

Report to Planning applications committee

Item

16 April 2015

Report of Head of planning services

Subject Applications nos 1500139MA and 1500232L -
Land Rear of 39 Unthank Road Norwich

Reason for referral Objections

4(A)

Ward:	Nelson
Case officer	Tracy Armitage - tracyarmitage@norwich.gov.uk

Development proposal		
Amendments to layout of development as approved under planning permission 14/00324/F, including additional development adjacent to northern boundary wall.		
Representations		
Object	Comment	Support
5		

Main issues	Key considerations
1 Principle of development	Acceptability of a new dwelling in this location
2 Design	Impact on the proposed changes on the quality of design
3 Heritage	Impact of the changes on the coach house, listed wall, adjacent listed buildings and the Conservation Area
4 Trees	Impact of the changes on existing significant beech trees
5 Amenity	Impact of the changes on neighbours living close to the site
Expiry date	10 April 2015
Recommendation	Approve planning permission and grant listed building consent , subject to the imposition of conditions



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Planning Application No 15/00139/MA

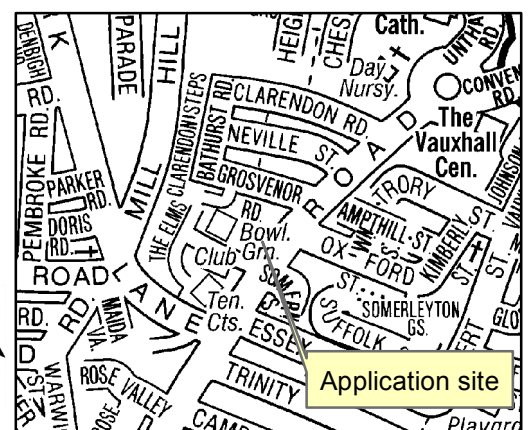
Site Address Land to rear of 39 Unthank Road

Scale 1:500



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site comprises land previously used as part of the domestic curtilage of 39 Unthank Road, a semi-detached grade II listed building. A brick built former coach house, until recently used as a garage /store, is located in the north-west corner of the site and abuts a brick garden wall approximately 2.3m in height which delineates the remainder of the northern boundary. Within the site a gravel surface provides vehicular access and this gives way to soft planted garden areas to the east and west. Beyond the northern boundary is a pedestrian passage which provides access to the rear gardens of no. 25, 27 and 29 Grosvenor Road. To the west of the site is Harold Mackintosh House set within a spacious landscape setting, this boundary is delineated by a laurel hedge and two mature beech trees. A close boarded fence forms the boundary of the site with 37 Unthank Road.
2. Vehicular access to the site is gained from Unthank Road via a shared driveway which also provides access to 41 Unthank Road and to the rear of 43-47 Unthank Road. The driveway is part gravelled, giving way to a grass surface.
3. The area has a mature residential appearance characterised by mid to late Victorian terraced housing and villas set on large garden plots.

Constraints

- The site is within Heigham Grove Conservation Area
- No 37 and 39 Unthank Road comprise a pair of Victorian villas – jointly Listed, Grade II.
- No 41 – 45 Unthank Road comprise a terrace of 3 Victorian villas – jointed Listed, Grade II
- There are two category A mature beech trees on the application site
- Land to the rear associated with Howard Mackintosh House is designated as Open space in the Local plan.

Relevant planning history

Ref	Proposal	Decision	Date
14/00324/F	Erection of 1 No. three bedroom dwelling.	APPR	13/06/2014
14/00332/L	Erection of 1 No. three bedroom dwelling.	APPR	13/06/2014

The proposal

4. Planning permission was granted for the conversion and extension of the former coach house to a dwelling house in June 2014 (ref: 14/00324/F). The site has recently been sold and no longer forms part of the curtilage of 39 Unthank Road.

5. The application seeks a number of changes to the approved scheme. Since the application was submitted amended plans have been received, the plans indicate the following changes to the approved 2014 scheme:
- Extension of the approved building approximately 1.0m further towards the northern boundary.
 - Repositioning of window to the en-suite
 - Insertion of additional windows on the west elevation – to serve re-positioned kitchen area
 - Replacement of window on the eastern elevation with patio/double doors – to serve re-positioned dining room.
 - Revised porch configuration and external facing materials
 - Height – increase in height of single storey additions by approximately 30cm :- 2.8m - 3.1m
 - Extension of the area of proposed sedum roofing
 - Revised roof light over the proposed lounge area
 - Alteration of colour of external joinery - from bronze to French grey
 - Garage – handing of the layout

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Five letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Application type – in appropriate to consider changes as a minor material amendments	The changes do not materially change the scale or nature of the proposed development. The S73 application is intended to allow such design changes to be sought.
Increased footprint of the extensions will be to the further detriment of the 2 mature beech trees - further prejudice the safety of the trees and those living below them	The application as originally submitted proposed additional floorspace in the root protection area (RPA) of the trees. The scheme has been amended and the extent of construction within the RPA is now as approved.

Issues raised	Response
<p>Extension of development towards boundary wall:</p> <ul style="list-style-type: none"> - Physical impact on and visibility of the listed curtilage wall - Increased roof area - detrimental effect on the landscape setting of the Conservation Area and the Listed houses 	<p>See Main issue 2</p> <p>The scheme has been amended reducing the size of the extension to the element close to the boundary wall. The amended scheme maintains a 'step in' from the wall.</p>
<p>Increased amenity impacts</p> <ul style="list-style-type: none"> - Addition of kitchen window - increased overlooking of 31 Grosvenor Road - New double doors to dining room – increased overlooking/ noise/light pollution impacting on 23,25,27,29 Grosvenor Road - Large en-suite rooflight – increased overlooking and light pollution to - Noise /loss of privacy associated with the dressing room - Log burner – cause emissions and nuisance - Impact of extracts and flues 	<p>See Main issue 3</p> <p>This element has been deleted</p> <p>This element has been deleted</p>
<p>Concern over structural stability of coach house and impact of conversion works.</p>	<p>The scheme has no immediate structural implications for the coach house</p>
<p>Proposed changes to the construction material garage detract from the natural setting of the Conservation Area and garden setting of listed houses.</p>	<p>Proposal to alter construction material has been deleted - change confined to the handing of the garage layout</p>
<p>Concern over increased area of hard surfaced/decked areas within the proposed garden – limiting parking/manoeuvring space; impact on trees and root protection area and</p>	<p>As submitted the revised scheme included two decked area within the garden area. These elements have</p>

Issues raised	Response
natural setting of Conservation Area. Hardstanding – may facilitate the increased level of use of the external space leading to more external noise and visitors accessing the property by car. Additional noise and disturbance.	been deleted
Impact of construction vehicles /construction phase	

Norwich Society - More single storey accommodation adjacent to the north boundary will tend to crowd the space at the rear of the houses on Grosvenor Road and damage the quality of the neighbourhood in this location.

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. This proposal affects several Grade II listed buildings as well as some buildings of Local Interest. The site is located in the Heigham Grove Conservation Area. The impact of the proposal is considered to remain the same as the previously approved scheme. The revised scheme is still designed to be a lightweight, low structure that sits well within the natural surroundings of the site. Minor changes to the proposed kitchen window arrangement is recommended and the imposition of conditions.

Norfolk Constabulary Architectural Liaison Officer

9. General advice on designing out crime

Tree protection officer

10. On the basis of the amended plans the construction within the root protection area is as previously approved. Re-imposition of planning conditions regarding tree controls/measures is imperative to a successful outcome in terms of tree protection.

Assessment of planning considerations

Relevant development plan policies

11. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery

12. 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
- DM4 Providing for renewable and low carbon energy
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

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

- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF12 Conserving and enhancing the historic environment

Case Assessment

14. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

15. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.
16. The principle of a new dwelling on this site has been established through the approval of application 14/00324/F. This application is made under Section 73 to vary a number of the approved elements of the previous scheme whilst not substantially changing the scale and nature of the development. The acceptability of these modifications is discussed in the paragraphs below.

Main issue 2: Design

17. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
18. The approved scheme sought to minimise external alterations to the former 19C coach house and to provide additional living accommodation in single storey extensions. The approved extensions have a simple contemporary appearance constructed in contrasting materials to the coach house - comprising lime render and sedum roof materials. This approach was informed by the context of the site

and its surroundings i.e. the historic buildings and wall, the character and appearance the Conservation Area, the existing trees and the adjacent open space. This design approach has been maintained and the proposed changes do not detract from these core design principles.

19. The majority of the proposed changes reflect the new owners detailed planning of the accommodation and consideration of their specific space requirements. The latter has resulted in the proposed enlargement of the overall footprint i.e. to create larger open plan living accommodation and storage provision within the main bedroom. However, it should be noted that following concerns raised regarding the arboricultural impact of the extensions to the living space, the scheme has been scaled back and a 2.3m x 1.0m extension to the ground floor bedroom is now the only additional floorspace sought. In addition the proposed reconfiguration of the internal layout has necessitated revised fenestration. These changes are considered minor and do not detract from the overall quality of the design.
20. The height of the extensions relative to the coach house was previously a material design consideration. Given the expanse of extensions and the objective of retaining the coach house as a principal element, there remains a necessity for height to be minimised. In this case the need to safeguard the beech trees on the site requires specialised foundations to be used and the detailed construction drawings have highlighted that once an allowance is made for floor insulation, the approved scheme would result in a constrained internal roof height. Plans, including a cross-section have been submitted indicating the impact of the increased height. These confirm that the height of the extension adjacent to the listed wall will be as approved (i.e. below the height of the adjoining listed wall) and that the sedum-roof system will continue to have the effect of softening the visual appearance of the roof surface. On this basis the increased height of the roof is considered acceptable.

Main issue 3: Heritage

21. Key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.
22. The impact of the development on the historic environment, including listed and locally listed buildings and their settings and the Conservation Area, was fully assessed in the determination of applications 14/00324/F and 14/00332/L. The impact of the proposal is considered to remain the same as the previously approved scheme. The revised scheme is still designed to be a lightweight, low structure that sits well within the natural surroundings of the site. The increase in height relative to the coach house is considered to be the main change and the Design and Conservation Officer has indicated that given the scale of the increase, the impact on the significance of the heritage asset is minor.

Main issue 4: Trees

23. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
24. There are two mature beech trees located within the curtilage of the application site. The trees are classified as category A and have a high amenity value. The trees are in a good condition and make a significant contribution to the character and appearance of the surrounding area. Ensuring the care and protection of the trees, both during construction and longer term was a significant consideration in the

assessment of the 2014 planning application. The previous application was accompanied by both a Arboricultural Impact Assessment (AIA) and a Method Statement (AMS). Subject to the imposition of planning conditions the Council's tree protection officer was satisfied that any risks to the trees could be appropriately mitigated. As originally submitted the revisions included an enlarged footprint. Following concerns raised by the Council's Tree Protection Officer the scheme has been amended and the extent of construction within the root protection area is now as approved in 2014. On this basis, the tree officer raises no objection to the amended scheme subject to planning conditions to protect the trees during the construction phase and in the future.

Main issue 5: Amenity

25. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
26. The coach house abuts the North West boundary of the site and the proposed extensions will be in close proximity to this boundary and neighbouring properties on Grosvenor Road. The proposed changes including: revised flat roof light above the lounge area; re-siting of the en-suite window; increased height of the extensions and projection of the enlarged ground floor bedroom, are not considered detrimental to the amenities of the adjacent neighbours. The design and location of these changes relative to the boundary reduces the potential impact and the existing 2.3m high wall will continue to act as an effective screen.
27. Representations have additionally raised concerns over the internal re-siting of the dining room with patio door access to the side garden area and how this may promote the more intensive use of the garden - increasing potential noise levels to the detriment of the amenity of adjoining residents. This part of the city is a well-established residential area characterised by medium – high density housing. The use of the garden area by future occupiers is very unlikely to result in unacceptable noise levels.

Compliance with other relevant development plan policies

28. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition

Requirement	Relevant policy	Compliance
Sustainable urban drainage	DM3/5	Yes subject to condition

Other matters

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

Equalities and diversity issues

30. There are no significant equality or diversity issues.

Local finance considerations

31. 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.
32. 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.
33. In this case local finance considerations are not considered to be material to the case.

Conclusion

34. The proposed changes to the approved scheme are considered acceptable. 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 applications no. 15/00139/MA and application no. 15/00232/L - Land Rear Of 39 Unthank Road Norwich and grant planning permission and Listed Building Consent subject to the following conditions:

15/00139/MA

1. Time limit; three years from approval of 14/00324/F
2. In accordance with plans;

Conditions as per 14/00324/F – revised to take account of the new scheme; details of timber cladding; detailed section of junction between new building/coach house; rainwater goods; new brick work to match existing

15/00232/L

1. Time limit
2. Conditions as 14/000332/L - + Details of any underpinning of listed wall; re-use of first floor of coach house; detail of flat roof construction adjacent to listed wall, or

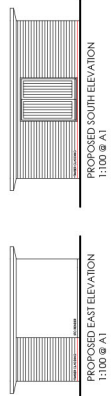
Article 35(2) Statement

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.

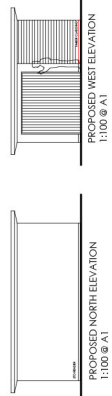




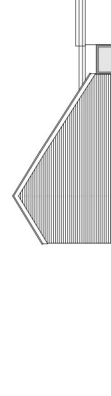
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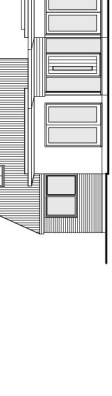
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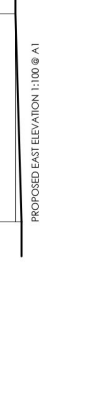
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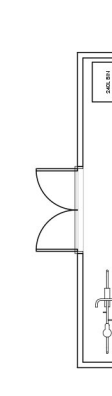
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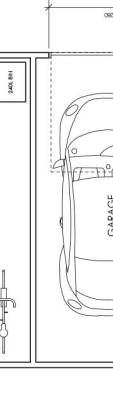
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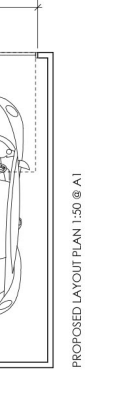
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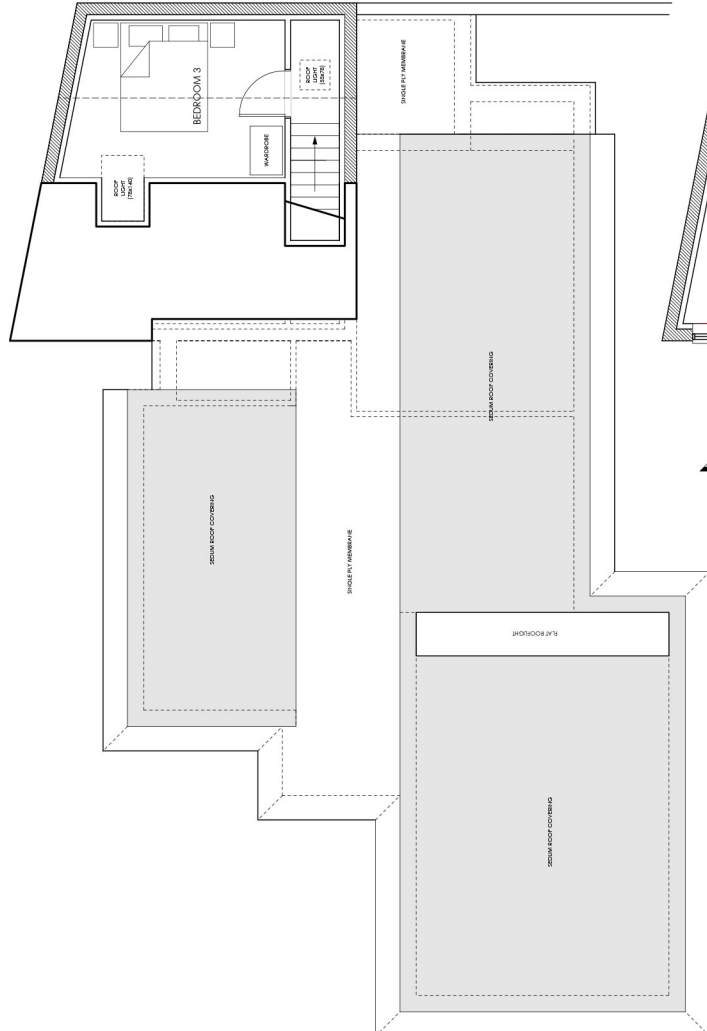
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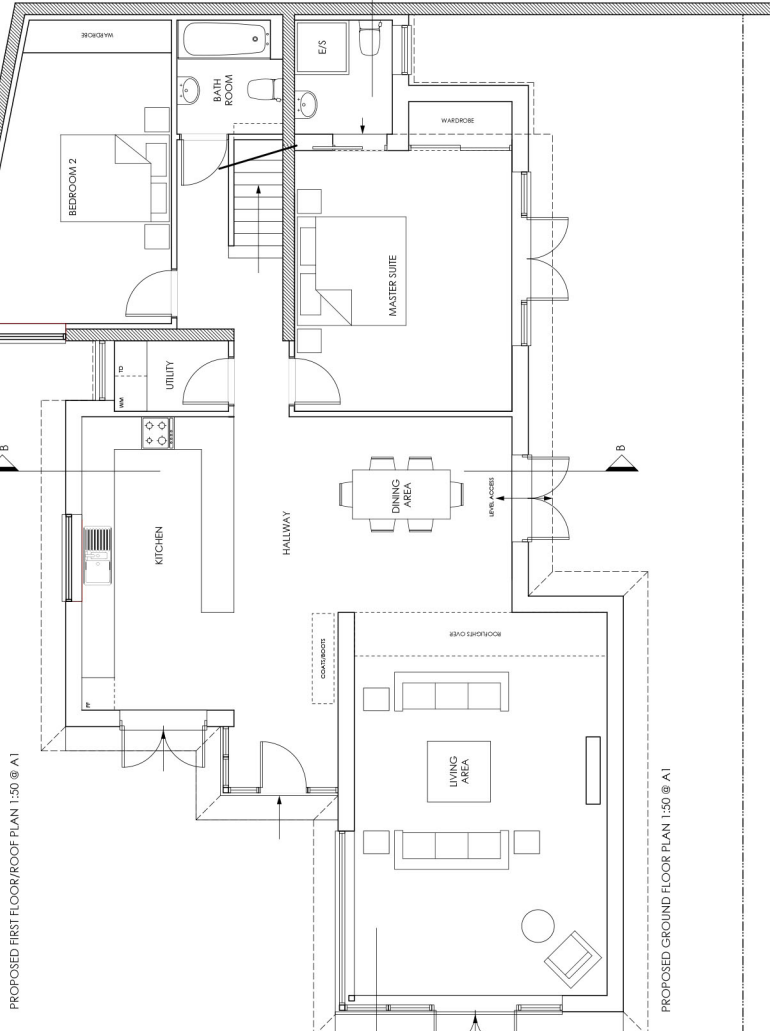
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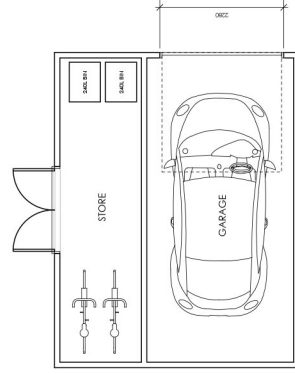
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PROPOSED GROUND FLOOR PLAN 1:50 @ A1



PROPOSED LAYOUT PLAN 1:50 @ A1

C 23-03-15 REVISED PLANNING ISSUE III
B 23-02-14 REVISED PLANNING ISSUE II
A 23-12-14 REVISED PLANNING ISSUE I

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Plans/Elevations

Land to rear of 39 Unthank Rd, Norwich,
Norfolk NR2 2PB

Drawing No: RS/5537/14/01 Date: December 2014

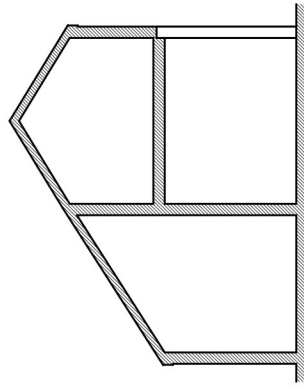


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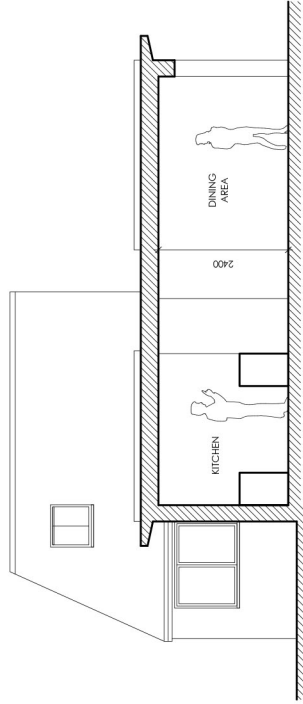
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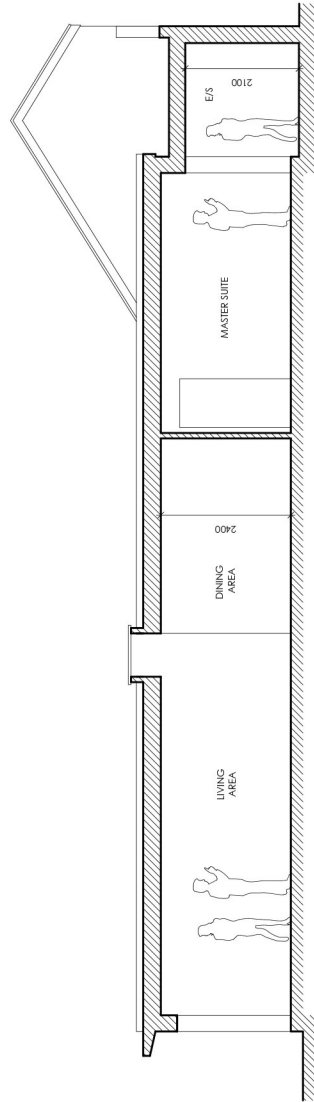
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EXISTING COACH HOUSE SECTION 1:50 @ A1




PROPOSED SECTION B-B 1:50 @ A1



PROPOSED SECTION A-A 1:50 @ A1

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Sections

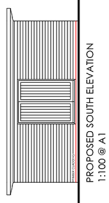
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Date: March 2015



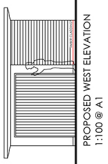
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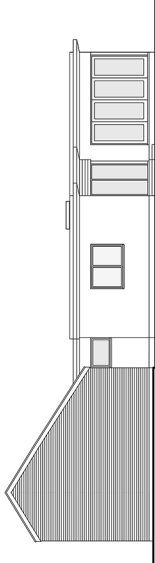
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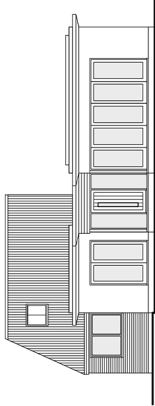
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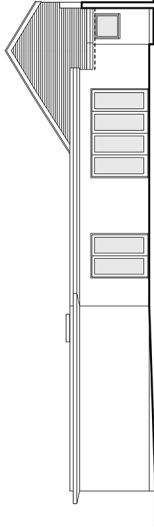
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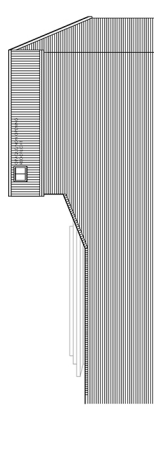
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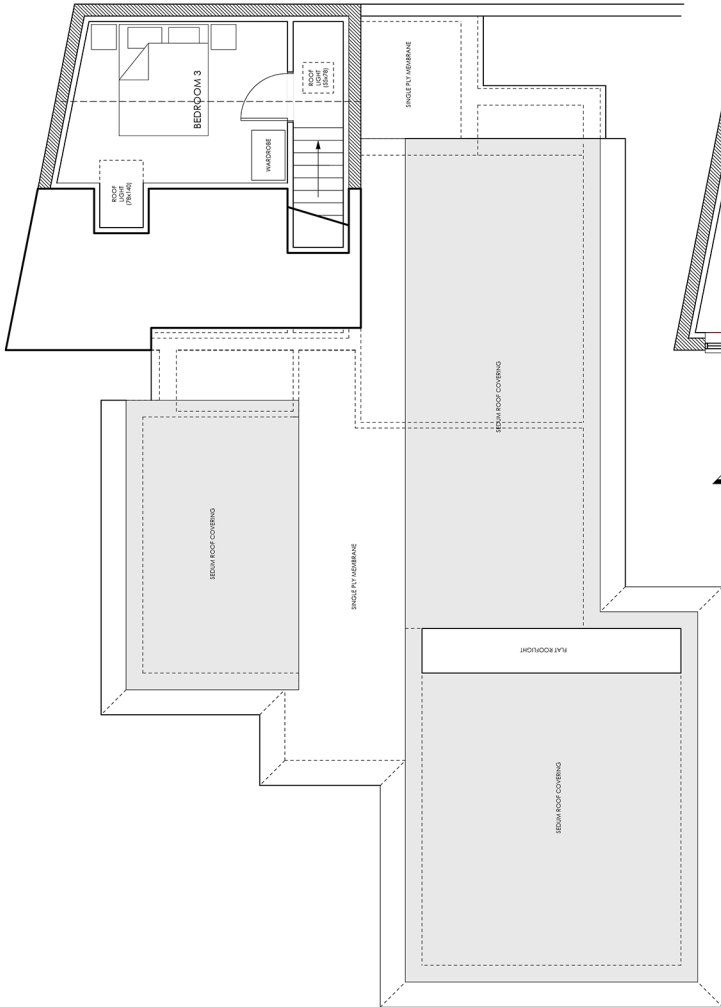
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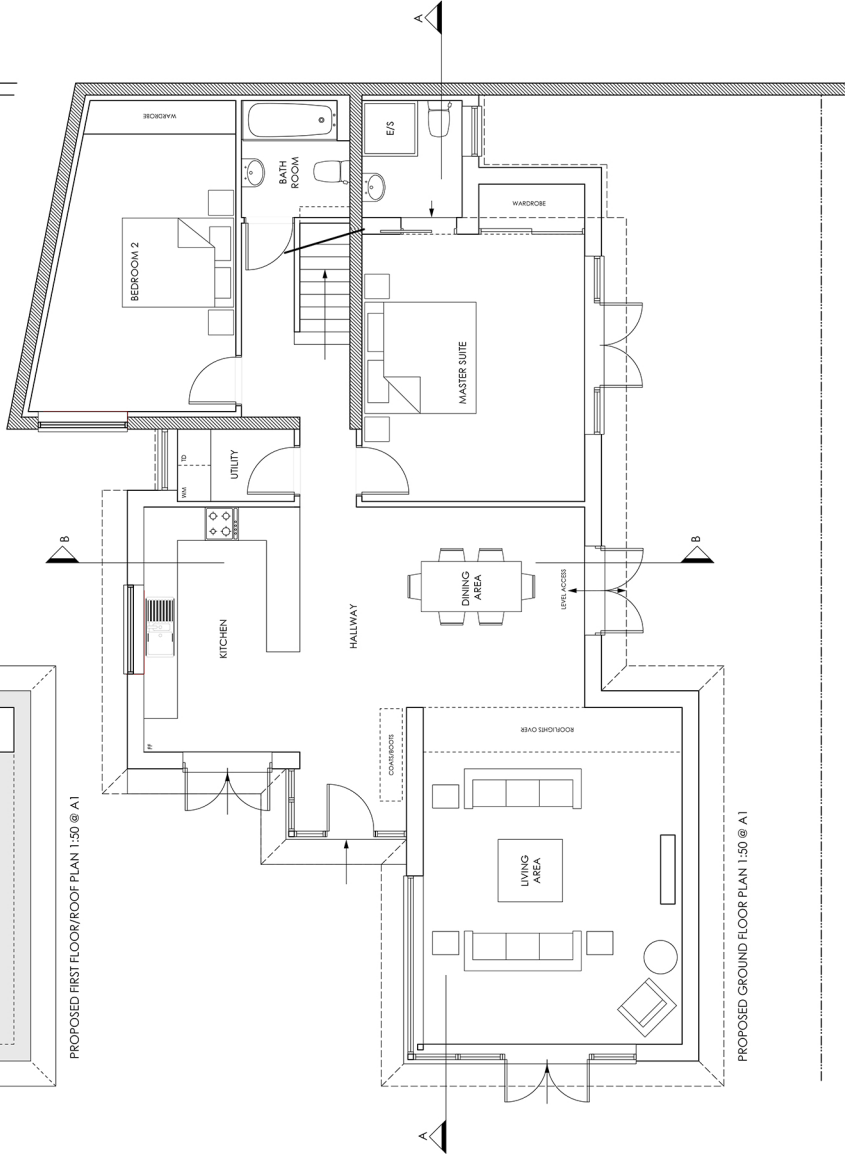
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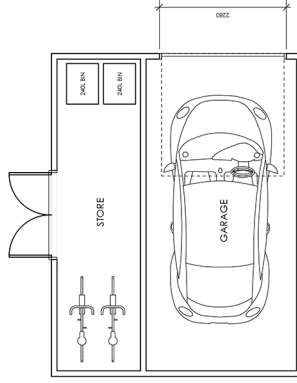
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PROPOSED FIRST FLOOR/ROOF PLAN 1:50 @ A1



PROPOSED GROUND FLOOR PLAN 1:50 @ A1



PROPOSED LAYOUT PLAN 1:50 @ A1

D 07-04-15 REVISED PLANNING ISSUE IV
C 25-03-15 REVISED PLANNING ISSUE III
B 25-03-15 REVISED PLANNING ISSUE II
A 23-12-14 REVISED PLANNING ISSUE I

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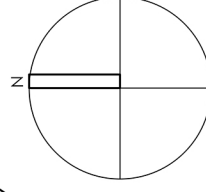
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Drawing No: RS/3537/14/01 Date: December 2014



SITE PLAN 1:100 @ A1

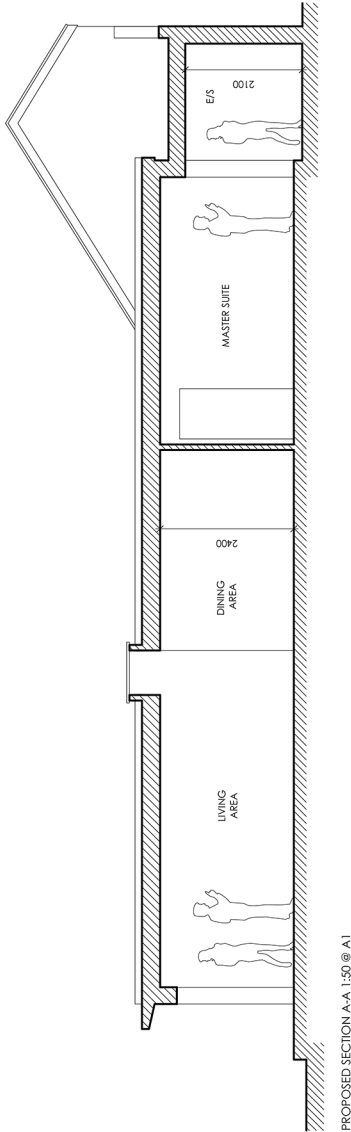
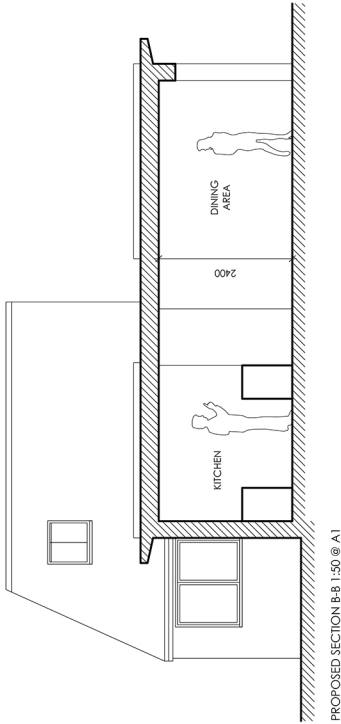
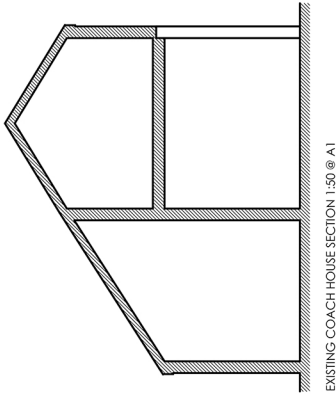


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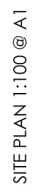
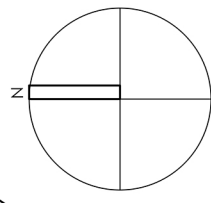
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Sections

Land to rear of 39 Unthank Rd, Norwich,
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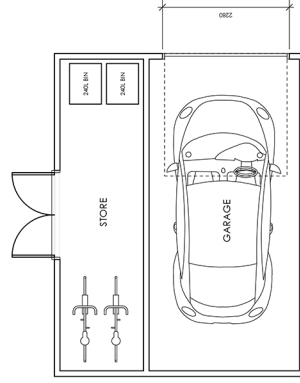
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Plans II

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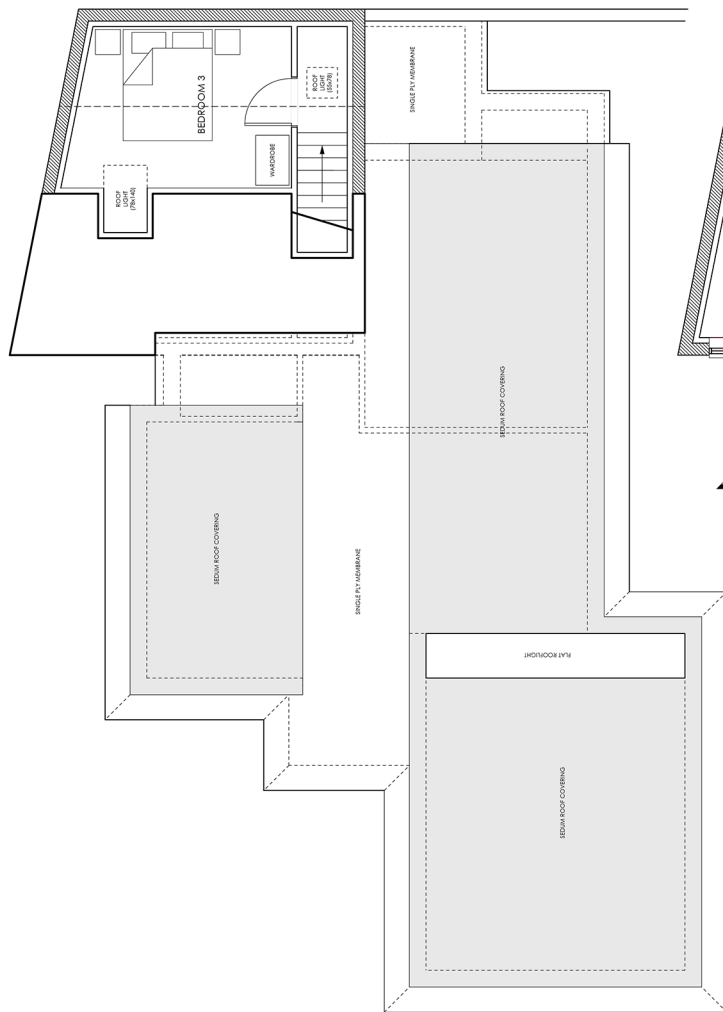
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C	23-03-15	REVISED PLANNING ISSUE III
B	23-02-14	REVISED PLANNING ISSUE II
A	23-12-14	REVISED PLANNING ISSUE

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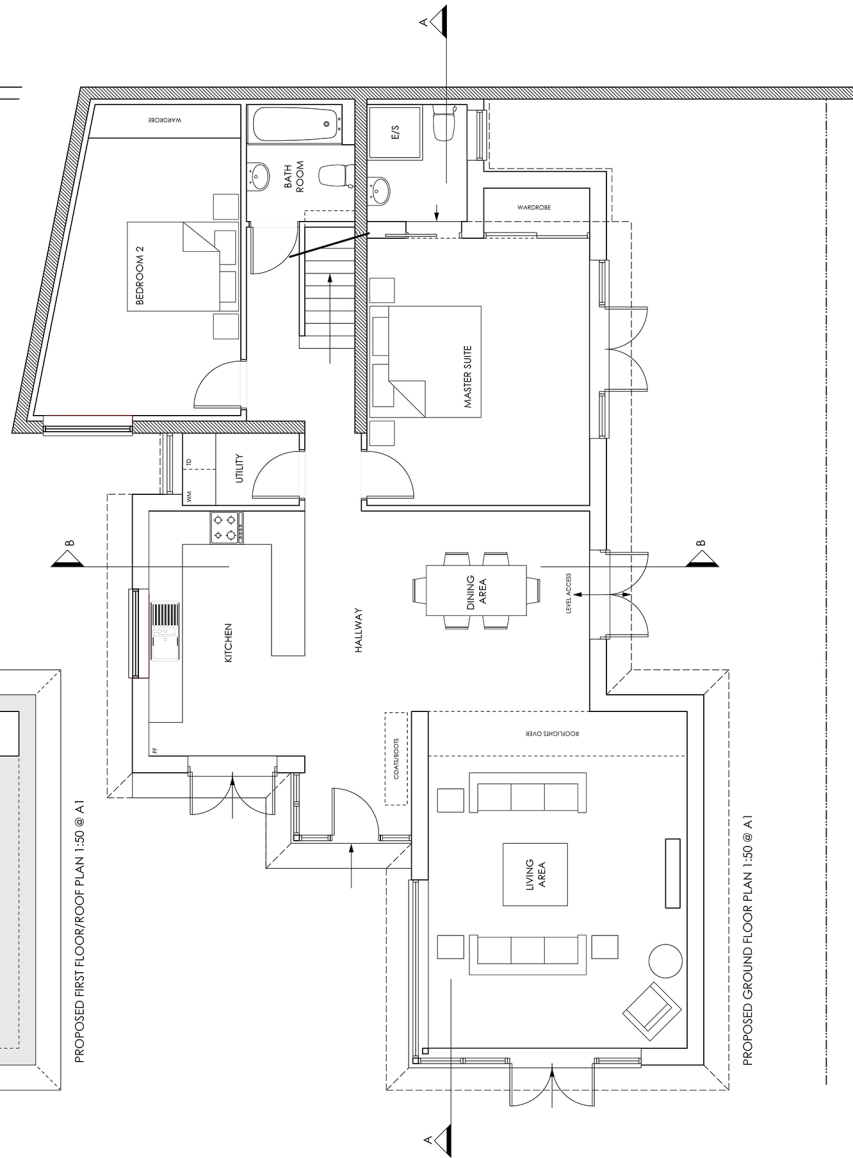
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Plans/Elevations
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PROPOSED FIRST FLOOR/ROOF PLAN 1:50 @ A1

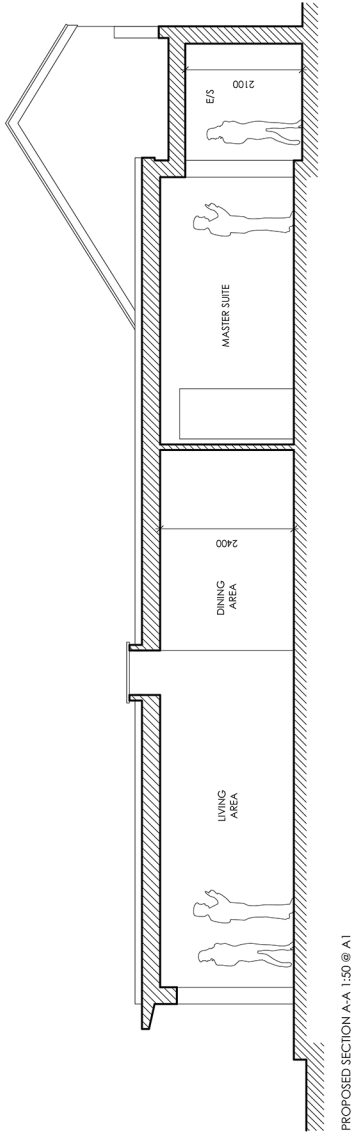
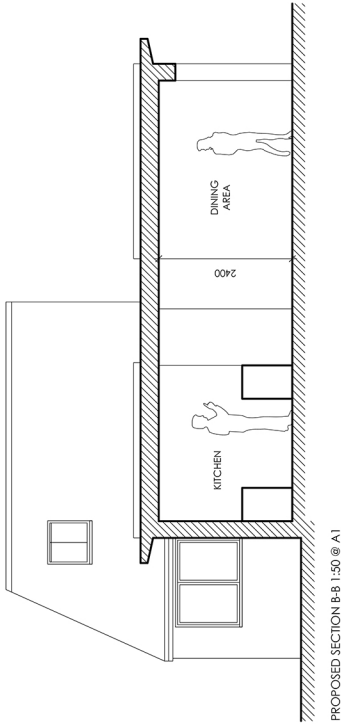
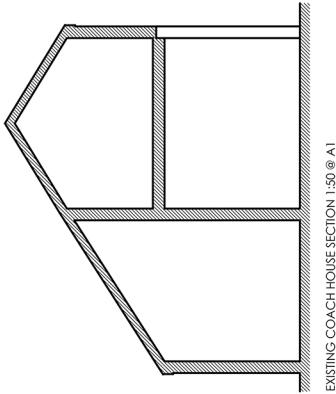


PROPOSED GROUND FLOOR PLAN 1:50 @ A1

PROPOSED LAYOUT PLAN 1:50 @ A1



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