Planning Applications Committee Item

Report to 12 April 2018

Report of Head of Planning Services

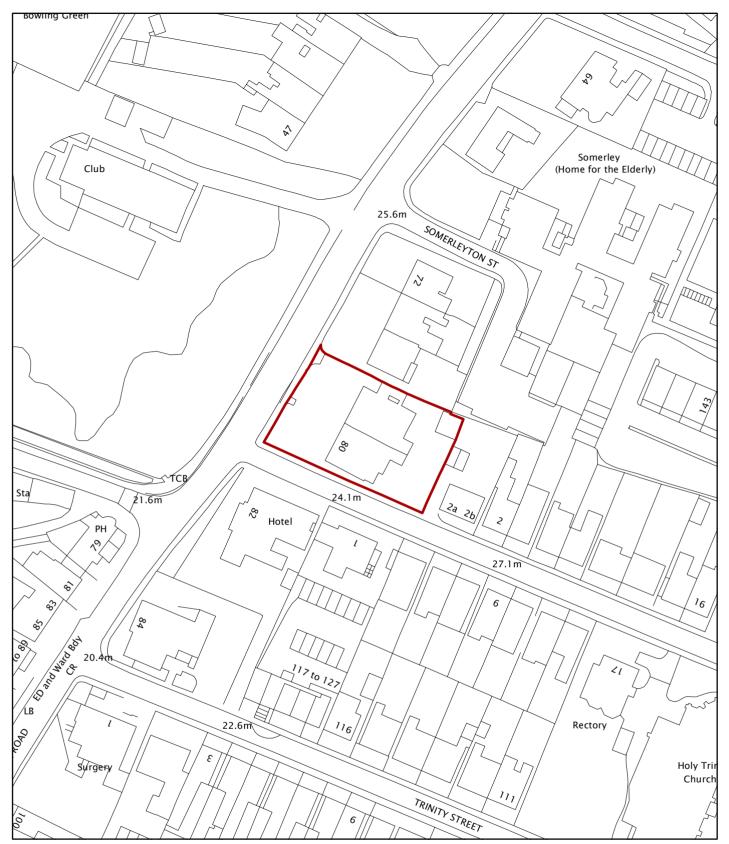
Application no 18/00261/F - Bristol House 78 - 80 Unthank Road, Norwich, NR2 2RW **Subject**

Reason for referral Objections

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 26 bedroom HMO (class Sui Generis).			
Representations			
Object	Comment	Support	
4	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:	26 April 2018
Recommendation:	Approve



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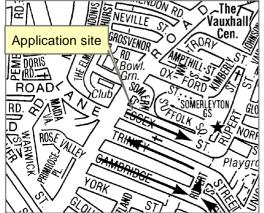
Planning Application No 18/00261/F

Site Address Bristol House, Unthank Road

Scale 1:1,000







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
17/01588/F	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).	Refused	13/02/2018

5. The reason for refusal for 17/01588/F was:

"The proposal would fail to deliver a high standard of amenity and living conditions for future residents of the site, by virtue of the lack of outlook and light provided to communal amenity spaces, the number of residents on site in comparison to communal internal and external amenity space and due to the lack of management proposals to ensure that satisfactory security and servicing arrangements are in place. The applicant has also failed to demonstrate that the site will be managed in such a way as to prevent noise and disturbance to neighbours. It is considered that this harm would outweigh the benefits of the proposal. The proposals are therefore contrary to policies DM1, DM2 and DM13 of the Development Management Policies Plan 2014 and paragraphs 17, 58 and 69 of the National Planning Policy Framework."

The proposal

- 6. 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 26 bed HMO.
- 7. The proposal involves the provision of two parking spaces, a refuse storage enclosure, an area for covered and secure cycle parking for 26 bicycles and landscaped amenity areas to the front and the rear.

- 8. In February 2018, a similar scheme was refused for the reason shown under paragraph 5 above. In order to address the issues identified, the scheme has been amended in the following ways:
 - Number of occupants reduced from 27 to 26
 - Ground floor communal space extended by 15m² and provided with additional light and outlook through a front facing window, sun tubes and glass blocks
 - First floor communal space provided with additional light through roof lights and glass blocks

Representations

9. The application has been advertised on site and in the press and adjacent and neighbouring properties have been notified in writing. 4 letters of representation have been received citing the issues as summarised in the table below. Following the submission of revised plans, neighbours were later reconsulted 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
Lack of "fire strategy"	This is a matter which would be dealt with through Building Control and HMO licencing.
Lack of "traffic assessment"	The proposal includes fewer parking spaces than exist already on the site so any highway impacts will be reduced. No such assessment is required.
Lack of "construction site plan"	The small scale of the proposals does not warrant any such information.
Lack of "external lighting strategy"	External lighting is proposed, and is shown on drawing 1424 PL05 Rev G.
Lack of "internal demolition drawing"	The floor plans show this information, but since the property is not listed, internal works cannot be considered or controlled as part of this application.
Insufficient car parking spaces	See paragraph 46 below.
Lack of detail on windows and doors	Additional details have been submitted which provide sufficient detail to negate the need for conditions.
Lack of historical information	The Design & Access Statement adequately covers the history of the site and the area.
Lack of disabled access to satisfy Building Regulations	This is a matter which would be dealt with through Building Control.

Issues raised	Response
External extract vents adversely impact the visual appearance of the building	The vents which have been specified adequately protect the appearance of the property.
Balconies are not in keeping	No balconies are proposed within the scheme.
Sun tubes damage the roofline	Specifications have been received which show that low level products will be used. They are located on parts of the roof that will not be visible.
Accessible ramps damage the appearance of the building	Level access is required to satisfy building regulations.
CCTV cameras may impact the appearance of the building	7 CCTV cameras are proposed which are necessary to secure the site. They will not have a significant impact on the appearance of the building.
Querying relationship between different companies	This matter is not relevant to the planning process.
Compliance with the management plan would be difficult to enforce	It is proposed that the management of the premises must comply with specific actions listed within a condition, rather than with the whole management plan. See Main Issue 2 relating to amenity.
Noise pollution	See Main Issue 2 relating to amenity.
Overlooking	See Main Issue 2 relating to amenity.
Kitchen spaces are cramped	See Main Issue 2 relating to amenity.
Highway danger from Essex Street entrance	The proposal makes use of an extant access and includes fewer parking spaces than exist already on the site. As such, any highway impacts will be reduced.

Consultation responses

10. 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

11. The design of the extension has not changed and it was agreed to be appropriate under the last application 17/01588/F. Further advice has been given on the external materials to be used.

Highways (local)

12. No objection on highway grounds. The proposed use of the building would have very limited motor vehicle traffic generation due to the small car park and the limited entitlement to business parking permits. The premises would not be entitled to residential on-street parking permits, but as a business it could apply for on-street parking permits. The majority of occupiers would therefore travel by modes other than car i.e. walk, cycle, bus, car club. The refuse store has been amended to reflect comments on its layout.

Natural areas officer

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

Private sector housing

14. Discussions during the development of the previous scheme (17/01588/F) concluded that the kitchen spaces were sufficient for 27 residents. [Note: The current scheme is for 26 residents with more amenity space]

Tree protection officer

- 15. Comments on the previous scheme (17/01588/F):
- 16. 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.

Citywide Services

17. Three or four 1100l refuse bins and 2 1100l recycling bins would be sufficient for this size of property.

Assessment of planning considerations

Relevant development plan policies

- 18. 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
- 19. 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

20. 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

21. 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: Principle of development

- 22. Key policies and NPPF paragraphs DM12, DM13, NPPF paragraphs 49 and 14.
- 23. 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.
- 24. 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.
- 25. It is important to note that the principle of development was not a matter challenged within the reason for refusal on the previous scheme (17/01588/F).

Main issue 2: Amenity

26. Key policies and NPPF paragraphs – DM2, DM11, DM13, NPPF paragraphs 9 and 17.

Future occupants

- 27. The first issue to consider is the ability of the development to provide future occupants with adequate living conditions.
- 28. The reason for refusal on the previous scheme (17/01588/F) stated "The proposal would fail to deliver a high standard of amenity and living conditions for future residents of the site, by virtue of... the number of residents on site in comparison to communal internal and external amenity space...".
- 29. The ground floor communal amenity space has been extended into a space which was previously a bedroom. This reduces the proposed number of residents from 27 to 26 and provides an additional 15m² of communal floor space. It appears that this additional space will be linked to the rest of the ground floor amenity space and will be laid out as a lounge area. The property now provides:
 - A gym and a cinema room in the basement
 - A reception space, two kitchen/diners, a lounge area and a laundry room on the ground floor
 - A kitchen/diner and a laundry room on the first floor
 - A large front garden and a smaller private rear garden
- 30. As a result of the reduction in the number of residents and the provision of additional good quality internal amenity space, this issue is considered to be adequately addressed. A condition is recommended which limits the number of occupants to 26.
- 31. The reason for refusal on the previous scheme (17/01588/F) also stated "The proposal would fail to deliver a high standard of amenity and living conditions for future residents of the site, by virtue of the lack of outlook and light provided to communal amenity spaces...".
- 32. The extending of the ground floor communal amenity space provides the space with light and outlook through a large window facing towards the front garden. The ground floor space is also served by two sun tubes which provide daylight into the main kitchen space. Glass bricks let daylight into the kitchen space from the corridor which is served by another sun tube and windows. The first floor kitchen/diner is served by two roof lights and also has glass bricks which allow light in through many roof lights within the first floor corridor. Overall, the outlook and light provided to these rooms has improved significantly and this issue is considered to be adequately addressed.
- 33. The reason for refusal on the previous scheme (17/01588/F) also stated "The proposal would fail to deliver a high standard of amenity and living conditions for future residents of the site... due to the lack of management proposals to ensure that satisfactory security and servicing arrangements are in place...".

- 34. The applicant has provided a Management Plan which sets out the security and servicing arrangements for the site. CCTV and external lighting schemes are proposed to protect occupants from crime and disturbance. The communal parts of the site will be kept clean and tidy through a weekly housekeeping visit and a Community Manager will be available on the site for at least one day per week. Bins will need to be taken out to the refuse store by residents and housekeeping staff, and refuse collections will be taken directly from the bin store by a commercial contractor. A condition is recommended which requires the site to be managed in this way.
- 35. The amendments to the scheme are considered to make a significant improvement to the quality of the living accommodation provided to future occupants.

Existing occupants

- 36. 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.
- 37. The use of the site as a house in multiple occupation for 26 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. The site is of a generous size and the neighbours' windows face away from the site but nevertheless the reason for refusal on the previous scheme stated "The applicant has also failed to demonstrate that the site will be managed in such a way as to prevent noise and disturbance to neighbours...".
- 38. The applicant has provided a Management Plan which sets out ways in which the site will be managed so as to prevent noise and disturbance to neighbours. The use of CCTV and external lighting around the site will serve to curb anti-social behaviour and the CCTV will provide a source of evidence for any incidences which do occur. Neighbours will be provided with a 24 hour phone line to report any issues to, and will be made aware on which day the Community Manager will be available to talk to on site. A condition is recommended which requires the site to be managed in this way. Also, by restricting the number of residents to 26, neighbours will be protected from an over-intensive use of the site.
- 39. Subject to the conditions recommended to be imposed, the proposal is now considered to accord with policies DM1, DM2 and DM13 of the Development Management Policies Plan 2014 and paragraphs 17, 58 and 69 of the National Planning Policy Framework.

Main issue 3: Design & heritage

40. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF paragraphs 9, 17, 56, 60-66 & 128-141.

- 41. The design of the scheme has not changed since the previous application (17/01588/F) but details of all materials have been submitted.
- 42. 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.
- 43. 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.
- 44. 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.
- 45. It is important to note that the design of the scheme was not a matter challenged within the reason for refusal on the previous scheme (17/01588/F).

Other issues

46. The table below indicates the outcome of the officer assessment in relation to other relevant matters. It is important to note that none of the issues listed below were challenged within the reason for refusal on the previous scheme (17/01588/F).

Issue	Relevant Policy	Assessment
Cycle storage	DM31	26 covered and secure cycle spaces provided to the side of the property. There is no specific requirement for larger houses in multiple occupation, but the number of cycle spaces has been increased from 20 to 26.
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.
Water efficiency	JCS1 & JCS3	Acceptable details provided on floor plans.
Sustainable urban drainage	DM3 & DM5	Reduction in amount of hard landscaping and overall increase in permeable areas of the site.
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

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. 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.

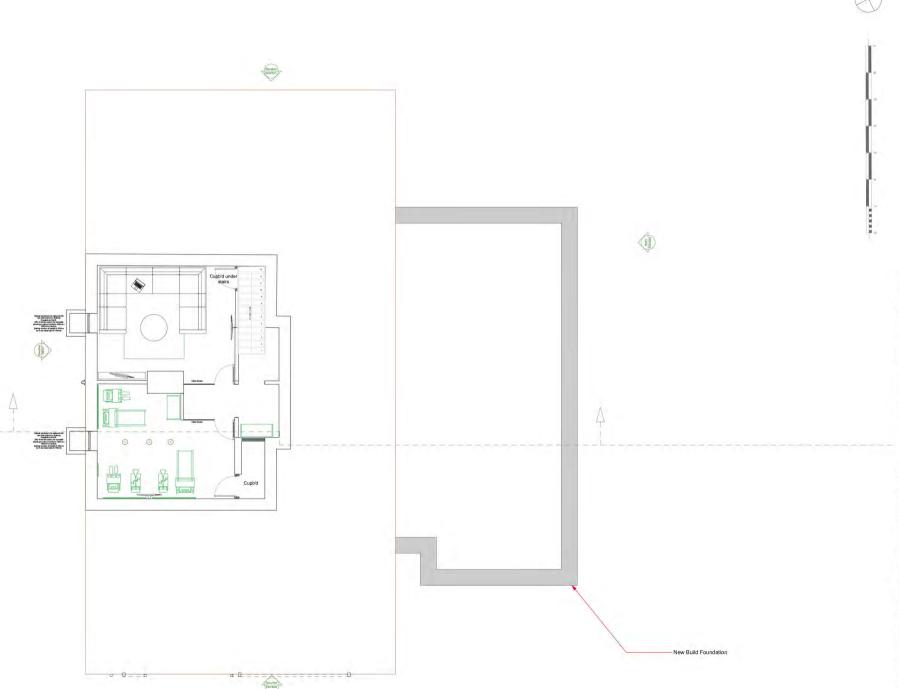
Conclusion

49. The applicant has made a number of changes to the scheme in order the address the issues identified within the previous reason for refusal. 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. 18/00261/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. Landscaping scheme to be agreed pre-occupation (including 2 bird boxes)
- 4. Site to be managed as follows:
 - a. Signs to be erected inside and outside the property to advertise management contact details
 - b. Immediate neighbours to be provided with weekly on-site visiting hours for the Community Manager via post or a dedicated website
 - c. The Community Manager should be available to tenants and members of the public at least one day per week. A log book should be kept as a record of all visits
 - d. The outside areas should be inspected and cleaned at least once per week.
- 5. Cycle parking, refuse storage, external amenity space, window replacement works, internal communal spaces, CCTV, external lighting to be made available prior to occupation
- 6. Water efficiency measures to be used as set out on the plans
- 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. Number of occupants limited to 26



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

= New Construction

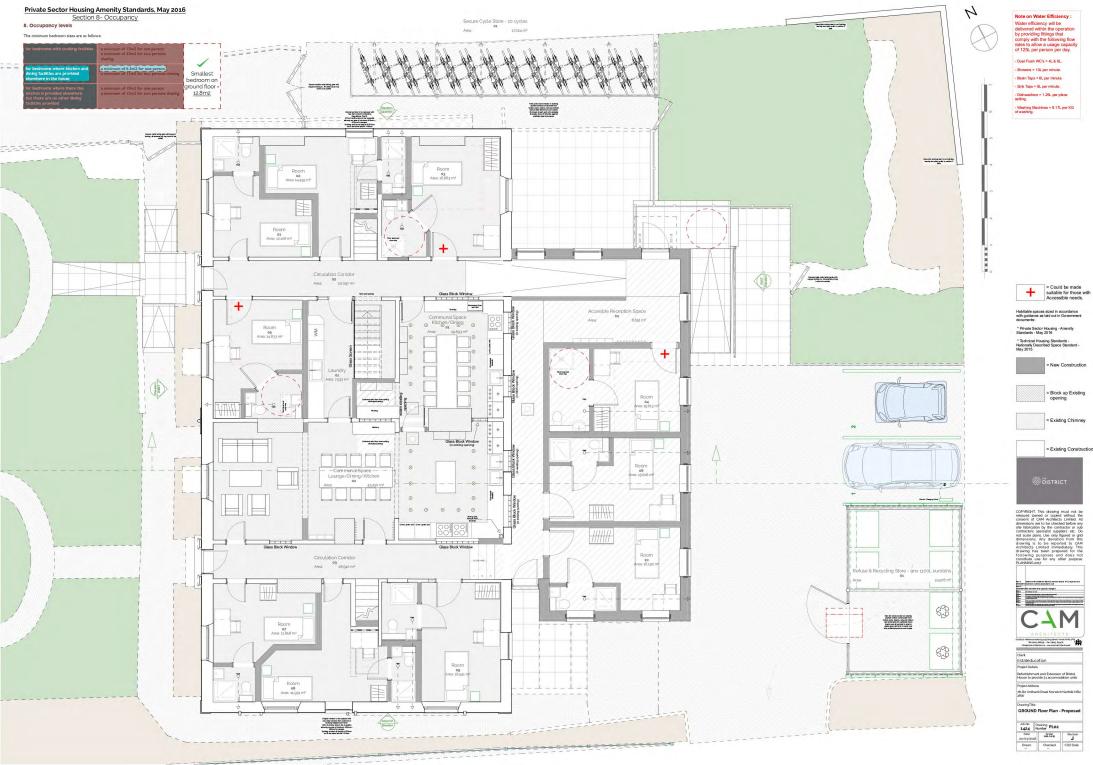
= Block up Existing opening

= Existing Chimney

= Existing Construction



BASEMENT Plan- Proposed





Note on Water Efficiency : Note on Water Efficiency :!

Water efficiency will be
delivered within the operation
by providing fittings that
comply with the following flow
rates to allow a usage capacity
of 125L per person per day.

- Dual Flush WC's = 4L & 6L

- Showers = 10L per minute. - Basin Taps = 6L per minute.

- Sink Taps = 8L per minute. - Dishwashers = 1.25L per place setting.

- Washing Machines = 8.17L per KG of washing.

* Technical Housing Standards -Nationally Described Space Standard May 2015

= Block up Existing

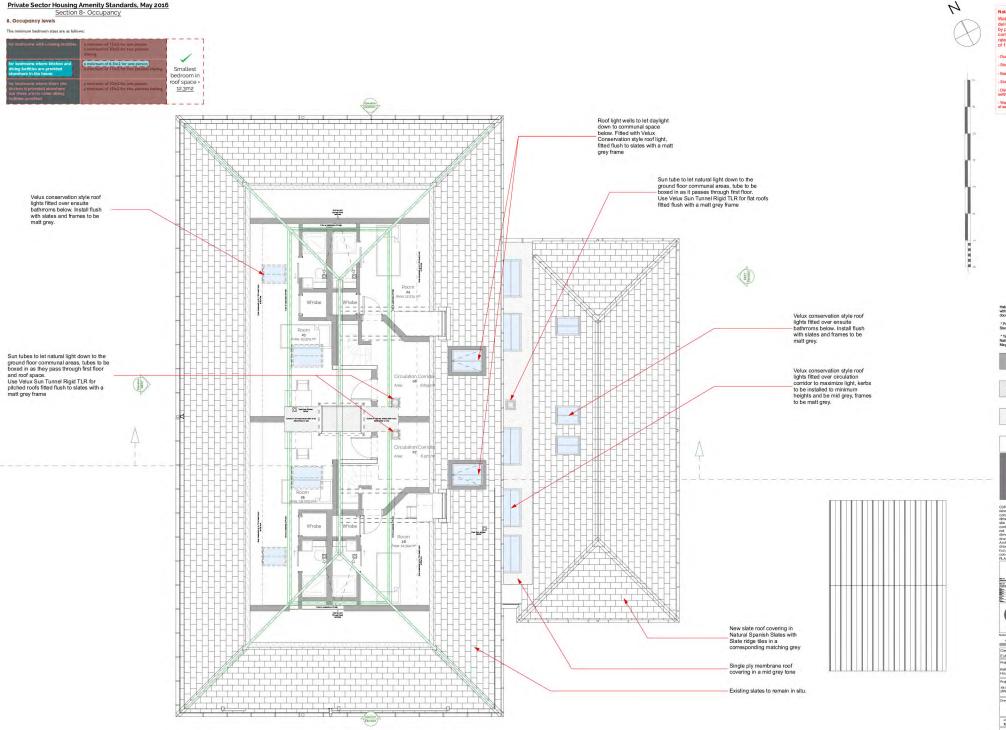
= Existing Chimney

= Existing Construction

Client Estateducation

Refurbishment and Extension of Bristol. House to provide 31accomodation units

FIRST Floor Plan- Proposed



Note on Water Efficiency : Water efficiency will be delivered within the operation by providing fittings that comply with the following flow

rates to allow a usage capacity of 125L per person per day.

- Dual Flush WC's = 4L & 6L. - Showers = 10L per minute.

- Basin Taps = 6L per minute.

- Sink Taps = 8L per minute.

- Dishwashers = 1.25L per place setting. - Washing Machines = 8.17L per KG of washing.

New Construction

= Block up Existing

= Existing Chimney

Estateducation

ROOF Plan- Proposed

Job No. Deswing PL04
1424 Number PL04

Date Scale 199.1433

Deswin Checked

