

Report to Planning applications committee

Item

11 November 2021

Report of Head of Planning and Regulatory Services

Subject Application no 21/00646/F – Fieldgate, Town Close Road,
Norwich NR2 2NB

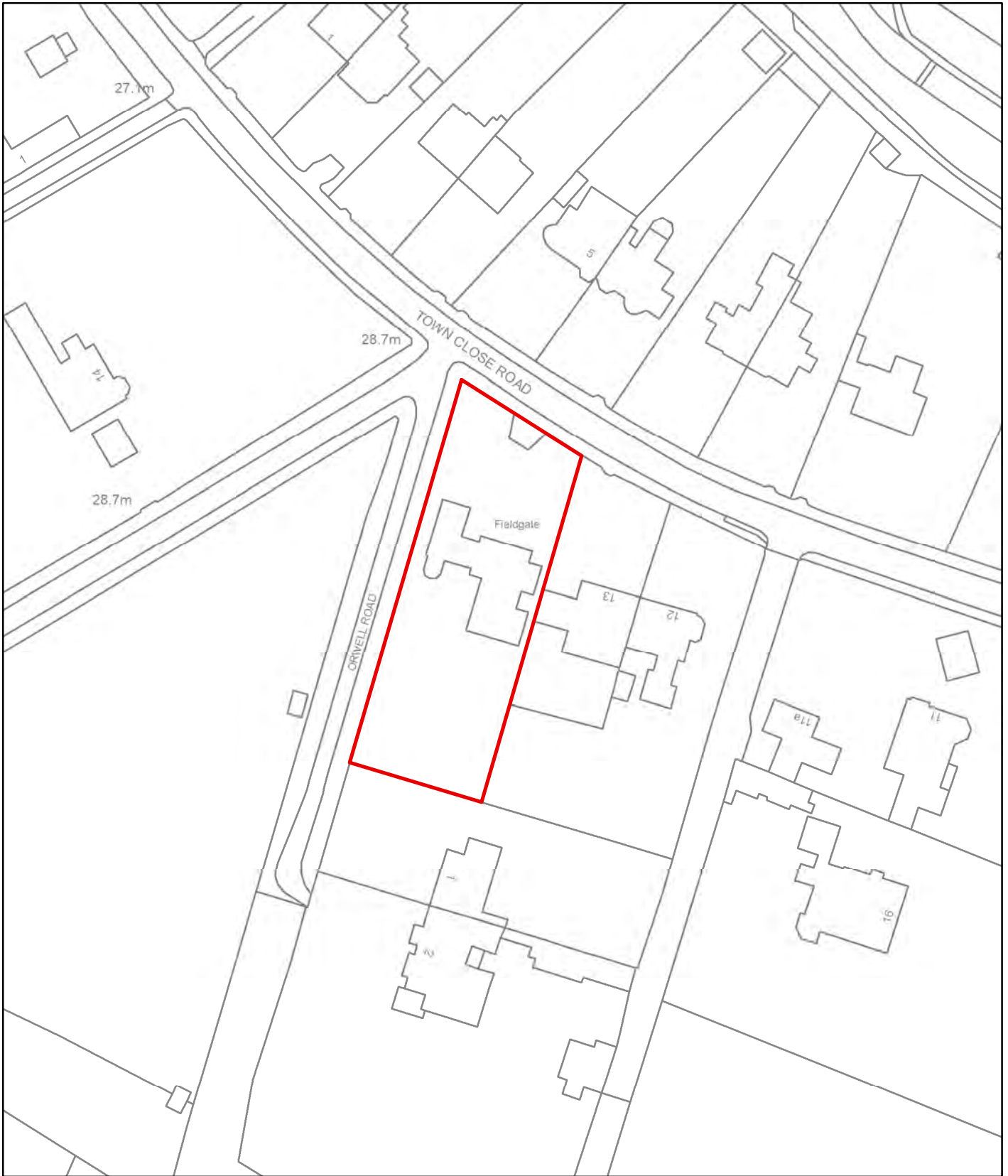
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**Reason
for referral** Objection

Ward	Town Close
Case officer	Jacob Revell - 07741 103222 - jacobrevell@norwich.gov.uk
Applicant	Mr & Mrs Prendergast

Development proposal		
Remodelling of existing bungalow to provide rooms in the roof space, one and half storey section and erection of detached garage.		
Representations (Original Scheme)		
Object	Comment	Support
9 (3 letters of representation are from agents on behalf of neighbouring properties in addition to their individual representations. 1 letter of representation consists of a joint petition with signatures from 21 households).	0	0
Representations (Revised Scheme)		
Object	Comment	Support
11	0	0

Main issues	Key considerations
1	Principle of Development
2	Design and Heritage
3	Amenity
4	Other Matters
Expiry date	18 November 2021
Recommendation	Approve with conditions



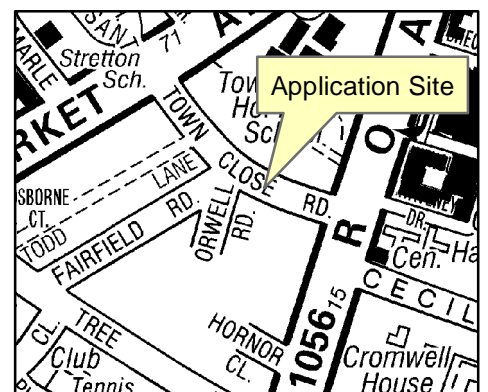
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Planning Application No 21/00646/F
 Site Address Fieldgate, Town Close Road

Scale 1:1,000



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The site is located on Town Close Road, a residential street that links Ipswich and Newmarket Roads. The street is typically defined by large detached and semi-detached dwellings, set back from the street. Many of the properties are well screened or partially obscured at street level by hedges and shrubs along the roadside. The site is located within the Newmarket Road Conservation Area.
2. The north side of the road is defined by a stretch of mid-19th century Grade II listed townhouses, notable for their consistency. The properties tend to be highly symmetrical, with rooflines that run parallel to the road from east to west. Typically, the properties are constructed of a buff brick weathered to a pale grey colour and feature slate roofing. There is more variety towards each end of the road, particularly on the south side. The south side of the road is more sparsely built upon, but still features several designated and non-designated heritage assets, including the neighbouring property to the east of the application site at 13 - 15 Town Close Road; a Grade II listed Georgian property of the same style to those located on the opposite side of the road. Directly to the west of the application property are the private Orwell and Fairfield Roads, which provide access to a number of properties to the south of Town Close Road.
3. The surrounding listed properties are of a consistent style. They are early to mid-twentieth century detached buildings, although many function as semidetached pairs of properties. They are typically constructed of the same weathered buff brick and slate as number 13. All properties are set back around 20m from the road, and are typically well screened by trees and shrubs but views can still be gained from the highway. The properties are typically located on spacious plots, with considerable front and rear amenity space. Of particular relevance to the subject plot are the Grade II listed 13 Town Close Road and 1 Orwell Road, both of which border the plot. No. 13-15 is directly adjacent, and features 10 sash windows on the frontage, spread over the two semi-detached properties. The frontage of these properties is approximately 23m, but is located on a considerably larger plot.
4. This application relates to a detached mid-20th century red-brick bungalow. The property is located in the historic garden to the neighbouring properties at 13 – 15 Town Close Road, which appears to have been subdivided in the 1950s. The property itself is of no particular architectural merit. The property features a pitched roof that runs east to west. Another section of pitched roof runs north to south of the property, adjacent to the neighbouring property. The current ridge height of the roof is approx. 5.9m at the highest point, with the eaves at 2.3m. The footprint of the property is around 260 square meters. The property features sizeable garden space to the front and rear of the site.

Constraints

5. Newmarket Road Conservation Area
6. Adjacent Grade II listed buildings.

Relevant planning history

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

Reference	Proposal	Decision	Date
12/02375/F	Erection of double garage in front garden.	Approved	05/04/2013
14/00030/F	External alterations including raising main ridge of bungalow to form first floor with dormer and roof windows; removal of conservatory and widen rear of west end; erection of detached double garage.	Approved	19/05/2014
19/00291/F	Two storey front, side and rear extension, roof alteration and double garage.	Withdrawn	14/08/2019
20/00185/F	Demolition of bungalow and construction of 2 storey dwelling and garage.	Refused	25/03/2020
20/00496/F	Demolition of bungalow and construction of dwelling and garage.	Refused	24/06/2020

The proposal

8. The proposal recommended for approval is substantially different to the initially submitted scheme. The initial scheme was for a replacement dwelling quite different in design to the original property, and substantially different in terms of height, scale, massing and design. The current scheme is substantially reduced in these regards.
9. This proposal involves the remodelling of the existing 4 storey bungalow into a larger 4 storey house. The alterations include the construction of an additional storey on the north-west elevation of the property. This part of the property currently features a garage facing towards Town Close Road. The existing height of this element of the property is approximately 2.4m at the eaves and 5m at the ridge height. This part of the property has gables facing towards Town Close Road and Orwell Road to the north-west.
10. The proposed scheme would see the eaves of this gable raised to approximately 5m, with a ridge height of 7.4m. This double height section would run for approximately 11m along the north-western boundary. The garage door to the front of the property would be replaced with a small bay window, whilst four new windows would be created along the north-western elevation.
11. The existing link section between the garage of the property and the main part of the dwelling would be replaced with an entirely glazed section connecting the new taller element to the original dwelling. The height of this section would be raised to approximately 5.8m tall at the highest point and 2.5m at the eaves. This glazed section would provide the main front entrance to the property.
12. The remainder of the front of property is unchanged in terms of scale and mass. The eaves would remain at a height of approximately 2.4m, with a gradual roof slope reaching a ridge height of approximately 5.9m. The existing front porch would be removed. The two bay-style windows on this part of the property would be removed and replaced with three modern windows. These windows would be

reflected by the placement of three dormer windows aligned in the existing roofslope. The tops of these windows would be located approximately 4.9m above ground level. They would protrude approximately 1.7m from the existing roofslope, with a width of approximately 1.6m and a height of 1.4m.

13. The elevation to the south-east of the property will remain largely unchanged, barring the visibility of the increased height of the two-storey element on the opposite wing. All existing windows on this elevation would be filled in barring one existing window to the rear of the property.
14. There would be fairly substantial changes to the rear of the property, although the footprint of the building would remain the same. The patio doors to the eastern side of the rear would be replaced with a single window. The existing double windows and beam detailing to the rear of the east wing of the property would be replaced with a large arched Crittall window/door in the centre of the gable, approximately 3.8m tall at the highest point. A single storey lean-to element would be constructed over the patio doors within the centre of the property, replacing the patio doors with a single window and a small rooflight located above in the roofslope of the lean to. This element would have a depth of approximately 1.4m and a height of 3.8m – with a roofline extending across a width of 4.3m before meeting the roofslope of the eastern wing. At ground floor level, this element would have a width of 2m. A small dormer window would be located on the west-facing roofslope of the eastern wing, with a height of 1.4m, depth of 1.7m and a width of 1.7m.
15. The glazed link section would connect the property to the two-storey element. To the rear of this element, the existing glass conservatory would be removed. A large arched Crittall window/door would be installed, introducing a glazed element over both storeys. Although separated in the middle, this glazed element would have a total height of approximately 5.5m, with a width of 3.6m. Two glazed sections would replace the existing windows on the west facing elevation of the eastern wing.
16. The applicant also seeks to construct a pitched roof double garage to the front of the property. This would be located 5.7m to the front of the double storey element of the property. The garage would have a footprint of approximately 6.5m width and 5.6m depth. The garage would have a steep pitched roof with a height of 5m at the ridge and 2.4m at the eaves. The southwest gable end would feature a window and side entrance.
17. The applicant has outlined a detailed material palette. They propose to use Vandersanden Anthro light facing brick, natural slate for the roofing, Crittall style metal windows and lead dormers.

Representations

18. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing.
19. During the first round of consultation, 9 letters of representation were received in objection. It should be noted that three of these letters of representation are from third parties writing on behalf of neighbouring properties. In addition, one of these letters consisted of a joint petition containing signatures from 21 households.

20. The concerns highlighted in these comments refer specifically to the original scheme under this application, which has been revised considerably. The main issues relate to the impact of the development on the character of the conservation area and listed buildings, in addition to the amenity impact on listed buildings. Although these concerns relate to the previous scheme, they are addressed in full within this report.
21. Following the receipt of a revised scheme, an additional three week consultation was undertaken. 11 letters of representation have been received as a result of this consultation.
22. The representations received are summarised in the table below.

Issues raised	Response
Property is surrounded by Grade II listed properties. The design bears no relationship to surrounding properties.	See main issue 2.
The proposed dwelling will be built to the edges of the plot and will replace the existing single-story dwelling with a larger two-story one. The proposal will dominate neighbouring buildings, especially to the rear. The large glass windows/glazed link section are not in keeping with the character of the area. Introducing 'diversity' within this setting is not appropriate.	See main issue 2.
All but two of the properties in the area are of the same era. Scale and inappropriate design of replacement dwelling causes harm to setting. Any development on the site needs to be subordinate. Inadequate assessment of scale, bulk and massing on setting.	See main issue 2.
All applications which impact on heritage assets require HIA, which has not been produced here.	See main issue 2.
No objection to replacement dwelling, existing property has little merit, but replacement should be sympathetic in scale and materials. Design of the proposal is not sympathetic to the overall character of the conservation area.	See main issue 2.
Shrubs cannot be relied on to mask the impact of the development as they are not permanent. Trees are seasonal, buildings have greater prominence in the winter.	See main issue 2.

Issues raised	Response
Council previously required 1A Town Close Road to be flat roof on heritage terms. Argument that Fieldgate is a larger plot is flawed – impact comes from proximity to listed properties. Duties under 66 and 72 of the listed building act to protect settings of heritage assets.	See main issue 2.
Double garage to the front of the plot – against grain of other development in area.	See main issue 2.
Concern regarding light pollution from glazed sections.	See main issue 3.
Concerns regarding overlooking to neighboring properties. Quality of screening/lack of privacy is misrepresented. Large glazed elements will increase overlooking.	See main issue 3.
Potential for overbearing on neighbouring properties.	See main issue 3.
Provisions of 70B of the T&CPA should be invoked to prevent future applications.	See other matters.
Previous applications to Listed Buildings in the area have been refused for comparatively minor works.	See other matters.

Consultation responses

23. 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.
24. All consultation responses are made in relation to the revised scheme.

Design and conservation

25. (Conclusion) Overall, the new proposals relating to the Site are considered, based on the information available, and illustrated on the submitted documents, to have largely addressed the concerns highlighted above.
26. The proposed plans submitted with the application indicate that the increased height and the massing of the development is concentrated at the Orwell Road elevation, at an indicated height of c.38m [height above sea level]. This then steps down to c.36m adjacent to No.13 Town Close Road and can therefore be interpreted as being subordinate to No.13 with its indicated height of c.39m.

27. The perceived mass and scale of the proposed development in relation to No.'s 12 & 13 Town Close Road, when they are viewed as a pair, is comparable and therefore, no greater than that of the pair when viewed in terms of the principal elevation.
28. Additionally, the proposed development allows for the incorporation of contrasting building techniques to those represented in classically derived architecture, whilst still remaining respectful of those principles of classical architecture, thereby allowing it to blend into the setting and harmonise with the existing built form. The sense of symmetry and proportion represented in the design proposal is considered acceptable, maximising the hierarchical nature of the building and being reflective of its surroundings.
29. (Clarification) Where the Conservation Officer refers to 'c.38m' and 'c.36m' in their comments, they refer to the heights as viewed next to the scale on the proposed plan, which indicates the height above sea level. The scaled drawings show these heights as approximately 7.4m and 5.9m respectively.

Transport

30. (Summarised) Vehicular access to the site and the parking/turning area remains unchanged. There will be no increase in traffic movements and the access and turning is extant – no objection in principle.
31. The extant vehicle crossover is a brick weave construction and within the highway. This does not meet current standards and may pose a maintenance liability if the blocks are damaged during the construction phase. It would be appreciated if this could be replaced with a standard asphalt construction with a drainage feature at the site/highway boundary to prevent runoff into the highway.
32. Condition SHC09 is recommended to require these works. Additionally, an informative is recommended to remind the applicant of the logistics of carrying out highways works.

Tree Officer

33. No objection from an arboricultural perspective.

Assessment of planning considerations

Relevant development plan policies

34. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
 - JCS2 Promoting good design
35. **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

Other material considerations

36. **Relevant sections of the National Planning Policy Framework March 2021 (NPPF) (as revised):**
- NPPF12 – Achieving well designed places
 - NPPF16 – Conserving and enhancing the historic environment

Case Assessment

37. 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

38. Key policies and NPPF paragraphs – JCS2, DM1, DM3, DM23, NPPF12, NPPF16.
39. The proposal has altered significantly since the first submission, which involved the removal of the existing bungalow and replacement with a replacement dwelling of an entirely modern design. The revised scheme reduces the works considerably and can be classified as a remodelling of the existing property rather than the complete replacement. The proposal sits largely within the same footprint of the existing property – and the only major extension is upwards rather than outwards. Residential extensions are acceptable in principle – the acceptability of the revised proposal must be considered according to two key issues: the design and heritage impact and the impact on the amenity of neighbouring properties.

Main issue 2: Design and Heritage

40. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF12, NPPF16.
41. As noted above, the proposal is located within the Newmarket Road Conservation Area and within the historic curtilage of the neighbouring listed property at number 13 Town Close Road. Careful consideration must be given to the ways in which the development impacts upon the character of the Conservation Area and the setting of the nearby listed properties.

Relevant Policy

42. The development can be broadly characterised as remodelling and extending the existing property. DM3 of the Local Plan identifies that development will only be acceptable where ‘appropriate attention has been given to the height, scale, massing and form of new development’, including ensuring that residential extensions and alterations to existing buildings do not appear ‘dominant or incongruous’. DM3 also identifies that proposed developments should show that appropriate consideration has been given to materials and colour, showing ‘regard to the prevailing materials of the area’. Paragraph 134 of the NPPF states that

development that 'is not well designed should be refused', especially where it does not reflect local design policies.

43. DM9 identifies that development should 'maximise opportunities to preserve, enhance or better reveal the significance of designated heritage assets'. The supplementary text of the proposal notes that the Council will 'promote the repair, reuse and enhancement of the setting of Listed Buildings'. Paragraph 202 of the NPPF outlines that 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal'.

Context

44. The Conservation Officer's comments note the immediate surroundings of the site are characterised by a cohesive group of listed buildings characterised by a shared architectural style and material palette. Their historic footprints and positioning form the basis of the character of the immediate setting with the street being predominantly made up of detached and semi-detached properties on spacious plots. As such, it is considered that insensitive development has potential to disrupt the rhythm of the streetscene, causing harm to the conservation area. The Conservation Officer notes that the existing building does this to some degree.
45. The proposal site is located within the historically subdivided plot of number's 13 and 12 Town Close Road. The Conservation Officer highlights that there is potential for the development to impact negatively upon these properties in two ways – the appreciation of the front elevation of the properties in the streetscene and any increase enclosure to the rear of number 13. They note that impact on other listed properties is less direct and should be considered alongside general impact on the Conservation Area.
46. As noted above, the Conservation Officer has noted a number of requirements necessary to ensure unacceptable harm is not caused to either the Conservation Area or the setting of the neighbouring listed buildings. These are identified below:
 - (a) Having a significantly lower profile than the adjacent listed buildings.
 - (b) Being set back beyond the building line of the principal elevation of the adjacent listed buildings (excepting the projecting garage structure)
 - (c) Increasing the distance between the new build and the adjacent listed building/s
 - (d) Registering a perceived mass and scale no greater than that of the adjacent listed pair when viewed in terms of the principal elevation (which is how the building will be judged on the street-scene).
 - (e) Reflecting the proportion, symmetry and hierarchy of the dominant building type within the setting
 - (f) Reflecting the prevalent material palette (with some minor additions to reflect the building narrative as a later addition)

Planning History

47. It should be noted at this stage that there is precedent for the acceptability of similar development on this site. Application number 14/00030/F was approved by the Planning Applications Committee in 2014 for 'External alterations including raising main ridge of bungalow to form first floor with dormer and roof windows; removal of conservatory and widen rear of west end; erection of detached double garage'.

48. Although the design was different, this proposal consisted of remodelling the entire property to create a true two storey property. The entire ridgeline of the property was raised to approximately 7.6m. Similar levels of glazing were applied to the rear of the property.
49. The proposal was found to have an acceptable impact on the setting of the Conservation Area and the neighbouring listed building at 13 Town Close Road. The Officer's general argument in the committee report was that the property as existing does not fit within the Conservation Area in a traditional sense, but an increase in dominance within the plot was acceptable as it did not have a detrimental impact on the character of the neighbouring listed building or the wider Conservation Area, whilst improving the quality of the property itself.
50. There is also precedent for the approval of double garages to the front of the property. Both 14/00030/F and 12/02375/F were approved for the provision of double garages of similar design, positioning and proportion.
51. At the time that application 14/00030/F was approved (19th May 2014), the current local plan had been submitted for examination and significant weight was applied to its policies, including DM9 which relates to heritage. The local plan was formally adopted later that year and remains in place now. As such, the policy context has not changed considerably since the date of that decision and the Planning Applications Committee is reminded of its duty to have regard to previous decisions of the Council.

Design

52. As the Conservation Officer has indicated, the existing bungalow is of little architectural value. However, its single storey design and screening from the road ensures that any harm to the surroundings is adequately mitigated against. It has been alluded to in numerous comments from objectors that they would only find a single storey building on this plot acceptable. It is worth noting that the existing bungalow is tall for a single storey building - the steep pitched roof to the front stands at approximately 6m as existing.
53. The footprint of the proposal will remain the same as the existing, barring a few minor alterations to the rear. Points made by objectors referring to the width of the property fail to acknowledge that the proposal sits on a near identical footprint to the existing building. It would be unreasonable to expect the applicant to reduce the footprint of the existing building, especially given that the majority of the property will remain at the same height of the existing.
54. The proposal will be raised above the existing garage to the west of the site. The ridge height of this element would be raised from 5m to 7.4m. The eaves would be raised from 2.4m to 4.8m. The total height of this element of the property would be raised by 2.4m total. It is worth noting that this element would only be 1.4m taller than the existing tallest part of the building, and 0.2m shorter than the entire ridgeline of the previously approved scheme under application 14/00030/F. It is also worth noting that this is considerably shorter than the height of the adjacent property at 13 Town Close Road, which has an overall height of approximately 9.3m.

55. Although the mass of this element will be heightened, it will be linked to the remainder of the dwelling by the double height glazed link section. The transparency of the link section will reduce the visual weight of the proposal when viewed from the principal elevation – giving the property the appearance of two separate buildings that have been linked. This section helps reduce the visual bulk of the proposal generated by the existing full-width footprint of the property. The proposal also offers a degree of visual interest to the overall property, introducing a modern design element in a relatively low-key style.
56. In their Design and Access Statement, the applicant outlines that the design inspiration behind the remodelling is that of a converted coach house and outbuildings. The proportions of the upwards extension and the glazed link extension do give the proposal this appearance.
57. There are clear improvements to the design of the existing dwelling. To the front elevation, the somewhat awkward two windows and porch of the existing property are replaced with a more proportionate and aesthetically pleasing trio of windows, aligned with new dormers in the roofspace. The existing garage doors will be replaced with a pleasantly designed bay window.
58. As with any development scheme within a Conservation Area, the quality of materials is essential to ensuring that an acceptable scheme is constructed. The materials that the applicant has indicated appear to be of an acceptable quality (light facing brick, natural slate, Crittall and timber windows and lead dormers), a condition will be applied to ensure that the quality of these details and materials is acceptable. In any case, the materials indicated by the applicant are more appropriate to the prevailing character of the Conservation Area than the existing materials (red facing brick, pantile roofing, white PVC windows and rain water goods).

Impact on the setting of the adjacent Listed Buildings

59. As noted above, the proposal site is located in the historically subdivided plot of number 13 Town Close Road. As such, it is important that any development on this site does not cause harm to the setting of this building, and it is crucial that the building should read as subservient to the listed property and should not detract from its significance within the streetscene.
60. Although the existing building has some issues in terms of the coherence and style of its design, it still reads clearly as subservient to the main dwelling by merit of its low profile and relative distance from 13 Town Close Road. The Conservation Officer notes in their comments that impact on the setting of numbers 12 and 13 Town Close Road should be considered in two ways – in the appreciation of the architectural character of the front elevation of numbers 12 and 13 Town Close Road, and in terms of any increase in feelings of enclosure to the rear of number 13.
61. The proposed remodelling does not alter the footprint of the dwelling and has no bearing on feelings of enclosure to the rear of 13 Town Close Road. The only alteration to the property which could be considered to affect the dominance of the property within the plot is the upwards extension to the western part of the property. This element of the design is still considerably lower than the total height of number 13, whilst sitting at approximately 23m away from the number 13 when viewed from

the principal elevation. This distance is great enough that the raised height has little bearing on the significance of the adjacent listed property. The remainder of the property will remain at the existing height and clearly remains subservient to the neighbouring dwelling. The glazed element further reduces the impact of the dwelling when compared side by side to the neighbouring property – ensuring the property appears as two separate buildings than one uniform mass.

62. Further to this, direct comparisons between the two dwellings will be scarce within the streetscene. Owing to the mature screening around the Fieldgate site, views of the property in direct comparison to the neighbouring properties are limited. Some views of the properties together are visible when looking westwards along Town Close Road, but direct comparisons are limited owing to the viewing angle and mature trees obscuring the view of Fieldgate. Views from the rear garden of number 13 will be largely restricted to the existing mass of the property.
63. It should be noted that the existing footprint of the building is forward of the building line of numbers 12 and 13 Town Close Road. The proposals leave the building line forward of the adjacent listed buildings, but the scale of the development ensures that the property remains subservient. It has been raised during previous schemes that setting the property back further may negatively impact upon the amenity to the rear garden of number 13 Town Close Road.

Impact on the Conservation Area and the setting of other Heritage Assets

64. As the Conservation Officer has highlighted in their comments, the existing building is somewhat discordant with the prevailing character of the Conservation Area, detracting from the overall rhythm of the street-scene through its somewhat confused design aesthetic. The previous paragraphs in this section of the report have outlined the design improvements indicated by the proposal, resulting in a more cohesive and visually pleasing overall design. The impact of the proposal is further mitigated by the inclusion of the glazed link section, which separates the visual bulk of the building. This visual separation ensures that the disruption to the rhythm of the streetscene caused by the existing scheme is mitigated against.
65. Through the implementation of a more cohesive design aesthetic and higher quality materials, in addition to the glazed section, the proposal is considered to have a positive impact on the overall character of the property. Through improving the quality of this proposal, the proposal is considered to enhance the overall quality of the Conservation Area, in line with the requirements of DM9.
66. When considered in isolation, the raising of the height of the western section of the proposal may not lead to an enhancement of the Conservation Area. However, the height of this raised element is still relatively low in comparison to other buildings within the locality and it is considered that this element will have a neutral impact on the overall character of the Conservation Area. When considered holistically alongside the other design improvements, the raising of the height of the western section can be considered an enhancement.
67. It is also worth noting that views of the proposal will be limited owing to the mature screening surrounding the plot. The proposal will only really be visible from public viewpoints when viewed head on through the entrance gates, in which views will largely be contained within the plot. Although the design is generally considered acceptable for the context, it is noted that the mature screening contributes

positively to the overall character of the immediate surroundings and helps screen the existing building from view. The benefits of retaining this screening are recognised so it is recommended that a condition is applied requiring the applicant to submit a plan indicating the retention of existing screening and additional planting where necessary.

68. Views from the wider Conservation Area, chiefly along Town Close Road and Orwell Road, will largely be of the existing or raised roof forms. In either case, the proposed natural slate roofing will be entirely in keeping with the general character of the Conservation Area.
69. Some concern has been raised by objectors regarding the impact of the double garage to the front of the property. As noted previously, there is clear precedent for the inclusion of a double garage in this location. The garage is of an appropriate design and materials and will have little to no bearing on the overall character of the Conservation Area. For reference, there are single storey garages in the front gardens of numbers 1 & 11 Town Close Road on the same side of the street.

Conclusion on Design and Heritage

70. Overall, the proposal is considered to improve the quality of the existing built form. The proposed scheme offers a more cohesion and interest in the overall design, resulting in a more aesthetically pleasing scheme. The scale of the development ensures that there is an acceptable impact on the setting of the adjacent listed buildings and the wider Conservation Area. The small impacts that have been identified can reasonably be offset by conditions requiring high quality materials and appropriate screening. Therefore, the proposal is considered to meet the requirements of Local Plan policies DM3 and DM9, in addition to NPPF sections 12 and 16.

Main issue 3: Amenity

71. Key policies and NPPF paragraphs – JCS7, DM2, NPPF12.

Policy

72. The assessment of amenity impact of new proposals is largely dictated by the adherence of development to DM2: 'ensuring satisfactory working and living conditions'. The policy outlines that no new development should be permitted where there is an unacceptable impact on 'the amenity of the area of the living or working conditions...of neighbouring occupants'. Regard should be given to 'the prevention of overlooking and the loss of privacy' and 'the prevention of overshadowing and loss of light and outlook'. DM2 also highlights a requirement for development to provide a high standard of amenity for current and future occupiers of the property.
73. Concern had been raised about the impact of the proposal on the amenity of surrounding properties. Firstly, the impact of the proposal on the immediately adjacent garden of number 13 Town Close Road will be assessed, before the potential impact on other neighbouring properties is considered.

Impact on 13 Town Close Road

74. Previous schemes on this site have raised concerns regarding potential on the impact on the amenity of number 13 Town Close Road. Previous schemes have

seen increased bulk along the shared boundary – which prompted concerns regarding potential for loss of light to the neighbouring property and garden, in addition to overbearing and overshadowing concerns.

75. The revised scheme involves no alterations to the existing footprint or height along this boundary. Existing windows on this eastern elevation will be removed. Accordingly, it is not considered that the development will have a discernible impact on the amenity of number 13 Town Close Road.

Impact on other neighbouring properties.

76. The footprint of the proposal is unchanged. The upwards extension on the western flank of the property is located next to the highway, so has no impact on the amenity of any neighbouring property by way of overshadowing, loss of light or loss of outlook.
77. Concern has been raised about the potential for overlooking to 1 Orwell Road, the property located immediately to the south of Fieldgate. In particular, the objections focus on the increased glazed elements to the rear of the property, particularly the arched window to the rear of the two-storey element. It is suggested that the proposal will lead to increased overlooking to the neighbouring property, in addition to providing glare from the glazed sections. 1 Orwell Road has a bedroom window on the north elevation looking directly towards Fieldgate.
78. All additional windows to the rear elevation of the proposal are provided at ground floor level, barring the upper sections of glazing in the two-storey element and link section. These windows are located approximately 50m from the aforementioned window at 1 Orwell Road. Three mature trees are located along the rear boundary of Fieldgate, providing a high level of screening even in the winter months when their branches have no leaves. Due to the distance involved and the bulk of the mature trees, it is not considered that the proposal results in significant overlooking or loss of privacy to 1 Orwell Road.
79. It is understood that the applicant is prepared to provide additional screening to the rear of the property to mitigate against the objector's concerns. Although not necessary from a planning perspective as no harm has been identified, this detail can be provided as part of the wider screening condition.
80. One letter of objection has raised concerns regarding the impact of internal lighting within the glazed sections of the proposal, particularly during the evenings and night-time. It is not considered that the level of glazing or profile of the building is substantial enough to generate concerns regarding light pollution. The increased glazing sections of the property are sufficiently distanced from neighbouring properties, and well-distanced from the road and any public viewpoints. Therefore, the impact from additional light is considered to be acceptable.

Impact on current and future occupiers of the subject property

81. The proposal meets the requirements outlined in DM2 for improving the quality of living conditions for current and future residents of Fieldgate. The proposals make substantial improvements to the quality of internal space whilst having little to no bearing on the usability and quality of the existing external amenity space.

Other Matters

82. One letter of representation suggests that as numerous applications have been lodged on this site and found to be unacceptable, the Council should decline to determine future applications under section 70B of the Town and Country Planning Act 1990 (as revised). This legislative power would only apply in an instance where an applicant was being unreasonable and not attempting to address the issues highlighted by officers. Each application on this site has approached the site differently and therefore this legislation is not relevant in this instance.
83. One letter of representation expresses frustration that comparatively minor works have been refused consent on surrounding buildings as they are listed. Works to listed buildings are governed by different legislation as Listed Building Consent is required. Considerations in relation to this development may include impact on the setting of designated heritage assets, but Listed Building Consent is not required in this case.
84. It should be noted that the recommended condition of the Highways Officer relating the resurfacing of the vehicle crossover falls outside the remit of the works detailed in this application. Therefore, it is considered unreasonable to insist upon these works by condition. Instead, an informative note will be applied to any future consent informing the applicant of the advantages of this work, in addition to outlining the logistics of carrying out works to the highway.

Equalities and diversity issues

85. There are no significant equality or diversity issues.

Local finance considerations

86. 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.
87. 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.
88. In this case local finance considerations are not considered to be material to the case.

Conclusion

89. 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.
90. The proposal is of an acceptable design and is considered to have an acceptable impact on the overall character of the Newmarket Road Conservation Area and the setting of immediately adjacent listed buildings.

91. The amenity impact of the proposal is considered to be minimal and what little impact there is will be reasonably controlled by conditions.
92. The proposal subsequently meets the criteria outlined within the relevant policies of the Norwich Development Management Policies Local Plan (2014) and of the National Planning Policy Framework (2021).

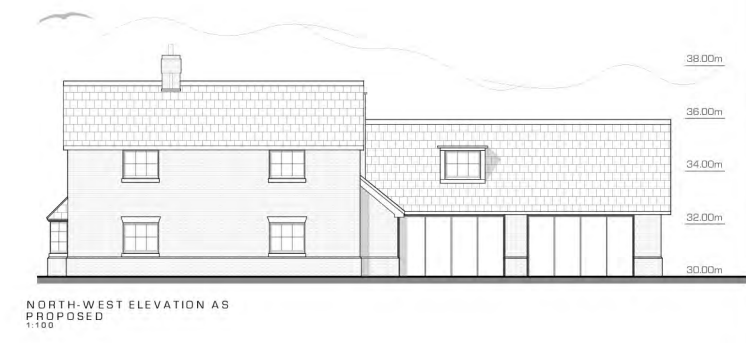
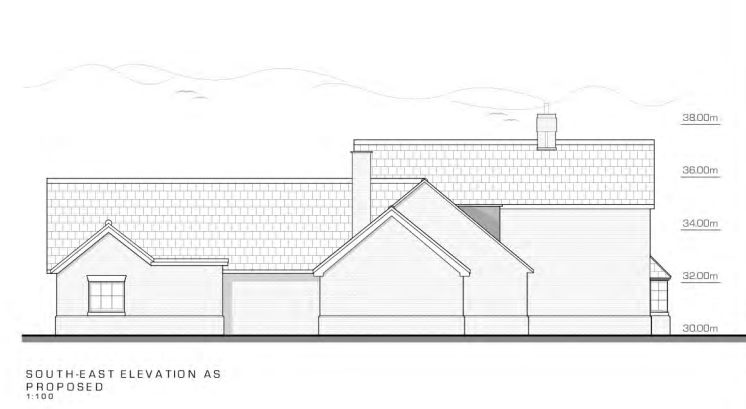
Recommendation

To approve application no. 21/00646/F – Fieldgate, Town Close Road, Norwich NR2 2NB and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details of materials;
4. Screening plan.

Informative notes:

1. SHC09 adapted – benefit of reworking vehicle crossover to standard asphalt.
2. Works to the highway require separate consent.



Rev.	Date	Comments	By	Chkd.	All dimensions are to be checked before any site fabrication by the contractor or sub contractors specialist suppliers etc. Do not scale plans. Use only figured or grid dimensions. Any deviation from this drawing is to be reported to CAM Architects Norwich Limited immediately. COPYRIGHT: This drawing must not be reissued loaned or copied without the consent of CAM Architects Norwich Limited. All errors, discrepancies should be reported to CAM Architects Norwich Limited immediately.
A	15/10/2021	Updated to match visuals	TN	EA	This drawing has been prepared for the following purposes and does not constitute use for any other purpose.
-	01/10/2021	Planning Application Issue	TN	EA	Planning Application 21/00646/F

Scale: 1:100 @ A1 (1:200 @ A3)

Client: Mr and Mrs Prendergast
 Address: Fieldgate, Town Road Close, Norwich, NR2 2NB



Project Details: Extension of existing bungalow and associated works
 Drawing Title: Proposed Floor Plans and Elevations
 Drawing Number: 1622-CAM-XX-XX-DR-A-PL04
 Revision: A