applicant has argued that the increased opening size will be better suited to the requirements of ‘modern living’ in that the kitchen/dining area has become the ‘hub’ of current family lifestyles. Aesthetically speaking, the increased size is proportionally accurate for the increased space the scheme proposes. The extension and increased ceiling height will provide a perception of larger volume to the existing dining/breakfast area.

19. It is suggested a condition should be applied stipulating a section of the opening, detailing its relationship to the rooms either side of the opening with particular note being given to the size of the ‘nibs’ and ‘down-stand’ prior to relevant works commencing.

20. Removal of ceiling down-stand within basement; this alteration to the building is welcomed as the existing arrangement does not provide for best use of the space. The existing arrangement is clearly not a historic feature and it is postulated to be as a result of a previous ill-advised scheme.

21. Creation of opening in rear elevation; the proposed scheme involves the removal of a rear window and section of brickwork to facilitate a larger opening between the extension and existing. The loss of historic fabric is regrettable but viewed as less than substantial harm, which is outweighed by the provision of enabling continued beneficial use.

22. It is suggested a condition should be applied requiring a section of the opening, detailing its relationship to the rooms either side of the opening with particular note being given to the size of the 'nibs' and 'down-stand' prior to relevant works commencing. It is suggested the existing brick lintels should be maintained if reasonably possible as an indication of the historic building form.

23. Installation of shower-room within roof-space (retrospective); the work that has been undertaken to the roof space does not benefit from listed building consent and this application seeks to 'regularise' this.

24. There is no indication of the space prior to the works having been undertaken and thus it is impossible to determine the extent of potential harm without invasive study. It is suggested that the works as viewed appear to have been undertaken to a standard that could be reasonably expected and the potential for substantial harm is low. If viewed as less than substantial harm, the benefit of increased usable space within the property is beneficial to its long term preservation.

25. Other associated refurbishment works; works as shown within the submitted details are considered to be reversals or improvements upon previously undertaken, ill-advised works and are thus considered to be enhancements of the architectural and/or historic interest of a designated heritage asset.

Assessment of planning considerations

Relevant development plan policies

26. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
    - JCS2 Promoting good design
    - JCS11 Norwich city centre

27. **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
    - DM15 Safeguarding the city's housing stock

Other material considerations

28. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
    - NPPF0 Achieving sustainable development
    - NPPF6 Delivering a wide choice of high quality homes
    - NPPF7 Requiring good design
    - NPPF12 Conserving and enhancing the historic environment

Case Assessment

29. 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 polices 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

30. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.

31. The principle of residential extensions is established and is acceptable in principle; whilst this property has not previously been extended, others within the same terrace have single storey rear extensions.

Main issue 2: Design

32. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.

33. The design of the proposed extension has been subject to significant negotiation and revision, the scheme as proposed is considered to be of an appropriate scale on both footprint and height in relation to the subject property.

34. The extension presents a primarily glazed façade enabling a clear reading of the external elevation from the rear curtilage.

35. The contemporary design and specification of powder coated aluminium doors and fascia are considered to be of a simple 21st century style, the selected colours complementing the buff brick work and slate roof of the rear of the property. The contemporary design is considered to be an appropriate style which shows the timeline of development, it is considered to be more appropriate than pastiche period design.

36. The dark single ply membrane used for the roof is considered an appropriate specification, and has been used on other listed buildings in Norwich.

Main issue 3: Heritage

37. Key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.

38. Following negotiation, the loss of existing historic fabric has been reduced significantly. In addition, the amended scheme allows a better understanding of the original layout of the building and relates better to existing features such as windows.

39. The existing opening between the kitchen and existing dining room is to be widened 300mm each side, from 1.8m wide to 2.4m wide. This small alteration is not considered to cause significant harm to the statutory listed building. This loss of fabric does not require any further loss of fabric to the existing walls on the floor above, which the original scheme did. The demolition should be carried out by hand: this should be controlled by condition.

40. The existing rear door is to be removed and the opening enlarged, retaining a small nib of brickwork each side as negotiated by the city council's conservation officer. This is a small loss of fabric, which allows the reading of the original form to be recognised in the transition between old and new spaces. Demolition should be carried out by hand, which should be controlled by condition as above.

Main issue 4: Landscaping and open space

41. Key policies and NPPF paragraphs – DM3, DM8, NPPF paragraphs 9, 17 and 56.

42. The external amenity space is currently well laid out and maintained, the proposed extension relates well with the external space enhancing the potential enjoyment of this space. The proposed extension is not considered to have a negative impact on the external amenity space.

Main issue 5: Amenity

43. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.

44. The proposed extension has been reduced in scale since the originally proposed scheme, in its currently proposed form it is not considered to cause detrimental impact to neighbouring occupiers with regards to overlooking or overshadowing impacts.

45. Issue has been raised with regards to negative impact on outlook due to the expanse of flat roof and the selected material. In response, this expanse has been reduced since the original submission, and also includes a small roof-light. The affected outlook is primarily from first floor side elevation windows of neighbouring properties into the private amenity space of the application dwelling. The area of roof and selected dark single ply membrane finish is not considered to have sufficient detrimental impact to the outlook of secondary rooms within neighbouring dwellings to warrant refusal or revision of this application.

Other matters

46. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation:

47. Objectors have stated that the applicant does not need an extension of the size proposed. The 'need' for the extension is not for the planning process to regulate: the

planning process considers the wider impact upon the public interest including upon the subject and neighbouring properties and the impact in the wider area.

Equalities and diversity issues

48. There are no significant equality or diversity issues.

Local finance considerations

49. 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.

50. 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.

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

Conclusion

52. 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:

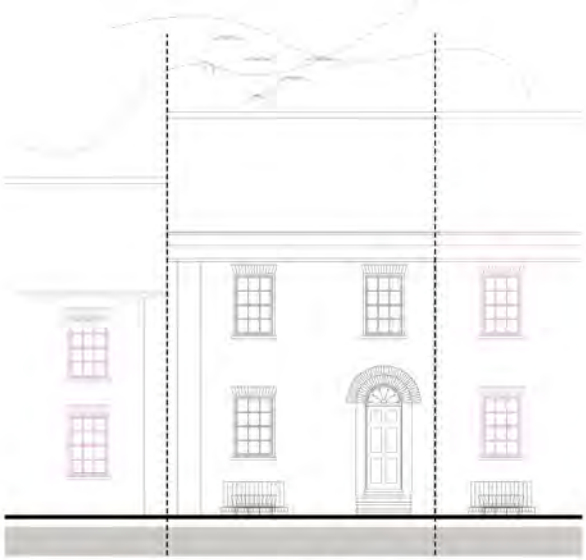
(1) application no. 17/00896/F - 68 St Stephens Road Norwich NR1 3RE and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;

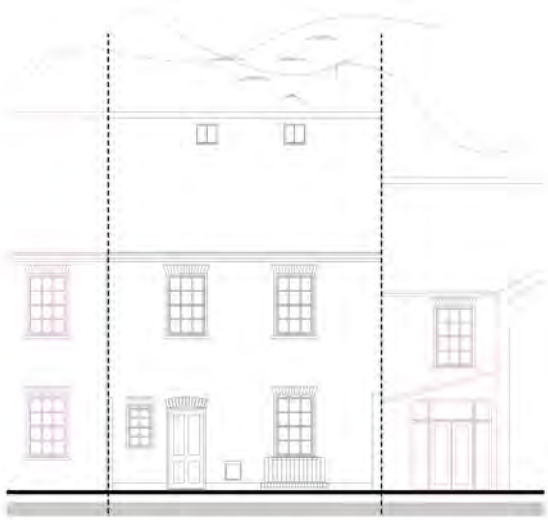
(2) application no. 17/00902/F - 68 St Stephens Road, Norwich, NR1 3RE and grant Listed Building Consent subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details of materials: including brick sample & sample panel including brick bond and mortar, roof covering, fascia details, rainwater goods, specification of doors and rooflight.
4. Demolition by hand to new opening to rear wall and enlargement of opening between existing kitchen and dining room.
5. Section details of increased structural openings
6. Listed building making good
7. Stop works if unidentified features revealed.

Reason for approval - 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.



Front - West Elevation as Existing
1:100



Rear - East Elevation as Existing
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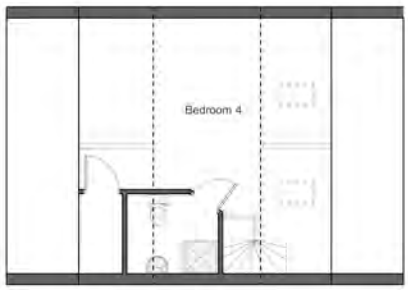
First Floor Plan as Existing
1:100



Attic Floor Plan as Existing
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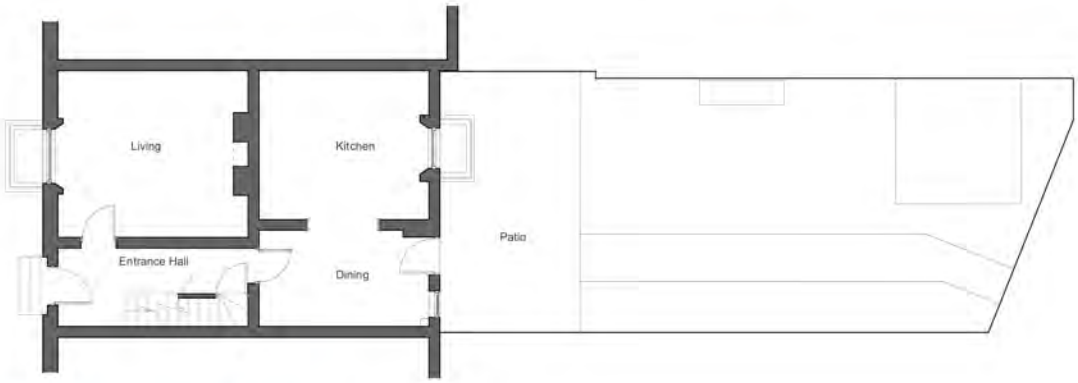

Ground Floor Plan as Existing
1:100

Basement Floor Plan as Existing
1:100

north

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REV B 17-07-17: Attic floor plan updated
REV A 19-05-17: Basement and Front Floor Plans Added

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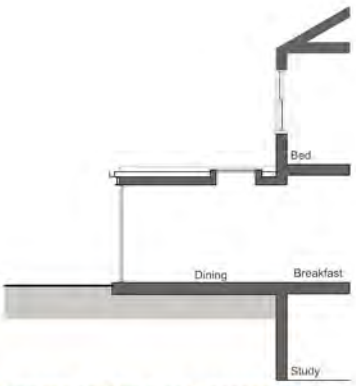
Client
Ms Michelle Nadler

Project Details
Rear Extension an Internal Alterations to Ground Floor to Residential Property

Project Address
68 St Stephens Rd
NORWICH, NR1 3RE

Drawing Title
Floor Plans and Elevations as Existing

Job No.	Drawing Number	
1431	1431-A-PL02	
Date	Scale	Revision
17-07-17	1:100 @A2	B
Drawn	Checked	CSD Date
EA	EA	25-05-17



Schematic section A as Proposed
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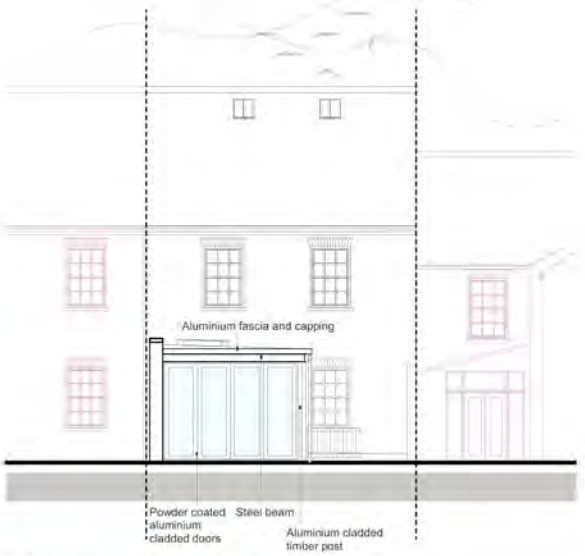

Rear - East Elevation as Proposed
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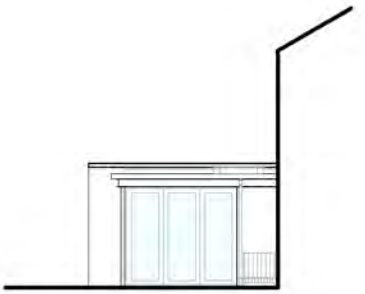

Side - North Elevation as Proposed
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First Floor Plan as Proposed
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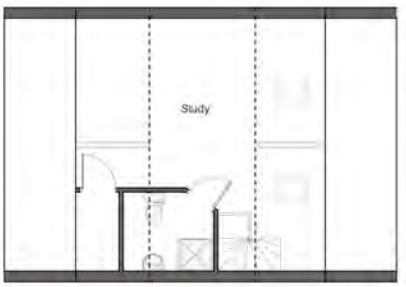

Attic Floor Plan as Proposed
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Ground Floor Plan as Proposed
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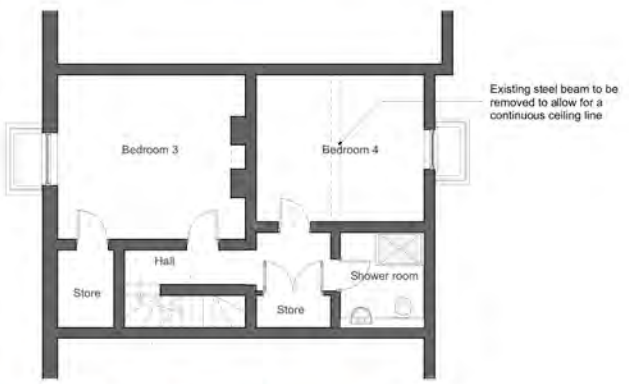

Basement Floor Plan as Proposed
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REV C 04-09-17 Scheme amended as per Design Officer sketch attached to his comments on 8th August 2017
REV B 07-07-17 Scheme amended to respond to Conservation and Design office
REV A 19-06-17 Basement and First Floor Plans Added. Notes added

CAM ARCHITECTS

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Client
Ms Michelle Nadler

Project Details
Rear Extension an Internal Alterations to Ground Floor to Residential Property

Project Address
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NORWICH, NR1 3RE

Drawing Title
Ground Floor Plan and Elevations as Proposed

Job No.	Drawing Number	
1431	1431-A-PL03	
Date	Scale	Revision
04-09-17	1:100 @A2	C
Drawn	Checked	CSD Date
EA	EA	25-05-17