

**Report to** Planning applications committee

**Item**

8 December 2016

**Report of** Head of planning services

**Subject** Application no 16/00970/F - Whitehall Lodge 56 - 112  
Whitehall Road Norwich NR2 3EW

**Reason  
for referral** Objection

4(e)

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

Development proposal		
Ground floor extension, two first floor extensions with associated internal alterations.		
Representations		
Object	Comment	Support
13 (8 Households)	0	0

Main issues	Key considerations
1 Principle of proposed extension to care home	Need for care home accommodation to meet housing need in the city
2 amenity	Impact of proposals on amenity of neighbouring occupiers as well as existing occupiers.
3 Design	Impact of the proposals upon the appearance of the surrounding area.
<b>Expiry date</b>	9 December 2016
<b>Recommendation</b>	Approve



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Planning Application No 16/01666/F

Site Address Whitehall Lodge, Whitehall Road

Scale 1:1,000



**NORWICH**  
City Council

PLANNING SERVICES



## **The site and surroundings**

1. The site is located on the north side of Whitehall Road to the west of the city centre. The subject property is a residential care home which caters for older people with physical and mental health needs. Whitehall Lodge was formed from 4 no. terraced properties and a link-detached dwelling which have been added to at ground level in a piecemeal fashion to the rear over the years. The 4 Victorian terraces have been merged and having been painted in white and black that they now appear as one property, standing out from the rest of the street scene which remains largely with its original red brick appearance.
2. Whitehall Lodge care home currently has 23 bedrooms for residents, a lounge area, a dining area and associated kitchen, storage and office rooms for staff. The care home is registered with the local care authority to provide a maximum of 29 residents. As such, there are currently a number of rooms which provide shared accommodation.
3. The front of the site features a small, narrow patio area to the front separated from the footway by a metal fence to the east of the site, and a small parking and bin store area to the west. The main entrance is located centrally within the terrace section and a side alleyway to the west provides access to the rear. At the rear there is a patio and landscaped area for use by residents. The rear of the premises features the original 2 storey projecting gables of the terrace section and a series of single storey extensions
4. The site is bordered by the adjoining terrace property no. 52 Whitehall Road to the east and a semi-detached dwelling no. 114 Whitehall Road. To the rear the ground is slightly raised where the rear gardens of nos. 66-82 Avenue Road are located. The site is bordered to the side and rear by a 1.8m close boarded fence. There are also a number of mature trees within close proximity providing significant screening, most notably around the north-east corner.

## **Constraints**

5. Critical drainage area: Nelson and Town Close

## **Relevant planning history**

6. There is no relevant planning history.

## **The proposal**

7. The application seeks full planning consent for the construction of a first floor rear extension close to the north-east corner of the site measuring 4m x 3.9m in plan form. The extension is to feature a pitched roof, measuring 5.7m to the eaves and 7m to the ridge from ground level. The extension is to create a new bedroom and will include one window on the west elevation with views across the rear garden.
8. The proposal also includes a small ground floor extension to the north-west corner of the premise measuring 0.7m x 7.3m in plan form and matching the existing flat roof. The single storey extension will effectively 'square off' the north-west corner of the premises.

9. At first floor level within the central section of the premises a new link extension is proposed to effectively fill in the gap between the terrace and detached sections to be built above the existing ground floor link building. The extension is to feature a pitched roof with a ridge height of 7m. Beyond the link the extension is to continue 5.4m to the extent of the rear footprint to create a new 6.3m wide extension. This section is to feature a flat roof with a maximum height of 5.8m. The extension is to create a new en-suite bedroom and a new en-suite bathroom to serve an existing bedroom. 2 new windows are proposed for the west facing elevation and 1 new window to the east, all with views across the rear garden.

## Representations

10. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 13 letters of representation from 8 different households 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
Boundaries indicated on the submitted plans were not clear.	During the consideration of the proposal the distances between properties and boundaries have been assessed using submitted plans, GIS mapping and on site measurements. As such the boundaries indicated on the plans submitted have not prejudiced the determination process.
The location of the care home is inappropriate and that it therefore may not remain commercially viable, with future uses being unclear.	The principle of the location of the care home has already been established under Main Issue 1. The viability of the business and future uses of the site are non-material planning considerations in this instance and do not form part of the consideration.
The proposals would result in a loss of value to neighbouring properties.	Such concerns are considered non-material in planning terms and do not form part of the consideration.
Concern with regard to noise during construction.	The scale of the proposal should not result in excessive amounts of noise or other disturbances and as such the impacts of construction are considered to be acceptable.
The proposals would result in loss of light.	See main issue 2.
The proposals are out of scale and overly dominant on the existing building.	See main issue 3.

<b>Issues raised</b>	<b>Response</b>
Loss of privacy.	See main issue.
Proposals would result in increased parking pressure.	See other matters.
Proposals would provide a poor standard of amenity for occupiers of the care home.	See main issues 1 and 2.

## **Consultation responses**

11. No consultations have been undertaken.

## **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)**

- JCS2 Promoting good design
- JCS3 Energy and water
- JCS4 Housing delivery
- JCS5 The economy
- JCS7 Supporting communities
- 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
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM22 Planning for and safeguarding community facilities
- DM31 Car parking and servicing

### **Other material considerations**

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

- NPPF0 Achieving sustainable development
- 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, Policy 7 JCS, NPPF paragraphs 49 and 14.
17. The residential care home is already established at the site and the proposal is for extensions and external alterations only. Policy 7 of the JCS identifies a need for additional care homes with nursing provision in the Norwich area and the proposal would contribute to this provision. Policies DM12 and DM13 are also supportive of new care home accommodation provided that other issues with regard to design and amenity are addressed. These issues are considered in detail in further sections of the report.

### **Main issue 2: Amenity**

18. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
19. The key areas for consideration in this application are the potential impacts in terms of loss of light to neighbouring rooms, overshadowing of neighbouring gardens, a loss of outlook, a loss of privacy, the potential impacts the development will have on the amount of noise and odour produced at the premises. The nearest potentially affected properties are nos. 50 and 52 Whitehall Road to the east, no. 66 Avenue Road to the north and no. 114 Whitehall Road to the south. Also considered are the future residential amenities of the occupiers of the premises both in terms of living accommodation and the external amenity space.

#### *Loss of Daylight / Sunlight / Overshadowing:*

20. The proposed first floor extension to the north-east of the site is located within close proximity of neighbouring property to the east, no. 52 Whitehall Road. The property is the adjoining terrace property with which the side return created by the projecting rear gable is shared. The boundary is marked by a 1.8m close boarded fence and a large mature tree. As a result, the rear return of the neighbouring property does not receive significant amounts of direct daylight, as is fairly typical with neighbouring properties. The proposed extension is to be constructed on top of the existing ground floor section and is to be located 5m from the side wall of the no. 52. As a result of the distance, it is not considered that the proposed first floor extension will significantly alter the current situation and result in a significant loss of daylight or cause significant overshadowing.
21. Similar concerns were also raised by the residents of no. 50 Whitehall Road to the east of the site. As the neighbouring property is located a minimum of 10m from the

proposed first floor extension it is not considered that significant harm will be caused by way of a loss of light or overshadowing.

22. Particular concern was raised by the occupiers of no. 166 Avenue Road located directly to the north of the proposed first floor extension to be constructed on the north-east corner of the premises that the proposal would result in a loss of light to the garden. It is accepted that the extension will be built within close proximity of the shared boundary. However at approximately 5m distance, it is not considered that significant overshadowing or loss of daylight / sunlight will be caused. The neighbouring property has been constructed on higher ground and the shared boundary is marked by a 1.8m close boarded fence helping to ensure that the current situation will not be significantly altered.
23. Concern was raised by the occupants of no. 114 Whitehall Road to the west of the site that the proposal would result in a loss of light. It is not considered that the proposed first floor extension to the central part of the premises will cause significant harm to the neighbouring properties to either the west or north of the site given the relatively large distance between the proposal and properties, and the presence of boundary treatments.
24. The occupants of no. 51 Whitehall Road located directly to the south (front) of the premises raised concerns that the first floor extension would result in a loss of light to their property. The neighbouring property is located approximately 20m from the proposed first floor link extension and as such it is not considered that this element of the proposal will result in significant loss of light or overshadowing.

*Loss of Outlook / Over Dominant Building:*

25. The occupants of no. 52 Whitehall Road to the east raised concern that the proposed first floor extension to the north-east of the premises would result in an over dominant building which in turn would lead to a loss of outlook. It is accepted that this element of the proposal will result in a noticeable change to the occupants of no. 52, it is not considered that significant harm will be caused. The current original layout of the properties on both Whitehall road and Avenue Road means that only a limited outlook is possible. As such, the current situation does not allow for any substantial view to the west apart from at the very end of the garden. The distance between the proposal and the neighbouring garden will help to ensure that the outlook is only slightly altered. The impact on the outlook for the occupiers is therefore considered to be acceptable.

*Loss of privacy:*

26. Particular concern was raised by the occupants of no. 114 Whitehall Road to the west, no. 66 Avenue Road to the north and no. 52 Whitehall Road to the east that the proposals would result in a loss of privacy. Only two of the proposed new windows, one of which will serve an en-suite bathroom and will be obscure glazed will directly look towards one of the neighbouring properties. The proposed windows on the new west elevation of the centrally located first floor extension will face the rear garden of no. 114 Whitehall Road to the west. The proposed windows replace an existing window with a similar aspect. The new window will therefore be 4m closer to the neighbouring property and given the distance of approximately 20m between the two, it is not considered that the current situation will be considerably altered and as such the impact is considered to be acceptable.

27. The remaining two proposed windows are to face directly inwards onto the rear area of the site and as such will not allow for direct views over any neighbouring gardens or properties either to the north or east. As such, it is not considered that no. 66 Avenue Road or no. 52 Whitehall Road will suffer any loss of privacy.

*Noise and odours impacts:*

28. The occupiers of both nos. 52 and 50 Whitehall Road to the east of the site raised concerns regarding the potential for an increase in the volume of noise and odours generated by the activities of the residents and staff of the site. It is accepted that the care home will generate a degree of noises and odours which may cause harm to the residential amenities of the occupiers of neighbouring properties. It is not considered however that the proposals will considerably alter the current situation as the proposal will only result in the creation of 2 no. additional bedrooms. Should issues relating to noise and odours generated by the activities at the site in the future, Environmental Protection can consider mitigation measures to reduce harm. The impacts are therefore considered to be acceptable in planning terms.

*Impacts for occupiers of Whitehall Lodge:*

29. The proposals will result in a significantly altered living arrangement for many of the residents of the care home. It is considered that the changes will enhance the living standards of residents as access is improved by way of a new lift, the size of some bedrooms are increased and the number of bathrooms is increased.
30. Concern was raised however that the proposal would compromise the living conditions of residents when compared with more recently constructed, purpose built care homes. The care home was assessed by the CQC in October 2016 with the report confirming that residents experienced with services and facilities which are rated as either good or in need of improvement. As such, it is considered that the proposals will assist in the care home achieving the required improvements, enhancing the lives of its residents.
31. Concern was also raised that the proposal will result in the loss of outdoor amenity space to the rear of the property. The footprint of the premises is to only slightly be enlarged, resulting in the loss of 5.11m<sup>2</sup> of the rear garden area. Such a loss will not significantly alter the current provision. The applicant has also indicated that the rear garden area is to be remodelled by way a new landscaping scheme to enhance the outdoor amenity space available to residents of the care home.

**Main issue 3: Design**

32. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
33. The key areas for consideration in this application are the potential impacts on the character and appearance of the subject property and that of the surrounding area.

*Out of scale / overdevelopment of the site:*

34. Concern was raised by the occupants of several neighbouring properties that the proposals represent an overdevelopment of the site which is out of scale with the prevailing character of the surrounding area.



35. The only noticeable change when viewed from Whitehall Road to the front will be the proposed first floor link extension in between the link-detached and terrace sections of the premises. This particular section will effectively extend the terrace by building above the existing ground floor link. It is to appear subservient to both sides of the premises by having a significantly lower roof line. As such, the proposal will not appear to be out of scale within the context of the street scene when viewed from Whitehall Road.
36. The structural changes to the site are relatively minor and are not larger than many household extensions within this part of the city, with the footprint only being expanded by 5.11m<sup>2</sup>. The internal arrangements will only result in the addition of two bedrooms. As such, it is not considered that the proposal is an overdevelopment of the site.

*Proposed extensions not in line with prevailing building line:*

37. Particular concern was raised by occupants of no. 52 Whitehall Road that the proposal will extend beyond the original building line to the rear of the terrace properties located on the north side of Whitehall Road. It is accepted that the proposals deviate from the original plans, however it is not considered that the changes will result in a significant loss of character or appearance. It would be possible for a number of neighbouring properties to extend beyond the original building line by using their permitted development rights. As such, it is not considered that the impact on the building line is considered to be acceptable.

*Materials:*

38. The proposed materials are to match the main part of the premises closely with the proposal also allowing for the opportunity to create a more uniform overall appearance. Concern was raised by immediate neighbours that the proposed materials were not clearly indicated. In particular, the use of timber boarding on an existing section of the ground floor has resulted in a dark and untidy elevation, within close proximity of no. 52 Whitehall Road.
39. The proposed extensions are to all be finished in a white render and the existing timber panelling is to be removed and replaced with the same white render finish. The new finish will result in a much smarter, brighter set of rear and side elevations to the benefit of both the visual amenity and residential amenity.
40. The other finishes will all match the existing by using white UPVC windows and doors, clay pantiles to the pitched roofs, a bitumen finish to the flat roof sections and white UPVC for the guttering and fascia.
41. The choice of materials and finishes are therefore considered to enhance the current appearance of the site with views from all angles improving.

**Other matters**

42. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation:
43. The majority of representations received from neighbours raised concerns that the proposal would result in an increase in the volume of cars visiting the site, resulting

in subsequent parking and access issues on what is considered to be an already well used street.

44. Similarly the majority of representations received from neighbours raised concerns that the proposal would result in an increase in the volume of waste produced at the premises, pointing to the current situation where bin storage has not been well maintained.
45. The submitted design and access confirms that the proposal will not provide accommodation beyond the 29 residents currently permitted. Therefore no increase in the number of staff or hours worked, nor will there be any increase in the number of vehicles visiting the site.
46. The volume of waste produced on site is also anticipated to remain the same and the applicant has confirmed that a suitable bin storage arrangement is to be submitted to the council for approval prior to any construction works taking place as part of a detailed hard and soft landscaping scheme. As such, the impact on the parking, transport and waste storage are considered acceptable.

### **Equalities and diversity issues**

47. There are no significant equality or diversity issues.

### **Local finance considerations**

48. 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.
49. 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.
50. In this case local finance considerations are not considered to be material to the case.

### **Conclusion**

51. The proposal will have a have a limited impact on the amount of light reaching properties within the immediate vicinity of the site and will not cause any overshadowing.
52. The potential for an increase in overlooking is minimal as the design of the proposal will ensure that no new views of neighbouring properties are created.
53. The proposal will enhance the residential amenities and living accommodation for the residents of the care home without causing significant harm to the external amenity spaces.
54. The proposal will result in an extended residential care home which is of an appropriate scale and design, both reflecting the character of the original dwelling and that of the surrounding area.

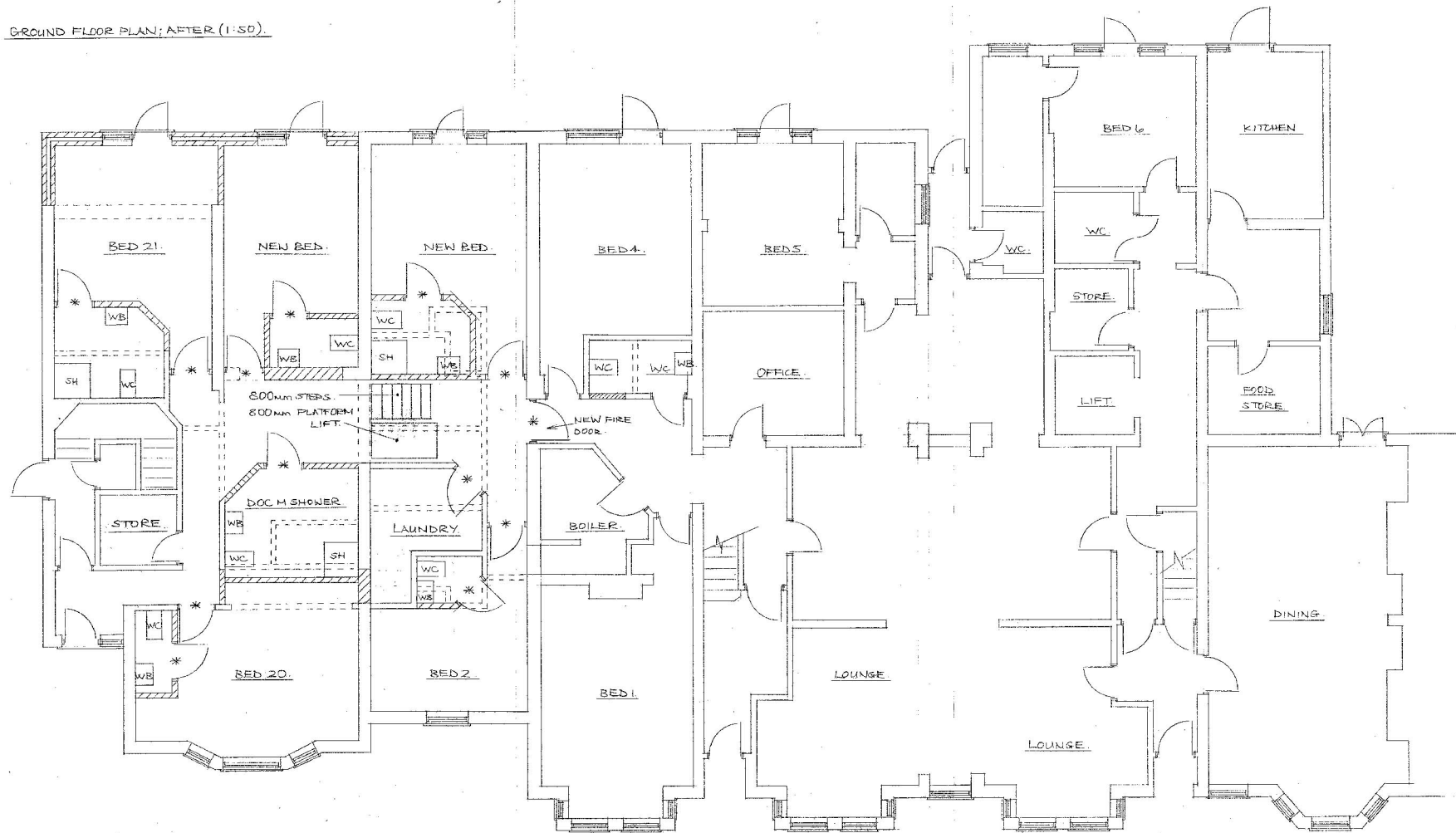
55. The proposal will not result in any changes to the volume of staff, cars visiting the site or an increase in the waste produced.
56. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

## **Recommendation**

To approve application no. 16/00970/F - Whitehall Lodge 56 - 112 Whitehall Road Norwich NR2 3EW and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Materials to match
4. Landscaping
5. Bin Storage

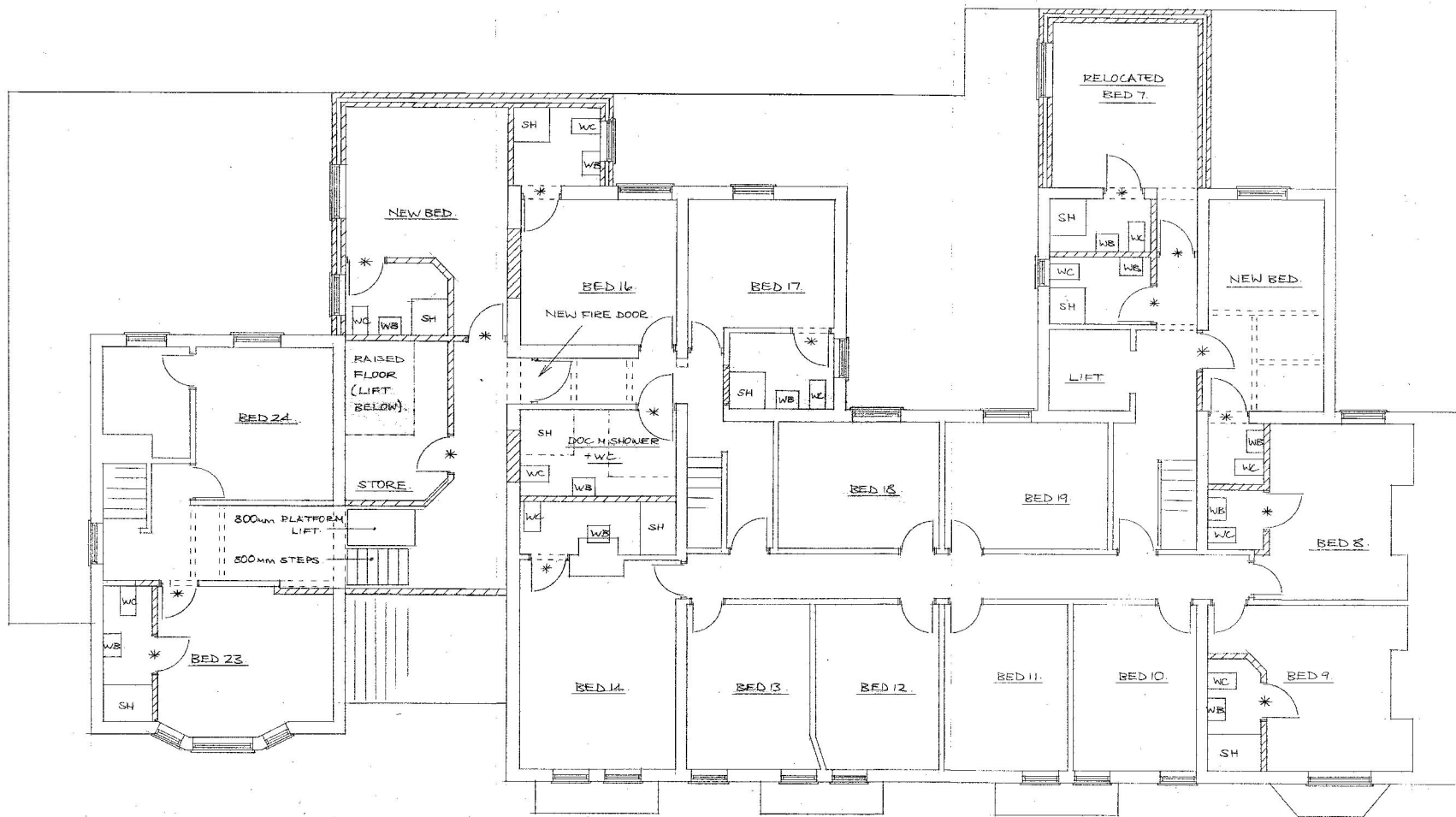
GROUND FLOOR PLAN; AFTER (1:50).



SOUTH (FRONT) ELEVATION, AFTER (1:50).



FIRST FLOOR PLAN, AFTER (1:50)



NORTH (REAR) ELEVATION, AFTER (1:50).

