

Report to Planning applications committee

Item

8 August 2019

Report of Head of planning services

Subject Application no 19/00383/F - 28 Cotman Road Norwich
NR1 4AF

**Reason
for referral** Objections

4(d)

Ward:	Thorpe Hamlet
Case officer	Jacob Revell - jacobrevell@norwich.gov.uk

Development proposal		
Demolition of existing utility room and attached enclosure and construction of single storey front, rear and side extensions.		
Representations		
Object	Comment	Support
7	0	1

Main issues	Key considerations
1	Amenity impact
2	Impact on conservation area and design
3	Impact on trees
Expiry date	19 July 2019
Recommendation	Approve with conditions.



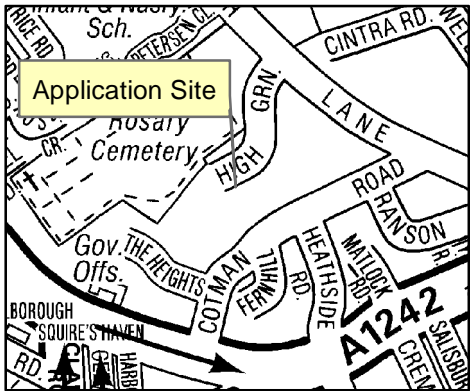
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Planning Application No 19/00383/F
 Site Address 28 Cotman Road

Scale 1:1,000



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The site is located on Cotman Road, a quiet residential street within the Thorpe Ridge conservation area. The site is accessed by the road that leads to The Heights, north of Cotman Road. Typical of the topography of the area, the property is located at a higher level than the Cotman Road highway, due to the steep gradient of the land. As a result, the property is located behind and above nos. 32 and 34 Cotman Road. Number 34 Cotman Road is locally listed. Directly behind and above the property are nos.13 and 14 High Green. 36c Cotman Road is located to the northeast of the property.
2. The property itself is a moderately sized detached dwelling. The property was likely constructed in the early-mid 20th century and references the 'arts & crafts' style of architecture. The property is symmetrical, featuring a front facing gable and a pantile roof. There is an existing single storey flat roof extension on the north east elevation of the property. The materials are a mixture of red brick below and white render at a higher level, with external wooden beam detailing in a 'mock Tudor' style.

Constraints

3. Conservation areas (Policy DM9 - Thorpe Ridge Conservation Area)

Relevant planning history

4.

Ref	Proposal	Decision	Date
13/00361/TCA	T1 Beech: Crown thin by 20% and reduction by up to 2.5m	NTPOS	01/04/2013
16/00233/TCA	Beech (T1): Reduce crown by 2m. Chestnut (T2 &T3): Reduce lateral branches by 3m and height by 2m.	NTPOS	25/02/2016
18/00899/TCA	T1-T6: Limes - Re-pollard to previous points.	NTPOS	18/07/2018

The proposal

5. It should be noted that this is the second revision of this proposal. The proposal differs from the original in having an altered roof form, height and reduced overall footprint.
6. It is also worth noting that whilst the application states that this side extension is single storey, in reality it is more like one and half stories, owing its increased height to the mezzanine space in the roof. This point has been raised in a number of

objections. Whilst not as imposing as a true two-storey building, the extension is larger than a true single storey extension.

7. The proposal is for the removal of an existing structure to the side of the main dwellinghouse. The current structure is single storey, flat roofed, and in use as a utility/boot room: it is 2.4m tall and extends 6.2m from the wall of the dwellinghouse, with a width of 4.6m. The existing structure is partially recessed at the front by 1.2m x 3.3m. The attached enclosure to the east of the property is also proposed to be removed. The shed is 1.9m x 4.2m, and sits lengthways along the boundary wall.
8. The newly proposed extension on the east elevation is larger than the existing structure, extending approximately 11m out from the side of the original dwellinghouse. The extension is approximately 7.7m across at the side elevation. The proposed extension can be divided into two elements: a single storey corridor and a larger living space with an asymmetrical pitched roof. At the eaves to the rear, the taller element of the extension would be approximately 2.4m. The structure will have an asymmetrical roof that will slope away from the rear of the property, reaching a highest point at 5.6m, approx. 5.4m away from the rear elevation. The roof then slopes downwards over 2.3m, reaching an eaves height of 3.6m to the front elevation of the extension. The structure features glazed panels on the south facing (front) roof slope as well as large glass panels on the ground floor to the side and to the front. The remainder of the roof to the south and to the rear would be zinc with the walls to the rear and the remainder of the sides and front being clad in timber.
9. This larger element to the side extension only accounts for 5m of the total length of the extension outwards from the dwellinghouse. The remainder is made up by a single storey glazed corridor that infills the space between the dwellinghouse and the mezzanine. This structure is around 3.6m tall and stretches back to the retaining wall of the property.
10. The application further proposes the installation of a canopy/corridor to the rear of the property along the retaining wall and the construction of a new porch on the west elevation of the property. Both of these elements are considered acceptable and have not formed the basis of any representations.

Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 8 letters of representation have been received. 1 in support and 7 in objection, citing the issues as summarised in the table below. Representations are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Amenity impact <ul style="list-style-type: none">• Impact on view from neighbouring gardens• Overlooking• Blocking light• Shading	See main issue 1.

Issues raised	Response
Impact on conservation area and design <ul style="list-style-type: none"> • Precedent for tall buildings and disjointed skyline. • Overly dominant. • Impact on 'ambience' of area. • Out of scale for area. • Impact on skyline. • Out of character with host dwelling. • Disjointed nature of design. 	See main issue 2.
Impact on trees <ul style="list-style-type: none"> • Impact on mature beech 	See main issue 3.
Impact on retaining wall	See Other Matters.

Consultation responses

10. 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.

12. Consultee: NCC - Ecology

Comments: The proposed demolition of the utility room and boot room does not raise significant concerns in terms of the impact upon biodiversity. Given that the building is in use and has a flat roof it is considered to have a low potential as a bat roost.

It is positive to note that the D&A states that the development would include the erection of a bat box, bird boxes (to include swift nest sites), a sedum roof and additional hedging.

I would however ask that the following is attached to any decision;

BI3 Bird Nesting Season
BI4 Small mammal access

IN9 Site Clearance and Wildlife

13. Consultee: NCC – Tree Officer

Comments: The success of this proposal will only be realised if the recommendations contained within the AIA are fully implemented. The loss of trees, and their subsequent replacement is acceptable. The key consideration of this application, however, is the management/protection of, the cat A beech (T2). Applying the following conditions would be extremely useful in order to ensure that the beech is unharmed/successfully retained:

- TR3 Site monitoring
- TR4 Arb supervision
- TR6 Arb works to facilitate development
- TR10 No-dig
- TR12 Planting

14. Consultee: NCC – Urban Conservation and Design

Comments: This is not an application that I intend to provide conservation and design officer comments on because it does not appear on the basis of the application description to require our specialist conservation and design expertise. This should not be interpreted as a judgement about the acceptability or otherwise of the proposal.

Assessment of planning considerations

Relevant development plan policies

15. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS2 Promoting good design
16. **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
 - DM9 Safeguarding Norwich's heritage

Other material considerations

17. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
- NPPF2 Achieving sustainable development
 - NPPF12 Requiring good design
 - NPPF15 Conserving and enhancing the natural environment
 - NPPF16 Conserving and enhancing the historic environment

Case Assessment

18. 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: Amenity

19. Key policies and NPPF paragraphs – DM2, DM3, NPPF12.
20. It is especially important to consider the geography of the site when considering amenity concerns. Due to the steep gradient of the hill on which the dwellinghouse is built, the site is located below the properties to the north on High Green and above the properties to the south on Cotman Road. It is estimated that the garden of 13 High Green to the rear of the application site is 2.25m higher than the ground level on the application site. As a result, the direct amenity impact of the proposal is significantly reduced when compared to how the same proposal would impact upon a level surface.
21. The principle amenity concern is the impact that the development will have on the neighbour rear at 13 High Green, located directly to the rear of the site. These concerns can be broken down into two main issues: over-bearing and overshadowing and the impact upon, first of all, the garden and secondly the house at 13 High Green.
22. The retaining wall that separates the application site from 13 High Green is approximately 1.35m tall, with an additional 0.9m of height added by the space in which hedges grow north of the wall, resulting in a total difference in levels between the site and the garden to no. 13 of 2.25m (see above). This means that the impact of the property on the garden to the rear is largely caused by the roof of the proposed development because the rear eaves level is 2.4m.
23. From the rear eaves, the roof will slope upwards to a ridge height of 5.6m above the site level. Therefore, the height of the roof will extend 3.2m above eaves level and will slope away from the garden of no.13. The roof will reach its highest point approximately 5.4m away from the rear wall of the extension and the boundary with no. 13.

Impact upon garden at 13 High Green

24. The garden at 13 High Green is approximately 9.5m long when measured from the rear of the house on the plot. With this considered alongside the relatively gradual slope of the roof of the proposed development away from 13 High Green, it is not considered that the proposal (of which 3.35m will be visible from the rear garden) will be overbearing on the neighbouring garden or dwelling.
25. A shadowing report submitted on behalf of the residents at no. 13 states that the extension would cause full shading to the garden and patio doors of 13 High Green until after 10am during the months of November, December and January, with partial shading in October and February. The report acknowledges that there will not be an increase in shadowing as a result of the development for the remainder of the year through the summer months. It should be noted that this report was conducted (to quote the author) 'without access to specialist architectural software for calculating the casting of shade' and is based on estimates.
26. In response, the applicant has commissioned an independent shadowing/daylight report.
27. With regards to shadowing, the results of the independent report are not dissimilar to that submitted by the objector. This report indicates that the development will

cast shadow on the neighbouring dwelling during December, January and February, but that this will be limited only to the first 1 – 2 hours of daylight. For example, in January, the garden would be in shadow between the hours of 8am and 10am. The report also suggests that there will be no increase in shadowing caused by the development for the remainder of the year. The applicant's report concludes that due to the limited period per year in which this shadowing happens the impact is negligible, especially when the shadowing report is considered in conjunction with the conclusions of their daylight report.

28. With regards to the information submitted in both reports, it is concluded that the impact of the proposed development by means of overshadowing is non-material. Whilst it is acknowledged that there will be a degree of impact caused by shadowing to the garden of 13 High Green, the impact is considered acceptable due to the limited time frame in which the overshadowing would occur.

Loss of light to house at 13 High Green

29. The daylight report submitted by the applicant suggests that there will be minimal impact on the house at 13 High Green in terms of reduced daylight. However, it should be acknowledged that there is some loss of daylight to the ground floor kitchen windows during the winter months, in which the Annual Probable Sunlight Hours (APSH) will drop from 60% to 40.5%. The minimum acceptable level recommended by the Building Research Establishment (BRE) is 27%. The other windows in the property will not see a reduction in direct sunlight. The report finds that there will be no difference in Vertical Sky Component (VSC), or No-sky Line (NSL). The report concludes that 'the development will have a negligible effect on the existing properties and well within the guidance on daylight/sunlight provided by the BRE'. Again, whilst it is acknowledged that there will be some loss of light to the ground floor kitchen windows, this is loss considered to be at an acceptable level.
30. Concerns have also been raised at the loss of outlook from 13 High Green. Loss of outlook, unless it results in an oppressive and over-bearing relationship between the affected properties, is not a material consideration. For the reasons outlined above, the relationship between the proposed extension and 13 High Green is not considered to be either oppressive or over-bearing.

Impact upon other properties

31. There have been some concerns raised about overlooking to the surrounding properties. The proposed extension features a large amount of glass, including in the roof of the larger element of the proposal. The raised nature of the extension has invoked concerns about overlooking into the gardens at 32 and 34 Cotman Road, properties to the immediate south of the site. However, due to the distance between the proposed extension and these properties (approximately 9m from the boundary and 30m from the rear wall to no. 32), as well as the steep gradient of the land that separates the properties topographically, it is not considered that a harmful level of overlooking would be possible from the development. The overlooking at a ground floor level into the garden of 36c Cotman Road is not considered as an increase to the current level of overlooking from the garden.
32. Concerns have also been raised over the loss of outlook from properties at 12 and 11 High Green, to the north-east of the site. Due to the relative distance of these properties from the site, the proposal is not considered overbearing in relation to the

gardens of these properties. Further, the impact on private views from neighbouring gardens is not a material planning concern and this has consequently not been considered in assessing the impact of the development.

Main issue 2: Design and Impact on Conservation Area

33. Key policies and NPPF paragraphs – DM3, DM9, NPPF16.
34. The site is located within the Thorpe Ridge Conservation Area. When determining applications for planning permission that affect a Conservation Area, Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on the council to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area. Paragraph 193 of the NPPF states that 'great weight' should be given to preserving a heritage asset.
35. Within the Thorpe Ridge Conservation Area there is no great consistency to the styles of architecture in the area. Rather, the conservation area appraisal highlights that the area offers a good example of 'the diversity of building design and materials prevalent from the mid-19th to the late 20th centuries'. The property itself is a pleasant example of early 20th century housing, symmetrical with pantile roofing, render and red brick. There is no particular continuity between the building and its immediate neighbours – with the properties below on Cotman Road being considerably older and the properties above on High Green being considerably newer.
36. A number of objections have raised concerns that the development is not in keeping with the conservation area and would impact upon the character of the area by disrupting the skyline and setting a precedent for taller extensions in the area. These objections cite the spaciousness of the area as something to be preserved.
37. The proposed development is clearly modern in design, and so reads separately to the host dwelling. However, the reduced scale ensures that the development would be distinctly subservient to the existing dwelling. Whilst criticisms of the scheme have highlighted the spaciousness of the conservation area as something that has to be maintained, it is considered that the site is suitably large to host an extension of this scale, particularly bearing in mind that the site already accommodates domestic outbuildings and extension.
38. In terms of the additional height of development over and above what is there at the moment, it is undoubtedly taller but the development will not be visible from any public viewing points. Due to the hill on which the properties are built, the extension will not be visible from below along Cotman Road. Even when visible from private gardens, the structure is considerably smaller than the host dwelling and neighbouring properties.
39. The design of the extension is considered to be of high quality. The applicant has indicated the use of high quality materials throughout. Zinc and timber cladding are expected to age well. Exact details of these materials will be secured by condition.
40. Taking into account the preceding assessment, the proposed extension is not considered to cause harm to the conservation area and preserves its character.

Main issue 3: Impact on surrounding trees

41. Key policies and NPPF paragraphs – DM6, DM7, NPPF15
42. A number of objections have expressed concern over the potential impact of the development on the large Beech Tree to the immediate east of the development, which sits on the border to 36c Cotman Road. The applicant has responded by reducing the footprint of the proposal so that it is now approximately 1.5m away from the root spread of the Beech.
43. Norwich City Council's Tree Officer has confirmed that the tree will not be impacted by the development as long as the measures outlined in the AIA are fully implemented. Other proposed works to trees and greenery have also been confirmed as satisfactory. Conditions can be attached to ensure the works are carried out in accordance with the submitted documents.

Other matters

44. Neighbours have raised issues regarding the maintenance of the retaining wall between the application site and 13 High Green if the development is built. The agent has stated that a civil engineer will survey the retaining wall and recommend any structural changes or maintenance required at the Building Control stage of the development. However, these are civil matters to be addressed under the Party Wall etc. Act 1996 and are not material planning considerations.
45. The ecology consultation comments recommend that conditions relating to bird nesting and small mammal access are included any future consent. It is noted that bird nests are already protected by the Wildlife and Countryside Act 1981. Further, there are no boundary treatments specifically referred to in this application, so small mammal access is not considered as a necessary condition in this instance.

Equalities and diversity issues

46. There are no significant equality or diversity issues.

Local finance considerations

47. 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.
48. 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.
49. In this case local finance considerations are not considered to be material to the case.

Conclusion

50. 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.
51. The design is considered acceptable and will not have a significant impact on the character of the conservation area.
52. There is not considered to be a significant impact on neighbouring amenity by means of overshadowing, overlooking, loss of light or overbearing.
53. The proposal subsequently meets the criteria outlined within policies DM1, DM2, DM3, DM6, DM7 and DM9 of the Norwich Development Management Policies Local Plan and NPPF2, NPPF12, NPPF15 and NPPF16 of the National Planning Policy Framework.

Recommendation

To approve application no. 19/00383/F - 28 Cotman Road Norwich NR1 4AF and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details of materials, rainwater goods;
4. TR3 – Site Monitoring
5. TR4 – Arboricultural Supervision
6. TR6 – Arboricultural works to facilitate development
7. TR10 – No digging
8. TR12 – Planting
9. IN9 – Site clearance and wildlife.



WEST ELEVATION



EAST ELEVATION

Asymmetrical roof, lowered ridge line and reduced pitch against the boundary with 13 High Green



Revisions. A ELEVATIONS REVISED MAY 2019

Project: 28 COTMAN ROAD, NORWICH, NR1 4AF	Drawing: PROPOSED EAST AND WEST ELEVATIONS			mcarthur tring architects llp 140 Thorpe Road Norwich Norfolk NR1 1 RH tel 01603 766 750 mail@mcarthurtring.co.uk www.mcarthurtring.co.uk
Client: Catherine Attridge, Suzanne Orr	Scale: 1:100 @ A3	Drg no: 2018/326: PO3A	Date: MARCH 2019	

28, Cotman Road, Norwich, Norfolk, NR1 4AF



Site Plan shows area bounded by: 624465.3, 306239.03 624695.3, 306409.03 (at a scale of 1:1250), OSGridRef: TG2458 833. The representation of a road, track or path is no evidence of a right of way. The representation of features as lines is no evidence of a property boundary.

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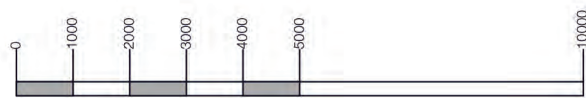
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SOUTH ELEVATION

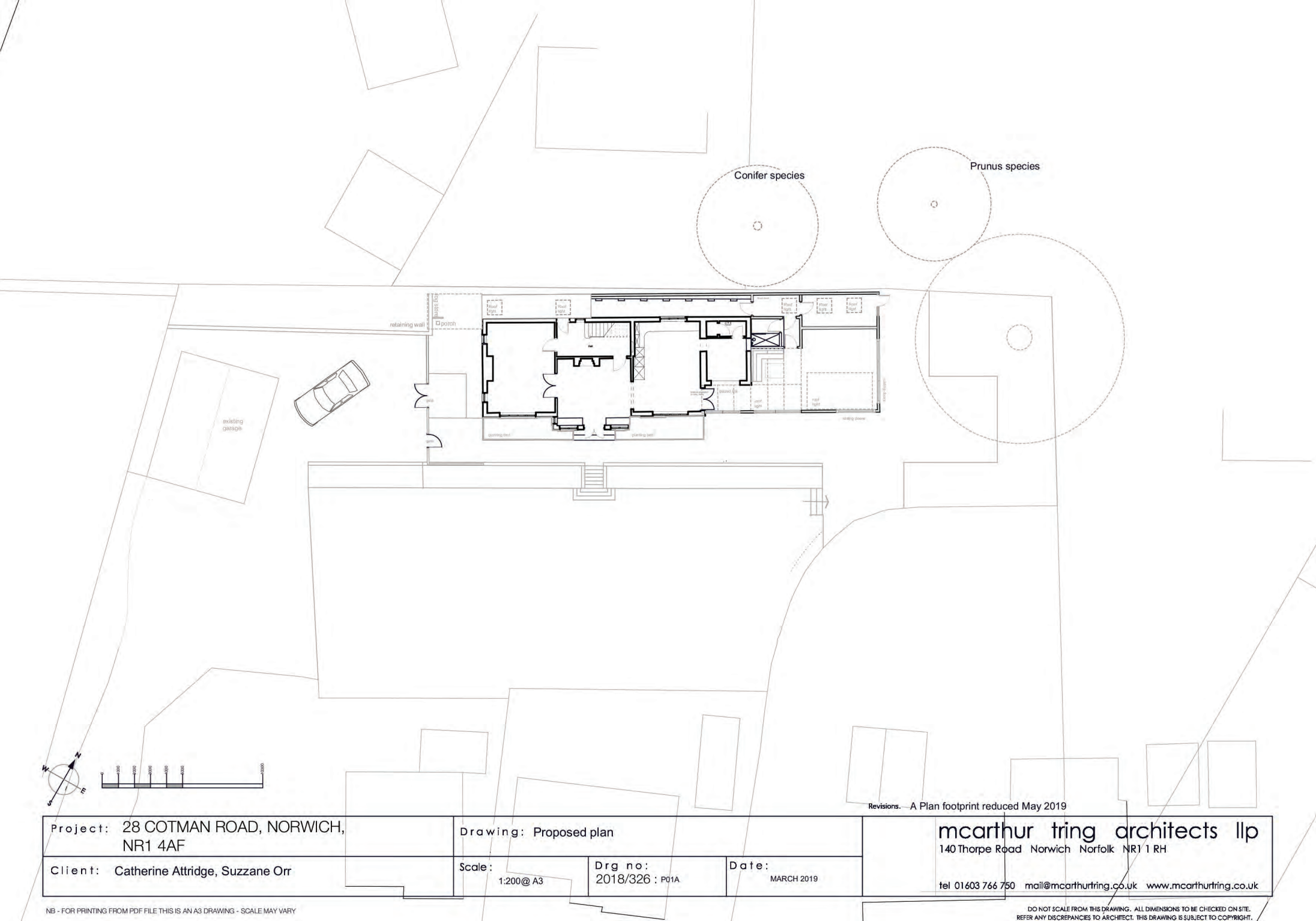


NORTH ELEVATION



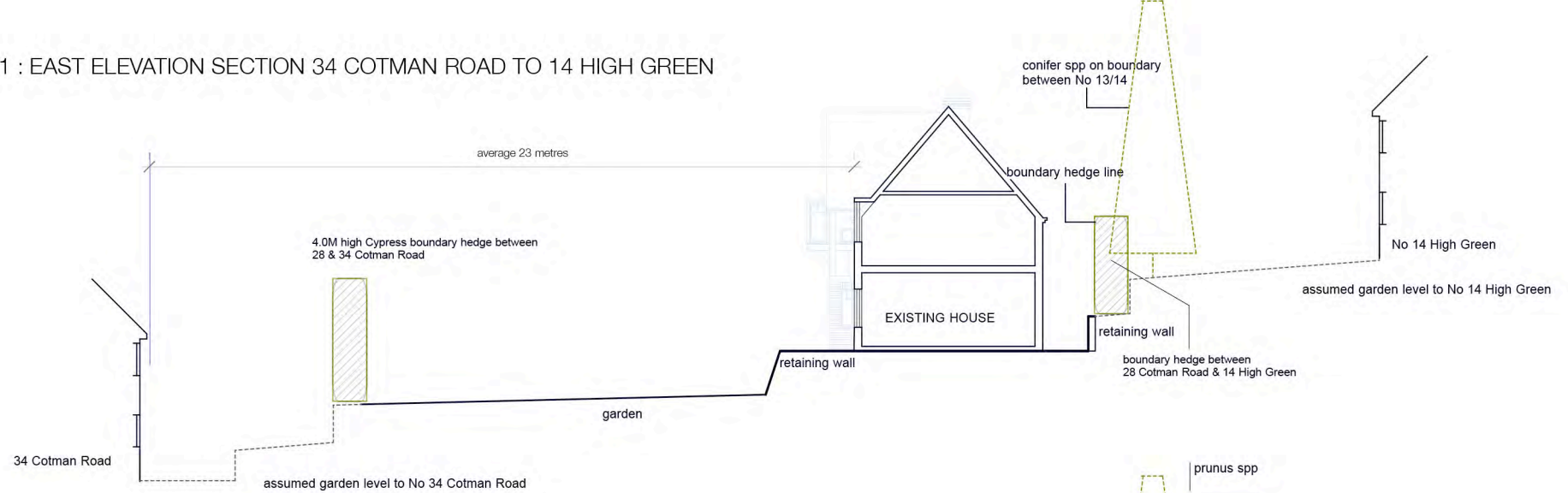
Revisions. A ELEVATIONS REVISED MAY 2019

Project: 28 COTMAN ROAD, NORWICH, NR1 4AF	Drawing: Proposed South and North elevations			mcarthur tring architects llp 140 Thorpe Road Norwich Norfolk NR1 1 RH tel 01603 766 750 mail@mcarthurtring.co.uk www.mcarthurtring.co.uk
Client: Catherine Attridge, Suzanne Orr	Scale :1:100 @ A3	Drg no: 2018/326 : PO4A	Date: MARCH 2019	

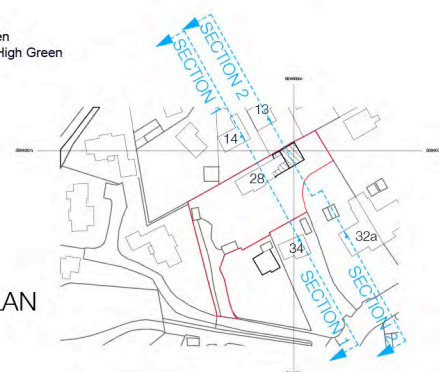
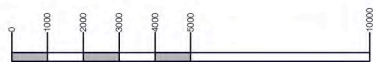


Project: 28 COTMAN ROAD, NORWICH, NR1 4AF		Drawing: Proposed plan		mcarthur tring architects llp 140 Thorpe Road Norwich Norfolk NR1 1RH tel 01603 766 750 mail@mcarthurtring.co.uk www.mcarthurtring.co.uk
Client: Catherine Attridge, Suzzane Orr	Scale: 1:200@ A3	Drg no: 2018/326 ; P01A	Date: MARCH 2019	

SECTION 1 : EAST ELEVATION SECTION 34 COTMAN ROAD TO 14 HIGH GREEN



SECTION 2 : EAST ELEVATION SECTION 32a COTMAN ROAD TO 13 HIGH GREEN



KEY PLAN

Project: 28 COTMAN ROAD, NORWICH, NR1 4AF		Drawing: SITE SECTIONS		mcarthur tring architects llp 140 Thorpe Road Norwich Norfolk NR1 1 RH tel 01603 766 750 mail@mcarthurtring.co.uk www.mcarthurtring.co.uk
Client: Catherine Attridge, Suzanne Orr	Scale: 1:150@A3	Drg no: 2018/326 : P06	Date: APR 19	



SOUTH ELEVATION

2018/326 : P02A



EAST ELEVATION

Asymmetrical roof, lowered ridge line and reduced pitch against the boundary with 13 High Green