

**Report to** Planning applications committee

**Item**

14 December 2017

**Report of** Head of planning services

**4(f)**

**Subject** Application no 17/01535/F - 25 Pitchford Road,  
Norwich NR5 8LQ

**Reason  
for referral** Objection

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<b>Ward:</b>	Bowthorpe
<b>Case officer</b>	Stephen Polley - <a href="mailto:stephenpolley@norwich.gov.uk">stephenpolley@norwich.gov.uk</a>

<b>Development proposal</b>		
Extensions and conversion to large HMO.		
<b>Representations</b>		
Object	Comment	Support
4	0	0

<b>Main issues</b>	<b>Key considerations</b>
1 Principle of development	The loss of a C4 dwellinghouse and the creation of a large HMO
2 Design	The impact of the development within the context of the site / character of the surrounding area.
3 Amenity	The impact of the development on the occupiers of the neighbouring properties.
4 Trees	The impact of the development on nearby trees
5 Transport	The impact of the development on street parking
<b>Expiry date</b>	16 November 2017
<b>Recommendation</b>	Approve



## The site and surroundings

1. The site is a corner plot located on the west side of Pitchford Road, close to the junction with Enfield Road, within West Earlham to the west of the city. The subject property is a 2 storey semi-detached dwelling constructed circa 1950 as part of a wider council house development. The property was constructed using red bricks, concrete roof tiles and now features white UPVC windows and doors. The property features a small front garden, parking area to the side with access leading to a wedge shaped rear garden.
2. The prevailing character of the surrounding area is residential with most properties having been built as part of the same development. The surrounding area is also defined by the significant number of mature trees, creating a particularly verdant character. The site is located within close proximity of the UEA which has resulted in a number of properties having been extended to cater for the student buy-to-let market.
3. The site is bordered by the adjoining semi-detached property, no. 23 Pitchford Road to the south. To the north, the site is bordered by an area of informal amenity open space which includes a number of tall mature trees. A detached garage located outside of the site is located to the rear. The site boundaries to the rear are marked by 1.8m tall close boarded fencing.

## Constraints

4. Mature trees located to north of site
5. Adjacent to designated Informal Amenity Open Space – Enfield Road

## Relevant planning history

6.

Ref	Proposal	Decision	Date
17/00688/F	Extension and conversion to large HMO.	WITHDN	31/07/2017

## The proposal

7. The proposal is for the construction of a two storey side extension, single storey rear extension and for the change of use from a C4 house of multiple occupation to a Sui Generis house of multiple occupation with 7 bedrooms.

## Summary information

<b>Proposal</b>	<b>Key facts</b>
<b>Scale</b>	
No. of storeys	Single and two storeys.
<b>Appearance</b>	
Materials	Match existing; concrete plain tiles; red bricks; white upvc windows
<b>Transport matters</b>	
No of car parking spaces	Two off street spaces.
No of cycle parking spaces	Eight covered / secure spaces to rear.

## Representations

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Three 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.

<b>Issues raised</b>	<b>Response</b>
The proposal is too large / too tall / out of scale; results in loss of symmetry	See main issue 2.
Noise disturbance (23 Pitchford Road) Loss of privacy / overlooking (28 Pitchford Road) No. of occupants can exceed seven Loss of views of wood (28 Pitchford Road)	See main issue 3.
Increase in occupants will exacerbate parking problems.	See main issue 5.

## Consultation responses

9. 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.
10. **Transportation – Norwich City Council**  
No objection.
11. **Tree protection officer – Norwich City Council**  
No objection

## Assessment of planning considerations

### Relevant development plan policies

12. **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
  - JCS4 Housing delivery
  - JCS6 Access and transportation
  - JCS12 The remainder of the Norwich urban area including the fringe parishes
13. **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
  - DM8 Planning effectively for open space and recreation
  - DM12 Ensuring well-planned housing development
  - DM13 Communal development and multiple occupation
  - DM28 Encouraging sustainable travel
  - DM31 Car parking and servicing

### Other material considerations

14. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
  - NPPF0 Achieving sustainable development
  - NPPF4 Promoting sustainable transport
  - NPPF6 Delivering a wide choice of high quality homes
  - NPPF7 Requiring good design
  - NPPF8 Promoting healthy communities

## Case Assessment

15. 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

16. Key policies and NPPF paragraphs – DM12, DM13, NPPF paragraphs 49 and 14.
17. The proposal will result in the loss of one C4 dwelling house, it will result in the creation of a 7-bed house in multiple occupation (HMO). The NPPF states that planning authorities should deliver a wide choice of quality homes and plan for a mix of housing based on current and future demographic and market trends.
18. The principle of the proposed development is considered to be acceptable subject to satisfying policies DM12 and DM13 of the *local plan*, the associated criteria of which are discussed in the following sections below.
19. With regard to the criteria A) and C) of policy DM12 the proposal will not compromise wider regeneration proposal and will provide for a mix of housing in the area. Matters of amenity and character are discussed below.

### Main issue 2: Design

20. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
21. The proposal first involves the demolition of the original outbuilding located to the side of the property. The proposal is then to be constructed from two distinct sections formed of a single storey to the rear and two storeys to the side. The rear section measures 9.5m x 2.4m in plan form and features a sloping roof with an eaves height of 2.6m and a maximum height of 3.7m. A 0.1m gap is to be retained between the extension and the neighbouring boundary shared with the adjoining property. A two storey extension is to be constructed to the side which effectively creates a wrap-around at ground floor level. The side extension measures 4m x 5.1m in plan form and features a hipped roof design with an eaves height of 5.2m which matches the original roof and a ridge height of 7.2m which is stepped down marginally from the original ridge line. The proposed front elevation is also to be stepped back from the original building line by 0.3m.
22. The proposal is to be constructed using matching materials including red bricks, concrete plain tiles and white UPVC windows and doors. The proposal also includes the installation of a new gate providing secure access to the rear garden.
23. Particular concern has been raised that the proposal is of a design which is overly large and out of scale in comparison with neighbouring properties, resulting in harm being caused to the character of the area. Concern was also raised that the proposal would result in a loss of symmetry at the pair of semi-detached dwellings.

It is accepted that the proposal represents a significant enlargement to the subject property, one which is also predominantly larger than those found at neighbouring properties along Pitchford Road. The design however is considered to be of acceptable scale and design as the stepping of the roof ridge and front elevations ensure that extension appears as subservient to the subject property and the original design remains clearly legible. The symmetry of the wider site will be lost, however the area contains a mixture of house types including short terraces and variations of semi-detached properties. As such, the proposed extension will result in a property which remains in keeping with the character of the original dwelling and the surrounding area.

### **Main issue 3: Amenity**

24. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
25. The proposal will result in only minor impacts upon the residential amenities of neighbouring properties as a result of the design and siting of the extensions. The two storey side extension is located far from any neighbouring properties and the single storey rear extension is of a scale and design which will ensure that significant harm is not caused by way of overshadowing, loss of light, loss of privacy or loss of outlook.
26. A representation by the occupants of no. 28 Pitchford Road which is located opposite the subject property has been raised expressing concern that the proposal will result in a loss of privacy caused by windows which will overlook the neighbouring property. The proposal includes two new windows, one being installed at ground floor level and the other at first floor level. The two properties are sited approximately 25m from one another and the proposed windows are of a similar size and will be installed within a similar location to the existing windows. As such it is considered that the proposal will not significantly alter the current situation and there is sufficient distance to mitigate any potential harm being caused by way of overlooking.
27. Concern was also raised by the occupants of no. 28 that the two storey side extension would result in the loss of a view of the wooded area adjacent to the subject property. This matter is not considered to be a material planning consideration.
28. Particular concern has been raised that the proposed increase in the number of occupants residing at the property would result in noise disturbance. The proposal will increase the maximum number of occupants from three to seven, as such the proposal represents an intensification in the use of the site. It therefore follows that noise generated at the property is likely to increase, however it is not considered that the increase will cause significant harm to the adjoining property. The majority of the new bedrooms are to be added to the side of the property, far from no. 23. The proposal will result in a bedroom and an enlarged living room being created along the shared wall of the semi-detached properties. As such, the proposal is not considered to significantly alter the current situation. Should there be instances where the proposal results in noise disturbances, those affected can contact Environmental Protection to control the problems.
29. Similar concern has been raised that the dining room could be turned into an additional bedroom and / or the double bedrooms could be occupied by more than

one occupant, resulting in harm to neighbouring residential amenities. In order to protect the residential amenity of both the occupants and neighbours, it is considered reasonable to require by way of a condition that the premises shall be occupied by a maximum of seven tenants. It is also noted that any increase in the number of bedrooms will require an application to be submitted to the council seeking an additional planning permission.

30. The proposed bedrooms satisfy the minimum space requirements and the property provides a level of internal amenity space and facilities which is appropriate for an HMO of this size. The proposal includes the retention of an enlarged living / dining room and kitchen. It is reasonable to condition the retention of these rooms in order to maintain the good standard of amenity for the occupants of the subject property. Five shower rooms are being created to serve the seven bedrooms. The proposal also provides for a good level of external amenity space.

#### **Main issue 4: Trees**

31. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
32. The site is located adjacent to an area of designated Informal Amenity Open Space which contains a number of mature trees close to the boundary. An AIA, TPP and AMS have been submitted which includes proposals to mitigate any potential harm to the trees. The council's tree officer has confirmed that the plan is acceptable and will provide a sufficient level of protection.
33. Concern has been raised that the proposal will cause harm to the neighbouring habitats located within the neighbouring trees and open space. It is not considered that the scale of development proposed will impact significantly on any neighbouring species. The AMS will ensure that neighbouring trees are not harmed.

#### **Main issue 5: Transport**

34. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
35. The proposal includes the provision of two off-street car parking spaces to the front of the site, accessed via a re-organised front garden area. Four 240 litre refuse / recycling bins are to be provided and stored within a timber bin store to the side of the property. A covered and secure cycle storage shed is to be installed within the rear garden to provide storage for up to eight bicycles.
36. Particular concern has been raised that the change of use of the property and subsequent increase in the number of occupants would result in an exacerbation of car parking problems within the neighbourhood. The site is located within an area where parking controls do not exist with residents parking on either private driveways or on the street. The subject property currently operates as a small 4 bed HMO with off-street parking for two vehicles.
37. Whilst it is accepted that the proposal may result in an increase in the number of residents with cars, steps have been taken to mitigate potential harm by way of the inclusion of 2 no. off street car parking spaces and cycle storage facilities.
38. Further to this, the application also provides new cycle storage facilities which seek to encourage car free living. The site is located within close proximity of a local



shopping centre, public transport links and the UEA campus. As such, it is expected that it is probable that most of the occupants will not require a car as their main mode of transport. It is therefore reasonable to add a condition requiring that the cycle and bin storage is installed prior to occupation.

### **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 proposed change of use from a C3 dwellinghouse to a large scale HMO within the sui generis use class is considered to be acceptable.

44. The proposal will result in an extended dwelling which is of an appropriate scale and design and does not cause significant harm to the character of the surrounding area.

45. The proposed development will have a limited impact upon the residential amenities of neighbouring properties with no significant harm being caused by way of overshadowing, overlooking, loss of outlook or by noise disturbance.

46. 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. 17/01535/F - 25 Pitchford Road, Norwich, NR5 8LQ and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Limit the number of occupants to no more than seven and retain the kitchen and dining rooms for use by the occupants;
4. Operations in accordance with AIA/AMS;
5. Cycle / bin storage to be installed prior to occupation;
6. Landscaping details.

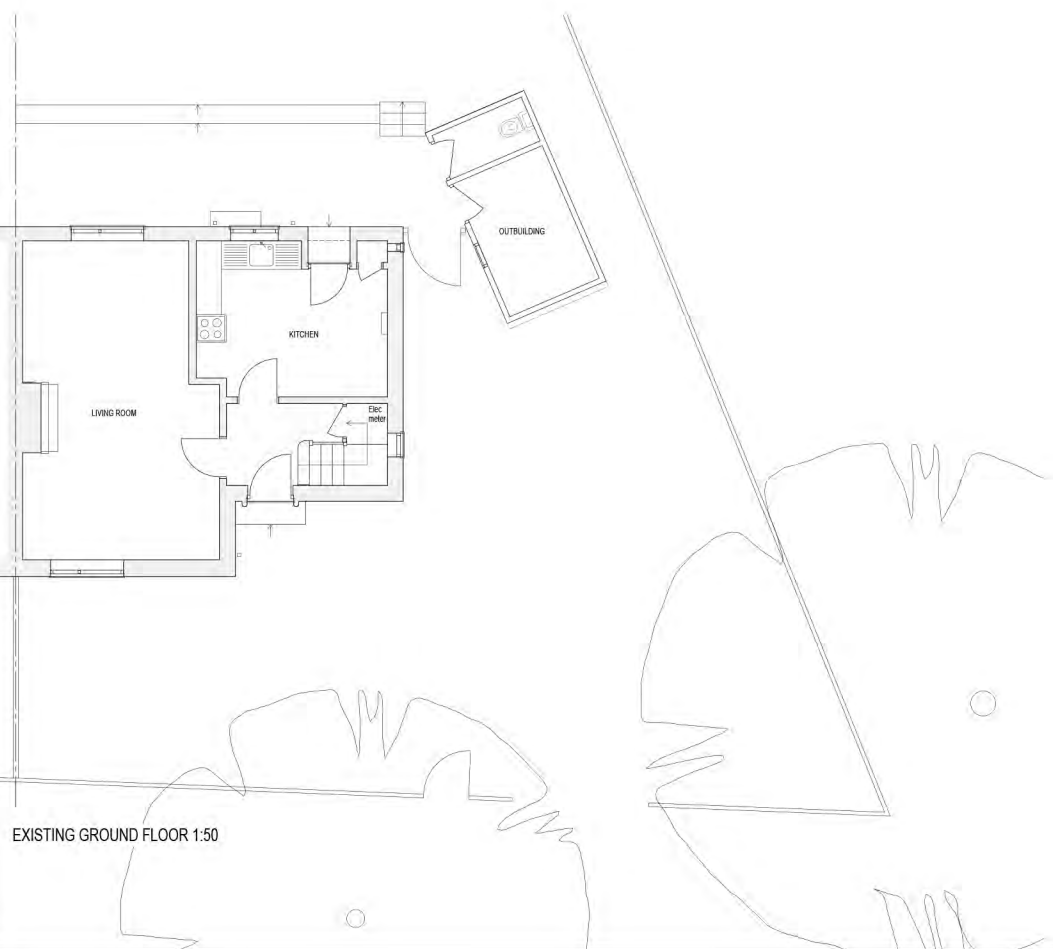


LOCATION PLAN 1:1250

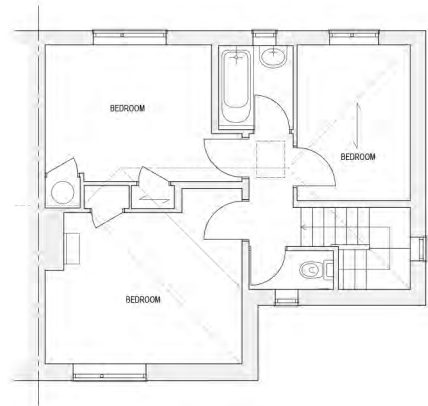


SITE PLAN 1:200

Remove part existing fence to act car parking.



EXISTING GROUND FLOOR 1:50



EXISTING FIRST FLOOR 1:50

General Notes

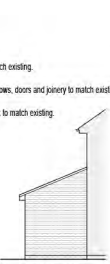
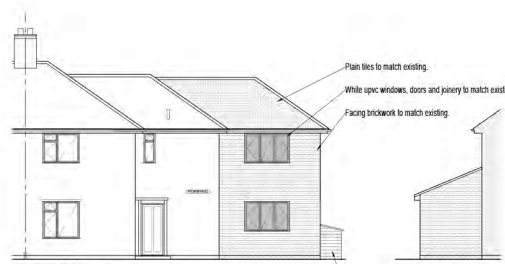
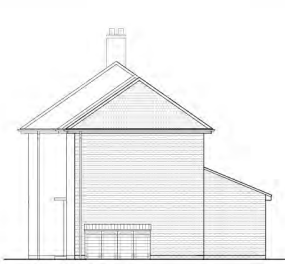
1. This drawing must not be scaled and if in doubt ask.
2. All Contractors are to check all dimensions & levels on site prior to commencing any construction or fabrication.
3. This drawing to be checked and sealed in accordance with all Engineers, Architectural, Service Engineers and any relevant drawings, together with any relevant additional Engineers' specifications.
4. Where site information or adjoining building details are contrary to issued details then the Engineer is to be informed immediately.
5. No structural members are to be cut, reduced, or joined unless shown on the Engineers details. Unless otherwise noted all connections of structural members including joints & end-plates of reinforcement shall be capable of mobilising the full structural capacity of the member.
6. All foot connections to have a minimum of 2' depth.
7. The foundations have been designed on allowable ground pressure of 100 kN/m<sup>2</sup> & shall meet full confirmed on site before casting of foundations. Unless informed to the contrary in writing it has been assumed that the sub-soil is not a clay soil that has been classified as Type 3 vegetation & that there is no possibility of heave or shrinkage.
8. Under the provisions of the Party Wall Act 1996, if the excavations are within 1m of adjacent buildings written agreement for the works from the owner & the tenant (if applicable) of adjacent buildings must be obtained before building works commence & one month's notice must be given before building works commence. If the work applies to the party wall two month's notice must be given. Note: If foundations are deeper than normal a further notice may have to be given & agreement received. Note: If foundations, soffits, gutters, etc. approach across the boundary a written agreement from the owner of the adjoining land & buildings must be obtained & the boundary agreed before building works commence.
9. The Construction Design & Management Regulations 2015. The client must make suitable arrangements for managing the project, including the allocation of sufficient time and resources.
10. The construction work can be carried out for as reasonably practicable without risks to the health and safety of any person affected by the project.
11. Create suitable written methods are provided.
12. These arrangements must be reviewed and maintained throughout the project.
13. The client must provide pre-construction information to the designer and contractor.
14. The client must ensure that a construction phase plan is in place before the construction phase starts.
15. The client must ensure that the principal designer prepares a health and safety file for the project which is suitable, regularly updated and is available for inspection.
16. The client must take reasonable steps to ensure that the principal designer and contractor comply with their duties.
17. The client must pass the health and safety file to any new owner(s)/occupier(s) and ensure that the new owner(s)/occupier(s) is aware of the nature and purpose of the file.
18. This drawing is Copyright to Building Plans Ltd.

	0	25m	50m	75m	100m	125m
1:1250	0	82"	164"	246"	328"	410"
1:200	0	2m	4m	6m	8m	10m
1:100	0	4"	8"	12"	16"	20"
1:50	0	1m	2m	3m	4m	5m

Rev	Date	Amendment	Dwn
C	18/08/2017	Timber bin store and clothes drying line.	PB
B	01/08/2017	Front lean to removed and front wall moved back.	PB
A	20/07/2017	Reduced first floor extension, cycle and bin storage.	PB

**Architectural Design,  
Building Surveys and  
Planning Services**  
**Building Plans Ltd**  
 11 The Street, Hovingham, Norwich, NR9 5BL  
 Telephone: 01603 868377

Client:	Agile Property Partners
Project:	Extensions, Alteration & Conversion of Existing Dwelling to Large HMO
Site address:	25 Pitford Road West Earham Norwich NR9 8LQ
Contents:	Existing Elevations Existing Floor Plans Site & Location Plans
Scale @ A1:	1:50, 1:100, 1:200, 1:1250
Date:	August 2017
Signchecked:	PB/JLN
Revision:	C
Project No:	3210.0317N
Sheet No:	1



NORTH WEST  
PROPOSED ELEVATIONS 1:100

NORTH EAST

SOUTH EAST

SOUTH WEST

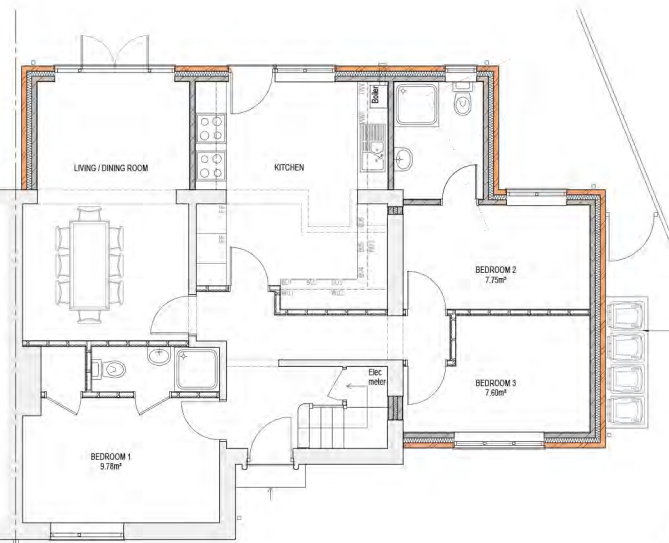
Plan lines to match existing.  
White upvc windows, doors and joinery to match existing.  
Facing brickwork to match existing.  
Timber bin store.

General Notes

- This drawing must not be scaled and if in doubt ask.
- All Contractors are to check all dimensions & levels on site prior to commencing any construction or fabrication.
- This drawing to be checked and read in conjunction with all Engineers Architectural, Services Engineers and any specialist drawings, together with any relevant additional Engineers specifications.
- Where site information or existing building details are contrary to issued details then the Engineer is to be informed immediately.
- No structural members are to be cut, notched, or joined unless shown on the Engineers details. Unless otherwise noted all connections of structural members including lugs & end-plates of reinforcement shall be capable of mobilising the full structural capacity of the member.
- All load connections to have a minimum of 2 bolts.
- The foundations have been designed for ultimate ground pressure of 100 kN/m<sup>2</sup> & shall not be confirmed on site before casting of foundations. Unless informed to the contrary in writing it has been assumed that the sub-soil is a clay soil that has been classified by tests & vegetation & that there is no possibility of heave or shrinkage.
- Under the provisions of the Party Wall etc. Act 1996, if the excavations are within 3m of adjacent buildings written agreement for the works from the owner & the tenant (if applicable) of adjacent buildings must be obtained before building works commence & one month's notice must be given before building works commence. If the work applies to the party wall two month's notice must be given. Note: If foundations are deeper than normal a further notice may have to be given & agreement received. Note: If foundations, soffits, gutters, etc. encroach across the boundary a written agreement from the owner of the adjoining land & buildings must be obtained & the boundary agreed before building works commence.
- The Construction Design & Management Regulations 2015.  
The client must make suitable arrangements for managing the project, including the allocation of sufficient time and resources.  
The construction work can be carried out for as reasonably practicable without risks to the health and safety of any person affected by the project.  
A. Create suitable written methods as provided.  
These arrangements must be reviewed and maintained throughout the project.  
The client must provide pre-construction information to the designer and contractor.  
The client must ensure that a construction phase plan is in place before the construction phase starts.  
The client must ensure that the principal designer prepares a health and safety file for the project which is suitable, regularly updated and is available for inspection.  
The client must take reasonable steps to ensure that the principal designer and contractor cooperate with their duties.  
The client must pass the health and safety file to any new owner(s) (projector(s)) and ensure that the new owner(s) (projector(s)) is aware of the nature and purpose of the file.  
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Fixtures and Fittings for Kitchen and Dining Room

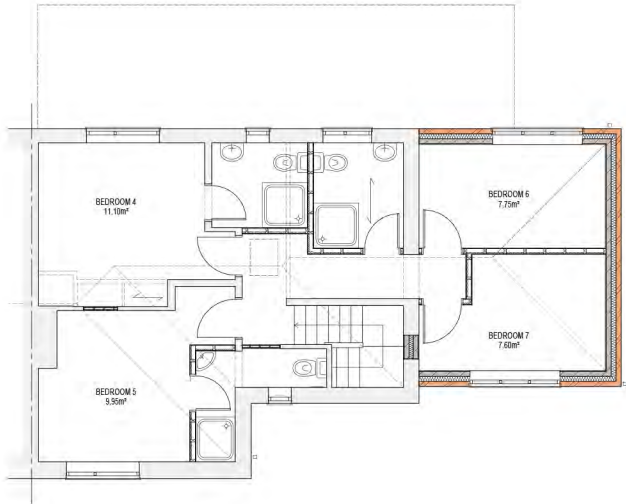
- Sink: Stainless steel sink with draining board plus standard sized dishwasher
- Cooker & Hob: Free standing electric cooker with oven and oven grill under hob. Extractor canopy over. Provide two cookers or one cooker plus microwave oven with grill on worktop.
- Electrical Sockets: 30amp supply for electric cookers) dedicated sockets for all appliances underworktops with switched fused spurs above work top level. Dedicated sockets for fridge freezers and microwave. 4 double sockets above work top.
- Food Storage Cabinets: One base unit (min. 500mm wide x 600mm deep) or one wall unit (1000mm wide x 300mm deep) per person for individual food storage and personal cookery and utensils.
- Work Top: Min. 2m length of worktop for food preparation.
- Fridge Freezers: 2 free standing fridge freezers.
- Washing Machine: 1 under worktop washing machine. Provide 1 rotary clothes dryer in rear garden.



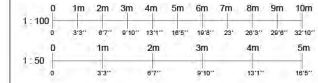
PROPOSED GROUND FLOOR 1:50

Car parking spaces.  
No dig construction.  
Remove part existing fence to aid car parking.

400. 240 litre bins in timber store.



PROPOSED FIRST FLOOR 1:50



Rev	Date	Amendment	Dwn
C	18/08/2017	French doors to living room & covered bin store.	PB
B	01/08/2017	Front lean to removed and front wall moved back.	PB
A	24/07/2017	Reduced first floor extension, cycle and bin storage.	PB

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Signs/checked:	PB/JAN	Revision:	C
Project No:	3210.0317N	Sheet No:	2