

Report to Planning Applications Committee

Item

11 May 2017

Report of Head of Planning Services

Subject Application no 16/01943/F - Norwich Hebrew
Congregation, 3A Earlham Road, Norwich,
NR2 3RA

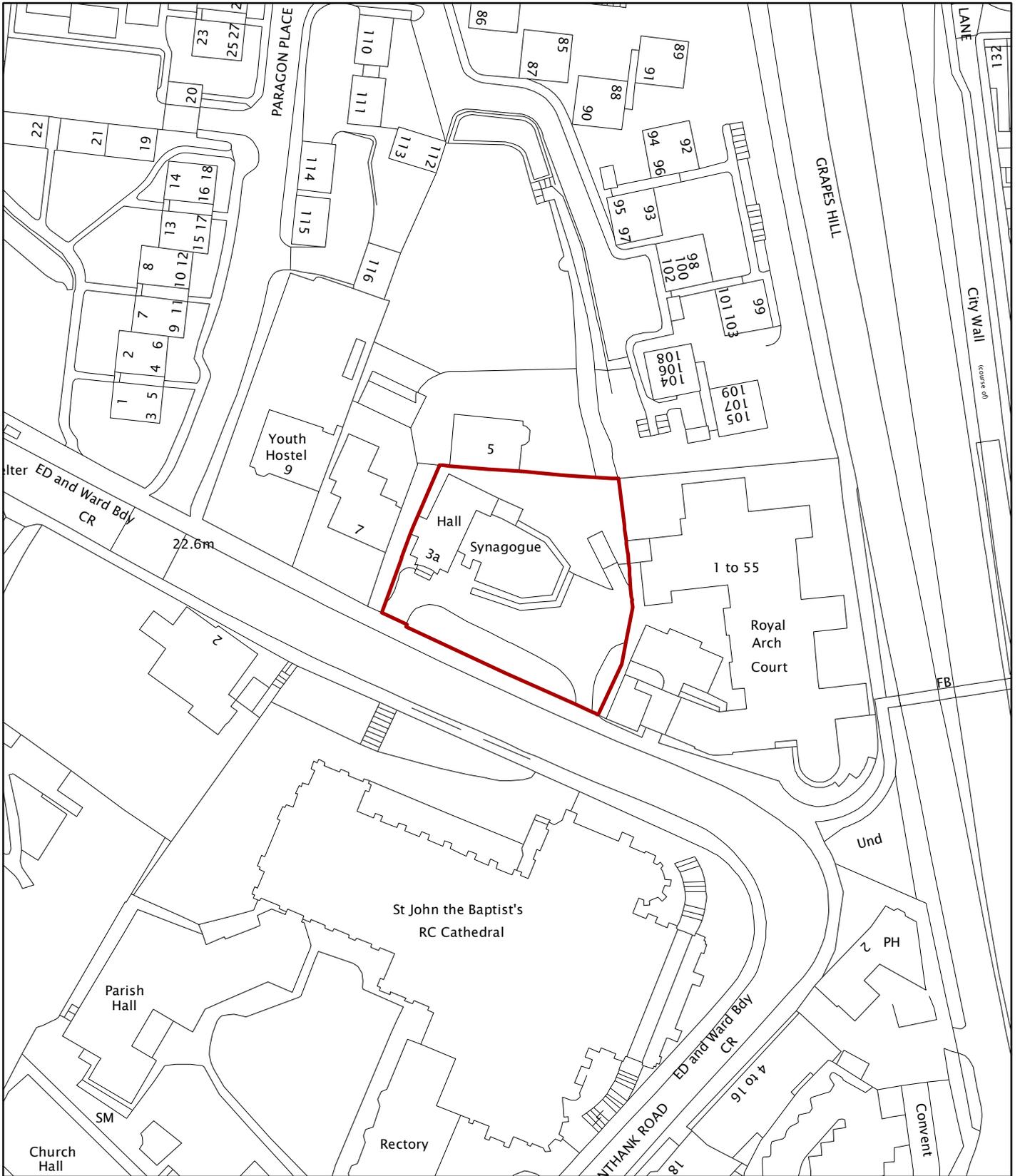
4(a)

**Reason
for referral** Objections

Ward:	Mancroft
Case officer	Lara Emerson - laraemerson@norwich.gov.uk

Development proposal		
Erection of single storey front, side and rear extension with associated internal alterations.		
Representations		
Object	Comment	Support
2	-	-

Main issues	Key considerations
1. Design & heritage	Historic significance, impact on locally listed building, impact on conservation area
2. Residential amenity	Impact on light, outlook and privacy of neighbouring property
Expiry date	5 May 2017
Recommendation	Approve



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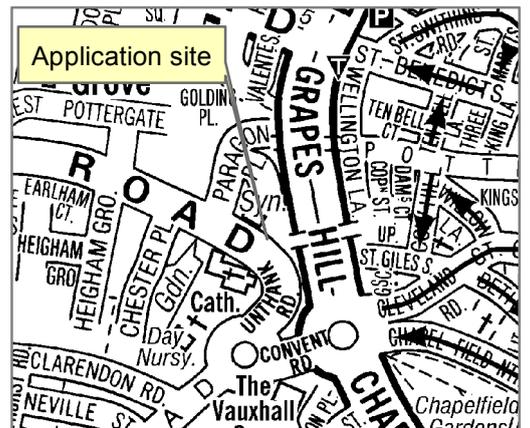
Planning Application No 17/01943/F
 Site Address Norwich Hebrew Congregation
 Earldam Road

Scale 1:1,000



NORWICH
 City Council

PLANNING SERVICES



The site, surroundings & constraints

1. The property is a locally listed synagogue located on the north side of Earlham Road opposite the Roman Catholic Cathedral. The synagogue sits between residential properties and the Royal Arch Court sheltered housing block.
2. The site provides a place of worship to the Jewish community in Norwich. The red brick building was built in the late 1940s after Norwich's previous synagogue (on Synagogue Street), was destroyed during the war. The white brick extension was added later in 1969. There are a number of Jewish symbols on the building including 2 Stars of David, a Menorah and some Hebrew script.
3. The site sits within the Heigham Grove Conservation Area.
4. The topography of the area is such that the residential property to the rear of the synagogue, 5 Earlham Road, is on lower ground.

Relevant planning history

5. The relevant planning history can be found below.

Ref	Proposal	Decision	Date
10/00796/F	Extensions to provide store, library and entrance lobby with external and internal alterations and disabled access ramp.	Approved	22/06/2010
13/00855/TCA	Removal of Ash, Laurel, Cupressus x2, Sycamore and Apple to facilitate enlargement of car park.	No TPO served	03/07/2013
13/01016/ET	Extension of time period for commencement of development of planning permission 10/00796/F 'Extensions to provide store, library and entrance lobby with external and internal alterations and disabled access ramp'.	Approved	19/07/2013
13/01102/F	Enlargement of car parking area.	Withdrawn	12/11/2013

The proposal

6. The proposal seeks to enlarge and reconfigure the internal space available for the various community and worship functions of the synagogue.
7. Revised drawings have been submitted during the course of the application which aim to address concerns which were raised by officers about:
 - a) The loss of important historic features on the front elevation;
 - b) The overall design of the front elevation; and
 - c) The impact of the rear extension on the amenity of the neighbouring occupiers at 5 Earlham Road.

8. Single storey front, rear and side extensions are proposed to the original red brick part of the synagogue which, overall, provide approximately 80m² additional floorspace.
9. The front extension extends 2.5m from the main front wall, so it would extend to approximately the same point as the existing steps extend. The flat roof stands at a height of 3.5m. The entrance to the red brick building is not currently used and so this extension would remove the old entrance doors and make the primary entrance more obvious. The large metal Star of David, which is currently out of view, would be mounted onto the front wall and would be easily viewed from the street. It would be framed by render and stone detailing. The main entrance doors would be brought forward to be made more visible and the metal railings with incorporated Star of David would be relocated above this new entrance.
10. There are two proposed rear extensions:
 - a) A flat roofed infill extension; and
 - b) An extension with a mono-pitched roof which would sit 1m from the boundary with 5 Earham Road.
11. There is a proposed side extension with a mono-pitched roof which would extend along the whole length of the west side of the red brick building.

Representations

12. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 2 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
<p><i>In response to the original plans</i></p> <p>Rear extension would cause loss of light and outlook to 5 Earham Road.</p>	<p>The plans have been amended to reduce the height of the relevant extension. See Main Issue 2 for an assessment of the amenity impacts.</p>
<p><i>In response to the original plans</i></p> <p>Side extension to be built on top of the existing side wall. This wall is not structurally sound and it is not clear who owns it.</p>	<p>The plans have been amended so that the side extension is to be built on an independent wall within the property boundary.</p>
<p><i>In response to the original plans.</i></p> <p><i>Representation from the Norwich Society.</i></p> <p>We regret the potential loss of the entrance doors and surround, which are the principal architectural feature of the original building.</p>	<p>The plans have been amended to retain some of these architectural features. See Main Issue 1 for an assessment of the design.</p>

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

14. Chose not to comment formally, but verbal comments have helped to guide the design process.

Relevant development plan policies

15. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
 - JCS2 Promoting good design
 - JCS7 Supporting communities
16. **Norwich Development Management Policies Local Plan adopted Dec 2014 (DM Plan)**
 - DM1 Achieving and delivering sustainable development
 - DM2 Ensuring satisfactory living and working conditions
 - DM3 Delivering high quality design
 - DM9 Safeguarding Norwich's heritage
 - DM22 Planning for and safeguarding community facilities

Other material considerations

17. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF)**
 - NPPF0 Achieving sustainable development
 - NPPF7 Requiring good design
 - NPPF8 Promoting healthy communities
 - NPPF12 Conserving and enhancing the historic environment

Case Assessment

18. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the council's 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 & Heritage

19. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF paragraphs 9, 17, 56, 60-66 and 128-141.
20. The property is locally listed, sits within a conservation area and has significant historic and social value due to its connection to the Jewish community of Norwich.

As such, it is considered important to retain as many architectural features as possible and especially to ensure that the front elevation is still interpreted as a public building and specifically as a synagogue. Following negotiations with officers, the applicant has submitted revised drawings which are considered to achieve an appropriate design and still provide sufficient internal space.

21. The front elevation is of particular importance. At present, there is a grand but unused entrance on the red brick building, and the entrance which is in use is less grand and is situated between the red and the white brick parts of the building. The more elaborate unused entrance is viewable from Earlham Road and is formed of two heavy wooden doors adorned with stone work, railings and a number of Jewish symbols including a Star of David and a Menorah. The entrance which is in use is less easily viewed from Earlham Road and has some Hebrew script above the door and a large metal Star of David mounted to the left of the entrance. At present, the whole façade is attractive but a little confusing.
22. The primary aim of the proposals is to create more internal space but officer negotiations have led to revised plans which also achieve a neatening of the front elevation and retention of some important architectural features. The unused entrance will be removed and an extension in its place will display the large Star of David framed by render and the old stone work. The railings from the old entrance will be re-sited above the new entrance doors will be in a more obvious place. The reuse of original architectural features which help passers-by to easily interpret the building as a synagogue is considered to be an appropriate approach.
23. All of the extensions, being single storey and modest in scale, appear subservient to the main building. The materials will need to be chosen carefully to ensure the extensions enhance the appearance of the rest of this locally listed building, the site and the surrounding conservation area. A condition is proposed to agree materials.

Main issue 2: Residential amenity

24. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
25. The majority of the extensions will have no bearing on the amenity of neighbouring occupiers. The rear extension to the red brick building, however, sits at a distance of 1m from the boundary of the dwelling at 5 Earlham Road, which is on lower ground. Following negotiations, the revised plans show a sloped roof with the height of the eaves reduced to 2.5m. It is not considered that there will be any significant impact to the occupiers in terms of loss of light or outlook. No windows are proposed on this elevation so there is not expected to be any impact on privacy.

Equalities and diversity issues

26. There are no significant equality or diversity issues.

Local finance considerations

27. 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.

28. 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.
29. In this case local finance considerations are not considered to be material to the case.

Conclusion

30. Following negotiations and amendments to the scheme, the development is considered to be 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 no. 16/01943/F and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Materials to be agreed.

