

Report to Planning applications committee

Item

8 September 2016

Report of Head of planning services

Subject Application no 16/00788/F - 21 Hellesdon Road,
Norwich, NR6 5BE

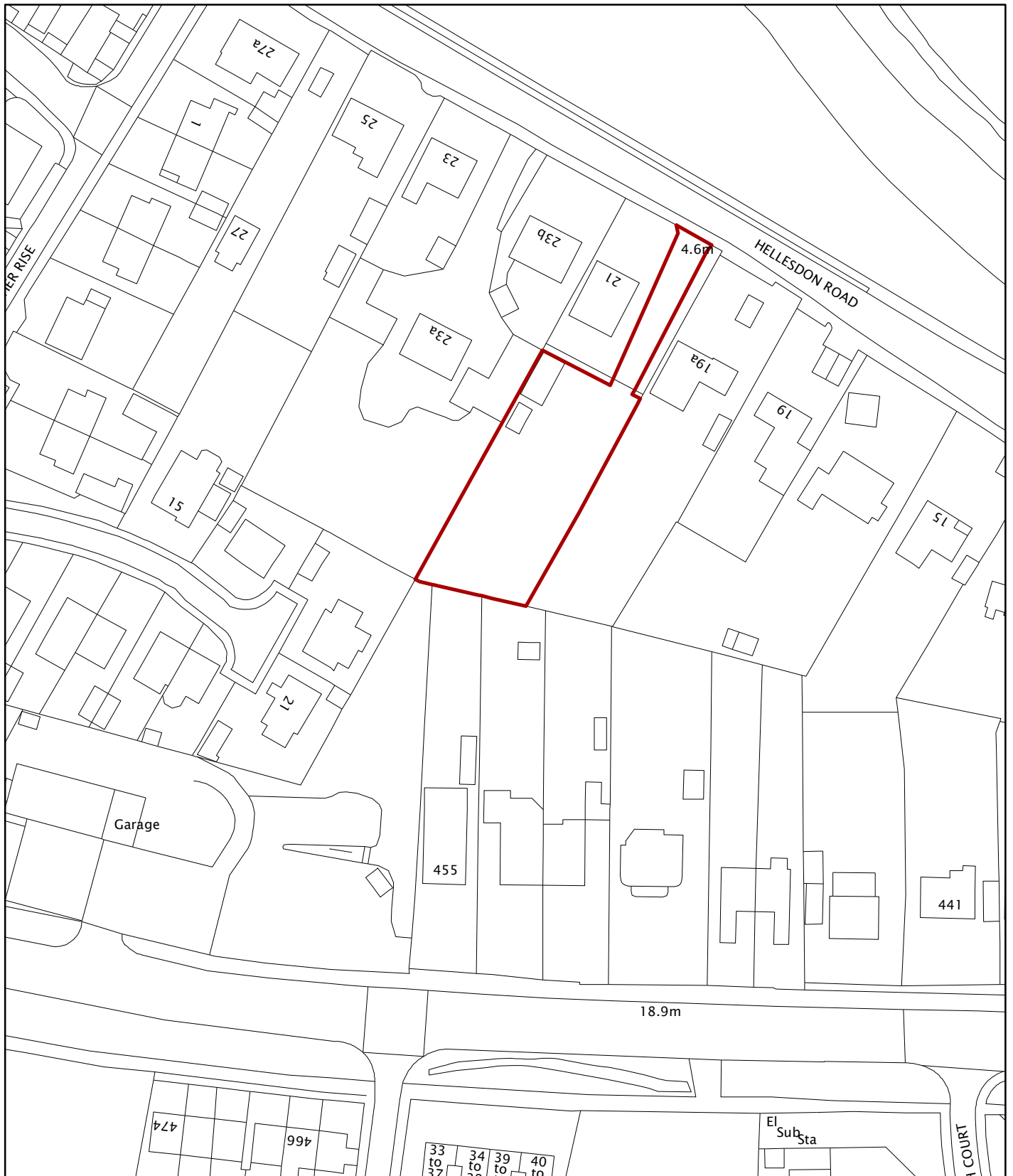
**Reason
for referral** Objection

5(I)

Ward:	Wensum
Case officer	Stephen Polley - stephenpolley@norwich.gov.uk

Development proposal		
Construction of two semi-detached dwellings.		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1 Principle of development	Key policy considerations
2 Design and landscaping	Impact on character of surrounding area and site
3 Amenity	Internal and external amenity space, the impact of development on properties to sides and rear of the site
4 Transport	Access and egress to the site / cycle / bin storage
5 Flood risk	The site is located within flood zone 1
Expiry date	8 September 2016
Recommendation	Approve



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Planning Application No 16/00788/F

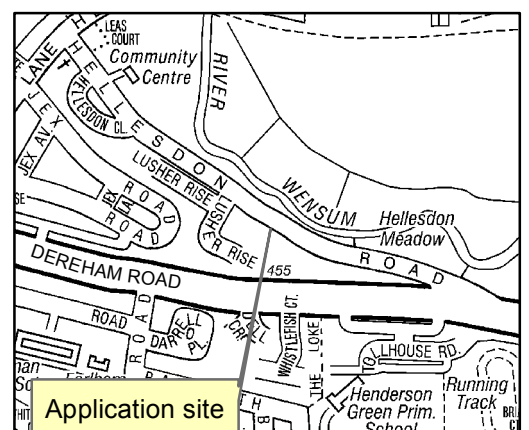
Site Address 21 Hellesdon Road

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The application seeks full planning consent for the subdivision of the curtilage of 21 Hellesdon Road and the erection of two semi-detached dwellings with detached double garage.
2. The proposed dwelling is situated towards to south of the plot with an area of amenity space to be provided to the rear. The new dwelling would use the same vehicular access as the current property on the site. The existing dwelling on site will have an amenity area to the front of the original property and an area of car parking to the rear.
3. It should be noted that planning consent has recently been granted for the construction of a single dwelling on the site under permission 15/00294/F. The current proposals are similar to this previously approved scheme, with the main difference being two dwellings are now proposed within the footprint of the previously approved large single dwelling.

Constraints

4. The site is adjacent to the river Wensum, although the site itself is elevated from the level of the river. Flood zone 2 runs along the boundary of the site with Hellesdon Road. The majority of the site is not situated with flood zone 2 with the exception of a very small part of the driveway. Furthermore Hellesdon Road itself is situated with flood zone 3a and this is the sole access route to the property.

Relevant planning history

5.

Ref	Proposal	Decision	Date
15/00220/F	Relocation of front porch to side, raise roof height and erection of rear garage.	APPR	13/04/2015
15/00294/F	Four bed house with detached garage.	APPR	17/06/2015

The proposal

6. The application seeks full planning consent for the subdivision of the curtilage of 21 Hellesdon Road and the construction of 2 no. 4 bedroom semi-detached dwellings with detached double garage.
7. The proposed dwellings are to be situated towards the south of the plot with amenity space for both dwellings to be provided to the rear. Both dwellings would utilise the existing vehicular access on the site. The existing dwelling on the site has recently been refurbished to include a parking area to the rear and amenity area to the front.

8. It should be noted that the overall scale and design of the scheme is carried over from the previously approved single dwelling. The main difference being that the projecting front gable is now located on the west side of the front elevation, an additional window is included on the first floor front elevation and an additional dormer window is located on the rear elevation.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	2 (the existing property on the site is to be retained).
No. of affordable dwellings	0
Total floorspace	278 sqm
No. of storeys	1.5
Max. dimensions	16m wide x 11.7m deep, height to ridge 8m, height to eaves 3.9m
Appearance	
Materials	Rendered with brick plinth and pantile – joinery to be painted timber
Transport matters	
Vehicular access	Same as existing dwelling on site
No of car parking spaces	Garage which can accommodate two cars and car parking space for two cars. The existing property will also have a car port.
No of cycle parking spaces	4 (within separate bike stores)
Servicing arrangements	Bin store provided details of which will need to be conditioned.

Representations

9. Adjacent and neighbouring properties have been notified in writing. 2 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
<p>The proposal will result in overlooking / loss of privacy to no. 455 Dereham Road as a result of 4 no. dormer windows.</p> <p>The proposal will result in overlooking to 19A Hellesdon Road particularly due to the changes in levels.</p>	See main issue 4

Issues raised	Response
The proposal results in an overdevelopment of the site particularly in conjunction with the development of the neighbouring site to the west.	See main issue 2
Vehicular access and parking, inclusion	See main issue 5

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.

Environment Agency

11. No comment. The site lies in flood zone 1 and there are no records of contamination.

Highways (local)

12. No objection in principle subject to the resolution of a number of issues.

Tree protection officer

13. The proposed development will not have an adverse effect on the trees proposed for retention and therefore no objection to the proposal subject to a condition requiring compliance with the AIA and AMS.

Assessment of planning considerations

Relevant development plan policies

14. **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
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation
15. **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
 - DM5 Planning effectively for flood resilience
 - DM6 Protecting and enhancing the natural environment

- DM7 Trees and development
- DM12 Ensuring well-planned housing development
- DM31 Car parking and servicing
- DM33 Planning obligations and viability

Other material considerations

16. 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
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment

Case Assessment

17. 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

18. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.
19. In 2010 the government made amendments to PPS3 (now revoked) to exclude residential gardens from the definition of previously developed land. Paragraph 53 of the NPPF states that local authorities should consider the case for setting out policies to resist inappropriate development in residential gardens, for example where development would cause harm to the local area. The council considered this matter as part of the development of policies in the local plan and concluded that the criteria based policies in DM3 and DM12 are satisfactory to determine applications for dwellings in gardens. Therefore there are no specific policies restricting new dwellings in the gardens of existing properties.
20. The principle of residential development is acceptable on this site, by virtue of the current extant planning permission for a new dwelling (see planning history section). In addition policy DM12 supports new housing development subject to the following criteria below which would all be met in this case:
- The site is not designated for other purposes;
 - No objection has been received from the Health and Safety Executive;
 - The site is not in the late night activity zone;
 - It does not involve the conversion of high quality office space; and
 - It is not in the primary or secondary retail area or in a district or local centre.

Main issue 2: Design and landscaping

21. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
22. The layout and form of development in the surrounding area is varied, with development at various levels on Hellesdon Road, Lusher Rise and Dereham Road. It is also noted that the neighbouring plot to the west has been subdivided to now feature 4 no. dwellings and 2 no. outbuildings with one of the dwellings being at a higher level than the majority of properties which front onto Hellesdon Road. Given the lack of uniformity in the area and the precedent set by the subdivision of the adjacent curtilage it is considered that the principle of 2 no. dwellings is acceptable in design terms and that the proposed layout will not be of sufficient detriment to the street scene or the character of the area to justify a refusal. Furthermore it is not considered that the proposal will lead to a significant visual impact that would adversely affect the character of the River Wensum river valley or result in an overdevelopment of the site.
23. The design of the proposal is different from neighbouring properties but again due to the lack of uniformity and due to the proposed dwelling being situated over 40m from the highway its overall style, scale, form, mass and detailing is considered acceptable. Notwithstanding the above a condition should be attached to any future consent requiring details of the external facing material to ensure that the proposal is of good design quality.
24. As discussed above, the overall form, appearance and design of the proposal only slightly differs from the previously approved application for a single dwelling.
25. A condition should also be attached for hard and soft landscaping details to be agreed to ensure that the proposal blends in with its setting and promotes biodiversity.

Main issue 3: Amenity

26. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
27. In terms of the internal space, the proposal provides four good sized bedrooms and a large area of living space in each of the properties. The openings will provide good light and natural ventilation. The proposal also provides a large rear garden for the enjoyment of residents of both properties.
28. With regards to the impact upon neighbouring residents the main issues for consideration are the impact upon the property to the east (19a Hellesdon Road) and the properties to the west.
29. Firstly with regards to the properties to the west due to the distances involved it is not considered that the proposal will result in any significant loss of light or overshadowing. There may be minimal overlooking; however this is not considered to be of significant detriment particular given that there are no windows within the side elevation of the proposed dwelling or the newly construction dwellings on the rear of the neighbouring site.

30. With regards to the property to the east it is considered that the proposal will have a greater impact. Again due to the distances involved it is not considered that the proposal will result in any significant loss of light or overshadowing but it is acknowledged that the proposal will result in some additional overlooking and particularly due to the changes in levels will affect the outlook from the rear of the neighbouring property. There is also a high boundary between the two properties which even given the changes in levels should prevent overlooking from the ground floor windows. In addition it is proposed to plant trees forward of the proposed dwelling to provide screening. The projecting gable has been repositioned to the opposite side of the front elevation, helping to reduce the potential for overlooking when compared with the previously approved scheme. Therefore on balance it is not considered that the level of additional overlooking is of sufficient detriment to justify a refusal.
31. Particular concern was also raised from the property to the rear that the increase in dormer windows would result in a loss of privacy. It is not considered that any loss of privacy will occur to properties located on Dereham Road given the change in land levels, considerable amount of mature screening and large distance between properties. Any overlooking from the proposals would also not result in significantly greater overlooking than in comparison with the approved scheme. As such it is not considered that there is sufficient justification to refuse the application on the impact upon neighbouring residents.

Main issue 4: Transport

32. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
33. The proposal will use the existing access for 21 Hellesdon Road and any changes to the access were shown on the consent for the renovation of 21 Hellesdon Road. The access is adequate to serve an additional dwelling. Some concern was raised by the local highway officer with regards to issues such as the gradient and drainage but these issues have now been resolved. The neighbouring resident to the east also has some concerns about the use of this access due to the proximity to the boundary; however it is not considered that the use of this route by one additional property will cause excessive noise or disturbance particularly given the height of the boundary between the two properties. The use of this access during construction will inevitable cause some disturbance; however this is not considered to be justified reason not to allow development to take place. Any issues during the construction stage are a civil matter.
34. The proposal includes the provision of a detached double garage to be used by one of the proposed dwellings as well as sufficient space for off street parking for the other. This level of car parking does exceed the maximum standards set out in the local plan; however it is not considered to be of detriment to the overall scheme. Cycle storage can also be accommodated within the garage, although to ensure this is secure some form of tether would need to be provided, details of which should be conditioned.
35. The layout plan indicates areas for both bin and cycle stores within the immediate vicinity of each property. The site is located far from the kerb on Hellesdon Road for collections and as such the storage and movement of bins on the site could be

difficult in adverse weather. Details of the bin and cycle stores will be required to ensure that it is of appropriate size and design.

36. Concern was raised that the increase in the number of dwellings on the site would result in excessive levels of noise and pollution. It is accepted that the increase in the number of properties within the site from 1 to 3 will likely result in an increase in vehicle movements, it is not considered that significant harm will be caused. The proximity of neighbouring properties is considered to be typical for the area and as is in line with existing wider situation.

Main issue 5: Flood risk

37. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
38. The majority of the site is situated within flood zone 1 although part of the access and Hellesdon Road itself is situated within a higher flood risk zone. A flood risk assessment was submitted within the application and this sets out flood risk mitigation and evacuation measures and subject to compliance with the recommendations it is not considered that any future occupants will be at risk. A condition should be attached requiring compliance with the flood risk assessment recommendations.

Other Matters

39. Particular concern was raised that during the course of works on the site in recent years that the soil levels had been altered, which would result in the proposed dwellings being constructed higher than stated. Upon investigating the site it is clear that significant works have taken place to refurbish the parent property and to clear the site of overgrown planting. The steeply sloping nature of the site means that some earth has been moved in order to maintain safe access. With the aid of photographs taken during previous site visits it does appear that there is evidence in the changing of soil levels of some areas of the site. It is not however considered that these changes will have a significant impact on the construction of the proposed dwellings as they will be built in accordance with the submitted plans which include a topographical study, detailing the ground level precisely.

Compliance with other relevant development plan policies

40. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes
Refuse Storage/servicing	DM31	Yes subject to condition

Requirement	Relevant policy	Compliance
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Not applicable
Trees	DM7	There are a number of trees on site which are to be retained. The tree officer has confirmed that he has no objection to the proposal subject to compliance with the AIA and AMS. Three additional trees are to be planted to provide additional screening to the property to the east.

Equalities and diversity issues

41. There are no significant equality or diversity issues.

Local finance considerations

42. 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.
43. 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.
44. In this case the development is CIL liable and the contribution will be £23641.12 (index linked). The local finance considerations are however not considered to be material to the case.

Conclusion

45. The principle of the subdivision of the curtilage and the construction of 2 no. new dwellings is acceptable and it is not considered that it will harm the overall character and appearance of the area. The design is acceptable and it will not have a detrimental impact upon highway safety or trees. The proposal will have some impact upon the living conditions of neighbouring residents; however there is not considered to be sufficient harm to justify a refusing the application.
46. The development is therefore 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. 16/00788/F – 21 Hellesdon Road, Norwich, NR6 5EB and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details of materials
4. Landscaping
5. Details of bin and cycle stores
6. Water efficiency
7. In accordance with AIA, AMS and TPP
8. In accordance with floor risk assessment
9. Details of ground levels

Article 35(2) statement

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments the application has been approved subject to appropriate conditions and for the reasons outlined above.



FRONT STREET/ NORTH EAST ELEVATION



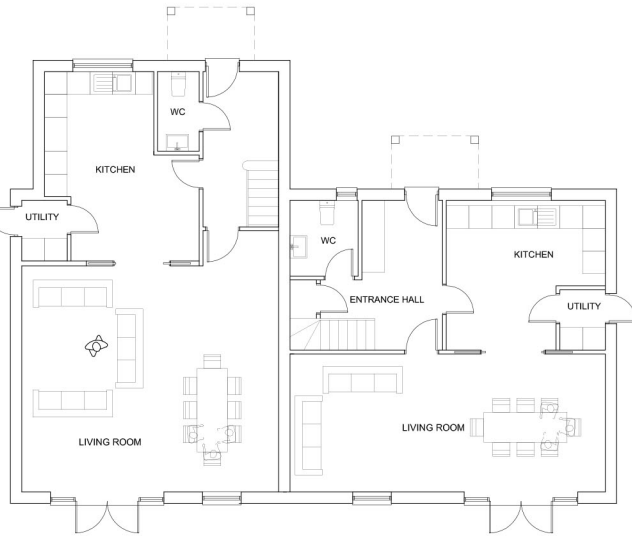
SIDE ENTRANCE/ SOUTH EAST ELEVATION



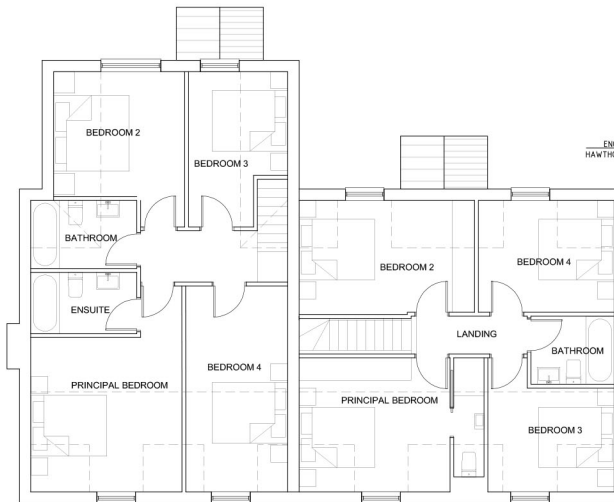
SIDE/ NORTH WEST ELEVATION



REAR/ SOUTH WEST ELEVATION



GROUND PLAN
PROPOSED PLANS

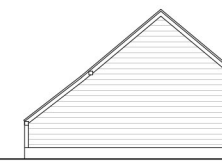


FIRST FLOOR



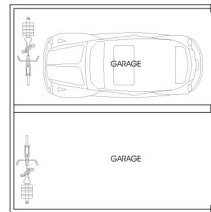
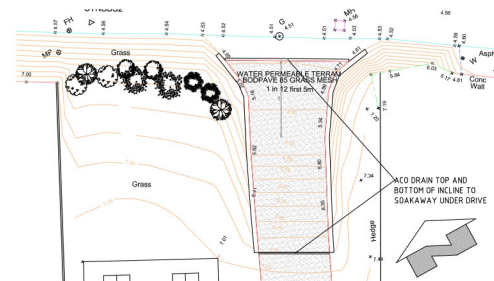
FRONT / SOUTH EAST ELEVATION

REAR / NORTH WEST ELEVATION

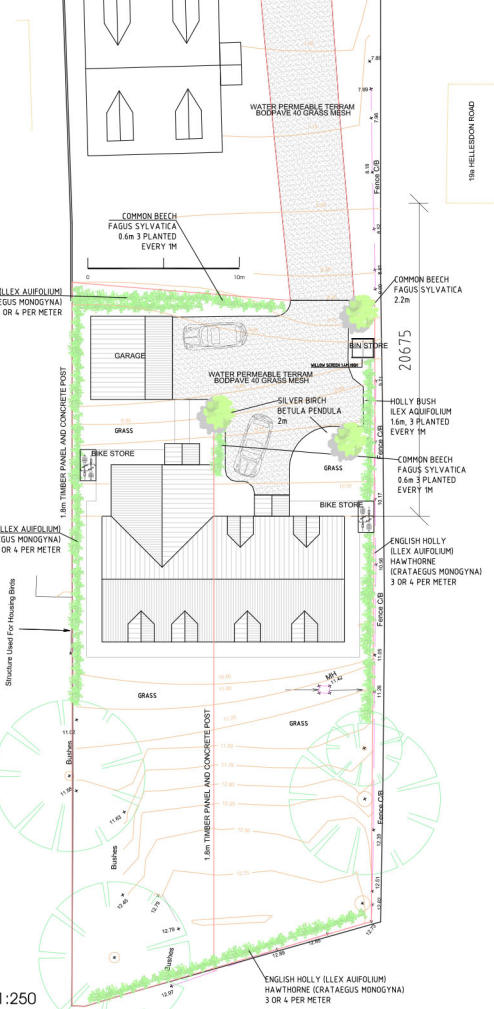


SIDE / SOUTH WEST ELEVATION
OTHER SIDE (NORTH EAST ELEVATION) HANDED

GARAGE ELEVATIONS



GARAGE PLAN



PROPOSED SITE PLAN 1:250



EXISTING SITE LOCATION PLAN 1:1250

REV DATE DESCRIPTION

Anglia Design

architects . surveyors

30 Robin House Newcourt Street London NW8 7AD
tel: 020 77292558 fax: 0870 1313804

JOB TITLE
21A&B HELLESDON ROAD NR6 5BE

CLIENT
BELMONT INDUSTRIES LTD

DWG STAGE
PLANNING

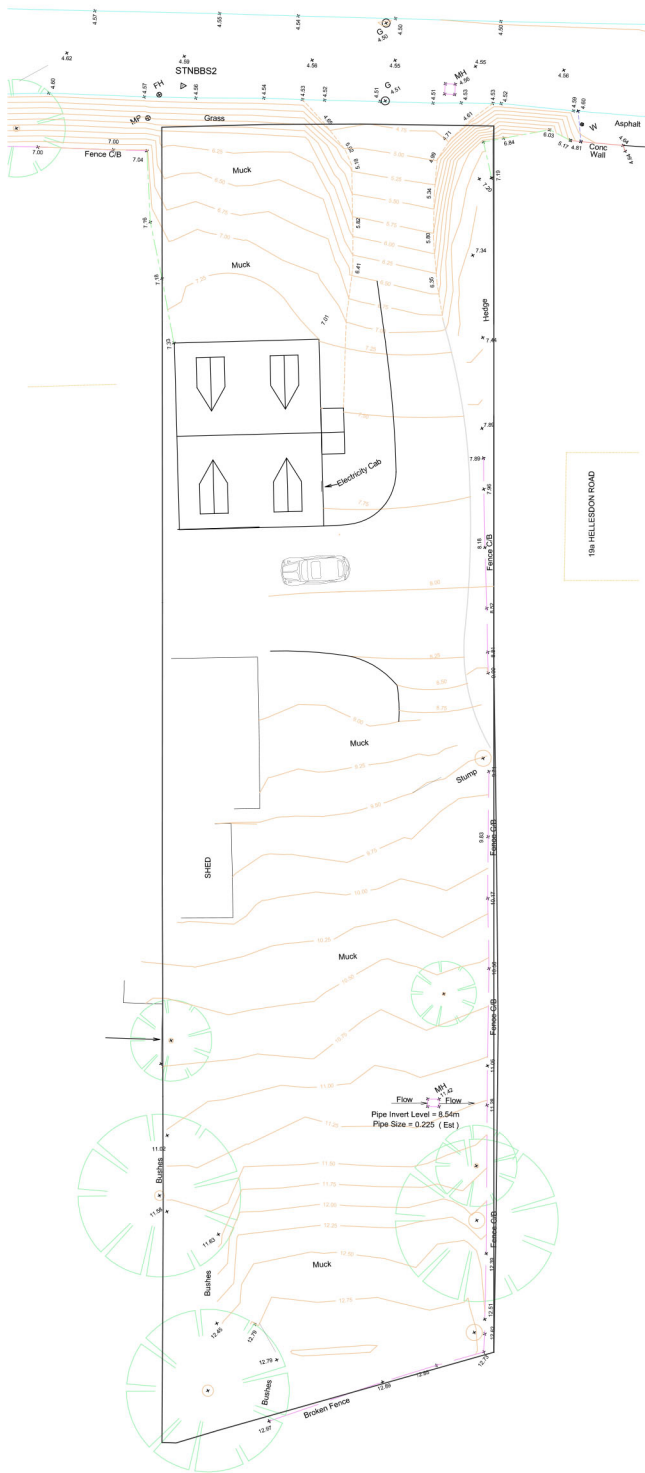
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PROPOSED PLANS AND ELEVATIONS

SCALE
1:100@ A2

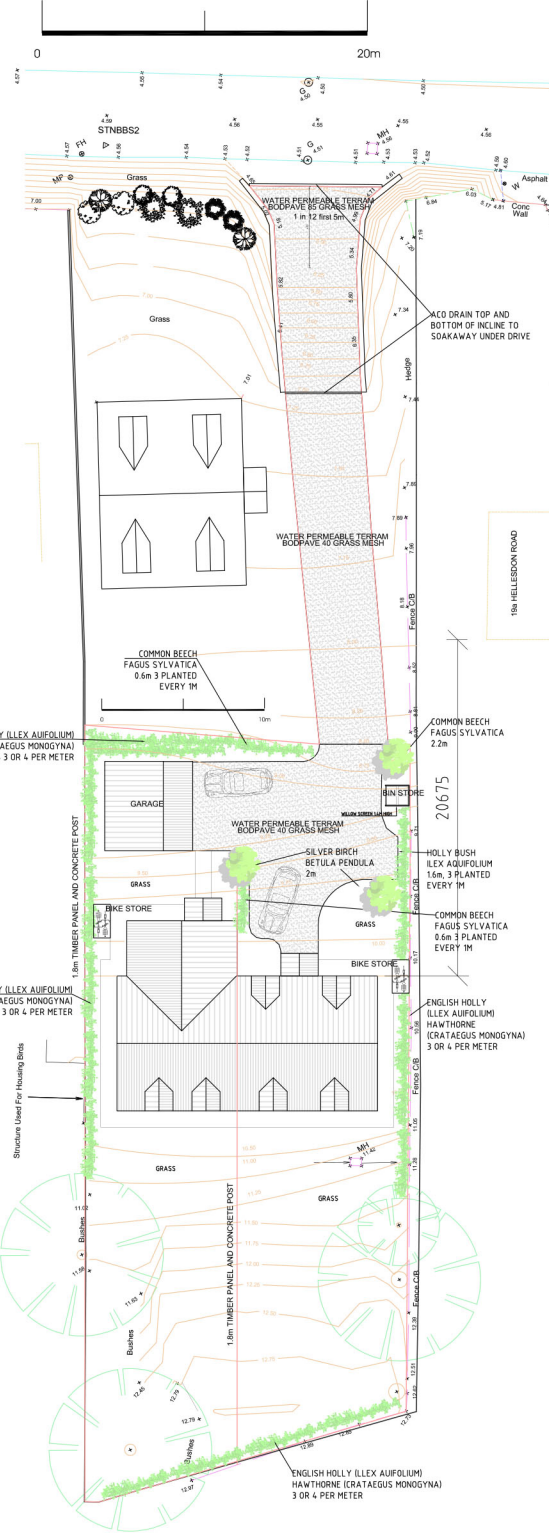
DATE
APR 16

DRAWING NO
NS-3712-200

REV



EXISTING SITE PLAN



PROPOSED SITE PLAN



SITE LOCATION PLAN 1:1250

REV DATE DESCRIPTION

Anglia Design

architects . surveyors
30 Robin House, Newcourt Street, London, NW8 7AD
tel: 020 77229558 fax: 0870 1313804

JOB TITLE	21A&B HELLESDON ROAD NR6 5BE
CLIENT	BELMONT INDUSTRIES LTD
DWG STAGE	PLANNING
DWG TITLE	EXISTING AND PROPOSED SITE PLANS
SCALE	1:100@ A2
DATE	APR 16

DRAWING NO
NS-3712-250

REV
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