

**Report to** Planning applications committee

**Item**

14 June 2018

**Report of** Head of planning services

**Subject** Application no 18/00544/F - 21 Sotherton Road,  
Norwich, NR4 7DA

**5(e)**

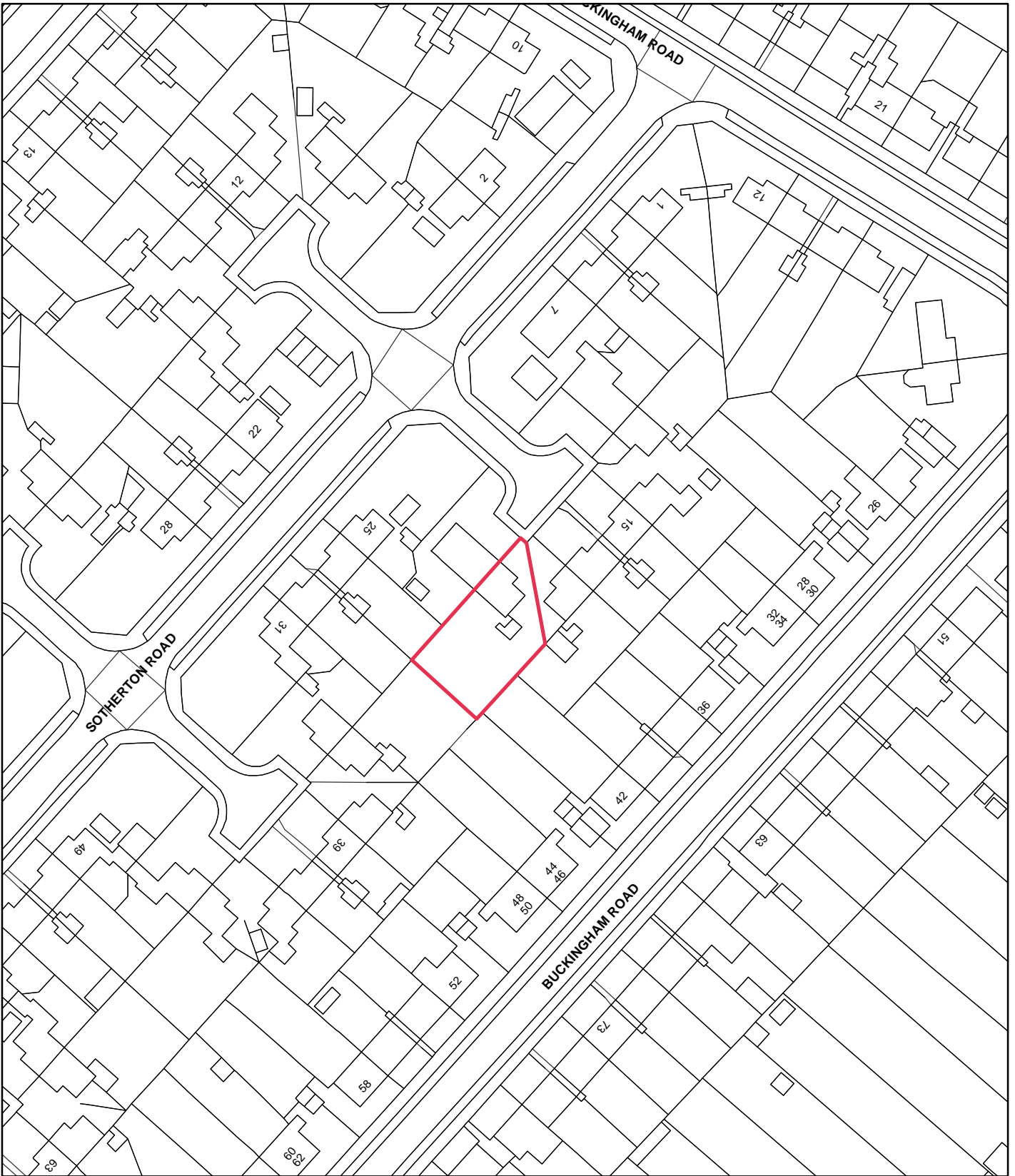
**Reason  
for referral** Objection / Called in by an elected member

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

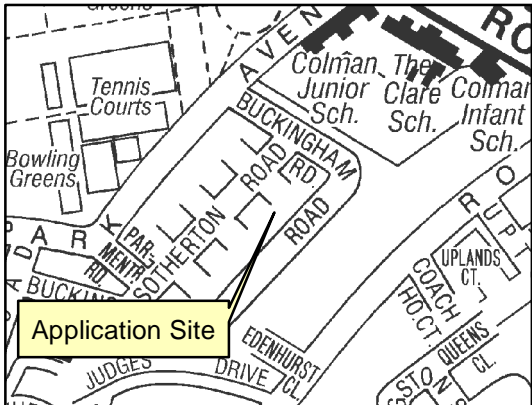
<b>Development proposal</b>		
Single storey extension with associated alterations to create 7 bed large HMO (Sui Generis).		
<b>Representations</b>		
Object	Comment	Support
4 (2 neighbour; 1 councillor; 1 Norwich Society)	0	0

<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 Transport	The impact of the development on street parking
<b>Expiry date</b>	7 June 2018
<b>Recommendation</b>	Approve



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Planning application no: 18/00544/F  
Site Address: 21 Sotherton Road  
Scale: 1:1,000



## **The site and surroundings**

1. The site is located in the southern corner of one of the most northerly of the Sotherton Road cul-de-sacs, to the south west of the city. The subject property is a 2 storey semi-detached dwelling built circa 1950 as part of a wider estate type development centred on Eaton Park. The property was designed with an 'L' shaped footprint within an irregular shaped plot which is square at the rear and wedged shaped to the front owing to the layout of the cul-de-sac. The property was constructed using red bricks, concrete roof tiles and now features white UPVC windows and doors. The site features a small front garden area, recently constructed concrete driveway which is shared with the next-door property, single storey outbuilding to the side and larger rear garden which includes a dilapidated shed within the far corner.
2. The prevailing character of the surrounding area is residential with most properties having been built as part of the same development. Of particular note within this street is the number of small cul-de-sacs with 8-10 properties all looking inward on to a turning head. The site is located within close proximity of the UEA which has resulted in a number of properties having been extended to cater for student accommodation.
3. The site is bordered by the adjoining semi-detached dwelling to the north no. 23 Sotherton Road and no. 19 Sotherton Road to the east, which has recently been extended by way of a single storey rear and side extension. The side extension includes a double garage which faces directly onto the shared driveway. The site boundaries are marked by a 1.5m tall fence and mature planting to the rear and a box hedge to the front.

## **Constraints**

4. The site is located in a critical drainage catchment.

## **Relevant planning history**

5. There is no relevant planning history.

## **The proposal**

6. The proposal first involves the demolition of the original brick built outbuilding and shed to the side and rear of the property respectively. A single storey side extension is proposed to be constructed and which will facilitate a change of use from a three bedroom C3 dwellinghouse to a large HMO with seven bedrooms (sui-generis use class).
7. The extension is to be set back from the front elevation by 4.5m and is to project to the side by 4m, overlapping the corner of the original dwelling. The rear section has a foot print of 6.8m x 7m and features a dual-pitched roof which is hipped on its eastern side, with an eaves height of 2.5m and a ridge height of 4m.
8. The proposal also includes the construction of a 3.1m x 6.4m outbuilding to be used as a cycle store for seven bikes and bin store with space for four 240L wheeled bins. The outbuilding is to be sited within the southern corner of the side and is of a

simple dual-pitched roof design with an eaves height of 2.5m and ridge height of 3.5m.

### Summary information

<b>Proposal</b>	<b>Key facts</b>
<b>Scale</b>	
No. of storeys	Single storey.
Max. dimensions	See plans for details.
<b>Appearance</b>	
Materials	Match existing; concrete plain tiles; red bricks; white upvc windows.
<b>Transport matters</b>	
No of car parking spaces	1-4 off street spaces (see transport section below)
No of cycle parking spaces	Seven covered / secure spaces to rear.

### Representations

9. 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>
Overcrowding / overdevelopment of site / loss of garden.  Noise / loss of community as a result of being a student HMO.	See main issue 3.
Parking / access / delivery problems / child safety caused by increase in occupants.	See main issue 4.
Waste storage arrangements.	See main issue 4.
Noise during construction.	See other matters.

## 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.

### Transportation – Norwich City Council

11. No objection [The property is outside of the Controlled Parking Zone; on street parking is unrestricted].

### Norwich Society

12. We endorse the objections of the local residents. This is over development of a small plot in a cul de sac.

## Assessment of planning considerations

### Relevant development plan policies

13. **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
14. **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
  - DM28 Encouraging sustainable travel
  - DM29 Managing car parking demand in the city centre
  - DM30 Access and highway safety
  - DM31 Car parking and servicing

### Other material considerations

15. **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

16. 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**

17. Key policies and NPPF paragraphs – DM12, DM13, NPPF paragraphs 49 and 14.
18. The proposal will result in the loss of one C3 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.
19. In accordance with policy DM13, proposals for houses of multiple occupation are required to achieve a high standard of amenity in accordance with DM2 which is assessed below.
20. Proposals are also required to satisfy criteria a, b and c set out in policy DM12. The proposal would not compromise the delivery of wider regeneration proposals and contributes to the provision of a wide mix of uses within the surrounding area. Impacts upon the character and amenity of the area are discussed below.
21. Proposals should demonstrate satisfactory standards of servicing, parking and amenity space for all residents which are subject to further assessment below.
22. It is noted that there will be an increase in the intensity of the use of the site as the property would accommodate four additional students as a result of the proposal.
23. Subject to more detailed assessment of amenity and servicing arrangements (outlined below) the principle of multiple occupation at this site is considered acceptable.

### **Main issue 2: Design**

24. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
25. The proposed extension will not have a significant impact on the overall appearance of the site or character of the area as it will largely not be visible from outside of the site as a result of its siting at the end of the shared drive. It should also be noted that it is being constructed in place of the existing outbuilding and as such, it can be considered that the current situation in terms of appearance will alter only slightly.
26. The proposed extension is considered to be of an appropriate scale and design which does not result in significant harm being caused to the character and appearance of the subject property or surrounding area. The proposal is therefore considered to be acceptable in design terms.

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

27. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
28. The proposal will result in a large scale HMO with seven bedrooms, two with en-suite bathroom facilities, two shared bathrooms, a kitchen and communal living space. 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, with the communal space providing a total of approximately 25m<sup>2</sup>. Whilst the usability of the living space is compromised to an extent by doors and access routes, it is on balance considered that it would provide a satisfactory level of amenity for future occupiers.
29. The scale, design and siting of the extension ensures that no harm will be caused to neighbouring residential amenities by way of overlooking, overshadowing or loss of outlook.
30. Concern has been raised that the proposal represents an overdevelopment of the site, resulting in substantial loss of the rear garden and overcrowding. It is accepted that the proposal will result in a significant change to the current situation, however it is not considered that the proposal represents an overdevelopment of the site. A good sized garden with space for the bike / bin store outbuilding, space for a minimum of two rotary dryers and genuine recreation space will be provided for. The communal area has been re-organised to ensure that there are spaces for sofas and a dining table. As such, the proposal is considered to provide a satisfactory level of amenity for the future occupants.
31. Concern has also been raised that the increase in occupants and potential use as a student house will result in problems pertaining to anti-social behaviour including noise disturbance and pollution from waste. Additional impacts upon neighbours are likely to arise from additional residents at the property. Compared to the current three bed family dwelling, 7 unrelated occupants would have increased comings, and goings via car journeys, separate social events and visitors which would likely have an impact as a result of increased noise and disturbance. There would also be increased waste and recycling storage requirements which are discussed in more detail within main issue 4.
32. The proposal represents an intensification in the use of the site as the number of occupants increases. Communal areas are located away from the party walls in this case which should assist to reduce noise disturbance, however it is acknowledged that there would be an intensification which would have some impact on neighbouring residents. It is recommended that any consent be subject to a condition requiring that no more than seven occupants can reside at the property on a one person per room basis to further protect residential amenity.
33. Some representations have also been raised that the development will result in a loss of the prevailing sense of community within the cul-de-sac. It is understood that the neighbouring properties are currently predominantly occupied by families and that the proposed change of use represents a deviation from the current situation. The proposed use is for a large HMO with seven bedrooms which represents the point at which a residential property requires a change of use. As such, it should be noted that a small HMO of up to six bedrooms could be created without the need for a change of use. With this in mind and given the lack of development plan policies

to support such a stance, it is considered that it would not be possible to substantiate a refusal based on the principal of the dwelling changing to an HMO, rather it is the details of this particular proposal and its scale which are pertinent to the proposals acceptability.

#### **Main issue 4: Transport**

34. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
35. The proposal provides for two car parking spaces located at the end of the shared drive and a further two spaces to the front of the property which have been added as a revision following discussions with the applicant. Whilst this arguably exceeds the required standard, the ability to use all these spaces is questionable given access rights needed over the neighbouring property. Therefore whilst the plans indicate four off-street parking spaces it is questionable if these could all be utilised in practice.
36. The proposed parking arrangements are not ideal as the shared driveway arrangement will possibly result in there being no turning space available, which in turn will necessitate the need to reverse out of the site into the turning head outside. The problems which may occur as a result of the awkward arrangement may result in a noticeable change to other residents, however it is not considered that they will cause significant harm.
37. The proposal includes the provision of the covered and secure cycle and bin store which is considered to be of a high standard, providing spaces for each of the occupants. The provision of the cycle storage and the close proximity to the UEA should hopefully ensure that car usage at the site is kept to a low level.
38. It should also be noted that our transportation officer has raised no objections on highway grounds as the site proposal does not impact upon a classified or busy road. The access from the site is to the original turning head only.
39. The current situation with the shared driveway could just as likely result in a similar situation should new occupants move into the properties with more cars than are currently using the site. As such, it is considered that the proposed arrangement is acceptable.

#### **Equalities and diversity issues**

40. There are no significant equality or diversity issues.

#### **Local finance considerations**

41. 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.
42. 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.



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

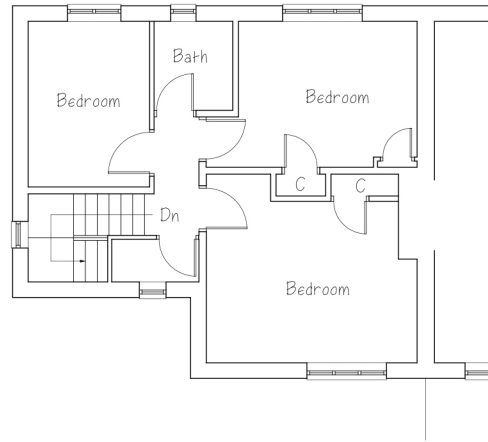
## **Conclusion**

44. 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 in principal.
45. 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.
46. 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 or loss of outlook. The increase in the numbers of residents would increase the intensity of use of the site and may result in a level of increased disturbance.
47. The proposal will also potentially have a noticeable impact on the current parking and access arrangements within the cul-de-sac and the proposals are far from ideal in this respect.
48. This is a finely balanced decision and officers have given weight to the fact that potentially the property could be changed to a 6 bed HMO without the need for planning consent, with this in mind and in this case the impacts on neighbour amenity and parking in the area are not considered sufficient to warrant refusal of the application and therefore the recommendation is to approve as per the recommendation below.

## **Recommendation**

To approve application no. 18/00544/F - 21 Sotherton Road Norwich NR4 7DA and grant planning permission subject to the following conditions:

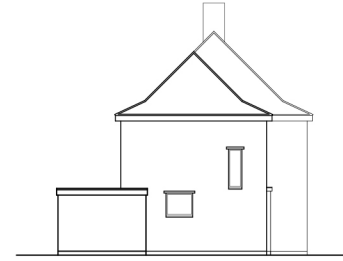
1. Standard time limit;
2. In accordance with plans;
3. No more than 7 occupants on a one person per room basis / communal rooms to remain;
4. Details of car parking and access arrangements including surfacing materials.



EXISTING FIRST FLOOR 1:50



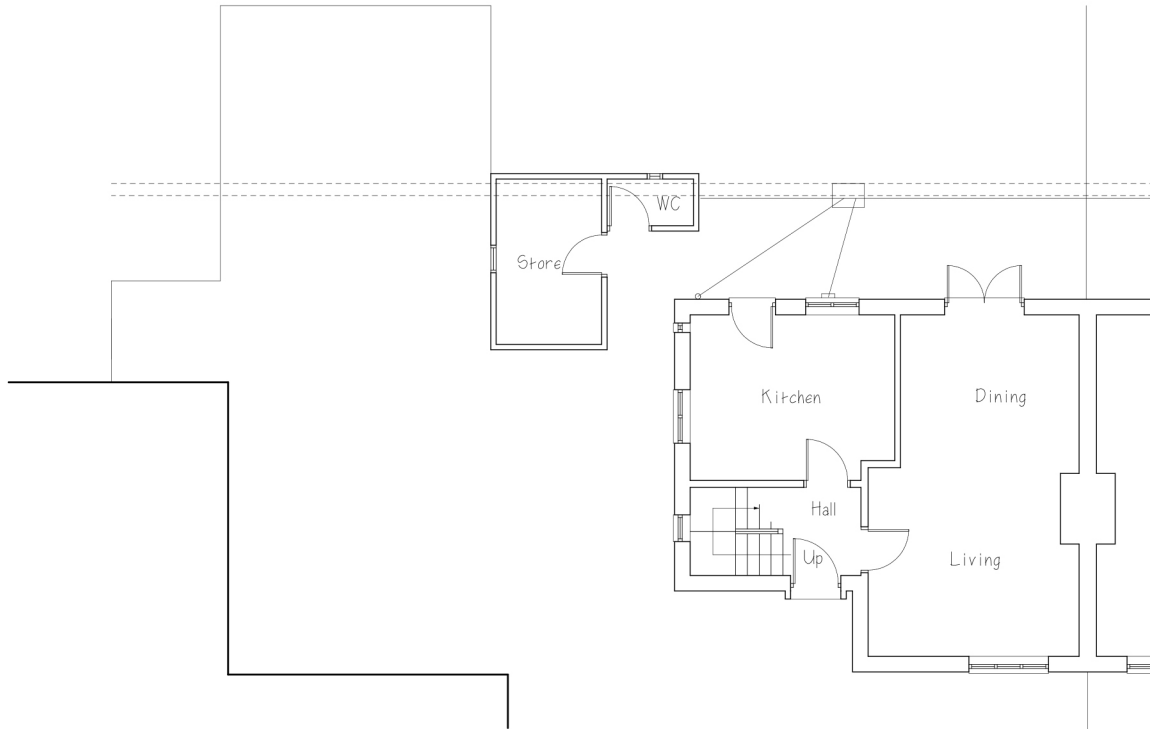
EXISTING FRONT ELEVATION 1:100



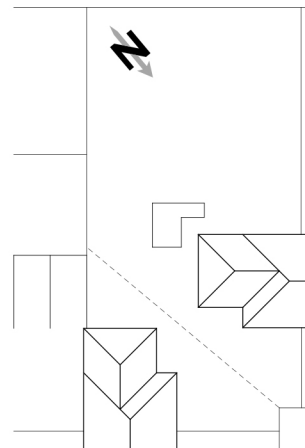
EXISTING SIDE ELEVATION 1:100



EXISTING REAR ELEVATION 1:100



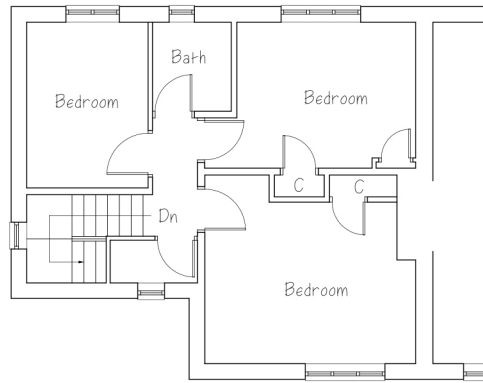
EXISTING GROUND FLOOR 1:50



EXISTING SITE 1:200

Drawing Status	
Planning	
Scale	1:50/1:100 (at A1)
Date	March 2018
Drawing Number	1817-001

Mr.	Site	Details
Client		
Trident Norwich Ltd		
Contract		
Extension at		
21 Sotherton Road		
Norwich		
NR4 7DA		
Drawing Title		
Existing Details		
<b>GP Architectural Services.</b>		
18 Clarence Road,		
Gorleston-on-Sea Tel M 07920 820432		
Great Yarmouth		
Norfolk. NR31 6DT		
E-Mail glenn.parrott@yahoo.co.uk		
Scale		
1:50/1:100 (at A1)		
Date		
March 2018		
Drawing Number		
1817-001		



**PROPOSED FIRST FLOOR 1:50  
(to remain as existing)**



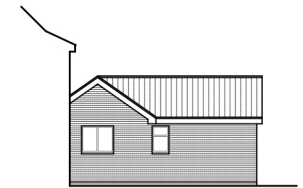
**PROPOSED FRONT ELEVATION 1:100**



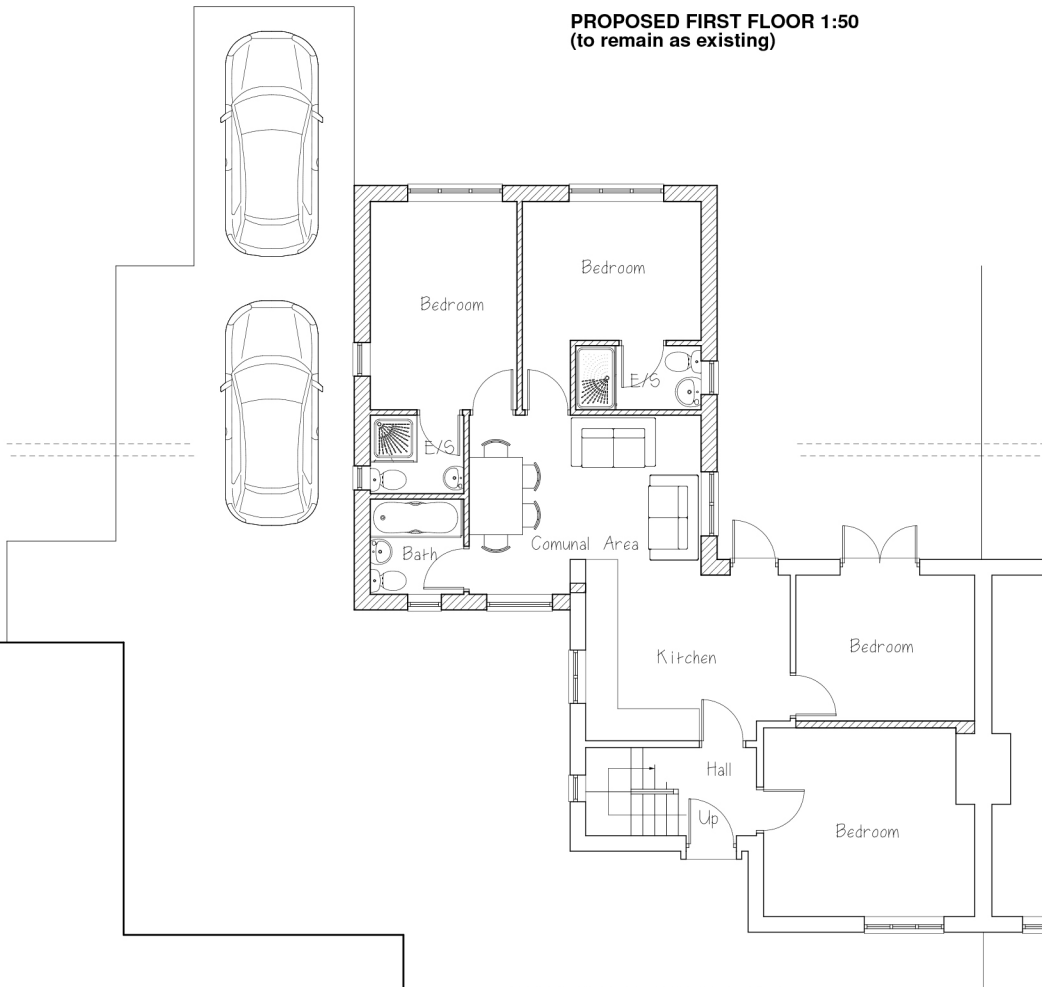
**PROPOSED SIDE ELEVATION 1:100**



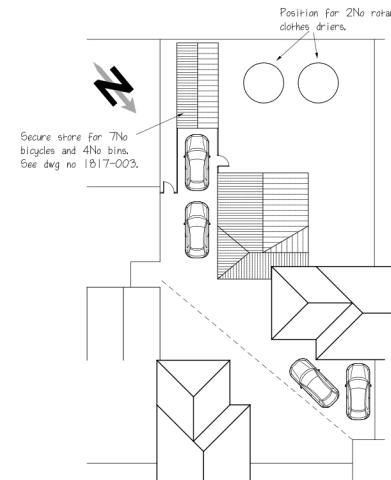
**PROPOSED REAR ELEVATION 1:100**



**PROPOSED SIDE ELEVATION 1:100**



**PROPOSED GROUND FLOOR 1:50**



**PROPOSED SITE 1:200**

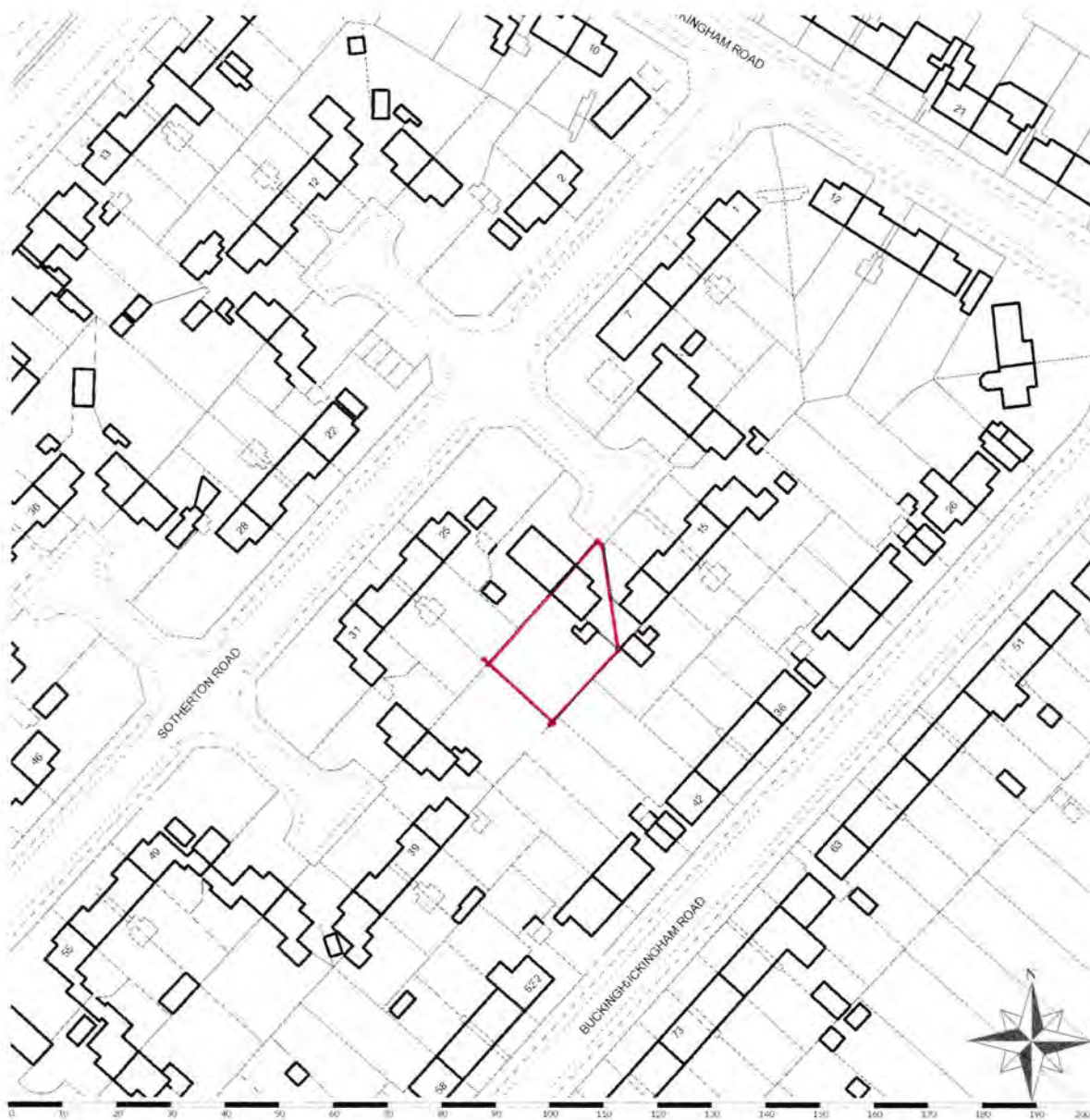
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Scale	1:50/1:100 (at A1)
Date	March 2018
Drawing Number	1817-002

Client	Trident Norwich Ltd
Contract	Extension at 21 Sotherton Road Norwich NR4 7DA
Drawing Title	Proposed Details
<b>GP Architectural Services.</b>	
18 Clarence Road, Gorleston-on-Sea Tel M 07920 820432 Great Yarmouth Norfolk. NR31 6DT E-Mail glenn.parrott@yahoo.co.uk	
Scale	1:50/1:100 (at A1)
Date	March 2018
Drawing Number	1817-002

1817

11/04/2018

21, SOTHERTON ROAD, NORWICH, NR4 7DA



Scale: 1:1250 | Area 4Ha | Grid Reference: 620856,307284 | Paper Size: A4



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