

Report for Resolution

Report to Planning Applications Committee
Date 31 March 2011
Report of Head of Planning Services
Subject 11/00369/F 21 And 23 Horning Close Norwich NR5 8DN

Item
5(2)

SUMMARY

Description:	Redevelopment of site to provide 6 No. two bedroom flats (amended floor plan).	
Reason for consideration at Committee:	City Council led development	
Recommendation:	Approve	
Ward:	Wensum	
Contact Officer:	Anne Napier-Derere	Planning Development Team Leader 01603 212502
Date of receipt:	23rd February 2011	
Applicant:	Orwell Housing Association Ltd	
Agent:	Barefoot and Gilles Ltd	

INTRODUCTION

The Site

Location and Content

1. Horning Close is located between Bowthorpe Road and Dereham Road, to the west of the city centre and is accessed off Beverley Road. The application site of approx 1082 sq.m. is situated at the end of the cul-de-sac, adjacent to the turning area to the south of the estate road. The site backs onto residential properties on Earlham Grove and to vacant The Grove PH at the junction of Earlham Grove and Cadge Road.
2. The site is currently occupied by two two-storey vacant and secured semi-detached dwellings. The remaining properties within Horning Close comprise a mixture of two-storey semi-detached dwellings and terraced properties. Similarly, those to the rear are also two-storey. The current dwellings on the site have large gardens and some trees exist close to the boundaries of the site and within it.

Constraints

3. Trees exist within and adjoining the site.

Topography

4. The site is largely flat.

Planning History

5. There is no relevant planning history on the site.

Equality and Diversity Issues

There are no significant equality or diversity issues.

The Proposal

6. The application is one of a series of applications by Orwell Housing for sites currently owned by Norwich City Council. NCC has entered into an agreement with the Homes and Communities Agency with an initial objective for the delivery of at least 100 new affordable dwellings with Orwell having been selected as the provider of these.
7. It is proposed to demolish the existing pair of semi-detached dwellings and redevelop the site for six two-bedroom flats in two-storeys. Six parking spaces would also be provided to the site frontage and each flat would have access to its own private amenity space. Following amendments to the originally submitted scheme, a communal bin store to the site frontage and individual sheds have also been provided as part of the scheme.
8. The flats are proposed to be constructed from materials which reflect those existing within the area and would comprise natural red stock facing bricks and cream coloured render, with dark red concrete interlocking tiles.

Representations Received

9. Adjacent and neighbouring properties have been notified in writing. Amendments made subsequent to submission have also been the subject of notifications and the expiry date for comments on the proposed amendments post-dates the finalisation of this report. Two letters of representation have been received to date, from the same neighbouring resident, which cite the issues as summarised in the table below. Any other representations received will be reported verbally.
- 10.

Issues Raised	Response
Proposals would interfere with the access to objector's property	See paragraphs 24, 26 & 27
Proposal would affect both off-road and on-road parking provision	See paragraph 24, 26 & 27
The south-west boundary of the site should be relocated to benefit the occupants of properties no 25 and 27	The application site reflects the area of land currently occupied by the two existing dwellings. The ownership or redistribution of land is not primarily a planning consideration. Proposals to buy or occupy part of the application site as an alternative to the scheme currently proposed would need to be the subject of discussions between the parties involved. In this case, it is important to assess the planning merits of the proposal which has been submitted rather than

	consider whether alternative proposals may be possible.
The site layout plan appears to propose a re-siting of the fence between numbers 25 and 27 Horning Close although they are outside the application site	The agents have been asked to provide confirmation in this respect and clarification will be reported verbally
A meeting is requested to discuss these issues	Due to limited staff resources available, it has regrettably not been possible to arrange a meeting to discuss these concerns further but the comments made have been fully taken into account in assessing the merits of the proposal

Consultation Responses

11. **Tree Protection Officer:** This should be achievable as long as any planning permission is conditioned to be in full compliance with the Aboricultural Impacts Assessment, Aboricultural Method Statement & Tree Protection Plan.
12. **Transportation:** No problem in principle but the bin store is inappropriately located for collection purposes and needs to accommodate 1x1100 litre bin and 3x360 litre bins. The bike store is inconvenient for most occupiers and is tucked out of the way. Doubtful whether anyone will use it. The best solution would be individual stores for each flat close to their entrances, as this gives much greater flexibility to the occupiers. (Subsequent to these comments being received, the scheme was amended to provide individual sheds for each property within each garden and to provide an enclosed communal bin store to the site frontage).
13. **Strategic Housing:** Confirmation that the Housing Development team fully support the application for 6 new flats on the site of 21 and 23 Horning Close.

This site is owned by Norwich City Council and was identified by the Housing Development Team as an excellent site for the development of affordable housing, due to the poor condition of the dwellings on the site. This site currently consists of two large family homes suffering from structural defects that make the properties uneconomical to repair for the council. There are a large amount of family homes in this area and the addition of some flats will help to balance the property available in the area.

There is a great need for new affordable housing in Norwich with the Housing Needs and Stock Condition survey identifying a need for 677 new affordable homes to be developed in Norwich each year. The Horning Close development will go some way to help meet this need. The property mix of two bedroom flats was agreed with the housing development team and meets the identified need within the strategic housing market assessment.

Orwell Housing Association has circulated plans of the proposal to dwellings within the vicinity in order to consult but to date there has been no comments back regarding this. The scheme proposed is considered to be of a high quality and will meet Code for Sustainable Homes Level 4.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1 – Delivering Sustainable Development
PPS1 Supplement Planning and Climate Change
PPS3 – Housing
PPS9 – Biodiversity and Geological Conservation
PPG13 – Transport

Relevant Strategic Regional Planning Policies

Policies of the adopted East of England Plan Regional Spatial Strategy, May 2008
ENV7 – Quality in the Built Environment
T8 – Local Roads
T14 – Parking
WM6 – Waste Management in Development

Local Development Framework

Policies of the emerging Joint Core Strategy (JCS) as amended by the inspectors report of 27 February 2011, likely to be adopted on 24 March 2011
Policy 1 – Addressing Climate Change and Protection Environmental Assets
Policy 2 – Promoting Good Design
Policy 3 – Energy and Water
Policy 4 – Housing Delivery
Policy 20 – Implementation

Relevant Local Plan Policies

Saved policies of the adopted City of Norwich Replacement Local Plan, November 2004
NE9 – Comprehensive Landscaping Scheme
HBE12 – High Quality of Design
HBE19 – Design for Safety and Security (to be deleted on adoption of the JCS)
EP18 – High Standard of Energy Efficiency
EP20 – Sustainable use of materials
EP22 – High Standard of Amenity
HOU18 – Construction of New Flats
TRA5 – Approach to Design for Vehicle Movement and Special Needs
TRA6 – Parking Standards – Maxima
TRA7 – Cycle Parking Standards
TRA8 – Servicing Provision

Supplementary Planning Documents and Guidance

Trees and Development SPD – September 2007

Principle of Development

Policy Considerations

14. The proposals will provide 6 two-bedroom flats on a site which contains housing with structural defects which make them uneconomic to repair. The re-use of land is encouraged under policy and the scheme provides 6 flats at approximately 55 dwellings to the hectare. This brings the site density above the policy requirement under HOU13 for a minimum of 40 dwellings per hectare. The scheme is laid out to respect amenity and

landscape features in the area and has adequate garden space and provision for parking and servicing. As such the scheme accords with local and national policies for development and re-use of land. The scheme is for a social housing provider which will assist in adding to the stock of affordable housing in this area

Housing Proposals

Affordable Housing

15. Policy 4 of the emerging JCS requires 20% affordable housing on sites of this size (between 5-9 dwellings). In this case the proposal will be 100% affordable housing which will be secured via the contract of sale to Orwell Housing Association.

Housing Numbers and Density

16. The application proposal would result in a density for the site of some 55 dpha. Although the proposal would increase the intensity of residential use on the site, the density of the resulting development is considered acceptable and not out of keeping with the overall character of this predominantly residential area.
17. The addition of six flats to the local housing stock will help to balance the mix of provision within the area, which is currently largely that of family dwellings. The mix of two-bedroom flats is considered acceptable and would meet an identified need within the strategic housing market assessment

Impact on Living Conditions

Noise and Disturbance, Overlooking, Loss of Privacy and Overshadowing

18. The site is relatively large and it is considered that an increase in the number of units on the site could be accommodated as proposed without detriment to the neighbouring properties in terms of noise and disturbance.
19. Each of the flats would have access to its own private garden area and these are considered to be acceptable for the size of dwellings proposed. They would provide for an appropriate private amenity space for future residents and, due to their configuration and the existence of existing and future tree planting proposed, would be unlikely to result in any detrimental impact for existing adjoining residents.
20. The orientation and layout of the flats has been designed so as to ensure that overlooking of adjoining properties and the proposed new garden areas would be minimised. The primary living space would be located to the front of each first floor flat, with bedrooms to the rear, which would reduce the likelihood of an unacceptable impact on privacy to existing or future residents. No windows are proposed to the side elevations.
21. The dwellings to the rear have sizeable gardens, with those dwellings being some 23 metres from the common boundary. Although the proposal would result in the rear elevation of the proposed new flats being located closer to the rear boundary than that of the existing dwellings, the depth of the proposed new rear gardens would still be some 7 metres. This would result in a 'back-to-back' distance of some 30 metres, which is considered generous for a suburban environment.
22. The size and shape of the application site and the siting, scale and orientation of the development within in it, together with the location and layout of the existing development adjoining the site, are such that the proposal is considered very unlikely to result in any unacceptable overshadowing of adjoining properties or their gardens.

Design

Layout, form, scale and height

23. The layout of the development follows the existing formal pattern of development in the locality and is considered acceptable. Greater articulation has been introduced within the elevation of the properties and, although this represents a move away from the appearance of the existing dwellings around the site, it is considered to be an appropriate approach to the form of the development which would respect the existing and complement the character of the area, whilst acknowledging that the scheme would be a later addition to it.
24. The provision of a parking area to the site frontage is acceptable and would provide for an appropriate level of parking provision in a form which would reflect the arrangements that already exist in many cases around the site. In addition, there is a variety of frontage treatments in the vicinity, varying from open frontages to those with hedges or fences. The proposed boundary treatment of a 1.2 metre brick wall is considered appropriate and would complement the proposed development of the site.
25. The scale of the development would be two-storey and although the height of the proposal would be greater than that of the existing dwellings adjoining the site, it is not considered that this would be out of keeping or inappropriate as a result.

Transport and Access

Vehicular access and servicing, parking and cycle parking

26. Provision is made for one car parking space per dwelling which is consistent with the maximum parking standards set out within saved local plan policy TRA6. The flats have sheds for bicycle storage and an external bin store close to the site's access consistent with the requirements of policies TRA7, TRA8 and WM6
27. No objections in principle have been raised in respect of the proposals from the Transportation section and it is considered that the scheme as amended would be unlikely to result in any material detrimental impact on local amenities or prevent access to or parking on neighbouring sites.

Environmental Issues

Ground conditions

28. A geotechnical report was submitted with the application which suggests that ground conditions on the site are likely to be predominantly sand and gravel. This is likely to have implications for the future construction methods required but is not considered to prevent the redevelopment of the site.

Energy Efficiency and Renewable Energy

29. The size of the development is below the threshold for an energy efficiency statement; however the design and access statement submitted with the application details that the applicants are committed to achieving code for sustainable homes level 4. The submitted details indicate that this is likely to be achieved by the use of a number of methods, including solar photovoltaic modules, which are shown on the south facing roof slopes of the flats.

Sustainable Construction

30. It is proposed to use purposely 'low-tech' materials which can be sourced and assembled by local merchants, manufacturers and contractors. The flats would be erected using Modern Methods of Construction, either as timber frame or with Thin Joint Brickwork construction. Improvements to the building fabric above the requirements of Code Level 4 are also proposed. It is anticipated that the future residents of the flats will also benefit from lower fuel bills in due course as a result of the construction methods and energy efficiency measures proposed.

Trees and Landscaping

Loss of trees and replacement planting

31. There are a number of trees on and adjacent to the site. Four trees are proposed to be removed as part of the redevelopment. Three of these would be category C trees (of low quality and amenity value) – a *salix babylonica* (willow) and two *corylus avellana* (common hazel). There would also be one category R tree (a tree that should be removed for sound arboricultural reasons) removed – a *xcupressocyparis leylandii* (Leyland Cypress).
32. The proposals allow for significant new planting on the site, with nine new trees proposed and five additional areas of new shrubs/ planting.
33. The proposals are considered to be acceptable subject to replacement planting and compliance with the arboricultural implications assessment and methods statements for tree protection, construction and demolition within root protection areas.

Ecology

34. An ecological appraisal has been submitted with the application; this does not identify the specific presence of any protected species and the proposals are considered to have a neutral impact. A number of mitigation and enhancement measures are suggested. Native landscaping with berry bearing species is suggested within the ecological appraisal and this can be achieved via landscaping conditions. It is also suggested that informative notes are used to provide further advice on site clearance.

Conclusions

35. The proposed development would replace two existing dwellings on the site and provide six new two-bedroom flats. The flats would each have a private garden area with individual shed to provide cycle parking provision and would have access to a communal bin store and parking area to the site frontage. Although the proposal would result in the loss of four trees, replacement planting is proposed and this is considered acceptable in this instance. The proposed development would be unlikely to result in any material detriment to the living conditions of existing residents around the site and would provide an acceptable standard of amenity for future residents. The proposal would result in the more efficient use of land and would also provide for affordable housing within the area which would help to balance the mix of housing provision available and meet an identified need. The design details of the scheme are considered acceptable and in keeping with the character and appearance of the surrounding area. It is proposed that the proposal would meet code 4 of the Code for Sustainable Homes and include provision for energy efficiency. The proposal is considered unlikely to have a detrimental impact in terms of wildlife and habitat and, subject to conditions, the ecological impact of the scheme is considered acceptable.
36. The proposal is therefore considered to meet the relevant policy criteria and all other material considerations.

RECOMMENDATIONS

To approve Application No 11/00369/F and grant planning permission, subject to the following conditions:-

1. Standard time limit (3 years)
2. In accordance with submitted plans and details as amended
3. In full accordance with submitted Arboricultural Impact Assessment, Arboricultural Method Statement and Tree Protection Plan.

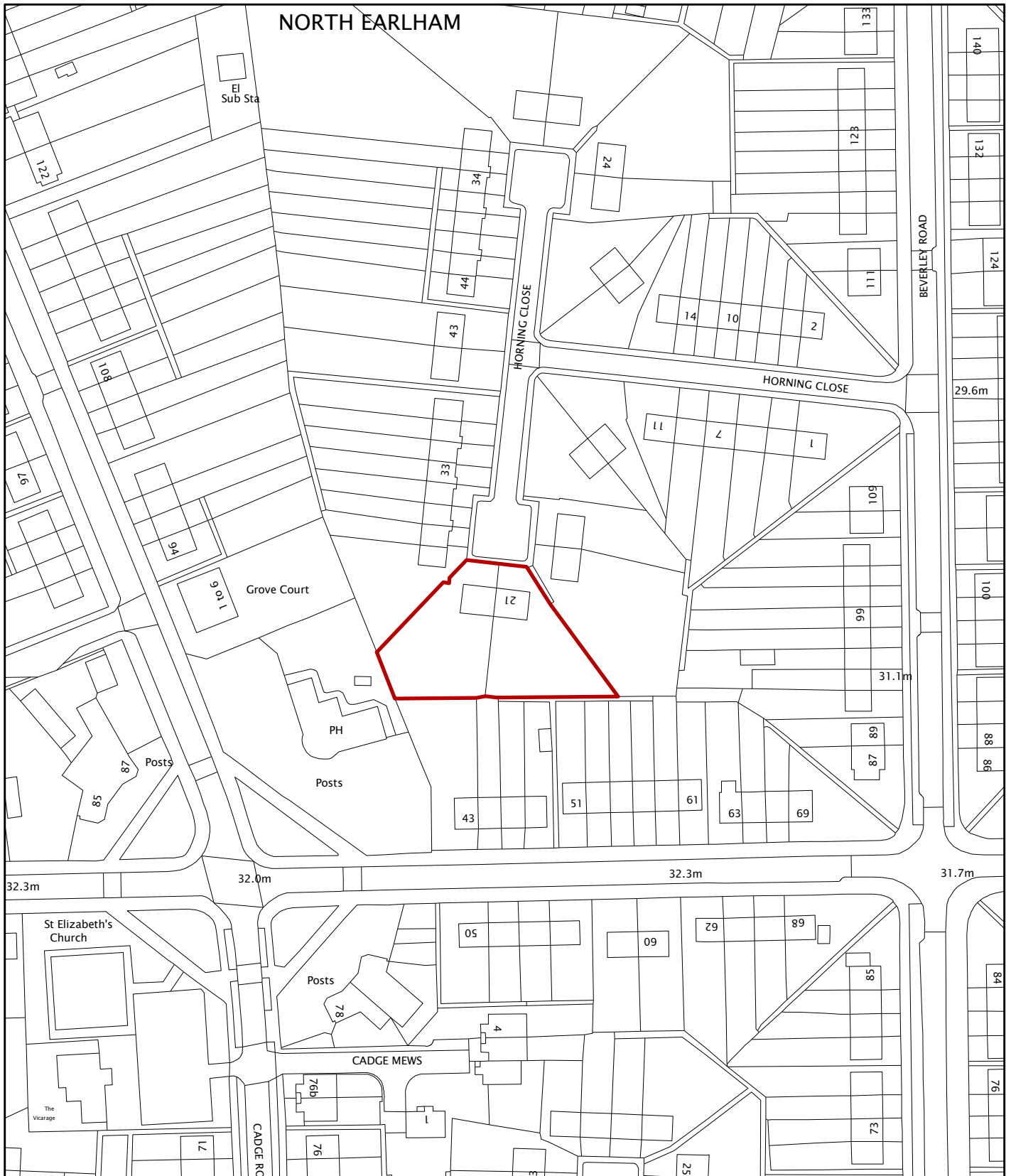
4. No occupation until sheds, parking area and bin store provided
5. Submission of a landscaping scheme including:
 - hard and soft landscaping details including site frontages and communal areas including details of all boundary treatments;
 - details of site lighting;
 - close boarded fencing to have 13cm gaps at ground level;
 - details of the future management and maintenance of the landscaped areas;
 - provision of landscaping prior to first occupation.
6. Details of bricks, tiles and solar panels to be used in the development
7. Proposals to meet code for sustainable homes level 4 for water

Informatives:

1. Considerate construction and timing to prevent nuisance
2. Materials removed from site should be classified and disposed of at suitable licensed facilities
3. Site clearance to have due regard to minimising the impact on wildlife

(Reasons for approval:

1. The proposed development would replace two existing dwellings on the site and provide six new two-bedroom flats. The flats would each have a private garden area with individual shed to provide cycle parking provision and would have access to a communal bin store and parking area to the site frontage. Although the proposal would result in the loss of four trees, replacement planting is proposed and this is considered acceptable in this instance. The proposed development would be unlikely to result in any material detriment to the living conditions of existing residents around the site and would provide an acceptable standard of amenity for future residents. The proposal would result in the more efficient use of land and would also provide for affordable housing within the area which would help to balance the mix of housing provision available and meet an identified need. The design details of the scheme are considered acceptable and in keeping with the character and appearance of the surrounding area and the proposal would meet code 4 of the Code for Sustainable Homes and include provision for energy efficiency. The proposal is considered unlikely to have a detrimental impact in terms of wildlife and habitat and, subject to condition, the ecological impact of the scheme is considered acceptable.
2. The proposal is therefore considered to meet the relevant guidance contained in PPS1, PPS3, PPS9 and PPG13, the policies ENV7, T8, T14 and WM6 of the East of England Plan 2008, policies 1, 2, 3, 4 & 20 of the emerging Joint Core Strategy and saved policies NE9, HBE12, HBE19, EP18, EP20, EP22, HOU18, TRA5, TRA6, TRA7 and TRA8 and all other material considerations)



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Planning Application No 11/00369/F
 Site Address 21 and 23 Horning Close, Norwich, NR5 8DN
 Scale 1:1,250



NORWICH
 City Council

PLANNING SERVICES



