

**Report to** Planning applications committee

**Item**

11 February 2021

**Report of** Area development manager

**Subject** Application no 20/01415/F - Harford House, Tuckswood Lane, Norwich NR4 6GD

**Reason for referral** Objections

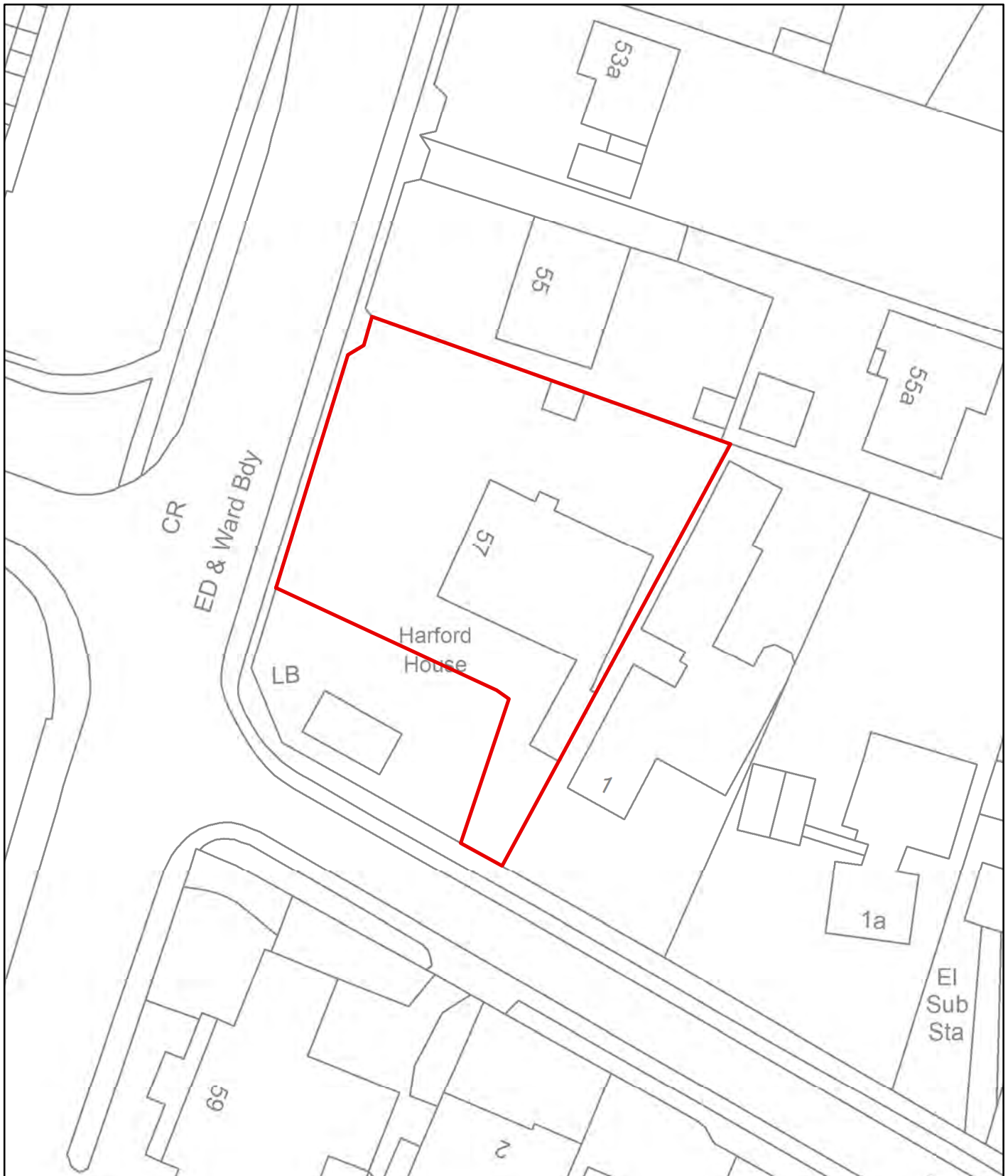
4(a)

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<b>Ward:</b>	Lakenham
<b>Case officer</b>	Maria Hammond - 07717 451417 - <a href="mailto:mariahammond@norwich.gov.uk">mariahammond@norwich.gov.uk</a>

Development proposal		
Conversion of roof space into two-bedroom apartment.		
Representations		
Object	Comment	Support
3	1	0

Main issues	Key considerations
1	Principle of new dwelling
2	Design
3	Amenity
4	Transport
<b>Expiry date</b>	16 February 2021
<b>Recommendation</b>	Approve



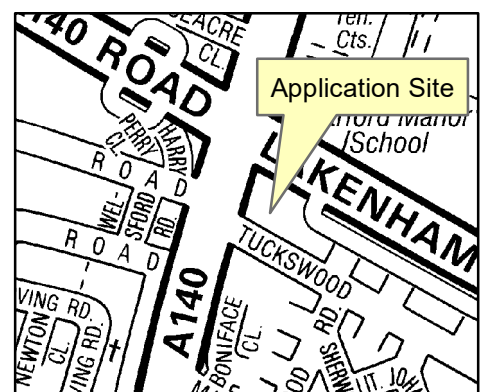
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Planning Application No 20/01415/F  
 Site Address Harford House Tuckswood Lane

Scale 1:500



**NORWICH**  
 City Council  
 PLANNING SERVICES



## The site and surroundings

1. The application building is a substantial detached former dwellinghouse, likely to date from the late nineteenth or early twentieth century. It sits at the junction between Ipswich Road and Tuckswood Lane, with the front elevation facing Ipswich Road and access from Tuckswood Lane in the southeast corner of the site. The two storey rendered building, with basement, has a hipped pantile roof, sash windows and the ground floor has been previously extended along the eastern boundary.
2. Following a period of commercial use, the building was converted to five flats under permission 12/00666/F. The one and two bedroom flats are served by car parking along the western boundary, a bin store in the southeast corner and individual external amenity spaces to the north. An area of land enclosed by fencing along the southern boundary is also owned by the applicant but excluded from this application. This is used for storage of household and construction waste and its use and appearance have attracted complaint previously but are not so detrimental to local amenity as to justify any enforcement action. An application for a bungalow on this land was refused in 2019 (19/01636/F).
3. The site pre-dates the surrounding mid- to late-twentieth century residential development, some of which is likely to occupy land sub-divided from the application site. This includes bungalows to the north and northeast off Ipswich Road and two storey flats immediately east off Tuckswood Lane with a single storey annexe to the rear. Across Tuckswood Lane to the south is The Oak Tree public house and there are further dwellings across Ipswich Road to the west.

## Constraints

4. The site is within a critical drainage catchment.

## Relevant planning history

5.

Ref	Proposal	Decision	Date
12/00666/F	Change of use from therapeutic massage centre (Class D1) and single flat (Class C3) to five residential flats (Class C3) with associated external alterations.	APPR	01/06/2012
13/00625/VC	Variation of Condition 2: Approved forms, plans and drawings of previous permission 12/00666/F 'Change of use from therapeutic massage centre (Class D1) and single flat (Class C3) to five residential flats (Class C3) with associated external alterations.' (Revised plans).	APPR	31/05/2013

Ref	Proposal	Decision	Date
13/01732/F	Replacement of roof and creation of 1 No. new dwelling at second floor within the roof space.	APPR	13/12/2013
13/02012/D	Details of condition 3 - materials; condition 4 - water consumption; condition 5 - waste storage and condition 6 - paved areas and external lighting of previous permission 13/00625/VC.	APPR	03/04/2014
14/01623/MA	Construction of balcony at second floor level to west elevation. Reduction in number of velux windows. Amendment to door glazing pattern. Increase in ridge height by 150mm. Material Amendment to previous planning permission 13/01732/F.	REF	06/01/2015
19/01636/F	Sub-division of plot and construction of bungalow.	REF	26/02/2020

## The proposal

6. The application proposes converting the roof space to provide a new two bedroom apartment.
7. This would include the replacement of the roof with a higher level flat roof concealed by hipped pantile covered faces on each side. Window openings would be provided by inset dormers and a rooflight in the hipped sides, with additional roof lanterns in the flat roof. An existing chimney would be removed.
8. Internal access would make use of an existing route through the building and externally the existing car parking and refuse storage would be used, with additional cycle storage. A private area of external amenity space, measuring 33 square metres, would be provided on the northern boundary.
9. This application is a revised version of a previous scheme (13/01732/F). Some work has been undertaken internally and externally, including provision of a section of flat roof and formation of a new opening in the east elevation. The external works do not correspond with the approved plans and it has not been satisfactorily demonstrated that this permission was lawfully implemented. That permission is not therefore considered to be extant, however the previous approval of a similar scheme is a material consideration attracting some weight in the determination of the application.
10. The current proposal differs from the previously approved scheme by providing external amenity space at ground level in place of a second floor balcony on the east elevation. Openings are proposed through a mixture of dormer windows,

rooflights and flat roof lanterns, instead of only rooflights and protruding roof lanterns.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	One
Total floorspace	80sqm
No. of storeys	One additional
Max. dimensions	Proposed height: 8.9 metres
<b>Appearance</b>	
Materials	Clay pantiles, lead cheeks to dormers, white UPVC sash windows, UPVC flat roof lanterns
<b>Transport matters</b>	
Vehicular access	As existing, off Tuckswood Lane
No of car parking spaces	Total of nine for six flats
No of cycle parking spaces	Covered cycle store proposed
Servicing arrangements	Use existing bin store

## Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Four 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
Addition of another flat to existing will seriously impact neighbouring property by overlooking bedroom and kitchen windows and small rear patio area	See main issue 3

Issues raised	Response
Close proximity of bins will cause health, noise and smell pollution being used by so many occupants	See main issue 3
Extension will be over-dominant	See main issues 2 and 3
Increase in traffic in busy area	See main issue 4
Previous extensions have been left unfinished or prolonged	This is noted and complaints have been received in the past. The condition and appearance is not so detrimental that any enforcement action has been considered expedient.
Unruly behaviour of many changing tenants	See main issue 3
Loss of privacy from proposed windows	See main issue 3
Submitted site plan is out of date in respect of neighbouring properties	This is noted and the proposal has been assessed with reference to up to date plans and a site visit.

## Consultation responses

12. 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.

### Citywide Services

13. A bin store within the boundary of the garden has been included on the plans. Bins will need to be pulled to the public highway on collection day. No objections from our point of view.

### Highways (local)

14. It would be useful to know the product details of the covered cycle parking, or it can be subject to condition. Otherwise it seems acceptable overall with regard to parking layout, drainage.

## Assessment of planning considerations

### Relevant development plan policies

15. **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
  - JCS3 Energy and water

- JCS4 Housing delivery
- JCS6 Access and transportation

**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
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM28 Encouraging sustainable travel
- DM31 Car parking and servicing

**Other material considerations**

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

- NPPF2 Achieving sustainable development
- NPPF5 Delivering a sufficient supply of homes
- NPPF9 Promoting sustainable transport
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF15 Conserving and enhancing the natural 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 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**

19. Key policies and NPPF paragraphs – DM12, DM13, NPPF sections 5 and 11
20. Policy DM12 allows for new dwellings across the city through either new build or conversion, other than in certain areas. None of these policy exclusions apply to the site. The principle of providing an additional apartment through the conversion of the roof space is acceptable, subject to compliance with the detailed criteria of DM12, DM13 and the other relevant policies considered below.
21. Section 11 of the NPPF encourages use of effective land for new housing and supports opportunities to use airspace above existing residential premises, subject

to this being consistent with the prevailing height and form, compliance with local design policies and maintaining safe access and egress for occupiers (paragraph 118(e)). These considerations are assessed below. Furthermore, in August 2020, new permitted development rights allowing for upwards extensions to provide new dwellings above existing flats were introduced. As these rights only allow for the extension of existing purpose-built detached flats and the application site is an existing conversion, these rights do not apply here. The Government's intention to encourage such proposals to provide new homes is, however, a material consideration to be taken into account.

## **Main issue 2: Design**

22. Key policies and NPPF paragraphs – JCS2, DM3, NPPF sections 11 and 12
23. Despite previous extensions and conversion, the existing building retains much of its original external form and character. A hipped, tiled roof with a reasonable pitch and substantial chimney is a characteristic part of this which the proposal would alter, although there is an existing flat roof section which sits behind the hipped roof. The pitch and height would be increased and, rather than a true pitched roof, the hipped sides would surround a flat roof, concealing this from view. In total, the height would increase by approximately 1.5 metres, making the roof a more dominant feature, and the pitch would increase from 30 to 45 degrees. This matches the alterations previously approved in 2013 and would not be out of proportion or alter the scale and form of the building to an extent which would significantly harm its character and appearance. The existing building is already larger than the prevailing scale of surrounding dwellings and occupies a prominent corner position. In this context, the increase in scale is relatively modest and the proposal would not be inconsistent with or harmful to local character and the streetscene.
24. The inset dormers with sash windows are an improvement on the previously proposed rooflights on all elevations and would reinforce the traditional character of the building with only one rooflight discreetly sited on the rear elevation. The omission of a large balcony space across the rear elevation is also welcomed in design terms. Therefore, subject to high quality materials being agreed by condition, the increase in scale and alterations are considered acceptable with regard to Policies DM3, DM12(b) and paragraph 118(e) of the NPPF.
25. This proposal offers an opportunity to improve the appearance of the roof and rear elevation where work has previously commenced but been left incomplete to the detriment of the appearance of the building. Representations raise concern that this development may take the same course and, whilst it is not possible to require completion, action can be taken against untidy land where it is considered expedient to do so. This has not been the case on this site to date. It is also noted that this proposal does not take the opportunity to make more effective use of and improve the appearance of the area of land along the southern boundary which has been excluded from the application site. This is regrettable and considered further below.

## **Main issue 3: Amenity**

26. Key policies and NPPF paragraphs – DM2, DM12, DM13 NPPF paragraphs 118(e) and 127



27. The proposed two bedroom apartment would exceed minimum internal space standards and the windows, rooflights and lanterns would provide adequate outlook and natural light to all rooms. The apartment would benefit from access and egress through the existing building which would be safe (subject to compliance with Building Regulations).
28. External amenity space would be provided in a modest, private area on the northern boundary. The previous approval included a smaller balcony area at second floor level on the boundary with a neighbouring dwelling and therefore this aspect of the proposal represents an improvement in the quantity of space available and relationship with neighbouring dwellings.
29. The building enjoys a reasonably sized curtilage, most of which is occupied by vehicular access and parking. Provision of small individual garden spaces detached from the majority of flats is considered to be less preferable in terms of amenity and the appearance of the site than a single, larger communal garden but was approved as part of previous permission 13/00625/VC. The omission of a large area of the curtilage on the southern boundary from the application site removes any opportunity for this to be used as external amenity space and to improve its appearance and relationship with the existing flats. The applicant has been advised to revise the proposal to incorporate this space and provide more spacious, landscaped communal gardens for all occupiers, but has declined to do so and therefore the proposal must be assessed as submitted.
30. Policies DM2 and DM13 require new dwellings to be provided with a high standard of amenity, including private or communal external space landscaped to a high standard within the constraints of the site. As the proposal makes provision for an adequately sized area of external amenity space and a high quality landscaping scheme to enhance the quality and enjoyment of this space can be agreed by condition, the proposal, whilst not the optimum solution, is not unacceptable in this respect.
31. In terms of the impact on the amenity of existing occupiers, it not considered the additional dwelling would result in any works or activity which would unacceptably impact upon occupiers of the existing flats within the building.
32. Representations have been received raising concerns about loss of privacy from the new second floor windows. On the east elevation, there is one rooflight proposed to a utility room at 1700mm above floor level so it is not considered this would result in any significant loss of privacy to neighbours to the east and north east. One window on the north elevation to a living room would face towards neighbouring dwellings, but as there are four existing first floor windows on this elevation it is not considered this would result in any unacceptable additional overlooking or loss of privacy. To the west, the distance to neighbouring dwellings across Ipswich Road is considered sufficient to mitigate any loss of privacy and to the south two bedroom windows would only face towards the pub across Tuckswood Lane. It is not therefore considered the proposal would result in any significant additional overlooking or intrusion that would cause any unacceptable loss of privacy.
33. Concern has also been raised about impacts from the bin store on the east boundary. This is an existing structure which has capacity for the additional bins to serve this development and it is not considered the proposal would generate a

volume of refuse that would cause this store to result in harmful impacts on the amenity of neighbouring occupiers. A representation has also noted adverse amenity impacts arising from the behaviour of and frequent turnover of existing occupants. This is a matter which is the responsibility of the owner and is not a planning matter.

34. In summary, subject to the imposition of conditions, the proposal is considered to provide an appropriate standard of internal and external amenity for future occupiers and the development would not give rise to any unacceptable overlooking, loss of privacy or other impacts on the amenity of neighbouring occupiers in accordance with Policies DM2, DM12 and DM13.

#### **Main issue 4: Transport**

35. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 9
36. Nine parking spaces are proposed to serve the total of six flats which would result from this development. This is in compliance with standards and a new cycle store is also proposed, details of which should be agreed by condition. As noted above, the existing bin store has capacity to serve the new flat so the proposal would be adequately serviced.
37. A representation has raised concern about increased traffic serving the site. A half hourly bus service runs to/from the city from outside the neighbouring pub and this and the cycle store proposed mean the site is not reliant on private car travel. Given these alternatives and the context of the adjacent A140 Ipswich Road, it is not considered that one additional two bedroom flat would result in any significant additional traffic to this site that would be detrimental to highway safety or local amenity.

#### **Compliance with other relevant development plan policies**

38. 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.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	The site is in a critical drainage catchment and surface water drains to a soakaway. The proposal would not increase the impermeable area of the site so the local surface water flooding risk would not be exacerbated.
Biodiversity	DM6	An informative note can be used to advise how to proceed should any protected species be found during the course of works. A landscape scheme for the external amenity space can secure biodiversity enhancement.

## **Equalities and diversity issues**

39. There are no significant equality or diversity issues.

## **Local finance considerations**

40. 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.
41. 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.
42. In this case local finance considerations are not considered to be material to the case.

## **Conclusion**

43. The application proposes an additional two bedroom apartment within a replacement roof above an existing conversion of five flats. An additional dwelling here is acceptable in principle and it is not considered the proposal would alter the original form and character of the building to any unacceptable extent, nor would the character and amenity of the surrounding area or neighbouring occupiers be unacceptably impacted. Subject to conditions, the proposal is considered acceptable in all other respects.
44. The development is therefore 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**

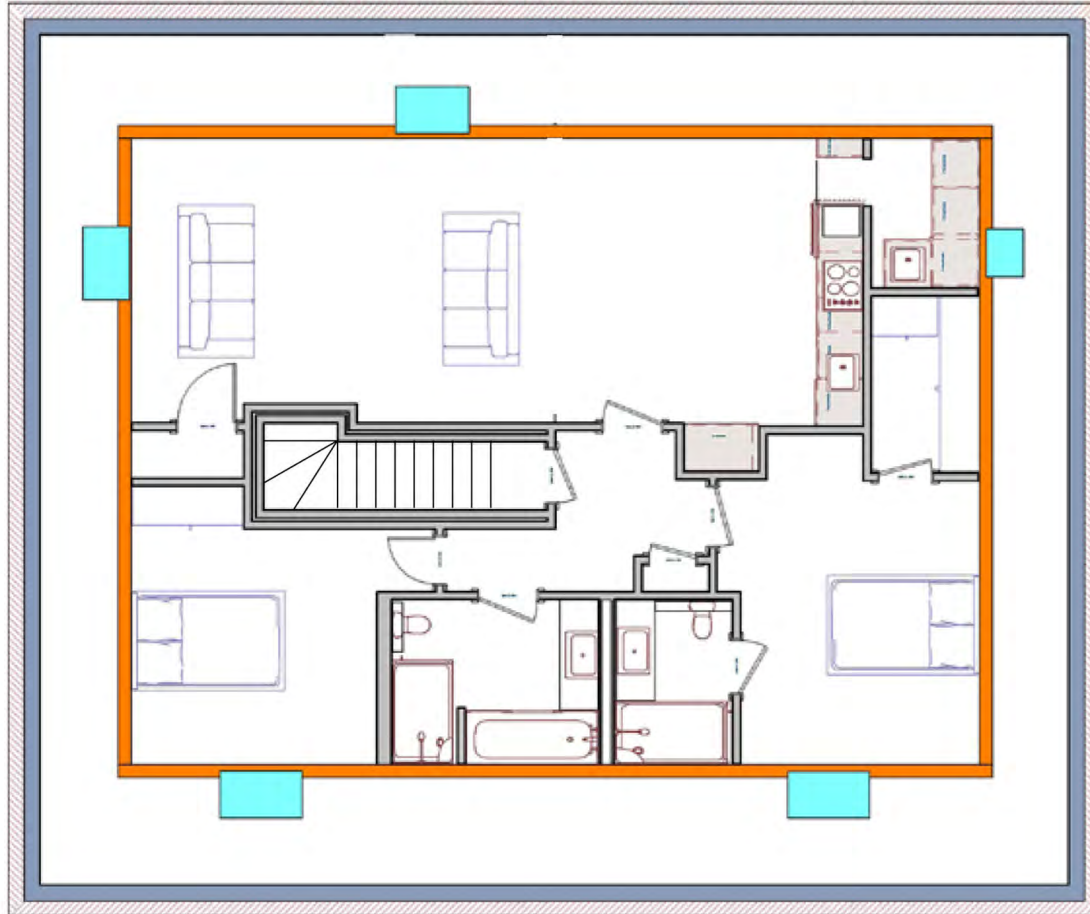
To approve application no. 20/01415/F - Harford House Tuckswood Lane Norwich NR4 6GD and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Materials to be agreed;
4. Design of cycle store to be agreed and be provided prior to first occupation;
5. Landscape scheme for external amenity space to include lighting and biodiversity enhancement;
6. Water efficiency

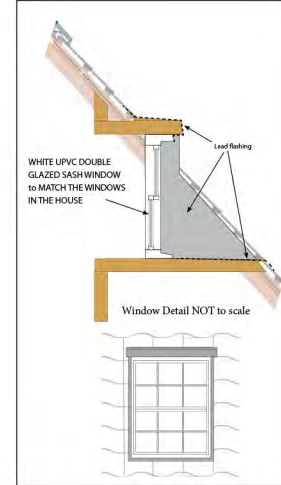
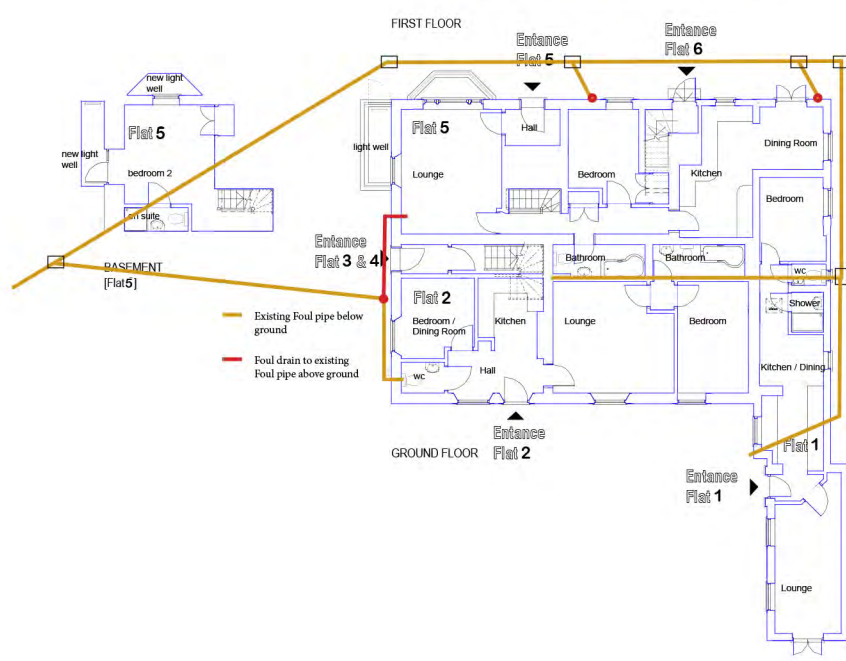
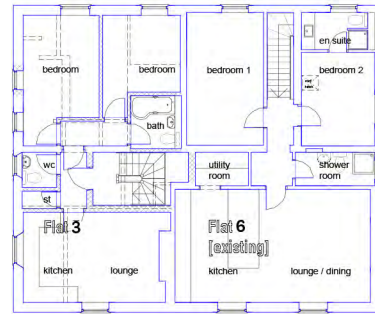
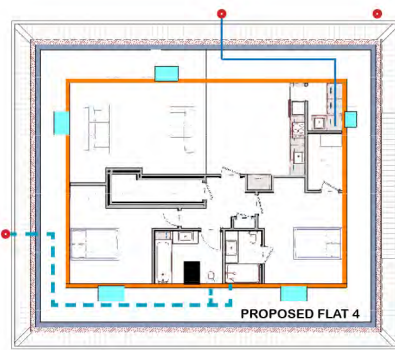
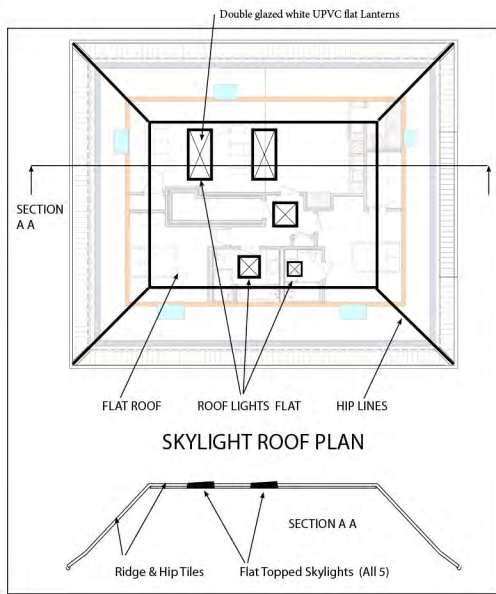
## **Article 31(1)(cc) statement**

The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has recommended approval of the

application subject to appropriate conditions and for the reasons outlined in the officer report.

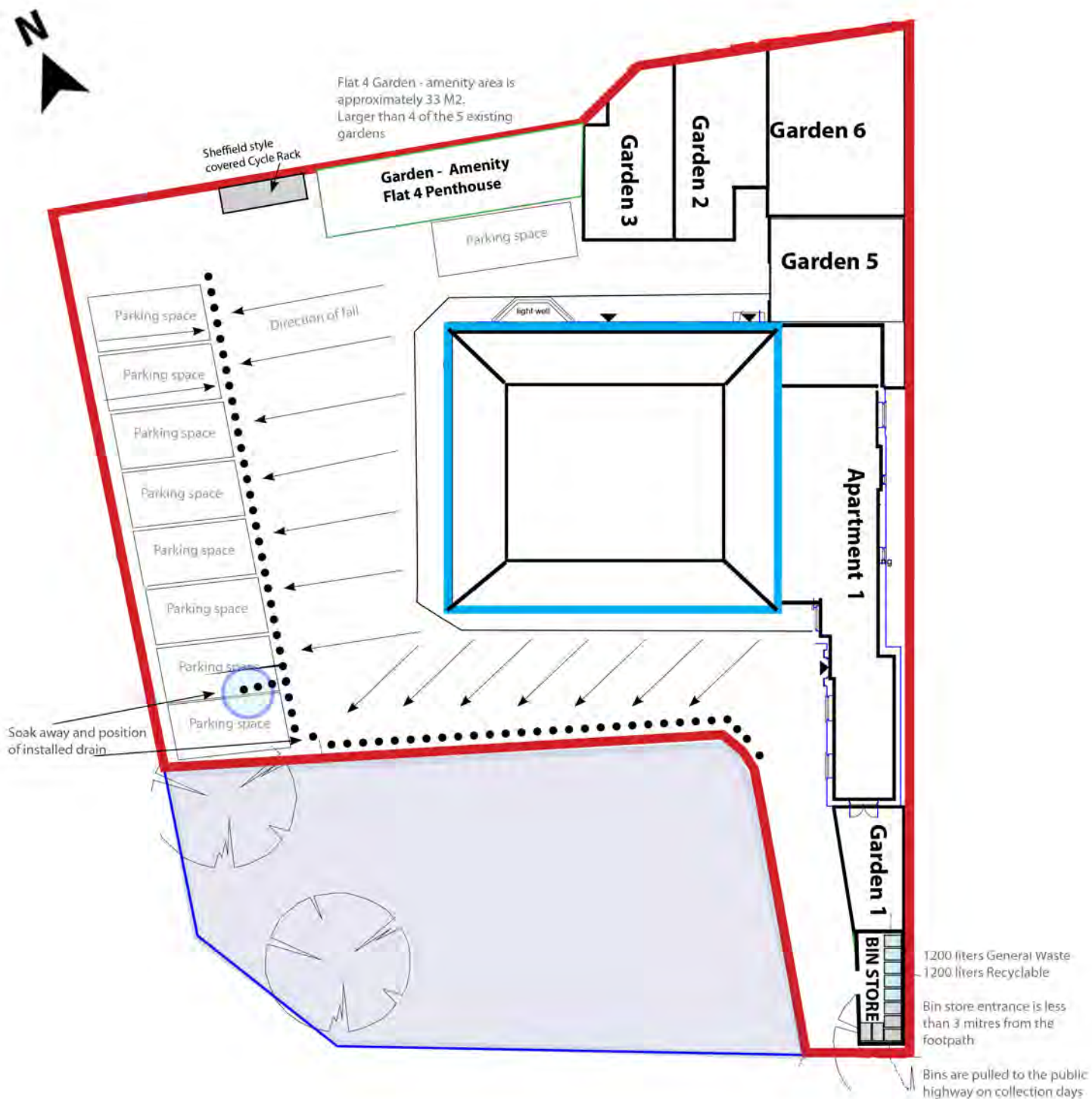


client LANT MANAGEMENT LTD.				
job HARFORD HOUSE TUCKSWOOD LANE, NORWICH				
title AS PROPOSED LOFT APARTMENT				
scale 1:100	job no.  1109	drg. no  15a		rev.
date 26th JAN 2021				



client	LANT MANAGEMENT LTD.		
job	HARFORD HOUSE TUCKSWOOD LANE, NORWICH		
title	AS PROPOSED LOFT APARTMENT		
scale	1:100	job no.	1109
date	5th JAN 2020	diag. no.	15
		rev.	11





- Outline of proposed alteration
- Individual amenity area
- Area retained by freeholder
- Plot attributed to leaseholders

client <b>LANT MANAGEMENT LTD.</b>				
job <b>HARFORD HOUSE TUCKSWOOD LANE, NORWICH</b>				
title Services Drawing. Showing Whole Plot. Amenity areas. Car Parking. Bin Store. Cycle Rack				
scale 1 to 250 on A4	job no. <b>1109</b>	drg. no. <b>(-)</b>	<b>18</b>	rev. <b>5</b>
date 22nd DEC 2020				