Item

Report to Planning applications committee

8 August 2019

Head of planning services Report of

Application no 19/00242/MA - Flordon House, 195 Unthank Road, Norwich, NR2 2PQ Subject

Reason

for referral

Objections

Ward:	Nelson
Case officer	Charlotte Hounsell - charlottehounsell@norwich.gov.uk

Development proposal			
Material amendment to previous permission 17/01791/F to allow a revised			
rear elevation and layout.			
Representations			
Object	Comment	Support	
3	0	0	

Main issues	Key considerations	
1	Design	
2	Amenity	
3	Landscaping	
4	Transport	
5	Flooding	
Expiry date	12 April 2019	
Recommendation	Approve	



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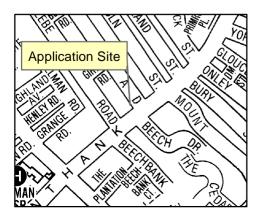
Planning Application No 19/00242/MA Site Address 195 Unthank Road

Scale

1:1,000







The site and surroundings

1. The subject property is located on the North East side of Unthank Road, West of the City Centre. The property was previously a detached three-storey dwelling built circa 1900 and is constructed of cream rendered finish and clay roof tiles. Permission was granted in 2017 for the conversion of the property to five flats. At the front of the property is a garden space separated from the highway by a boundary wall. Access to the main property is via a front door and a side access on the South West elevation. At the rear of the property is a small garden with steps up to an existing parking area which can also be accessed via an alley/road from College Road and Glebe Road. The rear parking area is at a significantly higher ground level than the garden space. The properties in the surrounding area are a mix of Victorian semi-detached or terraced houses.

Constraints

- 2. The property is located within the Unthank and Christchurch Conservation Area
- 3. The property is locally listed
- 4. The property is located within a critical drainage area

Relevant planning history

5.

Ref	Proposal	Decision	Date
4/2003/0392	Extension and conversion of nursing home into 12 flats.	WDA	23/05/2003
03/00017/F	Conversion from nursing home into 16 student bed-sits.	REF	19/09/2003
03/00022/F	Conversion of nursing home into 6 bedsits and 6 flats.	REF	19/09/2003
04/00109/U	Change of use from care home to private dwelling.	APPR	10/03/2004
04/00520/F	Construction of pitched roofs & external alterations at rear, and alterations to car port/garage.	APPR	27/07/2004
07/00791/C	Demolition of existing gate brick piers and replacement with new brick piers.	APPRET	23/08/2007
16/00227/F	Conversion of office and dwelling to 5 No. flats and associated alterations.	APPR	19/07/2016
16/01402/NM	Non-material amendments to previous permission 16/00227/F to allow internal	REF	17/11/2016

Ref	Proposal	Decision	Date
A	layout alterations to facilitate load bearing walls. 2 No. roof lights to front elevation and 2 No. windows to side elevation.		
17/01791/F	Conversion and extension to create 5 No. apartments and demolition of rear garage.	APPR	15/02/2018
18/01846/VC	Variation of Condition 3: landscaping and Condition 5: bicycle, refuse and recycling of previous permission 17/01791/F to amend the rear elevations and minor reduction to rear extension.	CANCLD	19/12/2018
19/00240/D	Details of Condition 3: landscaping; Condition 4: SUDs and Condition 5: bicycle/refuse storage of previous permission 17/01791/F.	WITHDN	21/05/2019

The proposal

- 6. This application proposes amendments to application 17/01791/F. The amendments are as follows:
 - a) Changes to internal layout
 - b) Amended plans to show correct placement of windows
 - c) Removal of rear extension and subterranean living accommodation
 - d) Changes to layout of parking and garden spaces
 - e) Changes to rear elevation windows and green wall
 - f) Replacement side extension
- 7. The principle of converting the property into 5 flats has already been considered acceptable under 17/01791/F. Therefore the purpose of this application is to consider the amendments only.
- 8. It should be noted that application 17/01791/F was subject to a number of precommencement conditions. The permission has been implemented without discharging conditions. Following discussions with the applicant, this material amendment application has been submitted to regularise some changes that have already taken place and to formalise proposed amendments to the scheme.
- Officers raised concerns with the originally submitted information and revised plans were submitted to address these concerns. The assessment below is based upon the revised plans only.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	5
No. of storeys	3
Appearance	
Materials	Rear windows – white uPVC
Transport matters	
Vehicular access	Existing access via small alleyway that links College Road and Glebe Road behind the houses on Unthank Road.
No of car parking spaces	Five spaces provided at the rear of the site
No of cycle parking spaces	Five occupier cycle spaces in rear store 3 visitor spaces to the front of the site
Servicing arrangements	Bin store area to front of site.

Representations

10. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 3 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
The new proposal would create 6 flats	The application does not propose to make any changes to the number of flats compared with the approved scheme 17/01791/F.
Overall reduction in design quality	See Main Issue 1
Change in window material dilutes the design quality	See Main Issue 1
Substantial internal changes would no longer allow for disabled access	See Main Issue 1

If the side extension becomes inhabited this would result in loss of privacy	See Main Issue 2
Increase traffic in the access alley will result in harm to amenity	See Main Issue 2
The car parking arrangement is compromised and would result in light and noise pollution to neighbours. Insufficient space for parking and cycle storage.	See Main Issue 2 and 3
The proposal no longer includes a green wall	See Main Issue 4
Confusion over who would manage the garden areas	See Main Issue 4
Insufficient number of bins and bin storage	See Main Issue 4
Inappropriate hard surfaces	See Main Issue 5
The previously approved SUDS have not been incorporated	See Main Issue 5
More preferable scheme to the one previously approved	Noted.
Confusion over the different application types that have been submitted	An application was submitted to discharge the conditions attached to 17/01791/F (Ref: 19/00240/D). After review of the submitted information, officers concluded that there were material changes to the scheme. Application 19/00242/MA was submitted to deal with these changes and the conditions from 17/01791/F. Accordingly, application 19/00240/D was withdrawn.
Incorrect 'approved' drawings have been provided and incorrect number of windows shown on elevations	Amended drawings have now been provided to accurately reflect the existing building and the proposals.
There is no party wall agreement in place.	The Party Wall Act is separate from the planning process and therefore this issue has not been considered further.
Disturbance from construction has been ongoing for a significant period	This is not a major construction scheme and such disturbance would not be considered sufficient to withhold consent.

Consultation responses

11. 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 Service

12. 6 x 360 (3 waste and 3 recycling should cover), with provision for a 7th bin to meet demand if realised? Hopefully a recycling one.

Design and Conservation

13. 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.

Highways (local)

14. No objection on highway grounds. The proposed car parking layout, design and cycle store appears satisfactory in principle. Please can you ensure that there are tethers within the cycle store e.g. floor mounted sheffield stands. Otherwise cycles can be easily stolen if the lock is broken.

Landscape

15. The green wall no longer forms part of the proposal. The proposed planting bed at the rear wall may cause some maintenance issue but is wide enough for lower planting and climbers. Natural green screens could be used as an alternative. Effective greening is required for the rear elevation and should constitute more than clematis. Further planting suggestions to improve the front garden.

Private Sector Housing

16. No comments received

Assessment of planning considerations

Relevant development plan policies

- 17. 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
- 18. 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
- DM9 Safeguarding Norwich's heritage
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

19. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- NPPF1 Achieving sustainable development
- NPPF5 Delivering a sufficient supply of homes
- NPPF8 Promoting healthy and safe communities
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF16 Conserving and enhancing the historic environment

Case Assessment

20. 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 polices 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 and Heritage

- 21. Key policies and NPPF paragraphs JCS2, DM3, DM9 NPPF 8, 12 and 16
- 22. Changes to the external appearance of the site include alterations to window design and materials, removal of the rear extension and subterranean living accommodation and a replacement single storey side extension. Concerns were raised that the amended scheme results in an overall reduction in design quality.
- 23. The proposed replacement windows within the rear elevation of the building were originally proposed as aluminium windows. The amended scheme proposes white uPVC windows of a more standard design. Although the building is locally listed, and uPVC is considered to be a lower quality material than aluminium, the use of this material in this instance is considered acceptable given it would be used on the less sensitive rear elevation of the building, and that many other properties in the surrounding area have also used this material.
- 24. The removal of the extension and subterranean accommodation is not considered to be significantly detrimental to the character of the building or the surrounding

- area as the rear garden area of the site would essentially remain in its existing condition.
- 25. Concerns over the loss of planting quality have been assessed in Main Issue 4.
- 26. Concerns were also raised that the changes to the internal layout meant that the properties would no longer have disabled access. In accordance with policy DM12, only schemes providing 10 or more dwellings are required to be built to Lifetime Homes standards. However, accessibility of new properties is covered by Building Regulations under a separate process to the planning process.
- 27. It should be noted that the amended scheme does not propose any changes to the more sensitive front elevation of the building.

Main issue 2: Amenity

- 28. Key policies and NPPF paragraphs DM2, DM11, NPPF 8 and 12
- 29. The proposal includes alterations to the interior of the flats. Interior walls are located in different places and rooms have been fitted out for different purposes to the approved plans. In addition, Flat 1 (rear ground floor) is proposed to be reduced in size and without extensions into the garden. Upon visiting the site, officers were satisfied with the internal layout of the flats which had already been completed or were mid-way through construction. Furthermore, the amended layout and sizes of the flats complies with requirements of the National Space Standards. The amount of garden space to be provided is greater than shown in the approved scheme. Therefore future occupiers are considered to benefit from an appropriate standard of amenity.
- 30. Representations raised concerns regarding the insertion of new windows within the side elevations of the building which could result in additional overlooking. No new windows have been inserted within the sides of the building and photographs prior to construction works have been provided to demonstrate this. The previously approved plans did not include these windows and were therefore incorrect. The amended plans have been updated and show the correct window positions.
- 31. Under application 17/01791/F, an existing side extension was proposed to be demolished. On site, this side extension has been replaced with a timber clad lean-to extension and is included on the amended plans. Concerns were raised that this area was to become inhabited which would result in a loss of privacy to neighbouring occupiers. This space is not shown as habitable internal space on the approved plans and is therefore not considered to give rise to any additional amenity impacts. Any alteration of this area to form internal living space in future would be in breach of the permission (should it be granted) and would be investigated as an enforcement matter.
- 32. Representations were also concerned with the amended parking layout at the rear of the site (discussed in more detail in Main Issue 3) and the impact this would have upon neighbour amenity in terms of noise and light pollution. The principle of using this area for parking was already established when the property was a single dwelling. Four parking spaces were approved in this area under 17/01791/F. The provision of one additional parking space is not considered to create any significant additional amenity impacts. Furthermore, the location of boundary walls and

- provision of boundary planting to this area is considered sufficient to reduce significant light pollution from headlights.
- 33. Therefore the proposal is not considered to have an unacceptable impact on neighbouring amenity compared with the approved scheme under 17/01791/F.

Main issue 3: Transport

- 34. Key policies and NPPF paragraphs JCS6, DM28, DM30, DM31, NPPF 8 and 12
- 35. The amended plans show a new layout to the parking area at the rear of the site. Concerns were raised that the layout was inappropriate and would not allow for cycle parking in this area. Revised plans have been submitted showing an updated parking layout which is more appropriate and also creates space to provide secure cycle storage for residents.
- 36. There was no objection from the Transportation Officer.

Main issue 4: Landscaping and open space

- 37. Key policies and NPPF paragraphs DM3, DM8, NPPF 8 and 12
- 38. The previously approved scheme included a green wall to the rear elevation of the building. This was included to contribute towards sustainable drainage of the site and was considered to offer additional privacy to the rear elevation windows. The green wall is no longer proposed as part of the scheme and instead wisteria plants have been proposed. Whilst it is a shame that this feature has been removed, this is considered acceptable when balanced against the removal of the rear extension (and therefore the reduced emphasis on dealing with additional surface water on site (See Main Issue 5)).
- 39. Alterations have also been made to the front garden space including a different path and planting layout, provision of a bin store and visitor cycle spaces. The landscape officer has raised concerns that the choice of plants to the front of the site is unusual. In this case the planting is considered to improve the appearance of the site and unusual plant choice does not warrant a reason for refusal. It should also be noted that after the five year period specified with the landscaping condition (which requires that plants be managed, maintained and replaced should they die during this timeframe) there will be little planning control over the condition of the front garden.
- 40. Concerns were raised that it was not clear who would be responsible for the management and maintenance of the garden spaces. The revised layout plan now includes annotations that the ground floor flats will be responsible for the management of the garden spaces.
- 41. Representations were also concerned that the site did not appear to provide for a sufficient number of bins and a storage area. Officers were also concerned that the proposed bin store would be visible within the streetscene and would detract from the front elevation of the building. It has been confirmed by Citywide Services that an appropriate number of bins can be provided within the store. In addition, given the erection of replacement front boundary fencing, the bin store is unlikely to be overly prominent within the streetscene. Furthermore, locating the bins at the front of the site improves refuse collection arrangements.

Main issue 5: Flood risk

- 42. Key policies and NPPF paragraphs JCS1, DM5, NPPF 14
- 43. The approved scheme included a number of sustainable drainage measures, including, new landscaping, permeable paving, green roof, permeable paving and an infiltration trench. These measures were considered important given the levels of the site and the extension to the rear.
- 44. Within the amended scheme, a number of these measures are no longer proposed such as the green roof and wall and infiltration trench. The scheme still includes planting (discussed in Main Issue 4), permeable paving. Although it is a shame that some of these measures will no longer be included, given that the scheme no longer proposes an extension to the rear of the site, there is a reduced emphasis on dealing with additional surface water on site. Therefore, these measures are considered acceptable.

Equalities and diversity issues

45. There are no significant equality or diversity issues.

Local finance considerations

- 46. 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.
- 47. 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.
- 48. In this case local finance considerations are not considered to be material to the case.

Conclusion

- 49. The principle of development has already been considered acceptable under application 17/01791/F. The amended scheme results in a number of changes to the design, layout and landscaping of the site. It is acknowledged that there is a loss of some of the beneficial features that were included in the previous permission, such as the green wall and use of aluminium windows. However, on balance, these changes are considered acceptable. In addition, the removal of the rear extension and the replacement of the side extension is not considered to be significantly detrimental to the character of the main building or the surrounding area. Whilst the internal alterations change the size and layout of the flats, these would still be of an appropriate size and future occupiers would benefit from a good standard of amenity overall.
- 50. 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.

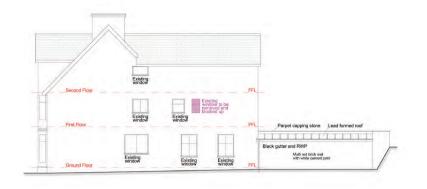
Recommendation

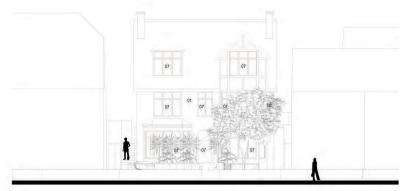
To approve application no. 19/00242/MA - Flordon House, 195 Unthank Road, Norwich, NR2 2PQ and grant planning permission subject to the following conditions:

- 1. Standard time limit;
- 2. In accordance with plans;
- 3. Management and maintenance of landscaping
- 4. Installation and retention of bin and bike storage
- 5. Water efficiency
- 6. Parking made available prior to first occupation

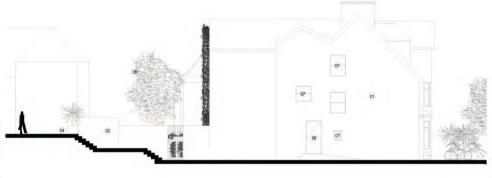
FIRST FLOOR PROPOSED PLANS 1:100 on A1 FLAT 01 - 3 BED - 112 m2 FLAT 02 - 2 BED - 81 m2 FLAT 03 - 2 BEDROOMS - 81 m2 FLAT 04 - 2 BEDROOMS - 77 m2 FLAT 05 - 2 BEDROOMS - 94 m2 Studio Ub Design + Build Ltd GROUND FLOOR 03 0 .5 1 REVISION 03 31/18

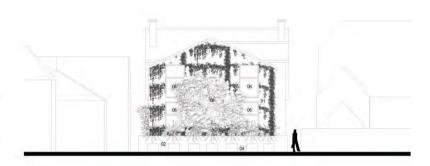




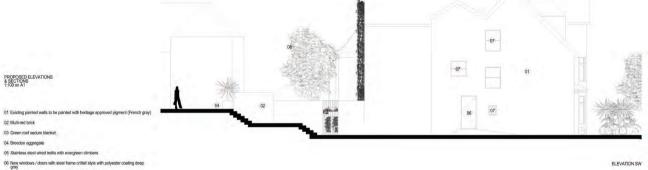


ELEVATION NE

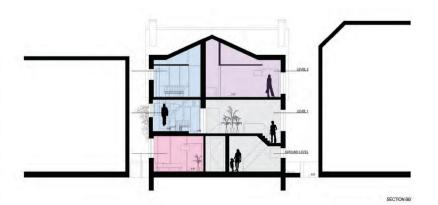




ELEVATION NW



FLAT 02 - 2 BED - 81 m2 FLAT 03 - 2 BEDROOMS - 81 m2 FLAT 04 - 2 BEDROOMS - 77 m2 FLAT 05 - 2 BEDROOMS - 94 m2 Studio Ub Design + Build Ltd



SECTION AA'

ELEVATION SE



PROPOSED ELEVATIONS & SECTIONS 1:100 on A1

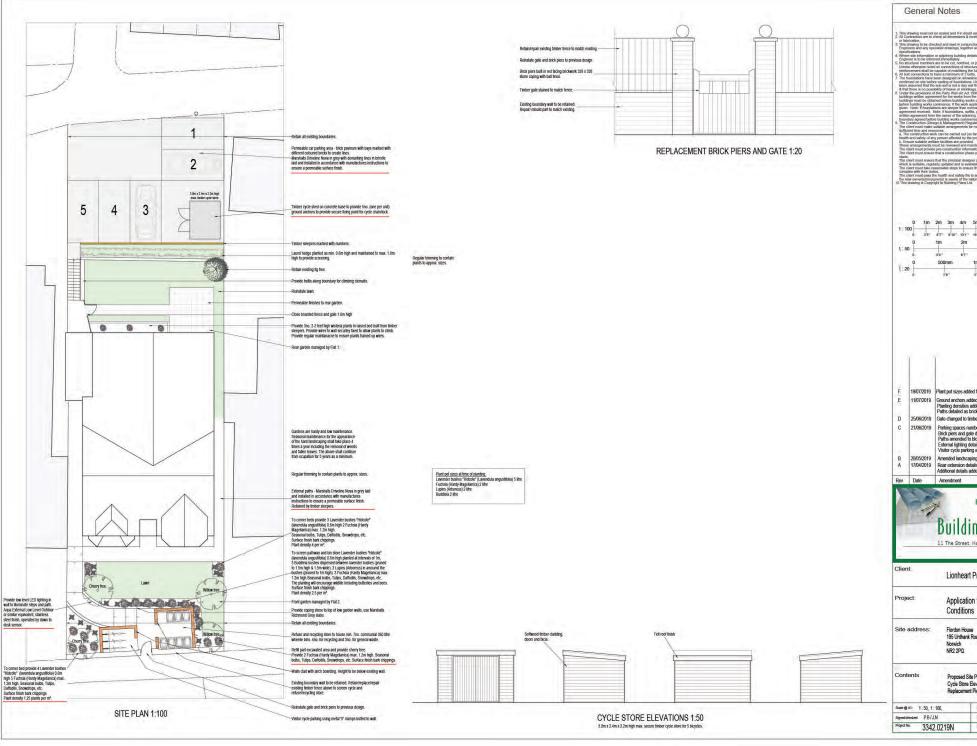
04 Breedon aggregate

05 Stainless steel wired trellis with evergreen climbers

FLAT 01 - 3 BED - 112 m2

07 Existing windows / doors with new joinery hardwick white 08 New Silver Birch (Betula Pendula)





dusk sensor

 This drawing must not be scaled and if in doubt ask.
 All Contractors are to check all dimensions & levels on site prior to co 3. This diversely have checked and made in conjunction with all Engineers, inclinations, if more opportunities are considered and the conjunction of the conjunction 5m 13'1" 2m 19/07/2019 Plant pot sizes added for indication of planted size. E 11/07/2019 Ground anchors added to cycle store.
Planting densities added.
Paths detailed as brick paving. D 25/06/2019 Gate changed to timber, path finish changed to slabs. 21,06;2019 Parking spaces numbered to relate to flat numbers.
Brick piers and gate detail added.
Paths amended to block paving.
External lighting details added.
Visitor cycle parking area amended. B 20/05/2019 Amended landscaping front and rear, and parking. 17/04/2019 Rear extension details added. Additional details added as highlighted. Dwn Architectural Design, **Building Surveyors and** Planning Services

Building Plans Ltd

11 The Street, Honingham, Norwich, NR9 5BL Telephone: 01603 868377

Lionheart Properties Limited

Application to Satisfy Planning

195 Unthank Road

Cycle Store Elevations Replacement Piers & Gate

Date: February 2019







GROUND FLOOR 1:50

ENTRANCE HALL

FLAT 2

SHOWER ROOM

KITCHEN

SHOWER ROOM

FIRST FLOOR 1:50

SECOND FLOOR 1:50