

Report to Planning Applications Committee
Report of 8 February 2018
Subject Head of Planning Services
Reason for referral Application no 17/01588/F - Bristol House 78 -
80 Unthank Road, Norwich, NR2 2RW
Objections

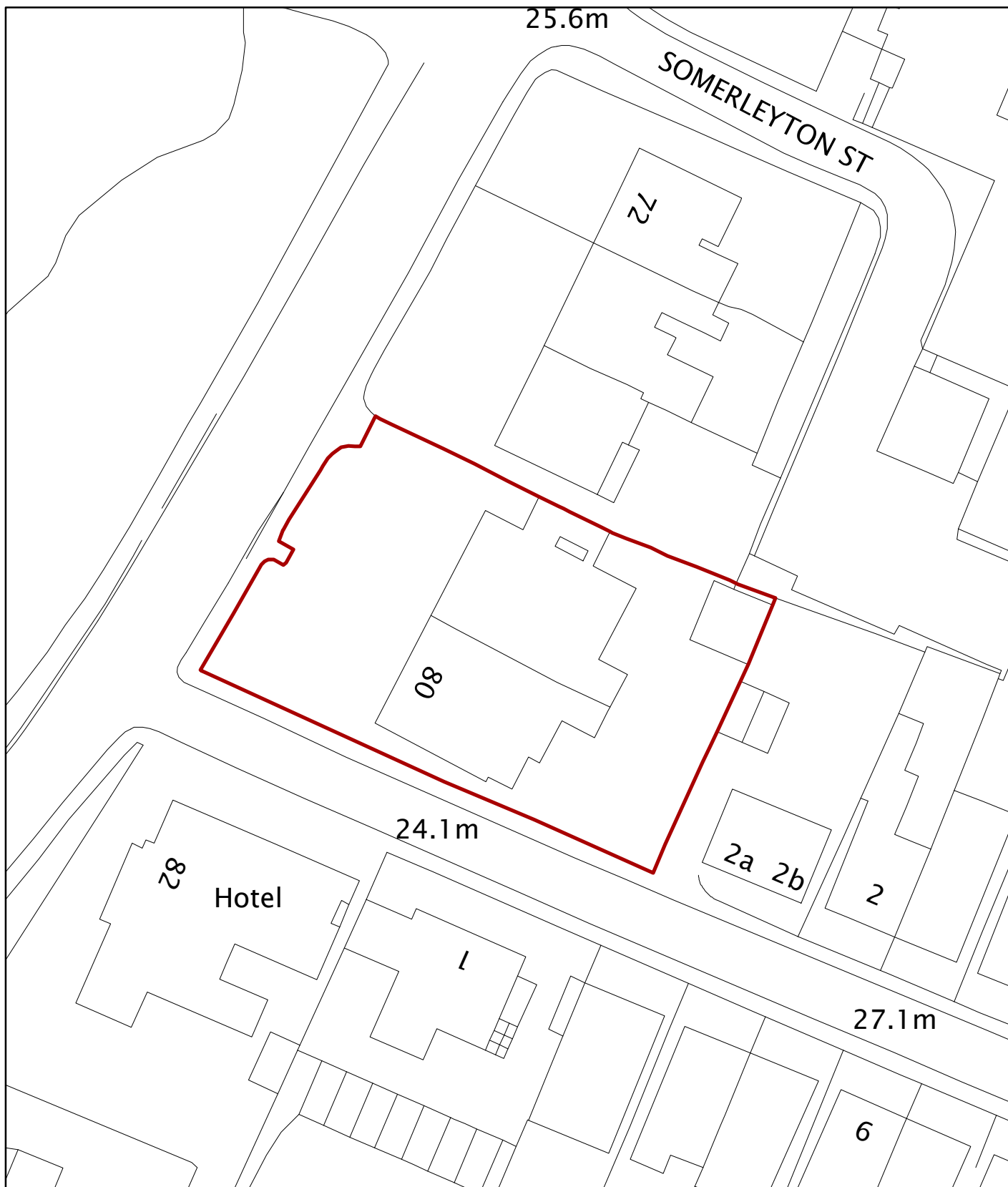
Item

4(c)

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

Development proposal		
Demolition of rear extensions, side extension and outbuilding and construction of two storey rear extension, single storey side extension and bin store to facilitate change of use to 27 bedroom HMO (class Sui Generis).		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1. Principle of development	Loss of hotel, creation of house in multiple occupation (HMO).
2. Amenity	Living conditions for future occupants, impact on amenity of neighbours.
3. Design & heritage	Design of extension, impact on locally listed building and wider conservation area.
Expiry date:	14 February 2018
Recommendation:	Approve



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Planning Application No 17/01588/F

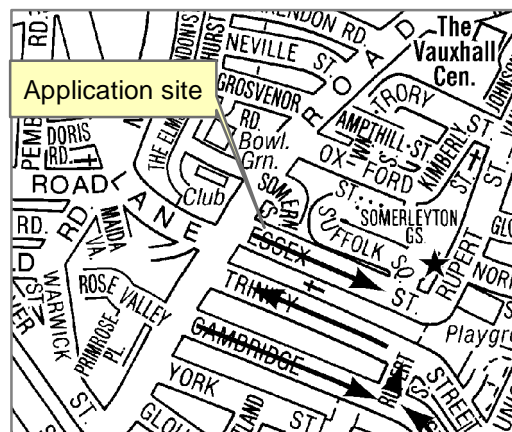
Site Address Bristol House, Unthank Road

Scale 1:500



NORWICH
City Council

PLANNING SERVICES



The site, surroundings & constraints

1. The site is located on the south-east side of Unthank Road on the corner with Essex Street. The site is occupied by a semi-detached pair of former residential dwellings which are in a poor state of repair and have most recently been in use as a hotel.
2. The properties are both locally listed and covered by an Article 4 Direction which removes any permitted development rights relating to works to the windows and development fronting the highway. The site sits within the Heigham Grove Conservation Area. Most of the buildings in close proximity to the site are also locally listed.
3. There are a number of mature trees at the front and the rear of the site.
4. The site sits within the Critical Drainage Catchment Area.

Relevant planning history

Ref	Proposal	Decision	Date
4/2002/0219 (78 Unthank Road only)	Demolition of existing garage and replace with new garage.	Approved	16/04/2002

The proposal

5. The proposal is for the demolition of the various rear extensions, construction of a new two storey rear extension and conversion of the property to a 27 bed HMO.
6. The proposal involves the provision of two parking spaces, a refuse storage enclosure, an area for covered and secure cycle parking for 20 bicycles and landscaped amenity areas to the front and the rear.
7. There have been negotiations throughout the course of the application which have led to a reduction in the number of bedrooms (the original proposal was for a 30 bed HMO), enlargement of the shared kitchen and living spaces, a reduction in the number of car parking spaces, provision of a rear amenity space and a redesign of the rear extension.

Representations

8. The application has been advertised on site and in the press and 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. Following the submission of revised plans, neighbours were later re-consulted but no additional representations were received at this stage. 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 interior works will detract from the character of the building	The interior works are not subject to planning control since this is not a listed building.

Issues raised	Response
The stud walls will not offer sufficient noise protection between rooms	This is a matter that will be dealt with through Building Control rather than planning.
The front garden will attract gatherings of people	See Main Issue 2 which relates to amenity.
There are too many rooms being proposed (<i>Please note this comment related to a previous iteration of the scheme which proposed 30 rooms</i>)	See Main Issue 2 which relates to amenity.
The rear extension will block light to the neighbouring property at 76 Unthank Road (<i>Please note this comment related to a previous iteration of the scheme in which the rear extension would have been built up against the boundary with 76 Unthank Road</i>)	See Main Issue 2 which relates to amenity.
There will be too many cars and delivery vans etc coming and going. This will cause parking problems and highway danger.	See paragraph 30 which refers to transport.

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.

Design and conservation

10. Detailed comments on the initial design have fed into the revised scheme.

Highways (local)

11. The site is accessibly located. Residents will not be entitled to parking permits. Detailed comments on the number and type of cycle stands and refuse storage arrangements have fed into the revised design.

Natural areas officer

12. Hedgehog gaps must be incorporated along all boundaries. Native species should be used in the landscaping to provide ecological benefits.

Private sector housing

13. Comments on the initial design regarding the licensing requirements and the lack of sufficient kitchen space. These comments have fed into the revised scheme.

Tree protection officer

14. Works should be carried out in accordance with the submitted Arboricultural Impact Assessment (AIA). Any further tree work required would need the benefit of the relevant consent since the site sits within a conservation area.

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
 - DM7 Trees and development
 - 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
 - DM32 Encouraging car free and low car housing

Other material considerations

17. **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
 - NPPF11 Conserving and enhancing the natural environment
 - 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 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 paragraphs 49 and 14.
20. Firstly, the proposal involves the loss of a hotel outside of a defined centre. There are no local policies protecting hotel uses, so this loss is considered acceptable.
21. The proposal involves the creation of a house in multiple occupation (HMO) which is a matter covered by local policies DM12 & DM13. The proposals satisfy criteria a) and c) of DM12 due to the site's sustainable location. Criteria b) of DM12 relates to the impact of the development on the character and amenity of the area, which is a matter dealt with under Main Issue 3, below. Criteria a) of DM13 relates to the provision of sufficient living conditions for future occupants, which is a matter dealt with under Main Issue 2, below. Criteria c) of DM13 relates to the provision of appropriate servicing, bicycle storage and car parking, which is a matter dealt with under the Other Issues section, below.

Main issue 2: Amenity

22. Key policies and NPPF paragraphs – DM2, DM11, DM13, NPPF paragraphs 9 and 17.
23. The first issue to consider is the ability for the development to provide future occupants with adequate living conditions. The initial scheme was considered to offer cramped and poorly lit accommodation with limited kitchen space and limited usable outside space. The scheme has undergone some changes during the course of the application based on advice from colleagues in Private Sector Housing. As a result, the number of bedrooms has been reduced from 30 to 27, bedrooms are provided with adequate sunlight, there is additional space within the kitchens and some additional external amenity space. The current scheme is considered to afford future occupants with an adequate level of residential amenity.
24. There are two immediate neighbours to the site - number 76 Unthank Road and number 2a Essex Street. Due to the amendments to the scheme secured through negotiations, the extensions have been set back from boundaries and do not give rise to any significant concerns around loss of outlook, privacy or light. Any impact on light to the neighbour at 76 Unthank Road would be minimal due to the distance the extension is set back from the boundary and the existing vegetation between the sites. The existing use of the site is a hotel providing approximately 16 double bedrooms. The proposal involves extensions to provide additional rooms, and the reconfiguration of the site to provide additional amenity space and fewer parking spaces. The use of the site as a house in multiple occupation for 27 individuals may increase the number of people coming and going from the site and the number of people using outside spaces so neighbours of the site could experience additional noise. However, given the site's adequate size and the location of neighbours' windows facing away from the site it is not considered that the proposals will cause any significant nuisance.
25. It is recommended that a condition be attached to limit the number of occupants to 27 (one per bedroom) to ensure that internal and external space is sufficient for the number of residents and to protect neighbours from an over-intensive use of the site. Subject to this condition being imposed, the proposal is considered to accord with the relevant local and national policy with regard to amenity.

Main issue 3: Design & heritage

26. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF paragraphs 9, 17, 56, 60-66 & 128-141.
27. The proposal involves the removal of various extensions, conservatories and outbuildings at the rear of the site. Most of these are modern structures in poor condition which serve to clutter the rear elevation and are of no architectural merit. As such, their removal is considered beneficial. There is a rear extension with a cat-slide roof which is believed to be an original part of the houses. The loss of this is regrettable but not cause for an objection given the overall benefits of the scheme.
28. While the windows on the front elevation of 80 Unthank Road are in poor condition, they are believed to be the original '6 over 6' timber sashes (or at least suitable replacements). The windows on the front elevation of 78 Unthank Road, on the other hand, are poorly designed replacements with no glazing bars. All are proposed to be replaced with double glazed timber sliding sashes which will enhance the appearance of the building which is prominent in the street scene.
29. The rear extension has been designed to reveal the rear wall on each side and has a built form which replicates the form of the original building. Materials are to be agreed by condition.

Other issues

30. The table below indicates the outcome of the officer assessment in relation to other relevant matters.

Issue	Relevant policy	Assessment
Cycle storage	DM31	20 covered and secure cycle spaces provided to the side of the property. There is no specific requirement for larger houses in multiple occupation, but this level is considered appropriate.
Car parking provision	DM31	2 parking spaces provided using extant vehicle access. DM13 seeks to limit the number of car parking spaces for schemes such as this but there is no specific requirement for larger houses in multiple occupation. This level is considered appropriate in this sustainable location.
Refuse storage	DM31	2 bin enclosures provided at the rear of the site.
Water efficiency	JCS 1 & 3	Acceptable subject to condition.
Sustainable urban drainage	DM3 & DM5	Acceptable subject to agreement of an appropriate drainage scheme.
Biodiversity	DM6	An ecology survey shows that the site has some limited biodiversity value. The proposals are acceptable subject to the recommended conditions.
Trees	DM7	Acceptable subject to conditions.
Landscaping	DM3 & DM8	Acceptable subject to agreement of an appropriate planting scheme and agreement of hard landscaping materials.

Equalities and diversity issues

31. There are no significant equality or diversity issues.

Local finance considerations

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

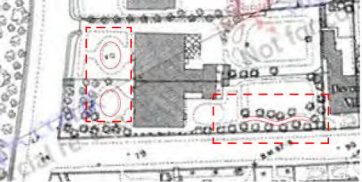
Conclusion

33. Subject to the conditions below, it is considered that the proposals will enhance the Conservation Area and provide good quality living accommodation. The development is considered to be in accordance with the requirements of the National Planning Policy Framework and the Development Plan. It has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 17/01588/F - Bristol House 78 - 80 Unthank Road Norwich NR2 2RW and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Materials to be agreed (including vents, windows etc);
4. Water efficiency measures to be agreed;
5. Sustainable Urban Drainage Scheme (SUDS) to be agreed;
6. Landscaping scheme to be agreed (including 2 bird boxes);
7. Works to take place in accordance with the recommendations within sections 5 and 6 of the ecology report;
8. No development during bird nesting season without survey;
9. Small mammal access - hedgehog haps in boundary treatments;
10. Trees - in accordance with Arboricultural Impact Assessment (AIA);
11. Cycle parking, refuse storage, external amenity space, window replacement works, internal communal spaces to be made available prior to occupation;
12. Number of occupants limited to 27.



Enhance front lawn by forming a new oval shaped hoggan area influenced by the original garden design as revealed in the 1884 OS map shown to the left. Screen hoggan oval from street further with a curved privet hedge.

Demolish existing burnt out "lean-to", secure with keypad locking metal railing gates and install a covered cycle store for 20 no bikes on sheffield style cycle stands. All external pin key locks to be suited.

Demolish existing lean to garage, leaving corner boundary walls in place if safe and landscape to form rear amenity space.



Part M accessible ramp formed in tamped concrete with black brick edging to match existing and proposed plinth. Guarding formed from black metal estate style railings 900mm high.

New metal railings and gate painted black and secured with keypad lock. All external pin key locks to be suited.

In situ Privet hedge in old beds at site boundary to provide privacy and screening to the street scene

Part M accessible ramps.

New metal gates in the style of the existing railings.

Repair and repaint existing metal railing fence using black gloss exterior grade metal paint.

In situ Privet hedge in old beds at site boundary

Reinvigorate existing planted beds with fresh native perennial planting. Screening from the street provided by in situ privet hedges

In situ Privet hedge to old beds at site boundary to provide privacy and increase greenery on the street scene

Retain existing Lime trees bookending site entrance and return to original pollarded style as highlighted in tree consultants report.

Retain 12 existing car parking spaces to include an electric car charging point to one.

New bin store for 9no 1100L wheeled bins constructed from timber posts and rails clad with grey painted timber fence boards with pointed tops. The bin store will be covered with an aluminium profiled metal sheet roof. Bin provision provides 1 bin per 3 units

Bin store located adjacent to street and site entrance to provide easy access within 5m from the public highway as per NCC guidelines. Plant Privet hedging into existing raised planter to screen the bin store and provide greenery to the street scene.



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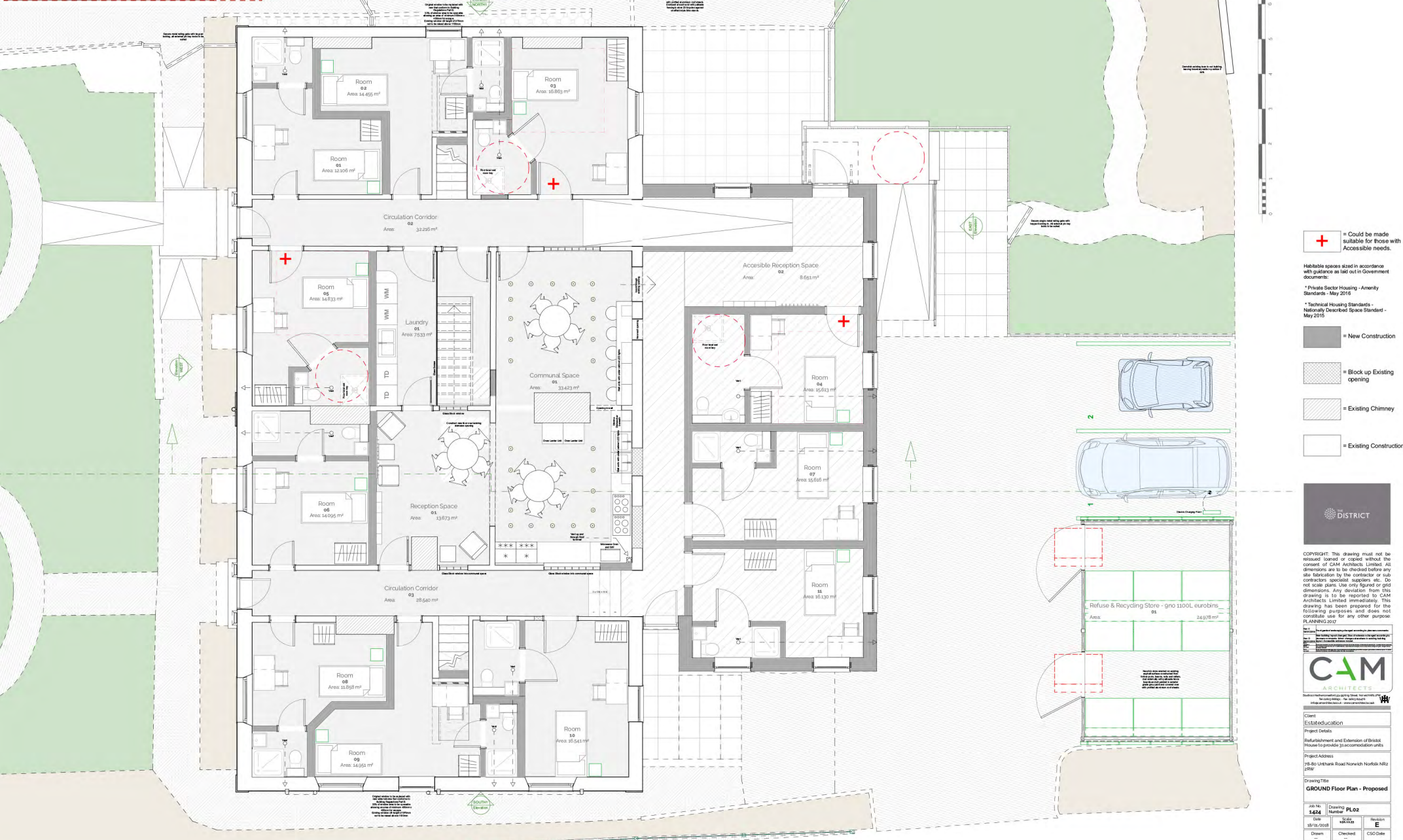
Client			
Establishment			
Project Details			
Refurbishment and Extension of 1880s House to provide 35 accommodation units			
Project Address			
18-20 Linthorpe Road Norwich Norfolk NR2 1PR			
Drawing Title			
SITE LAYOUT plan-Proposed			
JOB NO.	Drawing Number	PLOS	
1424			
Date	Issue	Drawn	Revision
18/10/2018	1		E
Drawn	Checked	CSD Date	

8. Occupancy levels

The minimum bedroom sizes are as follows:

for bedrooms with cooking facilities	a minimum of 13m ² for one person a minimum of 20m ² for two persons sharing
for bedrooms where kitchen and dining facilities are provided elsewhere in the house	a minimum of 6.5m ² for one person a minimum of 11m ² for two persons sharing
for bedrooms where there the kitchen is provided elsewhere but there are no other dining facilities provided	a minimum of 10m ² for one person a minimum of 15m ² for two persons sharing

Smallest bedroom on ground floor 12.8m²



+ Could be made suitable for those with Accessible needs.

Habitat spaces used in accordance with guidance in the out-of-Government documents:

* Private Sector Housing - Amenity Standards - May 2016

* Technical Housing Standards - Nationally Described Space Standard - May 2015

■ = New Construction

■ = Block up Existing opening

■ = Existing Chimney

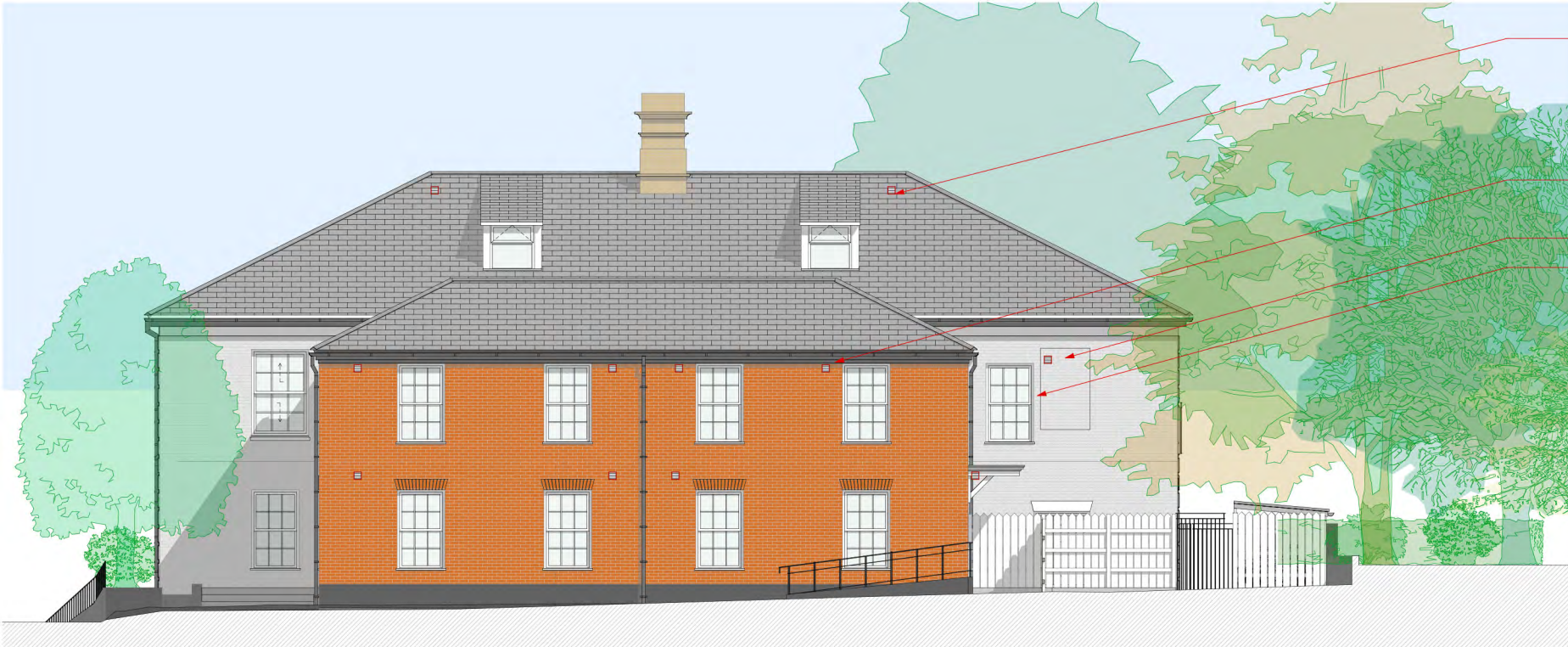
■ = Existing Construction



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Client	East London
Project Details	Refurbishment and Extension of Bristol House to provide 31 accommodation units
Project Address	78-80 Untham Road Norwich Norfolk NR2 2BW
Drawing Title	GROUND Floor Plan - Proposed
Job No	1424
Drawing Number	PL02
Date	15/10/2015
Drawn	[blank]
Checked	[blank]
CSO Date	[blank]



Vent terminals to suit roof colour

Gravity loured vent terminals to suit wall colour

Remove PVC window and replace with masonry to match.

New double hung softwood sash window to match other new windows.

Materials & Finishes Schedule:

EXISTING BUILDING

Walls - Repaint :
- Brickwork in mid grey exterior grade paint.
- Brick Sillows in mid grey exterior grade paint.
- Window frames in Glass White
- Brick quoins in white exterior grade paint.
- Brick girths in black exterior grade paint.

Rainwater Goods
Repair and replace where necessary with black coloured aluminium half round profiles to match existing.
Fascias to be repaired and repainted in existing colours.

Windows and Doors :
Repaired and repainted unless otherwise noted in white gloss for windows and black gloss for doors.

Roof :
Slate tiles to remain in place.

NEW BUILDING

Walls :
New walls constructed in a selected red brick with light cement mortar. A plinth of black painted brick is to run through at the same course height as existing.

Rainwater goods :
Install black half round profile aluminium rainwater goods on aluminium fascias coloured to match the existing building.

Windows and Doors :
New windows to be softwood double hung sash in the same proportion as existing and to be painted white with white cills. Doors to be white painted timber in a matching style to existing.

Roof :
Fibre Cement slate tiles.



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Client			
Establishment			
Project Details			
Rehabilitation and Extension of Bristol House to provide 31 accommodation units			
Project Address			
18-20 Linthorpe Road Norwich Norfolk NR2 2PR			
Drawing Title			
EAST Elevation			
Job No.	Drawing Number	Scale	Revision
1424	PL12	1/8"	D
Date	Drawn	Checked	CSD Date
05/05/2018			



Materials & Finishes Schedule:

EXISTING BUILDING

Walls - Repair :

- Brickwork in mid grey exterior grade paint.
- Brick Salsides in mid grey exterior grade paint.
- Window frames in Glass White.
- Brick quoins in white exterior grade paint.
- Brick plinth in black exterior grade paint.

Rainwater Goods :

- Repair and replace where necessary with black coloured aluminium half round profiles to match existing.
- Fascias to be repaired and repainted in existing colours.

Windows and Doors :

- Repaired and repainted unless otherwise noted in white gloss for windows and black gloss for doors.

Roof :

- Slate tiles to remain in place.



NEW BUILDING

Walls :

- New walls constructed in a selected red brick with light cement mortar. A plinth of black painted brick is to run through at the same course height as existing.

Rainwater goods :

- Install Black half round profile aluminium rainwater goods on aluminium fascias coloured to match the existing building.

Windows and Doors :

- New windows to be softwood double hung sash in the same proportion as existing and to be painted white with white cills. Doors to be white painted sash in a matching style to existing.

Roof :

- Fibre Cement slate tiles.

THE DISTRICT

CAM ARCHITECTS

Client
Estate Education

Project Details
Refurbishment and Extension of Bristol House to provide 38 accommodation units

Project Address
25-26 Unbank Road Norwich Norfolk NR2 9NR

Drawing Title
SOUTH Elevation

Drawn	Checked	CSG Date
1424	PL13	05/10/2023

Revision
D