

Report to Planning Applications Committee

Item

8 December 2022

Report of Head of Planning & Regulatory Services

Subject Application no 21/01694/MA St Peters Methodist Church,
Park Lane

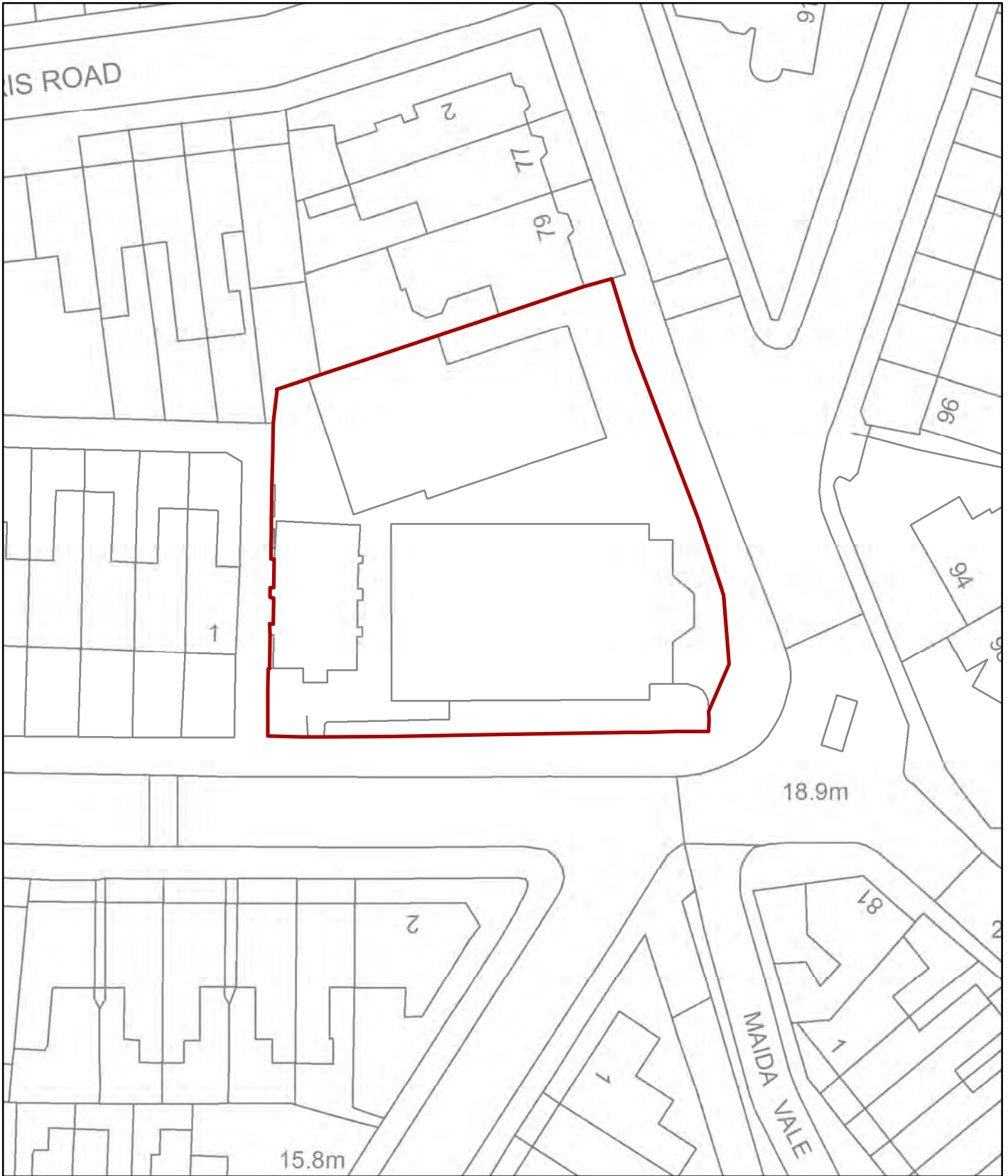
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Reason for referral Objections

Ward	Nelson
Case officer	Maria Hammond - mariahammond@norwich.gov.uk
Applicant	IBC - St Peter's Development Ltd

Development proposal		
Amendments to approved plans of previous permission 18/00962/F.		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1	Principle of amending the approved development
2	Design
3	Heritage
4	Amenity
Expiry date	14 December 2022
Recommendation	Approve

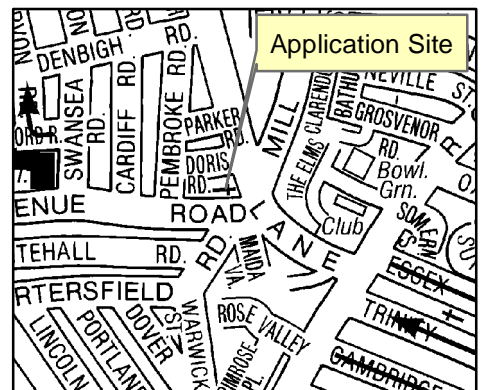


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Planning Application No 21/01694/MA
 Site Address St Peters Methodist Church,
 Park Lane
 Scale 1:500



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The application concerns the former St Peters Methodist Church, a prominent and locally listed building within the Heigham Grove Conservation Area. The site also contains the former church hall and Boys Brigade buildings and occupies 0.15 hectares at the junction of Park Lane and Avenue Road.
2. In 2019 planning permission was granted to convert this group of three buildings into 20 dwellings (reference 18/00962/F).
3. The three buildings are distinct from each other with the main church building being a characteristic 1930s building of monumental scale which forms a landmark at the road junction. The adjacent church hall fronting Park Lane was the original church on the site built to Edward Boardman designs in 1894 then refaced with modern buff brick in the 1960s and extended to join it to the church. The single storey Boys Brigade building fronting Avenue Road was also built to Boardman designs in the early twentieth century.
4. The approved development included removing extensions that attached the buildings, altering existing and creating new window and door openings, providing roof terraces to the church and Boys Brigade and providing parking and amenity spaces. The church hall was to have the most significant changes, with an extension over an existing flat roof at the rear and removal of the 1960s façade and addition of a new porch on the front elevation.
5. The surrounding area is characterised by Victorian terraces and houses. The Conservation Area Appraisal identifies the church as a significant local landmark and the position of this group of buildings at the junctions of Park Lane, Avenue Road, Mill Hill Road, Maida Vale and Portersfield Road with levels dropping towards the site from Unthank Road and The Avenues results in positive views towards this prominent site from many aspects.

Constraints

6. St Peters Church is described in the local list as: “1939. Buff brick with brown brick detail to windows. Designed by local architect Cecil Yelf in a simple but monumental style. Importance: Important community and landmark corner building in a style evocative of its time”.
7. The site is in sub-area H of the Heigham Grove Conservation Area.
8. It is in a critical drainage catchment and parts of the site and surrounding area are at risk of surface water flooding in the 0.1%, 1% and 3.3% events.

Relevant planning history

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

Ref	Proposal	Decision	Date
15/01928/F	Demolition of modern extensions and conversion to provide 20 residential units (class C3).	REF	21/07/2017
18/00503/O	Outline application including matters of access, for demolition of all buildings on site, erection of up to 10 dwellings, formation of new access road from Avenue Road with associated external works.	REF	10/08/2018
18/00504/O	Outline application including matters of access, for demolition of the Church Hall, Welcome Room and Boys Brigade, conversion of main church and erection of new dwelling(s) with associated external works.	REF	10/08/2018
18/00962/F	Change of use from D1 (place of worship) to C3 (dwelling houses). Demolition of modern extensions, removal of two trees, and general redevelopment of site to provide 20 new residential units and associated landscaping and parking.	APPR	23/09/2019
19/01498/D	Details of Condition 3: phasing plan; Condition 5: construction method statement; Condition 6: photographic record of all buildings and Condition 8: demolition method statement of previous permission 18/00962/F.	APPR	17/12/2019
20/00709/NM A	Amendment to planning permission 18/00962/F to amend the wording of Condition 12 to enable discharge of the condition on a per-building phased basis.	APPR	14/07/2020
20/00911/D	Details of Condition 7: surface water drainage; Condition 9: structural survey and method statement and Condition 10: materials of previous permission 18/00962/F.	APPR	28/05/2021
20/01109/D	Details Condition 12: Energy statement of previous permission 18/00962/F (phase 2 only).	APPR	28/05/2021
20/01176/NM	Amendment to previous permission 18/00962/F to incorporate revisions to:	APPR	28/05/2021

Ref	Proposal	Decision	Date
A	rooflights and change from double to single door		
20/01554/D	Details of Condition 10(l): window details of previous permission 18/00962/F (phase 2 only).	APPR	27/05/2021

The proposal

10. The approved development of 20 dwellings (18/00962/F) has commenced and conversion of the Boys Brigade building to a single detached two bedroom dwelling is largely complete. The 1930s church is being converted into eight dwellings over four floors ranging from one bed flats to four bedroom townhouses and this is nearing completion. The final phase of development is conversion of the former church hall to 11 units over four floors from one bed flats to three bed townhouses. Work is advancing on this building and a rear extension is complete. External works around the Boys Brigade and some tree planting and hard landscaping along the southern side of the church have also been completed.
11. The application proposes amendments to the design of the approved scheme. There are no proposed changes to the number or size of dwellings, only their external appearance. The submission is supported by details of materials, reinstatement of the church hall facade, landscape, bat mitigation, renewable energy, cycle and refuse storage and heritage interpretation to satisfy the requirements of conditions of the existing permission.
12. The proposed design amendments consist of:

Boys Brigade:

- (a) Alteration to junction between rear terrace balustrade and roofline to take account of raised floor level and maintain 1.7m height.
- (b) Approved solar panels moved to lower section of roof.

Church (units C1-8):

South elevation

- (a) Retention of stained glass in situ instead of moving this to new openings in the west and north elevations.
- (b) Insertion of new door opening between these stained glass windows to access approved terrace.
- (c) Omission of second floor terrace on existing flat roof and retention of window openings as existing, instead of altering to doors.
- (d) Addition of steps from approved upper ground floor door to amenity space.

North elevation

- (a) Omission of raised parapet wall to north elevation terrace beneath glazed balustrade. Access through floor instead of altering existing second floor window openings to doors.
- (b) Omission of first floor window to staircase.
- (c) New window that would have taken stained glass relocated from south has been reduced to a smaller second floor opening.
- (d) Removal of chimney.
- (e) Application of brick slips over damaged original brickwork.

East elevation

- (a) No specific amendments, other than those associated with above changes to side elevations.

West elevation

- (a) Omission of new window opening that would have taken stained glass relocated from south elevation.
- (b) Omission of one new window to first floor living room.
- (c) Rearrangement of ground floor door and window openings.

Church hall (units CH1-CH11):

North elevation

- (a) Omission of rooflights over voids to first floor and reduction in size of rooflights to second floor.
- (b) Revision to design of new windows within existing openings, including opening up original rounded heads.
- (c) Increase of ridge height to approved extension by 0.9 metres, eaves lowered by 0.3 metres.
- (d) Addition of deep reveals around first floor windows in extension and increased size of second floor rooflights with addition of obscure glazing to them.

South elevation

- (a) Increase of ridge height to approved extension by 0.9 metres, eaves raised by 0.4 metres.
- (b) Concentration of solar panels across original roof slope and none on extension.

- (c) Increased size of rooflights in extension, reduction in second floor rooflights to original building and omission of all but one rooflights to first floor.
- (d) Minor alterations to the size and proportions of windows in extension and door opening to original building.
- (e) Revision to design of new windows within existing openings, including opening up original rounded heads.
- (f) Application of brick slips over damaged original brickwork.

East elevation

- (a) A condition of the existing permission requires agreement of a scheme for the repair and reinstatement of this elevation following demolition of the twentieth century façade and extensions. It was not known how much of the original chapel façade remained or what condition it might be in. Demolition has uncovered the original large stone tracery window and a small round light above this. Two windows to the sides had been removed and infilled and much of the original brickwork had been damaged.
- (b) This application proposes: glazing the stone tracery within timber frames, infilling the round window with render, creating two new windows to each side with rounded heads in the positions of the two original windows, rebuilding the corners and reinstating a coping to the verge. The brickwork is proposed to be faced with new brick slips (thin slices of brick faces) tinted to appear aged. A new zinc clad porch that was included in the approval is retained in the proposal.
- (c) The proposed new windows are at first floor level only and ground floor windows on each side of this elevation have been omitted.

West elevation

- (a) Increase of ridge height to approved extension by 0.9 metres, eaves lowered by 0.3 metres to north and raised 0.4 metres to south. The approval had flat areas at eaves level either side of the gable end, the proposal removes this on the northern side and the eaves heights are asymmetrical.
- (b) Minor alterations to the size and proportions of upper level windows.
- (c) Omission of obscure glazing to lower sections of first floor windows.
- (d) Deep reveals added to all upper floor windows.
- (e) Application of brick slips at lower level over damaged original brickwork.

13. Implementation of the approved scheme began in early 2020 and is nearing completion. This application was first submitted in November 2021 and whilst negotiations have taken place, many of the proposals in this application have been completed on site. The applicant is aware that works which have been completed that are not in accordance with the existing approval are unauthorised. This application seeks to regularise the situation.

Representations

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

Issues raised	Response
Roof (church hall extension) is massive and horrendous	See main issue 2 below
Severe overlooking – obscure glazing will not work	See main issue 4 below
Overshadow gardens	See main issue 4 below
Previously uninterrupted light to house and garden	See main issue 4 below
Intrusive	See main issue 4 below
Higher ridge than approved/roof appears too high	The application proposes retaining the extension to the church hall as built which is higher than previously approved as considered in main issues 2 and 4 below.
Too modern in conservation area and looks very out of place with red brick terraces	The overall design of the scheme, including the extension to the church hall, remains as previously approved. The amendments to be considered are as set out in paragraph 12 above.
Few car parking spaces and no electric charging bays is an oversight	This application does not propose any amendments to the approved car parking arrangements.
Concerns about the impact of ongoing construction works: noise, mess and parking	The applicant has been informed of these concerns and reminded of the requirement to comply with the approved construction method statement.

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.

Design and conservation

16. The document for the front elevation of the church hall represents a compromise between conserving the non-designated heritage asset in the Heigham Grove Conservation Area and the planning consideration of bringing the building into residential use. Agreement has been reached on the following points after careful discussion:
- (a) The staining of the large mortar joints on the front elevation will calm the incongruous colour and size difference between brick and mortar and better integrate the newly faced building into the surrounding area.

- (b) The boarding of the upper window (with the stone tracery retained), this change can be easily reversed if a glazed stone rose tracery was to form part of the east elevation at a later date.
- (c) Coping details for the parapet to match existing.
- (d) Buttress details at the corners of the church hall.
- (e) A compromised arrangement for the fenestration of the side window openings.

17. The Boardman designed c19 church hall building is most notable for its large gothic tracery window on the east elevation which was unveiled during construction works. NCC planning and conservation has prioritised this feature in discussions with the site developer as it makes a positive contribution to the character and appearance of the Heigham Grove conservation area. The window will be entirely glazed within the stone tracery up to the trefoil heads, whilst the central section will be frosted this will obscure the wall plate behind from the street. Glazing all sections of the window will enable the window to be read as a whole feature which best honours the original appearance of the window. The use of timber is the best material for the window as it will accommodate natural movement and it will aesthetically look more traditional in the stone tracery compared to aluminium. Further details showing the trefoil windows, as well as the profile and colour of the timber frames will be required by planning condition.

Ecology

- 18. I'd like to see condition 4 reimposed to ensure that section 9 of the Bat Survey and Assessment is still adhered to. Importantly this includes information on how the void in the Church roof will be managed/any building works required.
- 19. The proposed 2 bat boxes and details of the roof void are considered to be acceptable. Suggest that the previous condition 4 could be altered to include the recently submitted information regarding the bat boxes.

Assessment of planning considerations

Relevant development plan policies

- 20. **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
- 21. **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

Other material considerations

22. Relevant sections of the National Planning Policy Framework July 2021 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF4 Decision-making
- NPPF5 Delivering a sufficient supply of homes
- NPPF12 Achieving well-designed places
- NPPF16 Conserving and enhancing the historic environment

23. Supplementary Planning Documents (SPD)

- Landscape and trees SPD adopted June 2016
- Heritage interpretation adopted Dec 2015

Case Assessment

24. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Policy Framework (NPPF), the 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

25. Key policies and NPPF paragraphs – JCS4, DM12, NPPF section 5

26. The application proposes amendments to an extant permission for 20 dwellings. The principle of the development has been accepted and approved and the only matter to consider in this application is whether the amendments to that approved scheme are acceptable. This application is largely retrospective.

Main issue 2: Design

27. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 124-132.

28. The proposal consists of a series of minor amendments to the approved design for each building.

29. One of the most significant changes is the alteration to the scale and profile of the roof over the approved church hall rear extension. Rather than following the symmetrical profile of the roof over the existing building with flat sections at eaves level, the proposal creates asymmetric eaves heights and a higher ridge. The ridge height does maintain a modest step down from the existing building to differentiate it from this historic building and the distinct, contemporary design approach with a complementary material is maintained from the previous approval. As a clear distinction in ridgeline, design and materials is maintained between the historic building and extension, the asymmetric gable end and greater scale and mass of the extension are not inappropriate.

30. The proposed east elevation of the church hall would also appear different to the approved drawing, however this is not an amendment to the scheme as such because a condition of the existing permission requires agreement of a scheme for repair and reinstatement of this façade following demolition of the 1960s façade and that demolition needed to take place to reveal what, if anything, survived of the original Boardman design.
31. The discovery that the gothic stone tracery window and round opening above this have survived is very much welcomed. It is disappointing, but not entirely unexpected, that the rest of the original façade was removed or damaged when the 1960s façade was constructed.
32. The principal feature of this elevation, and the building as a whole, is the tracery window and it is proposed to provide new glazing within timber frames set in the stonework with smaller openings infilled with render. Small surviving remnants of stained glass have been removed and are proposed to be displayed as part of a heritage interpretation scheme. Internally, a wall divide between two units crosses the centre of this window so the central section of glazing is proposed to be obscured to conceal this from external views.
33. This proposal would retain the original historic opening as a largely glazed window with the intricate shapes of the stonework still being the most significant features. Initial proposals submitted would not have retained as much of the original character of the opening and this negotiated solution is considered sympathetic and to retain this original window as a significant historic feature on an otherwise much-altered elevation. Subject to agreeing the detailed design of the timber frames, this aspect of the proposal is acceptable.
34. It is regrettable the round window above this is not proposed to be glazed and has been infilled with render, but this is said to be necessary for fire safety. The stone rose tracery is still exposed and this is a reversible alteration which could still allow for the tracery to be glazed in future.
35. The two new windows each side of the tracery window largely follow the shape of original openings that had been infilled and that sensitivity is welcomed. The windows within these openings would have aluminium frames and be formed of a large top-hung opening light with a transom (horizontal crossbar) separating it from a semi-circular fixed light above. This frame would contrast with the painted timber proposed in the main window and the arrangement within the opening detracts from the shape of the historic opening. A more sensitive solution has been sought but the applicant wishes for the proposal to be determined as submitted.
36. Brick slips have been applied across the elevation to provide a consistent finish over the damaged original brickwork. These brick slips have a rougher, softer texture and deeper joints with brighter coloured mortar than the retained original bricks visible on each side elevation and they have been tinted to appear aged. There is therefore some incongruity between this façade and the return elevations which is of some detriment to the character of the building. To mitigate the appearance of the thick mortar joints, it is proposed to tint the mortar to a more muted colour and this would improve the appearance of the elevation to some extent.

37. It is regrettable that the work to this façade has been carried out prior to an acceptable solution being negotiated or submitted for consideration and that a more sensitive design for the side windows has not been agreed on. However, the treatment of junctions between the new slips and window openings and the coping to the verge has been sensitively executed and tinting the mortar in accordance with a sample seen on site will help blend the brickwork in. Also, the original appearance of this elevation was lost in the 1960s and the later façade was not just harmful to the appearance of this building, but also to the wider Conservation Area. The proposed solution showcases the stone tracery window and restores the historic character of this Boardman chapel, albeit with some compromises. It can be considered the latest of a series of alterations to this building over its lifetime, an impression which is reinforced by the contemporary design of the approved porch to the front.
38. Like the small windows either side of the main window on the east elevation, new aluminium window frames with multiple transoms and mullions, and also solid panels concealing a floor division, are proposed within original openings on the north and south side elevations. The approved drawings showed these openings to have square heads, however the original rounded heads have been revealed and the new windows would follow this shape.
39. The frames proposed are relatively bulky around the opening parts and amendments to the frames themselves and design of the openings to minimise the impact of this bulk have been sought but the applicant wishes to retain the proposal as submitted. This is regrettable but it is only the windows on the southern side which would be visible from public aspects outside the site and these would be seen in the context of the contemporary design and materials of the rear extension and porch and modern interventions to the roof (rooflights and solar panels). This context and the opening up of the original rounded heads mitigates the harm to the historic character to some extent.
40. The approved scheme proposed to conserve the most visible aspect of this historic building by setting the solar panels and rooflights back from the principal (east) elevation. It is now proposed to extend them across the length of the roof slope and as they are in even rows, this neat arrangement does not detract from the principal elevation.
41. On the church, one significant change from the approved design is on the south elevation where a flat roof would be retained as existing, rather than altered to a roof terrace. This would retain the historic character of this part of the building which is welcomed in design and heritage terms. On the north side an approved terrace would still be provided, but the parapet wall around this would not be raised in order to keep it symmetrical with the now unaltered south side. Above the original parapet the submitted drawing shows an obscure glazed balustrade but on site the installed glazing is clear. The amenity impacts are considered below but in design terms clear glazing has the advantage of maintaining views through to the original building and the disadvantage of users and domestic paraphernalia on the terrace being visible. Either option for clear or obscured glazing would not be unacceptable. On each side of the building, original window openings would be retained instead of altered to door openings to access the terraces. On balance, the alterations to the terrace proposals are acceptable in design terms.

42. On the south elevation, stained glass would be retained in its original position, rather than moved to new openings elsewhere. As well as retaining this original feature as it was intended, it remains in a more visible part of the building where it can be appreciated by the public and the risk of damage during relocation is removed. This amendment is therefore considered a significant improvement and benefit of the proposal. A new door has been set between the stained glass openings to access an approved terrace and this does not have any unacceptable impact on the appearance of the stained glass and is largely screened by a balustrade around the terrace in views from ground level.
43. A chimney has been removed from the rear of the church and this has no significant effect on the overall appearance of the building.
44. The only amendments proposed to the Boys Brigade building in this application are a minor alteration to the junction between the balustrade and roof at the rear and the position of approved solar panels. Both have negligible impact on the approved design for this building.
45. A condition of the existing permission requires agreement of all materials, including items like flues and extracts, before their first use on site. The materials for the Boys Brigade and some other items have previously been formally agreed (20/00911/D and 20/01554/D) and the current application seeks approval of all others.
46. The same grey aluminium window frames are proposed across the church and church hall. These have already been installed throughout the church and, as noted above in relation to the church hall, have a bulky profile around the opening lights which is not sympathetic to the locally listed building and detracts from the character of the original openings. This has the biggest impact on the north elevation where there are floor divides that cross original openings and a solid panel of the same colour has been set in the frame to obscure the construction behind. The applicant has sought to demonstrate they are the slimmest available profile frames but it is regrettable a simpler arrangement with flush openings could not be proposed. Given that the leaded glass to the east elevation and stained glass to the south elevation is retained in situ and that these are two of the biggest window openings which give the building its ecclesiastical character, the overall harm to the building resulting from the new frames to other windows is mitigated to some extent.
47. On the roofs existing/like-for-like matching slates have been used, where new/replacement bricks are proposed they are an adequate match to existing and rooflights are conservation style. These materials are all appropriate.
48. A muted standing seam zinc is proposed over the walls and roof of the rear extension to the church hall and new porch. This is in accordance with what was indicated in the approval and the material has a sleek appearance with muted finish that is considered appropriate. A design for metal fretwork on the porch has been submitted which references the church organ and this historic inspiration is welcomed. The open design would, however, allow some views through to cycle storage behind each screen.
49. Across the church and church hall walls and roof slopes there are multiple extracts and vents to serve the various units. Individually these are acceptable in

appearance but given the number and positioning of them, they add clutter to each building which detracts from the character and appearance.

50. A scheme of hard and soft landscaping has been submitted. This includes nine ornamental pear trees around the southern and eastern sides of the church, replacing two trees removed as part of the approved scheme. A narrow space along the southern side of the church is proposed to have lawn set behind a privet hedge supplemented with other planting. The greening of this boundary is welcomed, however it is noted that the areas of lawn are small and have constrained access so could prove difficult to maintain. The applicant is aware of this and wishes to retain them in the proposal. Other planting across the site consists of evergreen species suited to dry, shady conditions in timber planters.
51. The hard surface materials are an appropriate quality and provide permeability in accordance with a previously approved surface water drainage strategy. Boundary treatments are either like-for-like replacements or sympathetic new additions. The hard and soft landscaping is therefore considered to complement the development and full implementation and subsequent maintenance, including replacement of one tree that has already died, should be secured by condition.
52. In summary, the application proposes amendments to the approved design for conversion of these three buildings. NPPF paragraph 135 advises “Local planning authorities should seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme”.
53. Some aspects of the proposal, such as the completed brickwork to the east elevation of the church hall and the aluminium windows proposed to the church and church hall, are considered to compromise the quality of the scheme to some extent. The amendments also include benefits over the approved scheme, such as retention of the stained glass in situ and not altering the flat roof to provide a terrace on the south side of the church. No amendment or submitted detail is individually considered to be unacceptable in design terms and the cumulative effect on the approved design does not significantly diminish the quality of the development and would be considered acceptable if submitted as a new, rather than amended, scheme. The proposal is therefore acceptable with regards Policy DM3.

Main issue 3: Heritage

54. Key policies and NPPF paragraphs – JCS2, DM9, NPPF paragraphs 184-202.
55. Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 place a statutory duty on the local authority to have special regard to the desirability of preserving statutorily listed buildings or their setting or any features of special architectural or historic interest which they possess and to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas. Case law (specifically *Barnwell Manor Wind Energy Ltd v East Northamptonshire DC* [2014]) has held that this means that considerable importance and weight must be given to the desirability of preserving the setting of listed buildings and conservation areas when carrying out the balancing exercise.
56. The main church building is locally (not statutorily) listed and the whole site occupies a very prominent position in the Heigham Grove Conservation Area. The

south and east aspects are the most visible and make the greatest contribution to the character of the Conservation Area.

57. The proposal retains more of the historic and ecclesiastical character of the church than the approved scheme by keeping the stained glass in situ and not altering the flat roof and second floor windows to create a terrace on the south elevation. The discovery of the stone tracery window on the church hall east elevation and proposal to restore and re-glaze this reinstates some of the historic character to this prominent elevation which is a significant benefit to the building itself, the development as a whole and the wider Conservation Area.
58. A scheme for heritage interpretation has been submitted which includes displays of various artefacts from the site in communal areas within the development and provides two plaques detailing the history of the site for the public on the south and east boundaries is proposed. This would conserve the artefacts in situ and allow them to be appreciated by occupiers and visitors to the development, whilst also providing interpretation of the site's history for the general public.
59. The approved scheme was considered to result in public benefits (provision of 20 dwellings, restoration and preservation of historic features and artefacts) which outweighed less than substantial harm to the locally listed building and Conservation Area. The amendments proposed retain all the benefits of the scheme. It is regrettable that less harmful solutions for the brickwork to the east elevation of the church hall and the aluminium windows proposed to the church and church hall have not been secured, however in the context of the whole scheme these are not considered to increase the degree of harm significantly and it remains 'less than substantial'. As the public benefits of the development continue to outweigh the harm to heritage assets, the amended scheme is acceptable in heritage terms in accordance with Policy DM9 and paragraph 202 of the NPPF.

Main issue 4: Amenity

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

Future occupiers of the development

61. The approved design for the church made use of existing flat roofs along each side to provide second floor roof terraces to five dwellings accessed via existing window openings altered to door openings. Subsequent structural investigations found this would not be feasible, especially on the southern side, so the revised proposal is to omit this terrace but retain one on the northern side. Due to constraints providing access via the approved doors, it would be accessed by stairs up through the floor below.
62. This results in the loss of any dedicated amenity space to one dwelling (C2), the reduction from two to one roof terraces to one unit which spans the width of the building (C5) and the loss of a roof terrace to one dwelling (C7) which also has an amenity space at ground level along the Avenue Road boundary.
63. The structural explanation as to why all the terraces cannot be provided is considered reasonable but this aspect of the proposal does compromise the external amenity to these three units and puts additional pressure on use of the communal spaces around the building which provide the only external space for all

but two of the other dwellings. In addition, a space along the southern side of the church outside C2 and C5 is proposed to be sub-divided, rather than having communal access, thus reducing the space available to others. The space would be enclosed by planters which are said to be movable allowing flexibility to open up the space if desired, but their scale and design means they are unlikely to be moved. These amendments would reduce the standard of external amenity for all occupiers of the development but not to an extent which is considered unacceptable in the context of this conversion scheme that is reasonably well-located to public green spaces.

64. On the north side of the church, the approved terrace has been constructed with a clear balustrade, rather than the obscured glass shown on the submitted drawing, and the parapet wall at the base has not been raised as previously approved. The only overlooking from this terrace would be to the central communal space and units in the church hall. Having assessed it on site, it has satisfactorily been demonstrated that there would be no direct or unacceptable overlooking in the church hall so the clear glass and omission of raised parapet is acceptable in amenity terms.
65. Omission and alteration to windows on the church largely relate to a stairwell so there would be no impact on habitable spaces. One living room would lose a window but retain adequate light and outlook from another.
66. At the front of the church hall there are two no. three bedroom dwellings over three floors. The ground floor living rooms to each dwelling were to have one window in the front elevation facing Park Lane and two windows on the side elevation. The application proposes omitting the front elevation window so each living room would only have the two side windows. On the northern side (CH7), one of these faces the gable end of the neighbouring dwelling 3 metres away and the second is proposed to be obscured glazed to protect the privacy of neighbours. Both windows are in original openings and the cills are at high level above the floor. Each living room would therefore only have a limited outlook at this high level and in the northern unit this would only look out to a brick wall and receive limited light due to the orientation. The applicant has advised they have met the Building Regulation requirement.
67. Other amendments to these units include the omission of approved rooflights over a void to the first floor and a reduction in the size of rooflights to the second floor bedroom. As a whole, the northern dwelling (CH7) would have very limited natural light and outlook to the living room, one first floor bedroom with one large obscure glazed window only (to mitigate overlooking to the neighbour) and one second floor bedroom with only a small rooflight. Across the dwelling as a whole, there would therefore be limited outlook and constrained natural light. The southern unit (CH8) enjoys a more open aspect, less obscure glazing and more opportunity for natural light.
68. Living rooms to two further units in this building would also lose rooflights. Again, on the southern side this is less problematic, but results in the northern unit (CH10) only having two obscure glazed windows, so would not enjoy any outlook and limited natural light. The second floor bedrooms to each unit would have small rooflights only.

69. The first floor windows are larger than approved due to opening up the original rounded heads, so they would provide some additional light to mitigate the loss of the rooflights in the affected rooms.
70. It is considered there would be a reduction in the standard of amenity and living conditions to these units in the church hall when compared to the approved scheme. However, when reviewing this proposal on its own merits account must be taken of the fact it is a conversion scheme which utilises historic openings, has minimised the introduction of new openings and seeks to protect the amenity of neighbouring occupiers. Future occupiers would be aware of the standard of amenity prior to occupation and, on balance, the standard of amenity to the affected units is not wholly unacceptable and does not render the scheme of 20 dwellings unacceptable as a whole.
71. In isolation and cumulatively, the amendments proposed are not considered to result in an unacceptable standard of internal or external amenity for future occupiers in accordance with Policy DM2.

Neighbouring occupiers

72. Objections have raised concerns about the extension to the church hall being intrusive and resulting in overlooking. The position of window openings in each elevation remains as approved although modest changes are proposed to their size and proportions. To mitigate unacceptable overlooking of existing occupiers west and north of the extension, the approved scheme included obscure glazing to some windows and deep reveals around other windows to minimise the extent of the view out.
73. The proposal retains obscure glazing to key windows and has added the deep reveal detail to additional windows. Two windows at first floor level on the north elevation of the extension are to have obscure glazing, deep reveals and openings on restrictors. The glazing proposed provides the highest level of obscuration available and the combination of the restricted opening and deep reveal would provide some ventilation without any view out of the window when open to the full extent (50mm). These windows are to a living room which also has a clear glazed window on the west elevation. It is therefore considered the occupiers would have sufficient light and outlook, but without any detriment to the privacy of neighbouring occupiers to the north.
74. Deep reveals are also proposed to all upper floor windows on the west elevation, in place of approved obscured glazing to lower sections of some windows. This is considered sufficient mitigation of any unacceptable overlooking or loss of privacy in this direction.
75. Since the 2018 application was approved, the nearest neighbouring property at 79 Park Lane has gained planning permission for a single storey rear extension abutting the shared boundary and replacing an existing conservatory (22/00110/F). This has not yet been implemented but the approved plans include four rooflights to a flat roof over the extension and a high level window on the side elevation facing into the St Peters site.
76. A planter over 1 metre wide would occupy the space adjacent the high level side window, providing some defensible space and privacy from residents of the church

hall whose access would be along this elevation. The windows in the church hall facing this dwelling are all proposed to be obscure glazed which would protect the neighbours from unacceptable overlooking through existing windows, the rooflights to the approved extension and the garden. It is considered necessary for these to also be on 50mm restrictors to mitigate overlooking when open.

77. As the obscure glazing and restrictors on windows are considered necessary to mitigate unacceptable overlooking, a condition to ensure this is all in place prior to occupation and retained for the lifetime of the development is required.
78. A modest change to the level of a first floor terrace at the rear of the Boys Brigade has retained an obscure glass balustrade to a height of 1.7m above floor level around it to maintain privacy for occupiers and neighbours.
79. The omission of the main roof terrace along the south elevation of the church reduces any potential for overlooking or disturbance to neighbouring residents on Avenue Road.
80. It is not therefore considered the amendments would result in any additional intrusion, overlooking or loss of privacy to neighbouring occupiers and is acceptable in accordance with Policy DM2.
81. With regards overshadowing and loss of light to neighbouring occupiers, the extension to the church hall is the only aspect to affect this and the proposal increases the ridge height by 0.9 metres from the approved design as well as altering the eaves line, increasing the mass of the roof on the northern side.
82. The 2018 application was supported by a Daylight and Sunlight Assessment which concluded the development 'has little effect on daylight levels and a small reduction of sunlight levels to the existing properties'.
83. The Assessment considered the development proposed in that application and also an alternative option with a vertical wall extension (rather than sloped roof) over a stairwell on the north elevation and an extension at the rear with a ridge height 0.9 metres higher than that proposal. The Assessment considered the impacts of the two options and found both would allow sufficient skylight to reach windows to neighbouring dwellings and that neither option would cause any neighbouring window to fail all three Building Research Establishment (BRE) measures of the amount of sunlight received. It was, however, noted that the reduced height extension option (the approved development) would affect fewer windows and 'makes a significant reduction on the impact to loss of sunlight'.
84. When considering overshadowing to gardens, the Assessment found minor overshadowing to the garden of 79 Park Lane with both options, but that the lower extension would reduce it. Overall, it was considered that the lower option (the approved development) would mitigate the impacts on daylight, sunlight and overshadowing but that neither option was unacceptable with regards the BRE guidance.
85. The current application has been supported by a new assessment to supplement the previous and consider the revised scale of extension proposed in this application. It does not undertake a detailed analysis of the proposed design, but uses the original assessment's results for the higher extension option as a guide.

86. In respect of daylight, the new assessment concludes 'no neighbour will see any noticeable reduction' and in respect of sunlight 'the extra height from the current construction will make only minimal alterations to these figures and the overall high level of compliance [with BRE guidance] will remain'. With regards overshadowing, it is not expected there would be 'any discernible difference' from the higher option considered in the original assessment which found there would be minor impacts. Overall, the assessment concludes the proposal is acceptable in terms of neighbouring daylight, sunlight and overshadowing.
87. There is some confusion within the assessment as to whether it has compared the impacts of the currently proposed height with the approved height or the alternative higher option considered in the original assessment. At the time of writing this report, the applicant has not been able to resolve this. However, the ridge height of the proposed extension is considered to be sufficiently similar to the higher of the two options considered originally so the impacts would also be similar. The original assessment concluded the higher option would not result in not unacceptable impacts and it is not considered any difference between this option and the scale of the extension now proposed is significant enough to alter that conclusion.
88. It is regrettable that a higher ridge height and revised eaves design with greater mass to the roof is proposed (and has been implemented) when the approved design was noted to reduce the impacts on neighbours. However, the original assessment found the higher option to not cause impacts on daylight, sunlight and overshadowing which would be unacceptable or not in compliance with BRE guidance. Whilst it is acknowledged the proposal will have a greater impact than that previously approved, it is not considered to result in any unacceptable loss of light, additional overshadowing or unacceptably overbearing impact to neighbouring occupiers and is acceptable with regards Policy DM2.
89. A scheme for external lighting has been submitted which would not cause any unacceptable light nuisance to neighbouring properties and would adequately illuminate the site for occupiers. It has also been amended to concentrate light downwards in the interests of minimising light spill and protecting bats.
90. Overall, the proposals, individually and cumulatively, are not considered to result in unacceptable impacts to neighbouring occupiers in accordance with Policy DM2.

Compliance with other relevant development plan policies

91. 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
Refuse storage/servicing	DM31	The submitted details demonstrate sufficient storage would be provided in appropriately designed stores. Large communal bins would be the responsibility of a contractor appointed by the management company and two dwellings would have individual stores and be responsible for moving to the highway edge for collection. Provision and retention of the stores and compliance with the collection responsibilities should be secured by condition.
Energy efficiency	JCS1, JCS3 & DM3	Details of solar panels to the Boys Brigade have previously been approved and installed. Panels are now also proposed for the church and church hall south facing roof slopes to provide 11.1% of these buildings energy requirements in accordance with Policy JCS3. Retention of the panels should be secured by condition.
Water efficiency	JCS1 & JCS3	Yes, subject to condition
Sustainable urban drainage	DM3 & DM5	Minor revisions have been made to paving in a previously approved attenuated surface water drainage scheme and it has been confirmed the revised scheme complies with the same requirements to satisfactorily manage run-off and flood risk. Implementation and future maintenance should be secured by condition.
Biodiversity	DM6	In accordance with the findings of a survey provided with the 2018 application and corresponding condition, an accessible area of loft space for bats has been retained in the church and two external boxes are proposed in appropriate positions. The soft landscaping also provides biodiversity interest. A condition securing provision and retention of bat features is necessary, as is one to secure implementation and future management of landscaping.

Nutrient Neutrality

92. As this application concerns an extant permission and does not alter or increase the number of units and there is a reasonable likelihood that the extant development would be completed, there would be no likely significant effect on the Broads SAC and River Wensum SAC. There is no need for a Habitats Regulation Assessment since likely significant effects on protected sites have been screened out.

Equalities and diversity issues

93. There are no equality or diversity issues.

S106 Obligations

94. The existing permission was subject to a section 106 agreement requiring payment of an off-site contribution for affordable housing. This was paid on commencement of the development and there are no outstanding obligations.

Local finance considerations

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

Conclusion

96. The application proposes amendments to an approved scheme to convert three historic buildings into 20 new dwellings.

97. Individually, some of these amendments do compromise the design, conservation of heritage assets and amenity of future and neighbouring occupiers when compared to the approved scheme and/or details which could have been agreed by condition. However, there are also some improvements and benefits and none of the adverse impacts are so significant as to be unacceptable individually or to diminish the quality and amenity of the scheme as a whole to an extent which is not acceptable. If this were a new application considered afresh, rather than amendments to an extant scheme, it would be considered acceptable on its own merits.

98. Conditions are necessary to secure agreement of the detailed design of window frames to the significant historic church hall window and completion of the tinting to the mortar to improve the overall appearance of this restored façade. It is also vital that a condition secures the provision of obscure glazing and restrictors to windows which could otherwise cause an unacceptable loss of privacy to neighbouring occupiers. Other conditions should secure compliance with the submitted details and subsequent retention and maintenance as appropriate.

99. Subject to these conditions, the proposal represents an acceptable scheme for the conversion of three historic buildings to residential use that will conserve heritage assets and local character, provide future occupiers with an acceptable standard of amenity and not cause any unacceptable harm to the amenity of neighbouring occupiers.

100. 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 21/01694/MA St Peters Methodist Church, Park Lane and grant planning permission subject to the following conditions:

1. In accordance with plans;
2. In accordance with previously approved phasing plan;
3. Construction in accordance with approved method statement;
4. Detailed drawings and details of colour and finish of timber window frames to church hall east elevation to be agreed prior to use on site;
5. Mortar on church hall east elevation to be tinted as agreed prior to first occupation;
6. Bat loft to be implemented in accordance with section 9 of the Bat Survey and Assessment and bat boxes to be installed prior to first occupation of church and thereafter retained;
7. Surface water drainage scheme to be implemented and thereafter maintained as agreed;
8. Hard and soft landscaping scheme to be implemented prior to first occupation of each phase and thereafter maintained;
9. Solar panels to be made operational prior to first occupation of each phase and thereafter retained;
10. Heritage interpretation scheme to be implemented prior to occupation of each phase and thereafter maintained;
11. Obscure glazing and restrictors on windows to be implemented prior to first occupation and thereafter retained;
12. Noise attenuation to units C2, C5, C7, C8, CH7 and CH8;
13. Water efficiency;
14. Refuse and cycle storage provided prior to first occupation of each phase;
15. Refuse storage and collection to be managed as proposed.