

Report to Planning applications committee

Item

11 July 2019

Report of Head of planning services

Subject Application no 19/00291/F - Fieldgate, Town Close Road,
Norwich, NR2 2NB

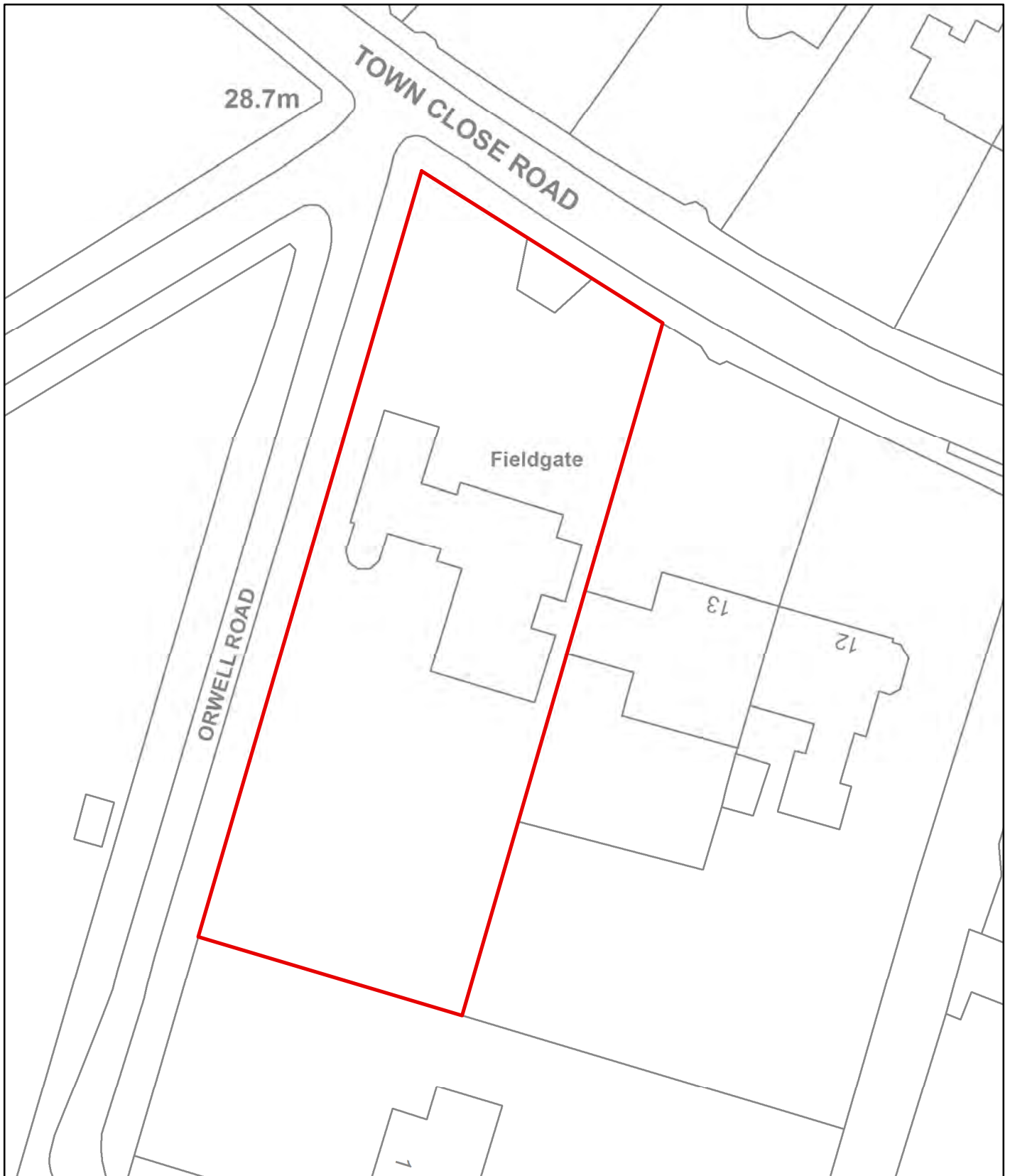
**Reason
for referral** Objections

4(f)

Ward:	Town Close
Case officer	Jacob Revell – jacobrevell@norwich.gov.uk

Development proposal		
Two storey front, side and rear extension, roof alteration and double garage.		
Representations		
Object	Comment	Support
6	0	0

Main issues	Key considerations
1	Design and impact on Conservation Area.
2	Impact on neighbouring properties.
Expiry date	19 July 2019
Recommendation	Approval



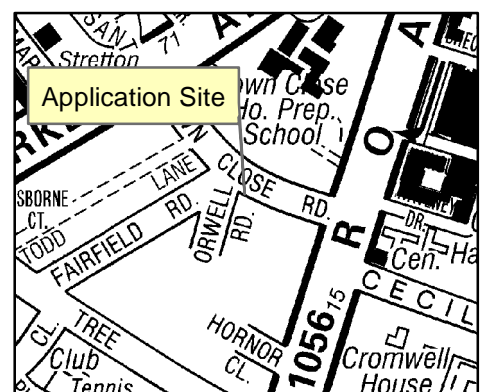
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Planning Application No 19/00291/F
 Site Address Fieldgate, Town Close Road
 Scale 1:500



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.
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 grey buff-type brick and feature clay tile 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 Town House 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. 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

4. Newmarket Road Conservation Area

Relevant planning history

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

Ref	Proposal	Decision	Date
12/02375/F	Erection of double garage in front garden.	APPR	05/04/2013

Ref	Proposal	Decision	Date
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.	APPR	19/05/2014

6. The planning history indicates that the development on this site is approvable in principle.

The proposal

7. The application proposes a number of significant extensions to the existing property with the effect of producing a property that is of a very different design and scale to the existing.
8. It is proposed that the footprint of the property will be expanded by way of a rear extension. This extension would extend about ten meters from the existing rear of the property. The extension would then run about 11m across to reconnect with the existing footprint of the property, making the total footprint roughly square. The footprint of the building is proposed to be increased from approx. 260 square meters to approx. 340 square meters. The change in footprint is proposed to take place on the west side of the property, bringing the rear of the property in line with the current part of the building that extends outwards. No other significant change to the footprint is proposed to the main dwellinghouse.
9. It is proposed to extend the property upwards, adding a second storey and altering the roof form. The proposed building would feature two large gables on the front elevation, facing the road. The larger of the two, on the east side of the front elevation of the building, is proposed to be 9.10m tall at the highest point, and approximately 4.9m at the eaves. All of the proposed eaves on the property are at this level. The lower gable is proposed as 7.8m tall at the highest point. The rear elevation will feature a gable approximately 8.8m tall at the highest point. The two large gables are interconnected by a third which forms the entranceway to the property – this is proposed as 6.6m at the highest point and falls below the ridge line that interconnects the gable roofs. This proposed ridge line will now run from east to west rather than north to south.
10. The applicant has proposed large glazed sections on the front elevation of the property. These glazed sections are proposed to follow the ridge of the gables. The glazed panelling is present in all three sections of the front of the property and the middle section to the rear of the property. To the rear, the applicant has proposed a balcony section to the west side of the south elevation, to be stepped under the canopy of the roof.

11. There are utility and plant rooms located on the east elevation of the property. The proposal aims to keep these rooms as single storey, but to change the gables facing 13 Town Close to lean to roofs onto the two storey element of the development.
12. A garage is proposed to the front of the property. The proposed footprint of the garage is 6.7m x 6.7m. Proposed as 2.3m at the eaves and 4.1m at the highest point of the roof. It is worth noting that an application for a similar sized double garage was granted approval in 2012 on the grounds that sufficient screening was provided year round to ensure a garage would not have a significant impact on the street scene.
13. Internally, the applicant is proposing a large open plan living area on the ground floor, taking out many of the walls between the proposed sitting, kitchen, dining and hallway areas. To the front of the property, there is proposed to be a study and cinema room. The double-height hallway space will continue onto the first floor, with both sides of the property connected by an internal bridge across the hallway. 4 bedrooms, 4 bathrooms (3 en-suite) and a large dressing room are proposed upstairs. The use of the property will be strictly residential.

Representations

14. Adjacent and neighbouring properties have been notified in writing. 5 letters of representation have been received citing the issues as summarised in the table below.

Issues raised	Response
Design. <ul style="list-style-type: none">- Design will become dated.- Not in keeping with area.- Excessive scale.- Plot unsuitable for building of this scale.	See main issue 1.
Amenity. <ul style="list-style-type: none">- Overbearing to neighbouring building.	See main issue 2.
Heritage Impact. <ul style="list-style-type: none">- Lack of heritage report- Negative impact on setting of listed buildings.- Negative impact on conservation area	See main issue 1.

Consultation responses

15. Consultee: NCC – Conservation and Design

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

16. Consultee: NCC - Transportation

Comments: No objection on highway grounds.

17. Consultee: NCC – Tree Officer

Comments: The loss of G2 and G3 will not have a significant negative impact on the amenity of the area, and is therefore considered acceptable. As long as the development is carried out in accordance with the recommendations contained within the AIA, I have no objections.

18. Consultee: The Norwich Society

Comments: We strongly object to these proposals as they result in a massive building totally out of character with the neighbouring Town Close Estate houses. The 3 gables are out of scale and overbearing. We know that CAM Architects can produce a scheme much more in keeping as we have liked and supported many of their previous schemes

This is an inappropriate development for this conservation area. Although this conservation area still doesn't have a conservation area appraisal, it is widely acknowledged that the character of this area is defined by large front gardens which shield and frame developments from the road. Therefore, the building of a garage at the front of this property is totally unacceptable, especially since it is on a corner of two public thoroughfares and the vegetation there is not high enough that it would sufficiently shield a building, especially if the foundations of such a building suppress their growth. Presenting gables to the highway is also uncharacteristic of the area, where hipped roofs are by far the predominant form of roof. Whilst the existing building presents one gable to its front, the increased number, height and pitch of the three gables presented to the road is out of keeping with the predominant form in the area. We also feel that zinc cladding is uncharacteristic of the area and will create another jarring effect when compared with the other buildings of the conservation area. In summary, therefore, we OBJECT to this application on the grounds of being contrary to local policies DM3 parts c and d, and DM9 (due to harm to the conservation area).

Assessment of planning considerations

Relevant development plan policies

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
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage

Other material considerations

20. Relevant sections of the National Planning Policy Framework February 2019 (NPPF):

- NPPF12 Achieving well designed places
- 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.

Principle of Development

22. There is no in principle objection to the extension of a dwelling in this location, nor indeed to the construction of a replacement dwelling, which this proposal is tantamount to. The acceptability of the proposal falls to be considered against policies DM2, DM3 and DM9 of the Norwich Development Management Policies Local Plan (2014) and sections 12 and 16 of the National Planning Policy Framework 2019.

Main issue 1: Design and Impact upon Conservation Area.

23. Key policies and NPPF paragraphs – DM2, DM3, DM9, NPPF12, NPPF16.
24. The existing building is not considered to be of any particular architectural merit. At present, the building does not add value to the conservation area. At best, it could be described as a neutral feature, although this is only due to the considerable screening of the property at street level. The decision over the acceptability of the proposal in design terms should therefore be made with the existing character of the building in mind.

25. The proposal will significantly increase the size of the dwelling. However, for the most part, the proposed extension will follow the footprint of the existing property. There is an extension proposed to the rear of the property, but this will not be visible from Town Close Road and is not considered to impact on the character of the conservation area in light of the raised gables and ridgeline to the front elevation of the property. With this in mind, the majority of the extension will be upwards, resulting in a two storey property.
26. As a result, there is a considerable height increase to the property. The highest point of the roofline on the existing building is approx. 5.9m. The highest point of the gable on the new building is approximately 9m, although the proposal also features a reorientation of the roof so that the new gables would face the road rather than the south-east elevation. The property would be 4.9m at the eaves. As a result, the scale of the property is increased significantly. The highest point of the gable would now be of a similar height to the neighbouring 13 Town Close, of which the highest point of the roof is 9.1m. The height of the eaves on this property is 6.2m. It should be noted that the ridge to the rear of the property has been dropped slightly to approximately 8.85m, breaking the form of the roof slightly and reducing the scale of the roof towards the rear of the property.
27. The proposed frontage of the building features a good deal of glazed panelling. This design is in keeping with the contemporary nature of the overall building. However, elsewhere materials have been utilised that reflect those used in the wider conservation area. The applicant has proposed a grey brick similar to adjoining properties and slate roofing. The proposed aluminium windows are considered acceptable in light of the existing building and contemporary nature of the proposal.
28. In design terms, it can be concluded that although the proposal does not necessarily enhance the conservation area, it certainly preserves the character at its current level. The proposal is for a wholly modern design of a similar scale to the surrounding buildings. However, the design and quality of materials are considered to be of a high enough quality to be considered acceptable. The plot is considered large enough to accommodate the proposed building.
29. It is acknowledged that there will be a degree of impact on the setting of the neighbouring property to the east (13 Town Close Road). The proposed changes would mean the properties would be of a similar height and scale. There is a considerable space of around 8m between the two original properties, not including the single storey garage side extension to 13 Town Close Road granted approval in 2013. If you further do not consider the single storey lean to sections on the east elevation of Fieldgate, there would be a space of 10m between the two storey elements of either property. The visual space between the two properties will not be impacted by the proposal.
30. The roof of the property would be partially visible looking westwards down Town Close Road. It should be noted that the tiled roof of the existing bungalow is already visible from this angle, albeit at a reduced scale. It is considered that the slate roofing proposed would reduce the impact of the increased scale on

the overall conservation area. The bulk of the proposal is not expected to be particularly visible from either Orwell or Town Close Roads due to the high levels of natural screening and distance from the road.

31. The comment from the Norwich Society highlights that the proposed gables are disproportionate and out of character with the conservation area. Whilst it is acknowledged that the building is not in character with the surrounding area, it must be acknowledged that neither is the existing – the character of the conservation area is not significantly altered by a scheme of this design. Hipped roofs are certainly more characteristic of the northern side of the road, but there is more diversity on the southern side of the road. The existing property features a gable facing the highway already. The comment also highlights the unsuitability of having a garage at the front of the property. In response, the applicant has submitted revised plans that show a significantly reduced garage and replacement planting that will further shield the development at street level. Exact details of this planting will be secured by condition. It is noted further that a number of properties on Town Close Road already feature outbuildings to the front of the properties.
32. The property is located opposite and adjacent to a number of Grade II listed buildings. Due to the levels of screening around the site, it is not considered that the proposal will have a significant impact on the setting of buildings to the north, west or south of the site. The property can be clearly seen from the front driveway entrance, but it is considered that the materials and design proposed are of appropriate quality to ensure that this does not have a detrimental impact on the conservation area. Again, this judgement is made in consideration of the nature of the existing building.
33. It is the responsibility of the local planning authority to ensure that developments in a conservation area 'preserve or enhance' the character of the area. In addition, the NPPF advises that 'great weight' should be attached to conserving the character of heritage assets, i.e. the Conservation Area. Whilst it is arguable that the proposed development does not enhance the character of the conservation area, it is considered sympathetic enough to the prevailing features of the character area to *preserve* the current character of the conservation area.

Main issue 2: Amenity.

34. Key policies and NPPF paragraphs – DM2, DM3, NPPF12.
35. The amenity issues raised are overlooking, loss of light and overshadowing. Due to considerable distances between the properties, the proposal is not considered to have a significant amenity impact on neighbouring residents to the north, south or west of the property.
36. Therefore, the main amenity concern is to the neighbouring property at 13 Town Close Road. The gap between the two properties has been significantly reduced in recent years, as a garage has been constructed to the side of 13 Town Close Road. There is a space of around 1.5m between the existing extension and the existing (and proposed) side elevation of Fieldgate. The two-

storey element of Fieldgate would be located approximately 10m away from the two-storey wall of 13 Town Close Road.

37. The proposal does involve significantly raising both the eaves and the ridge height of the property on the elevation that faces 13 Town Close Road. The eaves would be raised to 4.9m and the ridge line would be raised to approximately 9m. The orientation of the roofline would change so that the roofline runs from north to south for the entire length of the property on the east elevation. The roofline therefore slopes away from the neighbouring property. The roof reaches its highest point a further 4 meters away from the eaves of the roof giving a total distance of approximately 14m between the side wall of 13 Town Close Road and the highest point of the new development. Further, the roofline drops slightly on the rear half of the property, as the height of the ridge drops to approximately 8.85m, further reducing the impact on the neighbouring garden. Due to the distance between the two properties, it is not considered that there will be any significant loss of light to the two windows on the side elevation of 13 Town Close Road. It is worth noting that light to the ground floor window of this property is already partially blocked by the existing side extension.
38. It is acknowledged that Fieldgate is significantly longer than the neighbouring property. However, the extension is proposed to remain on the existing footprint. In addition, Fieldgate is located to west and slightly north of the 13 Town Close Road, Consequently, the expected loss of light to the neighbouring dwelling is not considered to be significant, given the extensions to the neighbouring dwelling and the position of the new development in relation to it. The garden of both properties is south facing, so although there may be some loss of light in the late evening hours of the summer to the windows on the side elevation of 13 Town Close Road, this loss of light is considered to be of an acceptable level. The area impacted is expected to be relatively small, consisting of the space in between the rear extension of 13 Town Close Road and the side elevation of Fieldgate. The amenity impact is further mitigated by the slope of the roof away from the garden on 13 Town Close Road.

Other issues

39. There are no highway implications and Norwich City Council's tree officer has confirmed that there are no negative impacts upon the trees on or adjacent to the site subject to the works being carried out in accordance with the submitted Arboricultural Impact Assessment.
40. Objections have raised concerns that the development will have a negative impact on the cost of housing in the area. This is not a material planning concern and so has not been considered as part of this recommendation.

Equalities and diversity issues

41. There are no significant equality or diversity issues.

Local finance considerations

42. 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.
43. 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.
44. The development is CIL liable as the proposal increases the internal floor space by over 100 square meters. The current payment is £106.47 per square meters and therefore has been calculated at £12989.73 and will be payable on commencement. The level of payment may change if the rates change between the date of decision and date of commencement. The applicant may however be able to apply for relief if the requirements set out in the 'Self build annex or extension claim form' are satisfied.

Conclusion

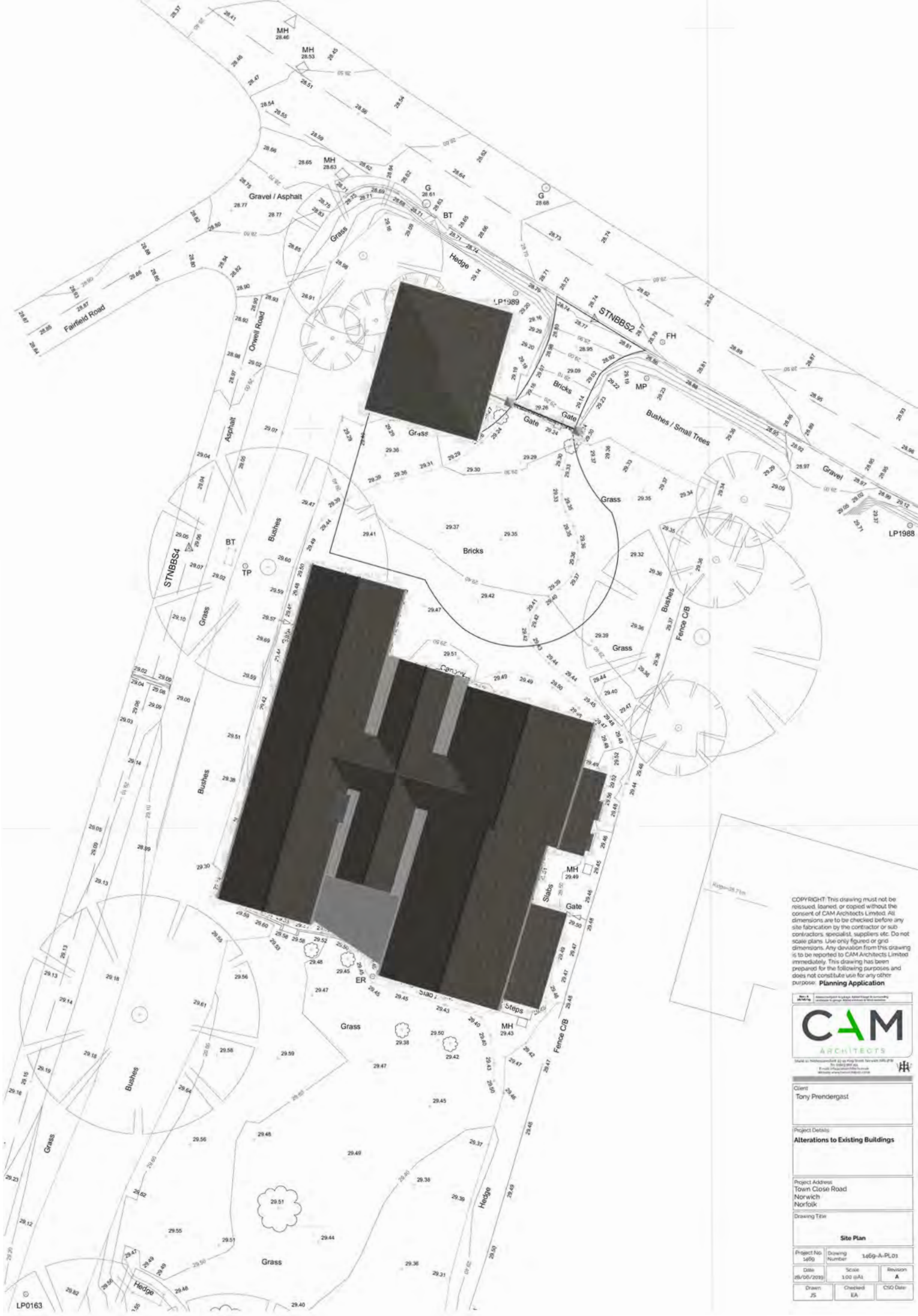
45. Overall, the proposal is not considered to have a significant impact on the amenity of neighbouring properties, the character of the conservation area or the setting of the surrounding listed buildings.
46. There is not considered to be a significant impact on neighbouring amenity by overbearing, loss of light or overlooking.
47. The design is considered acceptable and, whilst it is contemporary, will preserve the character of the conservation area given the levels of screening to the site and the design of the existing bungalow.
48. The distance and screening between the subject dwelling and the neighbouring property (13 Town Close Road) is considered sufficient to ensure that the setting of the latter will not be significantly impacted by the development.
49. The proposal subsequently meets the criteria outlined within policies DM1, DM2, DM3, DM7 and DM9 of the Norwich Development Management Policies Local Plan and NPPF7 and NPPF12 of the National Planning Policy Framework.

Recommendation

To approve application 19/00291/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 to be submitted;
4. In accordance with AIA;
5. Details of gates to front entrance;
6. Details of new planting;
7. Details of any solar equipment to be agreed before installation.



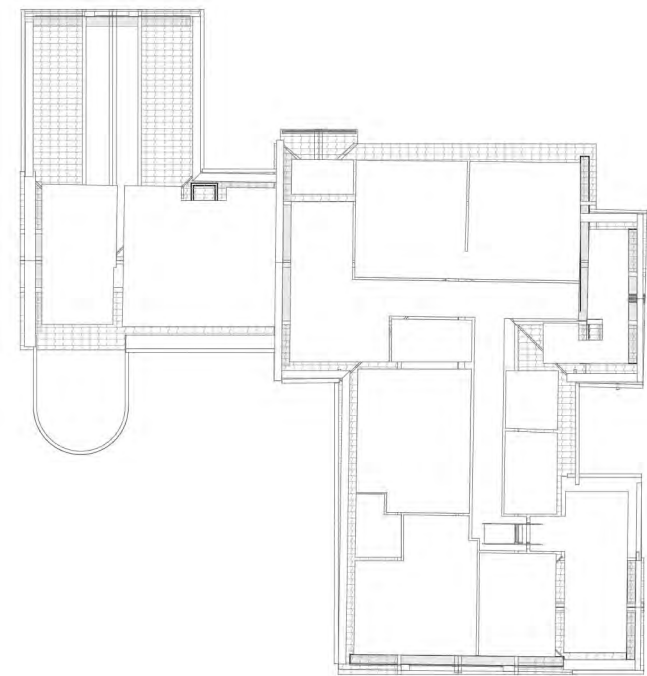
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Site Plan

CAM
ARCHITECTS

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Tel: 01603 616161
Email: info@camarchitects.co.uk
Website: www.camarchitects.co.uk

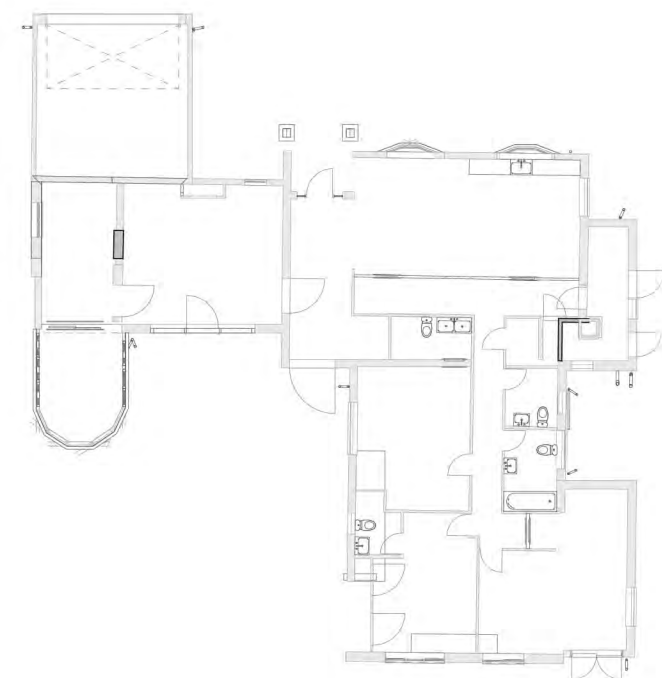
Client Tony Prendergast			
Project Details Alterations to Existing Buildings			
Project Address Town Close Road Norwich Norfolk			
Drawing Title Site Plan			
Project No. 1469	Drawing Number 1469-A-PL01		
Date 28/06/2019	Scale 1:100 (A1)	Revision A	
Drawn JS	Checked EA	CSD Date	



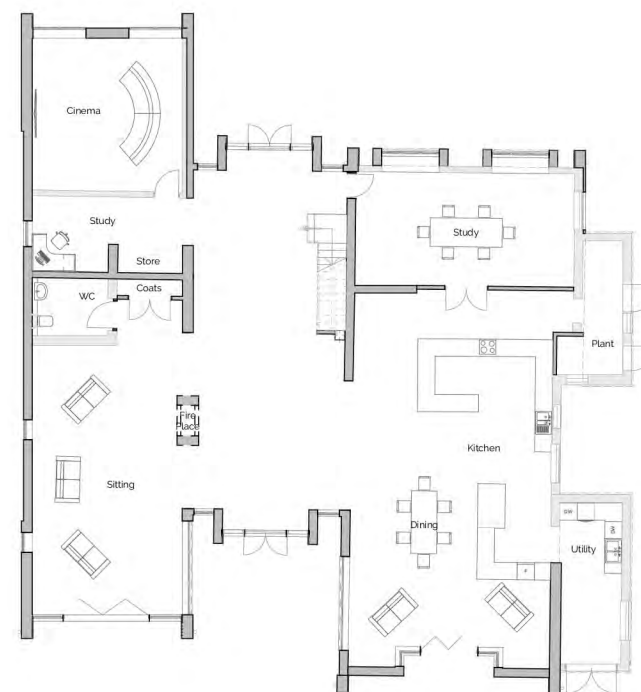
Roof as Existing



First Floor as Proposed



Ground Floor as Existing



Ground floor as Proposed

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Planning Application



Client
Tony Prendergast

Project Details

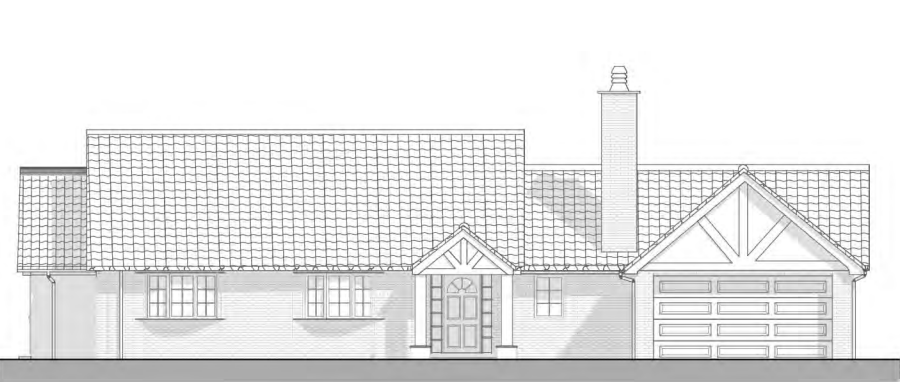
Alterations to Existing Buildings

Project Address
Town Close Road
Norwich
Norfolk

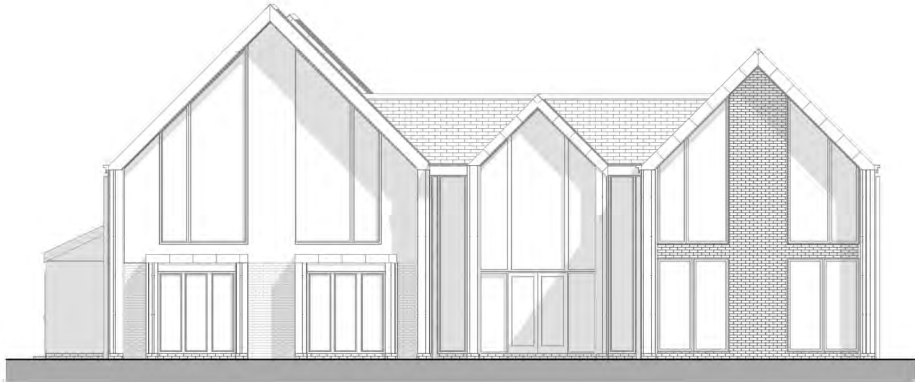
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Floor Plans as Existing and as Proposed

Project No. 145g	Drawing Number	145g-A-PL02
Date 28/05/2019	Scale 1:100 @ A1	Revision A
Drawn JS	Checked EA	CSD Date



Front Elevation as Existing



Front Elevation as Proposed



Rear Elevation as Existing



Rear Elevation as Proposed

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Rev A

Proposed

Altered roof pitch to garage. Added foliage to surrounding landscape to garage. Added windows to West elevation.



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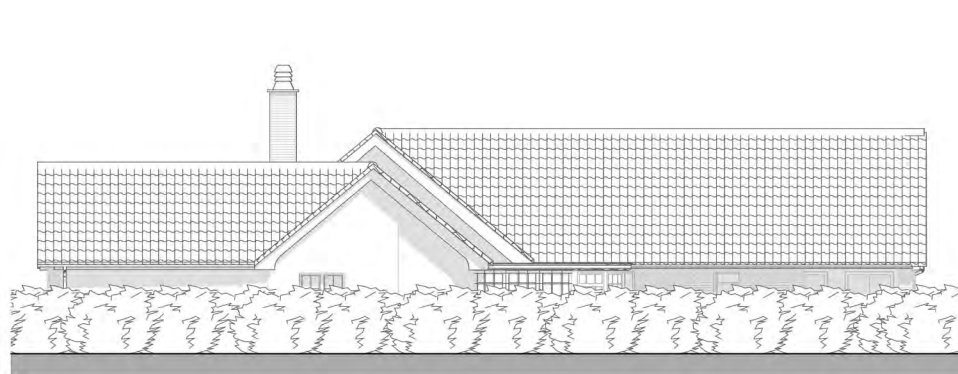
Client
Tony Prendergast

Project Details
Alterations of Existing House

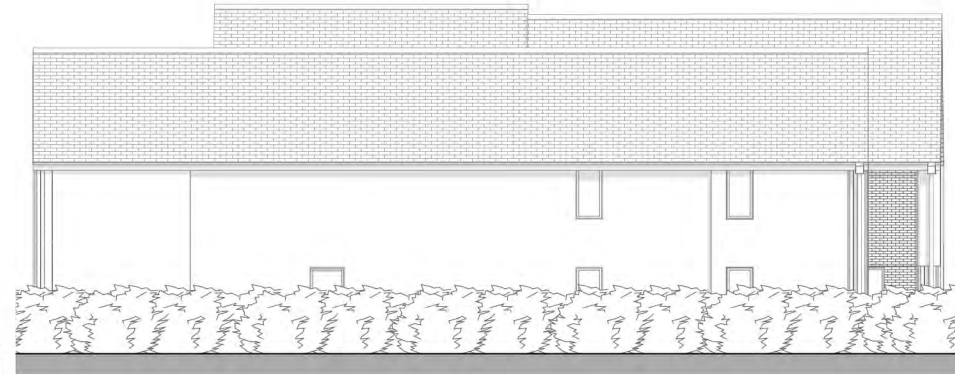
Project Address
Town Close Road
Norwich
Norfolk

Drawing Title
Front and Rear Elevations as Existing and Proposed

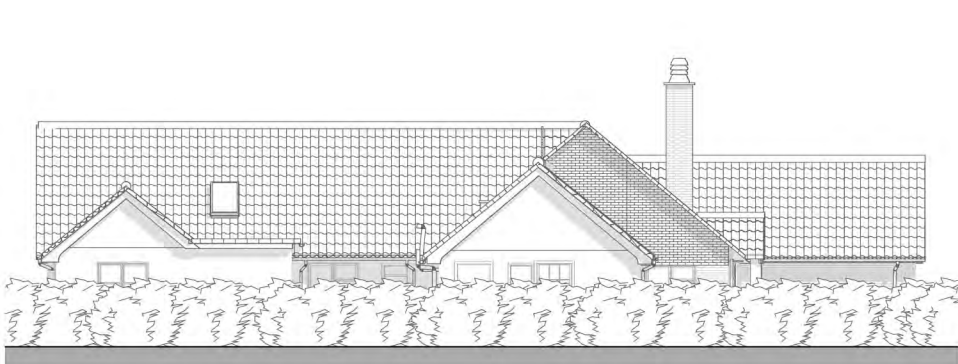
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Date 28/06/2019	Scale 1:100 @A2	CSO Date
Drawn JS	Checked IM	



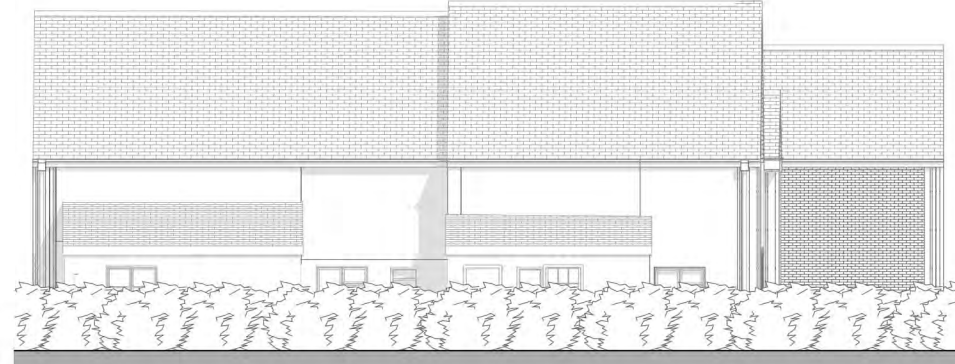
Side Elevation as Existing



Side Elevation as Proposed



Side Elevation as Existing



Side Elevation as Proposed

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Client
Tony Prendergast

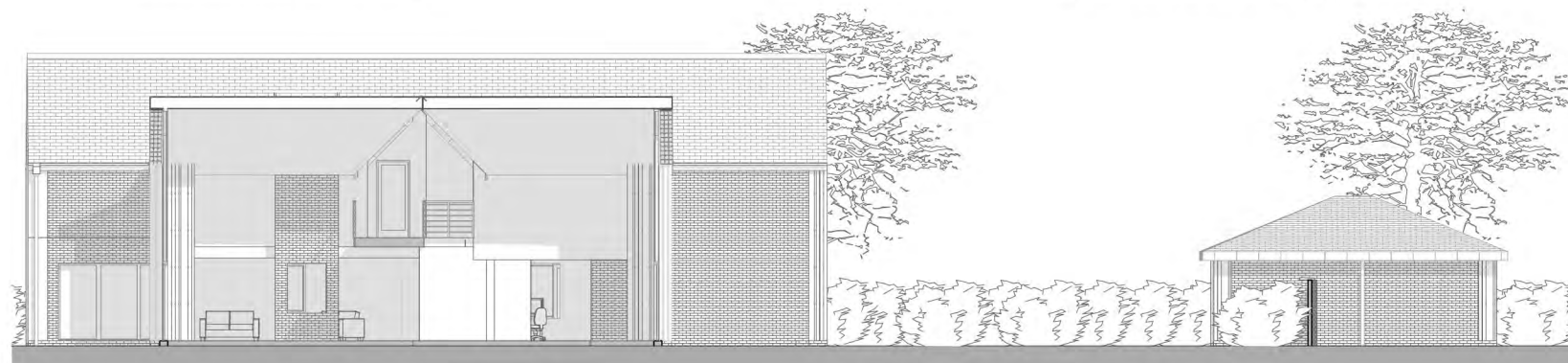
Project Details
Alterations of Existing House

Project Address
Town Close Road
Norwich
Norfolk

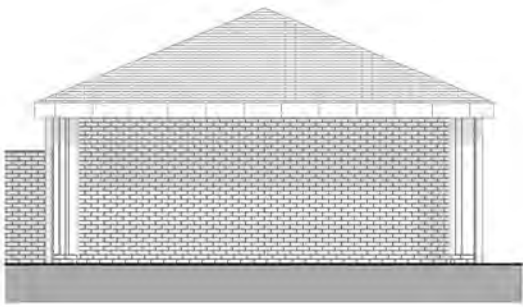
Drawing Title

Side Elevations as Existing and Proposed

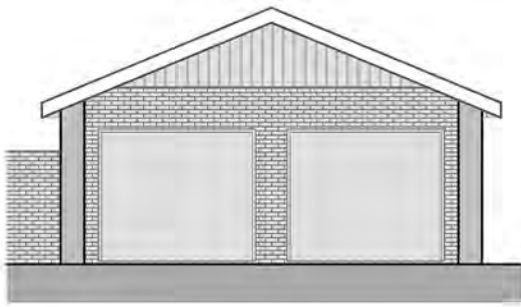
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Date 28/06/2019	Drawn JS	Checked JM	CSO Date



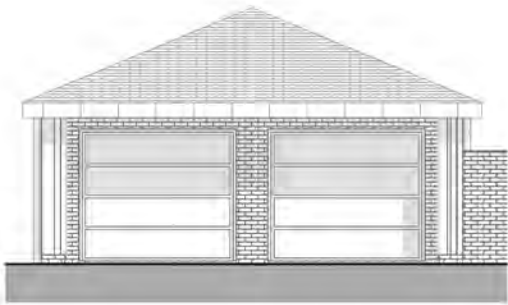
Building Section as Proposed



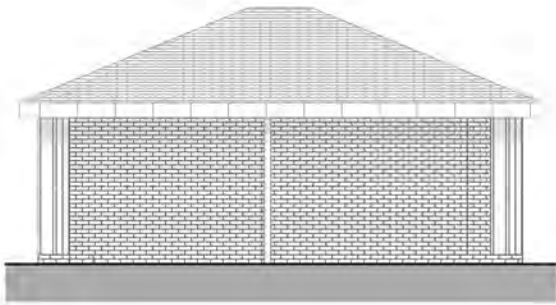
Rear Elevation as Proposed



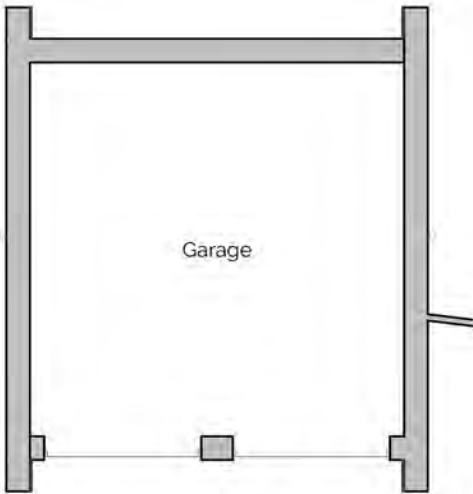
Garage Section as Proposed



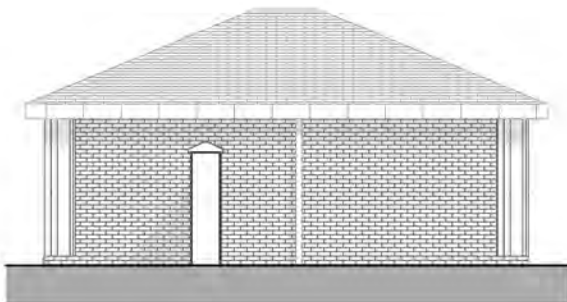
Front Elevation as Proposed



Side Elevation as Proposed



Garage Floor Plans as Proposed



Side Elevations as Proposed

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Rev - A
28/06/19
Altered roof pitch to garage. Added foliage to surrounding landscape to garage. Added windows to West elevation.



Studio 10, Fetherston Road, 43-45 King Street, Norwich NR1 2PW
Tel: 01603 490 351
Email: info@camarchitects.co.uk
Website: www.camarchitects.co.uk

Client
Tony Prendergast

Project Details
Alterations to Existing Buildings

Project Address:
Town Close Road
Norwich
Norfolk

Drawing Title:
Garage Floor Plans • Elevations as Proposed

Project No. 1469	Drawing Number 1469-A-PL05	Revision A
Date 28/06/2019	Scale 1:100 @A3	CSO Date
Drawn JS	Checked EA	