

**Report to** Planning Applications Committee

**Item**

8 September 2022

**Report of** Head of Planning & Regulatory Services

**Subject** Application no 22/00506/F 301 Unthank Road, Norwich  
NR4 7QA

**4d**

**Reason  
for referral** Called in by Councillor Lubbock

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<b>Ward</b>	Eaton
<b>Case officer</b>	Danni Howard - 01603 989423 - <a href="mailto:dannihoward@norwich.gov.uk">dannihoward@norwich.gov.uk</a>
<b>Applicant</b>	Maggie & Steve Southworth

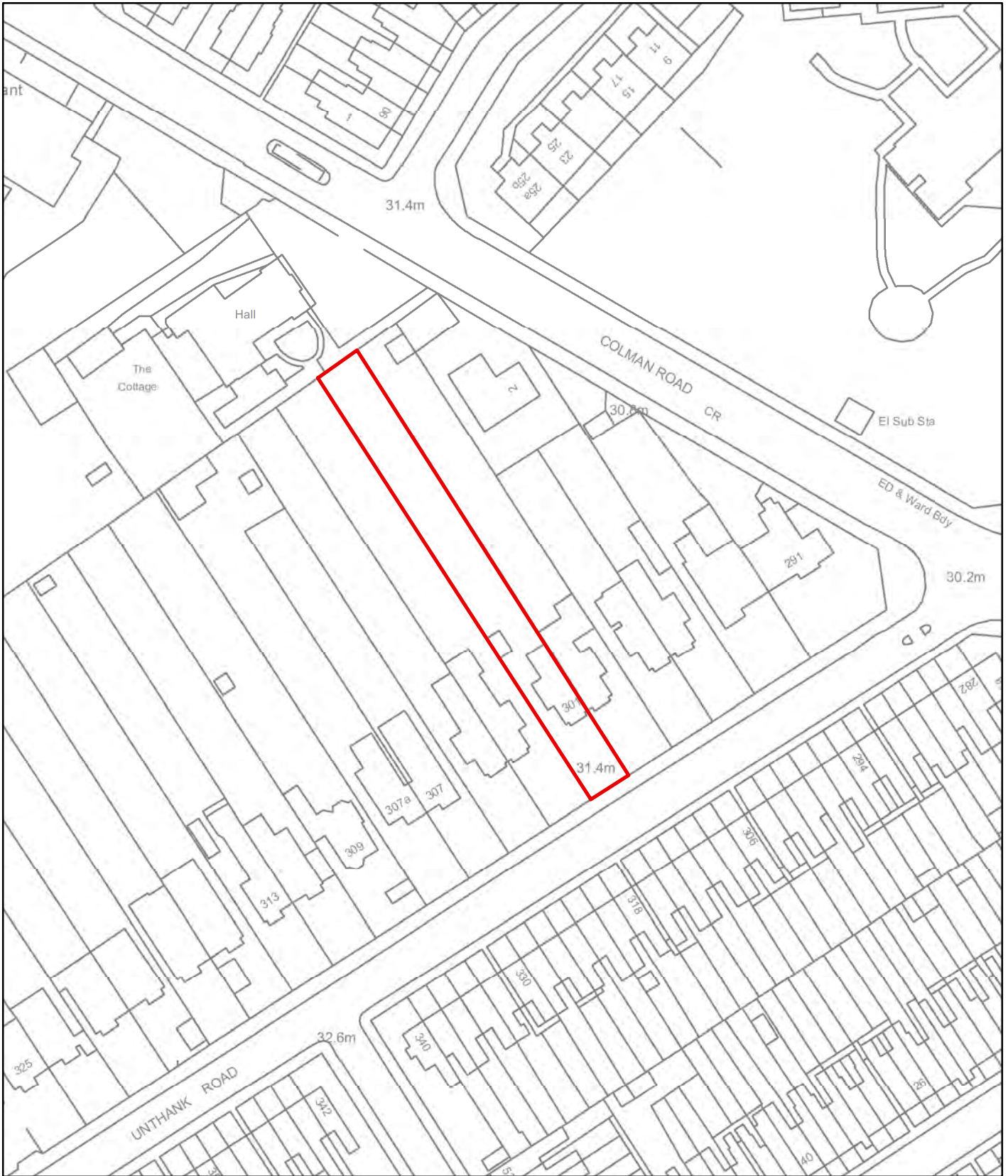
**Development proposal**

Two storey rear extension, single storey rear and side extension and installation of dormer window to rear roof slope.

**Representations**

Object	Comment	Support
6	0	3

<b>Main issues</b>	<b>Key considerations</b>
1	Design
2	Heritage Impact
3	Amenity
4	Trees
<b>Expiry date</b>	14 September 2022 (Extended from 7 July)
<b>Recommendation</b>	Approve



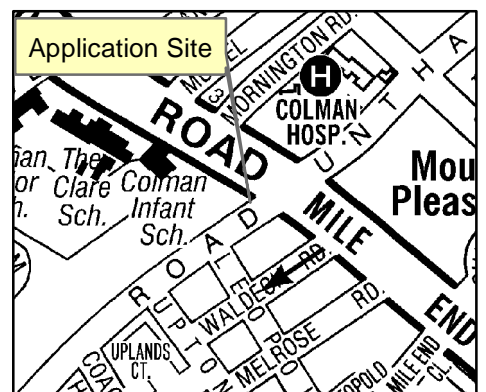
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Planning Application No 22/00506/F  
 Site Address 301 Unthank Road

Scale 1:1,000



**NORWICH**  
 City Council  
 PLANNING SERVICES



## The site and surroundings

1. The site located on the north side of Unthank Road, less than 100m from the junction with Colman Road and Mile End Road. The subject property is a two-storey, semi-detached dwellinghouse and is locally listed as described in paragraph 5. The rear of the site is constructed over an 'L' shape, with a two-storey outshot and adjoining single storey outshot on the southeast side of the property which is mirrored across the grouping of houses within the local list description. Several of the houses within the group have been altered to the rear by way of extensions and dormers.
2. The surrounding area consists mostly of locally listed buildings with decorative frontages. The south side of the street contains a Victorian terrace, whereas the northern side where the subject property is located features larger, more decorative semi-detached dwellings well distanced from the highway by ample front gardens. The sites surrounding the application site are, in common with the application site generally, partially screened from the highway by fence topped walls alongside mature planting and trees.
3. The site is bordered on the northeast side by adjoining property no. 299 and on the southwest side by no. 303. The site is bordered to the rear by Kinchen Hall on Colman Road, which has historically been in a community use.

## Constraints

4. Unthank and Christchurch Conservation Area
5. Locally Listed as a group with nos. 295, 297, 299, 303 & 305 – Description: *Early C20. 3 pairs semi-detached. 2 storeys, red brick. Slate roof with timbered gable over 2-storey square bay with sashes. Timber at eaves. Recessed entrance under stone lintel. Brick string course. Single fronted. 297 re-roofed with artificial slate.*
6. Critical Drainage Catchment.

## Relevant planning history

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

Ref	Proposal	Decision	Date
22/00233/TCA	H1 hawthorn: Fell; P1 prunus: Fell; PR1 pear: Reduce height from approx 12ft to a final height of approx 10.5ft; P2 prunus: Fell; W1 walnut: Crown lift to approx 2.8m; H1: Fell; H2: Crown lift to approx 1.5m.	NTPOS	29/03/2022

## The proposal

8. The application proposes extensions to the existing house as follows:
  - (a) Two storey rear extension with hipped roof. Ridge height at 6.9m; eaves height at 6m; depth extending 2.9m from the existing house; and width at 4.35m. There will be 1no. window inserted in the rear elevation. The roof materials are proposed to match the existing.
  - (b) Single storey rear and side extension with mono-pitched roof to infill the 'L' shape and extend 2.45m beyond the proposed two-storey extension rear of the property. The proposal will extend 2.25m from the side of the rear outshot, finishing in line with the existing property line. The maximum height will be 3.5m and eaves height 2.95m. 2no. roof lights will be inserted on the side and rear roof slope respectively. 1no. door and 2no. windows will be inserted on the side elevation and a set of sliding doors in the rear elevation.
  - (c) Insertion of dormer window with dual pitched roof on the existing rear roof slope. The maximum height will be 0.85cm measured from the roof slope; width 1.4m and depth 1.4m. It has been noted by the agent that the proposed dormer is not currently proposed to facilitate a loft conversion, however the internal conversion of loft space to additional living space does not require planning permission should the applicant decide to do so in future.
  - (d) External materials are proposed to be brick to match the existing at ground floor and white render to the first floor rear elevation and across the inset side elevation. Roof materials are proposed to be tiles to match the appearance of the existing.
  - (e) An existing single storey garage sited in the rear garden will be demolished to facilitate the proposed development.
9. The proposal as originally submitted was for a two-storey side and rear extension which raised concerns via letters of objection. The proposal was subsequently revised to reduce the two-storey extension to the rear of the existing property and add a single storey rear and side extension following negotiations with the planning officer during the assessment process.

## Representations

10. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Nine 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.
11. Nine letters of representation (6 objections, 3 supporting) were received during the consultation of the original proposal as described in paragraph 11. A re-consultation was undertaken for the revised scheme and one additional letter of objection from an existing contributor has been received at the time of writing this report.
12. The application is being brought before planning applications committee because it has been called in by Cllr Judith Lubbock.

Issues raised	Response
Extension is too close to the boundary and would set a bad precedent in the conservation area.	See Main Issue 2 – Heritage Impact
Loss of privacy to neighbours	See Main Issue 3 - Amenity
Size and design of two-storey development would have detrimental impact on amenity of no. 303 by overshadowing, loss of light, loss of outlook and loss of privacy.	The height, scale and form of the proposal have since been revised. See Main Issue 3 - Amenity
Extension is out of character with other properties in the Conservation Area due to scale, design and materials.	The scale and design of the proposal have since been revised. See Main Issue 2 – Heritage Impact
Increase in overlooking into gardens of 303 and 299 due to two storey development.	See Main Issue 3 – Amenity
Use of off-white render would be detrimental to the appearance of the original building as well as surrounding properties and is inappropriate for Conservation Area.	See Main Issue 1– Design
Development would be clearly visible from Unthank Road and terraced properties opposite and is too large with detrimental impact on open aspect of neighbourhood.	The scale of the proposal has since been reduced. See Main Issue 1– Design
There is a large Robinia adjacent the proposed development site, stemming in the boundary of 301. This has not been addressed in the application and harm may be caused.	An Arboricultural Impact Assessment (AIA) has been submitted with the revised scheme. See Main Issue 4 - Trees
Dispute that the claim in the ecology report that the proposal will not impact nutrient neutrality.	See assessment of nutrient neutrality in other matters.
Ecology report does not conclude that no roosting bats are present and recommended surveys should be undertaken.	The recommended emergence survey was requested by the case officer following comments from the ecology officer. A report following the survey was provided with the revised scheme.
The proposed development is overbearing.	The scale and form of the proposal has since been revised.
Concerns regarding loss of light and out of scale development with suggestion two storey aspect at the back should be reduced to the level of the single storey extension at 299.	The scale and form of the proposal has since been revised. The two storey extension will not extend further than the single storey extension at 299.
Concerns the revised proposal is eating into the garden, increasing runoff, destroying habitats and resulting in a loss of trees. The applicant should commit to replacing trees already lost and re-wilding the garden	No trees are proposed to be removed to facilitate the revised proposal. The existing garden is not overgrown or ‘wild’ and there is unlikely to be any notable habitat loss. Removal of shrubbery/planting that aren’t trees can be done without planning consent. It is not appropriate to require re-planting of

Issues raised	Response
	trees within this application as they had separate consent to be felled. A condition is recommended for surface water drainage – see other matters.

### Consultation responses

13. 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 (for original and revised proposal)

14. Thank you for consulting design & conservation but we do not propose to offer comment on the scheme. This should not be taken as an indication that the proposals are acceptable or otherwise; the application should be determined in accordance with the development plan, the NPPF where relevant and the duty upon the council to either preserve or enhance the character of the conservation area.

### Natural areas officer (for proposal as originally submitted)

15. Comment on original application. The survey recommends that an emergence bat survey is undertaken to confirm if there are bat roosts present. Please can you ask the agent to get this completed. We should not issue a decision before this is completed.

### Natural areas officer (for revised proposal)

16. As below I asked for an additional survey to be undertaken, in line with the recommendations on the originally submitted Ecological Assessment. Thank you for reconsulting me following on from the submission of a report outlining the results of this survey, a bat emergence survey.

The emergence survey was required for the main house, which was identified as having low roost potential. A suitable survey has been undertaken. The survey was able to conclude that bats pass over the site, but no roosting behaviour/roosts were identified on site. The only bats recorded were common pipistrelles.

The original report provides some suggestions for biodiversity enhancements, to include small-hole bird boxes and native planting. Whilst these suggestions are welcomed it is noted that the development is a relatively small scale residential extension, extending primarily onto existing hardstanding. As such the enhancements are not considered to be essential to meet the requirements of DM6 in this instance.

Please can the following informatives be added.

Informatives;

IN9 Site Clearance and Wildlife

IN27 Protected Species

Please note that I am not commenting on the Nutrient Neutrality and shadow HRA assessment; this does not mean that it is acceptable. Please make your own judgement.

### **Tree protection officer**

17. No objections from an arboricultural perspective. However, in order to protect retained on, and off-site trees, it is vital that the recommendations contained within the AIA are implemented. Applying Condition TR7 - works on site in accordance with AIA/AMS/TPP, would therefore be appropriate.

### **Assessment of planning considerations**

#### **Relevant development plan policies**

18. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
  - JCS1 Addressing climate change and protecting environmental assets
  - JCS2 Promoting good design
19. **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
  - DM5 Planning effectively for flood resilience
  - DM6 Protecting and enhancing the natural environment
  - DM7 Trees and development
  - DM9 Safeguarding Norwich's heritage

#### **Other material considerations**

20. **Relevant sections of the National Planning Policy Framework July 2021 (NPPF):**
  - NPPF12 Achieving well-designed places
  - NPPF14 Meeting the challenge of climate change, flooding and coastal change
  - NPPF15 Conserving and enhancing the natural environment
  - NPPF16 Conserving and enhancing the historic environment

#### **Case Assessment**

21. 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: Design**

22. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 126-136.



23. The rear dormer would meet the size requirements to be considered permitted development in most circumstances but requires consent as the house is within a conservation area. The scale of the proposed dormer is small and its visual impact against the main house is minimal. The roof form is in-keeping with the existing property and remains subservient in appearance against the existing dwelling and proposed extensions.
24. The two-storey rear extension has been revised to remain in line with the width of the existing outshot. The extension roof will sit at a ridge height lower than the existing but matches the gradient of the existing roof slope so the extension does not dominate the rear of the property and reads as a subservient addition to the original form of the dwelling. The two-storey extension will not disturb the existing first floor fenestration and will include 1 no. additional timber framed window on the rear elevation only.
25. The single storey extension will infill the existing space between the stepped rear elevations but will not extend beyond the existing property line to the side. The original layout of the property will still be easily read at the first floor and the proposed extension is not considered to harm the character or distinctiveness of the property. The proposed windows on the side elevation will not match those existing at the first floor but do reflect the form of the existing ground floor windows, which are of a different size and form to the first floor. The addition of a door on the side elevation will not harm the appearance or character of the property as a whole.
26. Concerns were raised on the original proposal that the use of render would be detrimental to the appearance of the property. The area to be rendered has been reduced from the original proposal and red brick will still appear as the more prevalent materials across the rear and side elevation. As such the use of render is not considered to harm the appearance or character of the property.

### **Main issue 3: Heritage**

27. Key policies and NPPF paragraphs – JCS2, DM9, NPPF paragraphs 189-208.
28. Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 place a statutory duty on the local authority to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas. Case law (specifically *Barnwell Manor Wind Energy Ltd v East Northamptonshire DC* [2014]) has held that this means that considerable importance and weight must be given to the desirability of preserving the setting of listed buildings and conservation areas when carrying out the balancing exercise.
29. The proposal will not impact or distract from the areas of significance as noted in the local list description and as such is not considered to harm a locally designated heritage asset.
30. Concerns were raised that the scale and design of the original proposal would negatively impact the conservation area. The revised proposal significantly reduces the scale of the two-storey proposal, which will not be visible from Unthank Road. Some of the side single storey extension may be visible when passing the property, however, as the development is well distanced from the road and there is additional screening from trees and planting against the boundaries forward of the property these views will be limited and are unlikely to notably impact the conservation area.



31. Concerns were also raised stating the use of render is inappropriate and harmful for the conservation area. The use of render is not uncommon across the conservation area and can be seen in use along Unthank Road. The area to be rendered is small and sited to the rear of the property where it will be visible mostly from private amenity space. There will be very limited views, if any, of the render from the public realm and as such the use of the material is not considered to cause harm to the conservation area.

#### **Main issue 4: Amenity**

32. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 8 and 129.
33. A daylight and sunlight assessment based on the revised proposal was submitted. The report found that the adjoining no. 299 adhered to the 45 degree rule assessment in line with BRE guidelines and didn't require any further testing.
34. Detailed technical assessments including Vertical Sky Component (VSC), daylight distribution and Annual Probable Sunlight Hours (APSH) were carried out on no. 303 following severe concerns regarding loss of light from the original proposal. The property was found to fully adhere to BRE guidelines in terms of VSC and APSH in the proposed condition, and no change in daylight from existing. The report therefore concludes that there will be no noticeable reductions in daylight or sunlight as a result of the revised proposal.
35. As there are no side facing windows at first floor level the two-storey extension will not cause a notable loss of privacy to the neighbouring properties. There will be approximately 1.7m distance from the proposed ground floor side windows to the site boundary. They will be mostly obscured from view of no. 303 by the existing fencing, however any potential impact on privacy is also mitigated by the distance to the boundary. As such the proposal is not considered to cause a significant level of harm to residential amenity by virtue of loss of privacy.

#### **Main issue 8: Trees**

36. Key policies and NPPF paragraphs – JCS1, DM7, NPPF paragraphs 174 and 180.
37. The proposal will not impact any trees that stem from within the site, however there are some nearby trees which stem adjacent the site boundary, close to the development area, that stem from within the boundary of no. 303. As the trees are protected by the Conservation Area, a separate notice would be required to be submitted for any works to trees, such as pruning, that would be required to facilitate the development.
38. An Arboricultural Impact Assessment (AIA) was not submitted with the original proposal, which raised concerns from neighbours during the original consultation period. An AIA was later submitted based on the impact of the revised proposal. The report demonstrates that no trees are to be removed to facilitate the development. The proposed works will marginally encroach the root protection area (RPA) of the adjacent Robinia (T3) and may have a minor impact on a nearby cherry tree (T4). Tree protection methods and recommended methodologies for the proposed development are demonstrated within the appendices of the report. The AIA finds that if the recommended methodology for removal of the garage and the proposed development, contained within the report, is adhered to then there is unlikely to be any notable harm to the affected trees. As such it is considered appropriate to add a condition to any approval requiring works and tree protection

methods take place in accordance with the approved AIA in line with comments received from the tree protection officer.

### Compliance with other relevant development plan policies

39. 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	Not applicable
Car parking provision	DM31	Not applicable
Refuse storage/servicing	DM31	Not applicable
Energy efficiency	JCS1, JCS3 & DM3	Not applicable
Water efficiency	JCS1 & JCS3	Not applicable
Sustainable urban drainage	DM3 & DM5	Yes subject to condition

### Other matters

40. The site is within a critical drainage catchment and the proposal will create an increase in impermeable floorspace. As such, mitigation measures to reduce surface water runoff, such as the installation of a water butt, would be expected in order to comply with local policy DM5. There are no clear mitigation measures demonstrated on the submitted drawings, however it has been declared in discussion with the agent that there is intent to install a new soakaway and water butt with the proposed development. It is therefore appropriate to condition details to be submitted to the local authority prior to any above ground works.
41. A bat survey was submitted with the original proposal which recommended an additional emergence survey be undertaken to rule out the potential for roosting bats. Concerns were raised in objections that this had not been done however a report with the results of the emergence survey was submitted with the revised proposal documents. The report found no evidence of emerging bats or suggestion of roosting behaviours and it concluded the site is absent of roosts. Some concerns were also raised regarding loss of habitat. As the proposal mostly extends over existing hardstanding there is unlikely to be a harmful loss of existing habitat. There is therefore no need to condition any mitigation measures for protected species, however the informatives recommended in comments from the natural areas officer should be added for completeness.
42. **Assessment of Impacts under the Conservation of Habitats & Species Regulations 2017 (as amended)**
- Site Affected: (a) Broads SAC/Broadland Ramsar  
 (b) River Wensum SAC
- Potential effect: (a) Increased nitrogen and phosphorus loading  
 (b) Increased phosphorous loading

The application represents a 'proposal or project' under the above regulations. Before deciding whether approval can be granted, the Council as a competent authority must undertake an appropriate assessment to determine whether or not the proposal is likely, either on its own or in combination with other projects, to have any likely significant effects upon the Broads SAC, and if so, whether or not those effects can be mitigated against.

The Council's assessment is set out below and is based on advice contained in the letter from Natural England to LPA Chief Executives and Heads of Planning dated 16th March 2022.

(a) Broads SAC/Broadland Ramsar

Does the plan or project create a source of water pollution or have an impact on water quality (e.g. alters dilution)? AND

Is the plan or project within the hydrological catchment of a habitats site which includes interest features that are sensitive to the water quality impacts from the plan or project?

Answer:NO

The proposal is for works to an existing dwelling and will not impact upon the average occupancy figures for dwellings across the catchment and will therefore not impact upon water quality in the SAC.

Conclusion: It is not necessary to carry out an assessment under the Habitats regs.

(b) River Wensum SAC

Does the plan or project create a source of water pollution or have an impact on water quality (e.g. alters dilution)? AND

Is the plan or project within the hydrological catchment of a habitats site which includes interest features that are sensitive to the water quality impacts from the plan or project?

Answer:NO

The proposal is for works to an existing dwelling and will not impact upon the average occupancy figures for dwellings across the catchment and will therefore not impact upon water quality in the SAC. In addition, the discharge for WwTW is downstream of the SAC.

Conclusion: It is not necessary to carry out an assessment under the Habitats regs.

### **Equalities and diversity issues**

43. The proposed development is intended to provide safer and more accessible upstairs sleeping arrangements for the applicant, who has a disability that may worsen with time. The additional space downstairs with the addition of a shower room will future-proof the property should the applicant no longer be able to safely reside upstairs, whilst also providing a bathroom for a carer when required.

## **Local finance considerations**

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

## **Conclusion**

45. The proposal will not cause an impact on amenity that warrants refusal of the application. There will be limited impact on the character of the surrounding conservation area and the design will not harm the character of the property to a level that would warrant refusal of the application. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

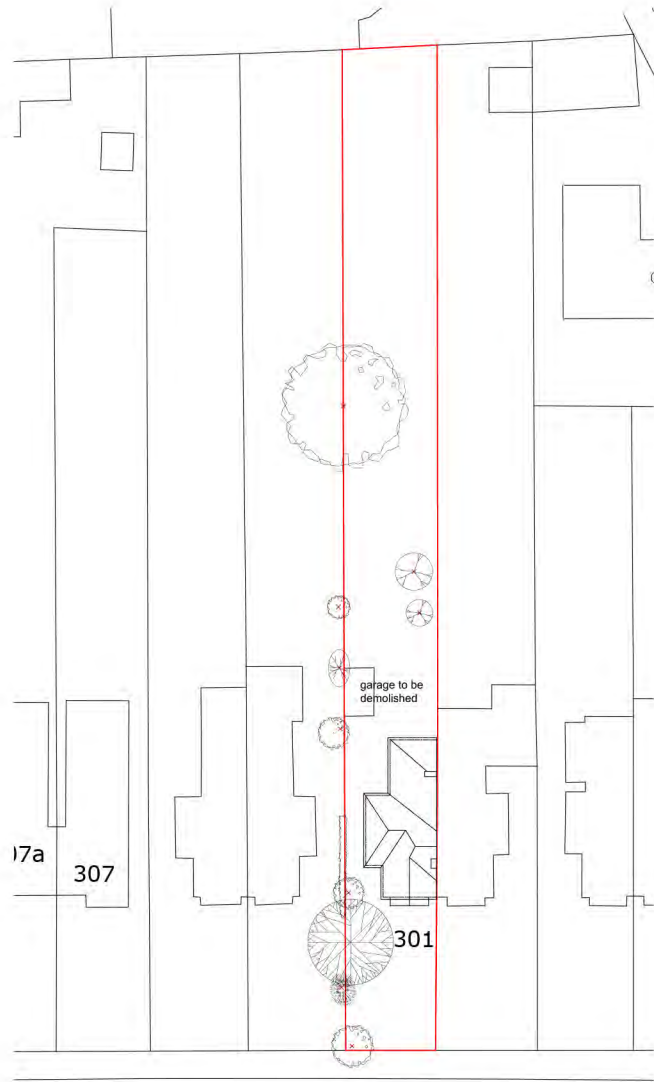
## **Recommendation**

To approve application 22/00506/F 301 Unthank Road, Norwich NR4 7QA and grant planning permission subject to the following conditions:

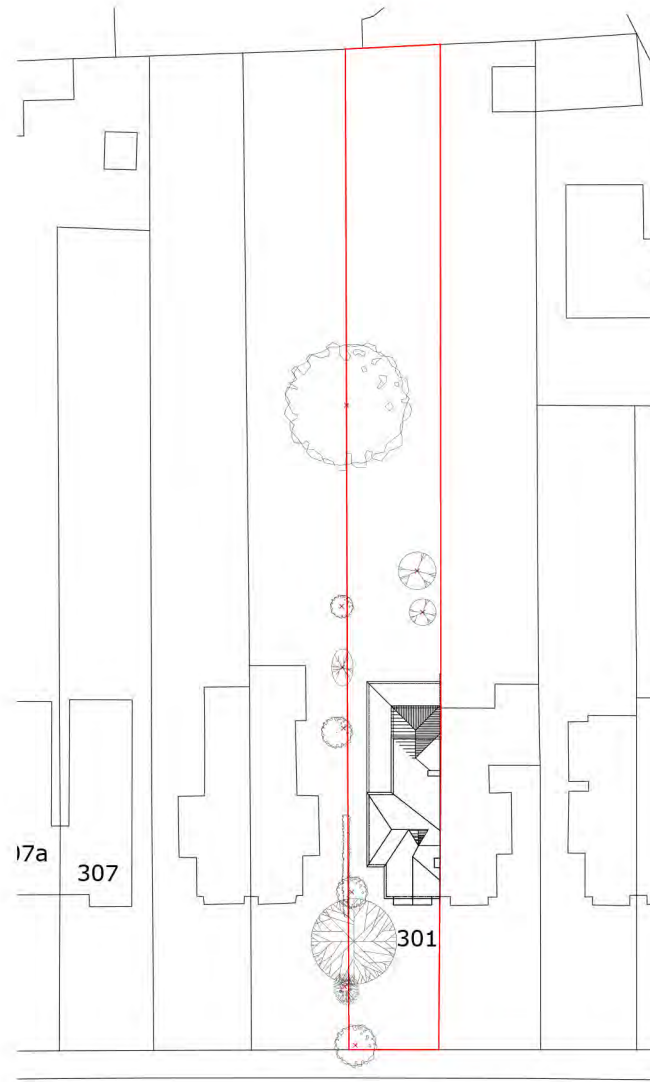
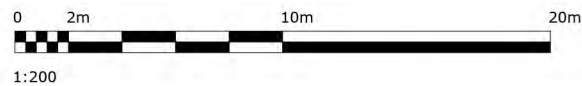
1. Standard time limit;
2. In accordance with plans;
3. Works in accordance with AIA;
4. Details of surface water drainage.

Informatives:

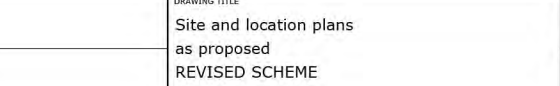
1. IN9 Site Clearance and Wildlife
2. IN27 Protected Species



site plan 1:500  
as existing

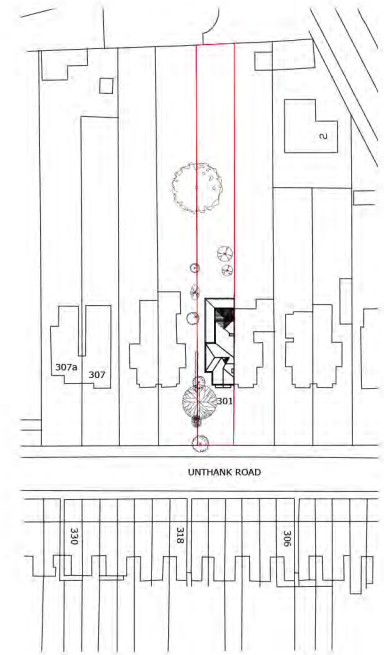


site plan 1:500  
as proposed



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			CHKD BY



location plan 1:1250

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Ordnance Survey 0100031673



1:1250  
NOTE: Trees shown are indicative only. Refer to the arboricultural consultants AIA & Tree Protection Plan for species, size and condition of trees on or adjacent to the site which may be affected by the work.

CLIENT  
Maggie & Steve Southworth

PROJECT  
301 Unthank Road, Norwich  
Extension & alterations

DRAWING TITLE  
Site and location plans  
as proposed  
REVISED SCHEME

SCALE  
as shown

DATE  
Aug'22

DRAWN BY  
CR

CHECKED BY

PROJECT NO.  
00995

DRAWING NO.  
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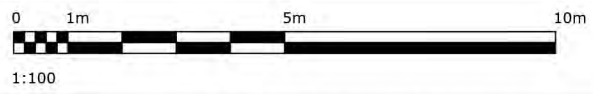
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CLIENT  
 Maggie & Steve Southworth

PROJECT  
 301 Unthank Road, Norwich  
 Extension & alterations

DRAWING TITLE  
 Elevations  
 as existing

SCALE	DATE	DRAWN BY	CHECKED BY
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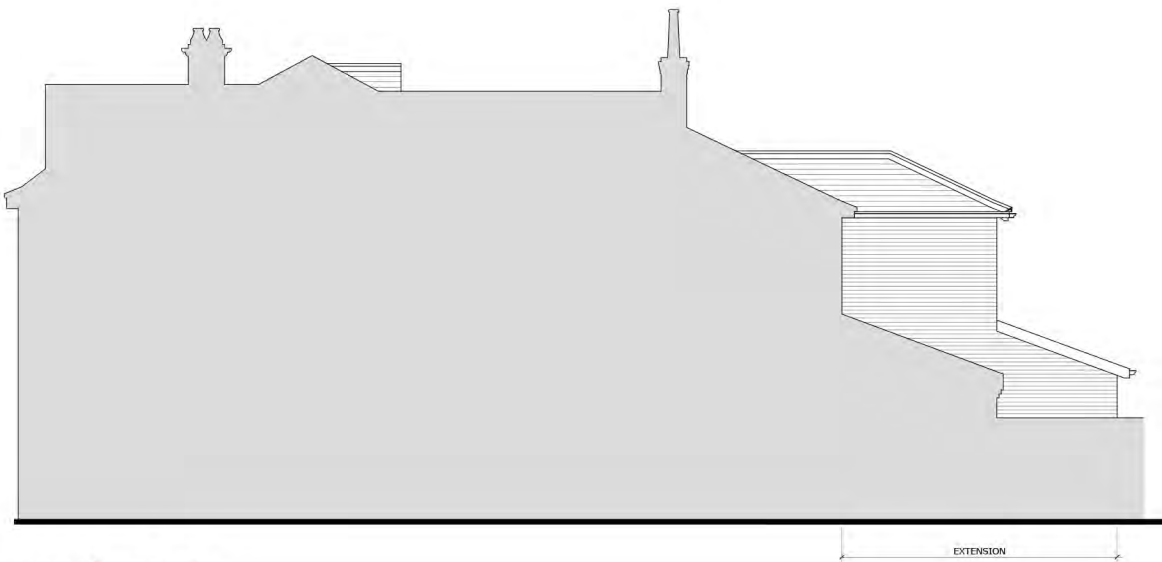
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no change



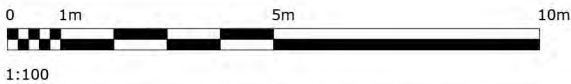
south-west



north-west



north-east



CLIENT  
Maggie & Steve Southworth

PROJECT  
301 Unthank Road, Norwich  
Extension & alterations

DRAWING TITLE  
Elevations  
as proposed  
REVISED SCHEME

SCALE	DATE	DRAWN BY	CHECKED BY
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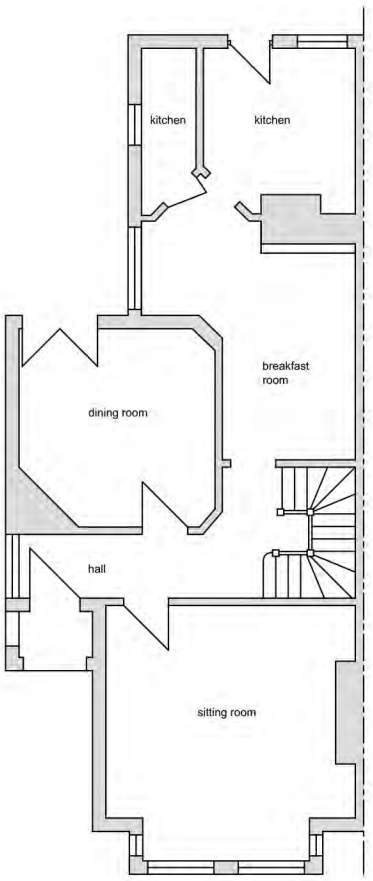
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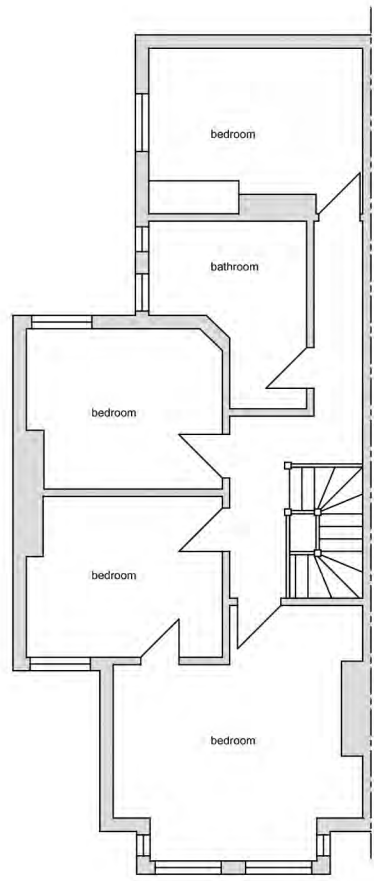
Note:  
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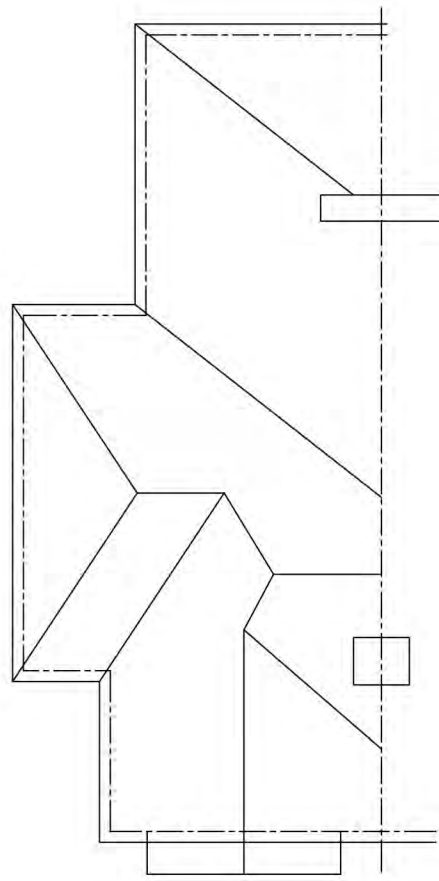
REV.	DATE	DESCRIPTION	AMD BY	CHKD BY



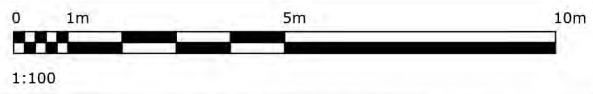
GROUND FLOOR  
plans



FIRST FLOOR



ROOF PLAN



CLIENT  
 Maggie & Steve Southworth

PROJECT  
 301 Unthank Road, Norwich  
 Extension & alterations

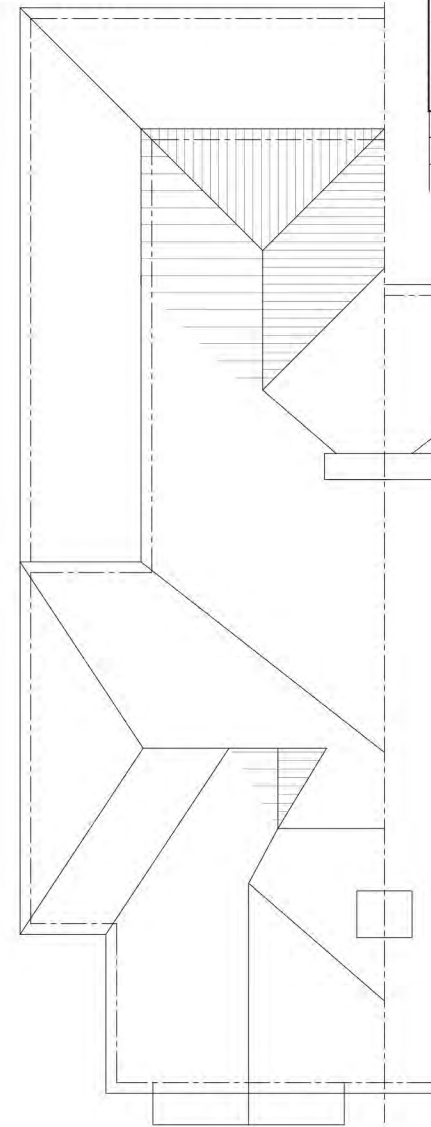
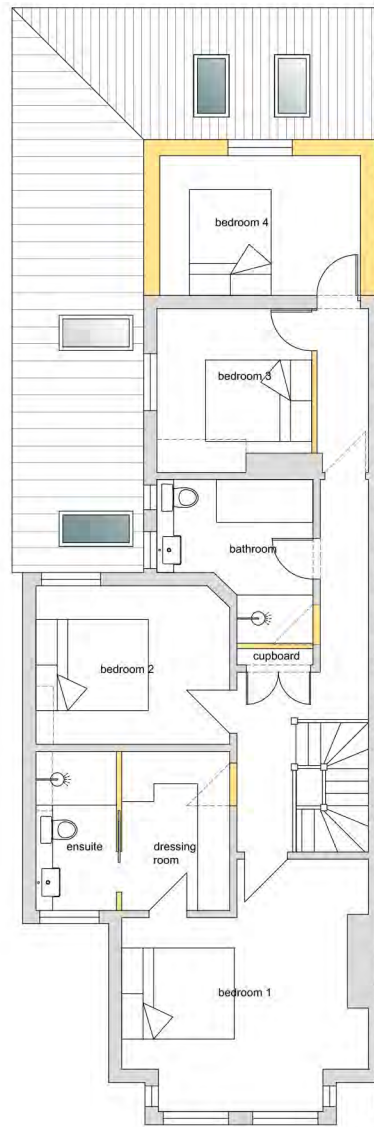
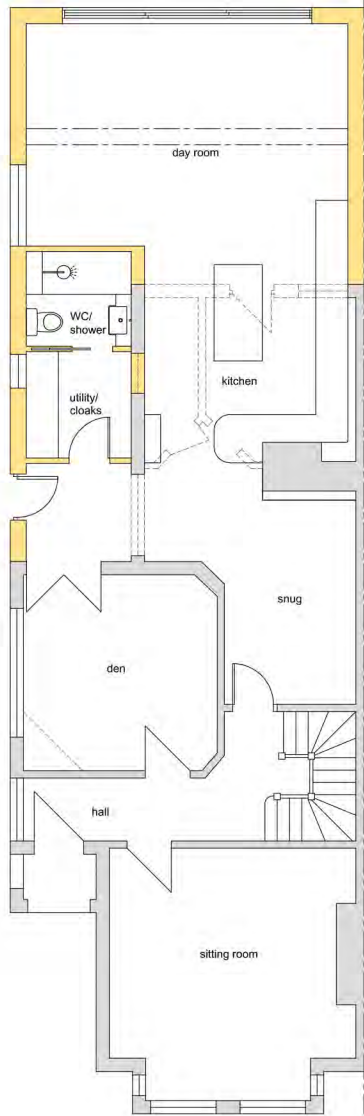
DRAWING TITLE  
 Plans  
 as existing

SCALE 1:100	DATE Apr'22	DRAWN BY CR	CHECKED BY
PROJECT NO. 00995	DRAWING NO. PL01	REV	

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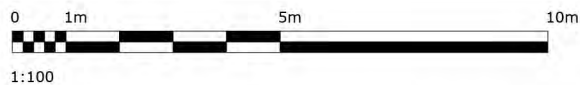
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DRAWING ISSUE STATUS:		PLANNING SUBMISSION		AMD	CHKD
REV.	DATE	DESCRIPTION		BY	BY



CLIENT  
 Maggie & Steve Southworth

PROJECT  
 301 Unthank Road, Norwich  
 Extension & alterations

DRAWING TITLE  
 Plans  
 as proposed  
 REVISED SCHEME

SCALE	DATE	DRAWN BY	CHECKED BY
1:100	Aug'22	CR	MPS
PROJECT NO.	DRAWING NO.	REV	
00995	PL08		



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