

**Report to** Planning applications committee

**Item**

11 February 2016

**Report of** Head of planning services

**Subject** Application no 15/01899/F - 111 Borrowdale Drive,  
Norwich, NR1 4NA

**Reason  
for referral** Objection

**4(f)**

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<b>Ward:</b>	Crome
<b>Case officer</b>	John Dougan - <a href="mailto:johndougan@norwich.gov.uk">johndougan@norwich.gov.uk</a>

Development proposal		
Demolition of rear extension and garage. Single storey dwelling in rear garden.		
Representations		
Object	Comment	Support
2	1	0

Main issues	Key considerations
1 Principle	Development in rear gardens and provision of a wide choice of homes
2 Design	Character of the area, density, scale and design
3 Amenity	Adequate internal / external amenity space. Will the development result in significant loss of light, overlooking or overshadowing of other properties.
<b>Expiry date</b>	17 February 2016
<b>Recommendation</b>	Approve



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Planning Application No 15/01899/F

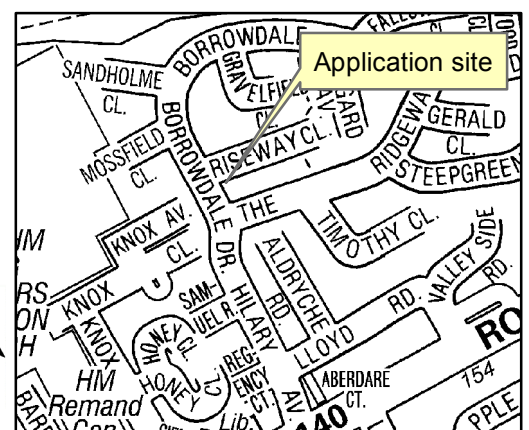
Site Address 111 Borrowdale Drive

Scale 1:1,000



**NORWICH**  
City Council

PLANNING SERVICES



## The site and surroundings

1. The character of the area is residential, comprising single and two-storey detached dwellings of varied plot size. Although the dwellings and plot sizes are relatively consistent on Riseway Close comprising detached bungalows all of which sit with small plots and layout. It was noted that many of the plots on both Borrowdale Drive and Riseway Close are predominantly open, many comprising gravel driveways and low level shrubs.
2. The application site is a corner plot next to the junction with Borrowdale Drive and Riseway Close. The layout and orientation of the single storey bungalow including the position of the rear garden (sideways to 29 Riseway Close) is not consistent with the layout evident on other properties on Riseway Close but is broadly reflective of the layout evident along Borrowdale Drive.
3. A key feature of the site is mature conifer hedge which provides a significant level of screening to the large side garden serving the existing property. The hedge also contributes a great deal by introducing a green edge which softens the appearance of the built form in the streetscene. The hedge may provide some shelter for wildlife but as it is a conifer variety it is not considered to be of optimum wildlife value.
4. There is also a mature hedge next to the east boundary with 29 Riseway Close, being in a rather overgrown state potentially restricting some light accessing the neighbour's kitchen window.
5. The boundary treatment to no.113 Borrowdale Drive comprises a 1.8 metre high close boarded fence with sporadic levels of soft landscaping either side of the fence. An existing garage on the application site is also located next to this boundary.

## Constraints

6. The site is within a critical drainage area.

## Relevant planning history

7.

Ref	Proposal	Decision	Date
15/00952/F	Demolition of rear extension. Single storey dwelling in rear garden.	WITHDN	07/08/2015

## The proposal

8. Sub-division of the plot and the erection of a 1 bedroom bungalow and the provision of an additional access, parking for a single car, replacement / additional landscaping and secure and covered cycle storage / bin storage for each of the plots.

9. A key feature of the proposed landscaping is that it will be an instant living screen product meaning that it will deliver an instant effect in the streetscene and within the site.
10. To facilitate the development, the existing garage and conservatory is to be removed.

### Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	One
Total floorspace	40 sqm
No. of storeys	Single
<b>Appearance</b>	
Materials	Red brick and grey tiles
<b>Transport matters</b>	
Vehicular access	From Riseway Close
No of car parking spaces	One
No of cycle parking spaces	Two

### Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 3 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.
- 12.

Issues raised	Response
Overdevelopment of the plot and not inkeeping with the area.	See main issue 2
Inappropriate scale and design	See main issue 2
My conservatory would be overlooked	See main issue 3

Issues raised	Response
The building and boundary treatment would be oppressive (from garden)	See main issues 3
Loss of light and overshadowing	See main issue 3
Concern about noise and dirt during construction causing nuisance	See informative
The proposed landscaping is not appropriate for the character of the area and would require constant maintenance	See main issues 3
It is unclear how the proposed green screen along the south boundary relates to my property. It is my fence and I think it is inappropriate.	See main issue 3
Concern that the new access would make flooding on the main road worse.	See other matters
The existing hedge along the east boundary is overgrown and already overshadows my kitchen window.	See main issue 3

## Consultation responses

13. 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.
14. None

## Assessment of planning considerations

### Relevant development plan policies

15. **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
  - JCS5 The economy
  - JCS20 Implementation
16. **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
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing

### **Other material considerations**

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

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF4 Promoting sustainable transport
- 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**

18. 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**

19. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.
20. 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.
21. Paragraph 50 of the NPPF states that local authorities should deliver a wider choice of quality homes. A dwelling of this scale is considered to form part of the mix of residential accommodation, contributing to the City housing stock.

22. The principle of residential development is acceptable on this site under policy DM12 subject to the criteria in the second part of DM12 and subject to the other policy and material considerations.

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

23. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
24. A residential use reflects the residential character of the area.
25. Borrowdale drive comprises a mixture of single and two-storey detached dwellings of varied plot sizes. Although, Riseway Close is distinctive in that it that the properties on the street are of uniform layout, scale and design.
26. 111 Borrowdale Drive is a corner plot location which is not reflective of the other layouts along Riseway Close i.e. its two principle elevations with the large site benefiting from a considerable amount of private amenity space to the northern and eastern extents. The proposed dwelling would be accommodated within one of these spacious amenity spaces.
27. The proposed dwelling is reflective of the scale and design of the other properties in Riseway Close, being set back a distance which is sympathetic to the existing building line on the street. The streetscene provided demonstrates that the new dwelling replicates the spatial characteristics on other properties ensuring that it will not appear cramped. These factors coupled with the introduction of a replacement soft landscaping will result in a development which is sympathetic to the visual amenities of the street scene.
28. The acceptability of the proposal in regards to being sympathetic to the character , layout and density of the area is finely balanced. However, taking all of the above factors into consideration, the scale, design and layout of the development is acceptable.

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

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

#### ***Existing / new occupants***

30. The sub-division of the plot will result in layouts which provide an adequate amount of private external amenity space and servicing facilities for the existing and new dwelling. However, a condition is required to ensure that the existing conservatory and garage be removed prior to occupation.
31. It is also recommended that a condition remove permitted development rights in relation to extensions and outbuildings within the resulting plot. This will ensure that the planning authority has the control to determine if such works would reduce the amenity space to a level which would compromise the amenity of the occupants.
32. The private amenity spaces will be delineated by a combination of 1.8 – 2.2 metre high instant green screens delivering an appropriate level of privacy for the occupants. Although, it is recommended that a condition is imposed requiring that this boundary treatment be installed prior to occupation.

33. The National space standards specify a range between 37 and 50sqm depending on whether or not the dwelling has 1 or 2 occupants. The proposal provides a floor area of 40sqm and therefore meets this standard.
34. Each of the main living areas will be served by patio doors and windows delivering an appropriate level of natural light for the new occupants. The provision of a soft natural screen to the west boundary will improve the outlook when viewed from the kitchen and shower room.

### ***Surrounding properties***

35. The key receptors are the adjoining properties to the east (29 Riseway Close) and south (113 Borrowdale Drive).
36. During pre-application discussions, the applicant was invited to introduce a form of boundary treatment which introduced some greening to the site. As such the applicant agreed to remove both sets of hedges and replace them with a 'Mobilane' instant living screen which would deliver year round vegetation and screening within and along each of the boundaries. This would improve the outlook for the occupants and to soften the appearance of the development when viewed from the public realm and neighbouring properties, and would be more aesthetically pleasing than a close board fence. Its purpose is not to hide the development.
37. There is already a dense boundary hedge along the eastern boundary which may overshadow any west facing windows on 29 Riseway Close. The provision of a 1.8 metre green screen is considered to be a more sympathetic alternative which will appear less of overbearing and also result in less loss of light or overshadowing. It will also ensure the privacy of both sets of occupants.
38. The boundary to the south currently comprises of a 1.8 metre high boundary fencing which contains sporadic soft landscaping either side of the fence. It is also noted that the applicant's garage is in close proximity to this boundary and the neighbour's conservatory.
39. The introduction of a 2.2 metre green screen along the southern boundary will project approximately 0.4 metres above a 1.8 metre high fence. In the context boundary treatment can be erected under permitted development rights (2 metres), such a level of landscaping cannot be considered oppressive. Indeed, the applicant's proposal to remove the garage will improve the outlook from within no.113.
40. Whilst the ownership of the boundary fence to the south is not a material planning consideration, it is recommended that a condition be imposed clarifying the position of the new green screen in the context of the existing boundary fence.
41. The dwelling has been sited and designed to minimise the impact on neighbouring properties. Whilst the ridge height of the dwelling is 3.85 metres, it has an eaves height of 2.3 metres. The footprint of the dwelling has also been set back from the south boundary by 2 metres and the massing reduced by the use of a hipped roof. Therefore, the massing and position of the low profile dwelling in the context of the proposed screening and orientation of the site will not result in significant loss of outlook, overshadowing or light to the adjoining property to the south.



42. A combination of the existing fence and additional soft landscaping along the south boundary will mean that no loss of privacy of no.113 will result.

43. It is acknowledged that the new dwelling will be within 1 metre of the west boundary, potentially resulting in some overshadowing of the new side amenity space that will serve the existing dwelling. However, as that dwelling will still benefit from a large portion of amenity space to the north of the site and this overshadowing will only occur in the morning, no significant harm to the amenity of those occupants is expected.

#### **Compliance with other relevant development plan policies**

44. 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.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Cycle storage	DM31	Yes subject to condition
Highway safety / Car parking provision	DM28, DM30, DM31	<p>Yes. The existing property will be served by the existing access on Borrowdale Drive providing parking for at least 2 cars. Such an arrangement is acceptable to serve the existing two bedroom dwelling.</p> <p>It is noted that the new access on Riseway Close will be partially set behind a 1.8 metre high boundary screen, possibility restricting some visibility. However, such an arrangement is not considered to be untypical in a low traffic residential location. Therefore no significant harm to highway safety is expected.</p>
Refuse Storage/servicing	DM31	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	<p>Yes. A neighbouring property expressed concern that the new access may result in flooding on the road. It is acknowledged that the site is in a critical drainage area. However, the access in question is to be constructed in a permeable material, the details of which can be secured by condition. Any alterations to create a vehicle cross over will be subject to separate approval by the highway authority. An informative is recommended.</p>

Requirement	Relevant policy	Compliance
Landscaping	DM3, DM7, DM8 NPPF paragraphs 9, 17, 56, 109 and 118	<p>It is acknowledged that many of the frontages along Borrowdale Drive are open, either occupied by hard landscaping or low level soft landscaping. That being said, the application site already contains a dense hedge along much of its Riseway Close frontage.</p> <p>In light of the above, the introduction of a replacement green screen, ornamental, trees and lawn is reflective of what is currently on the site. Indeed, the provision of soft landscaping as opposed to concrete paving slabs will reduce surface water run off and also provide increased biomass for wildlife. It will also increase the levels of private amenity space for the occupants.</p> <p>Details of specification and implementation can be secured by condition.</p>
Biodiversity	DM6	Biodiversity enhancements in the form of new landscaping are proposed. It is not considered appropriate to require provision of bird boxes given the single storey height of the proposed building.

### Other matters

45. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation:
46. It is acknowledged that there may be some noise and dirt associated with the construction of the dwelling. However, the development is relatively small scale and not uncommon in an urban environment. Therefore, it is unlikely that surrounding properties would experience any significant or long term nuisance. Nevertheless, it is recommended that an informative be added advising the applicant to undertake works in a safe and considerate manner.

### Equalities and diversity issues

47. There are no significant equality or diversity issues.

### Local finance considerations

48. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy.

49. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.
50. In this case local finance considerations are not considered to be material to the case.

## **Conclusion**

51. The principle of a dwelling in an existing residential area and will contribute to the city housing stock.
52. The building is of a scale, design and position which is reflective of the other properties on Riseway Close. The provision of a sensitively designed dwelling with soft landscaping is sympathetic to the visual amenities of the streetscene.
53. All other matters including clarification of sustainable urban drainage, water efficiency, boundary treatment and demolition of existing buildings within the site can secured by condition.
54. The acceptability of the development is finely balanced, as the proposed plot would be smaller than others in Riseway Close. However, taking all of the above factors into consideration, the development is on balance considered to be acceptable.
55. The development is in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

## **Recommendation**

To approve application no. 15/01899/F - 111 Borrowdale Drive Norwich NR1 4NA and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. The existing garage and conservatory to be removed prior to occupation
4. Removal of permitted development rights – extensions and outbuildings
5. Submission of a landscape management plan.
6. Hedge to be removed outside the bird nesting season
7. Details of surface materials and sustainable urban drainage measures
8. The cycle and bin storage facilities to be installed prior to occupation
9. Details of water conservation measures

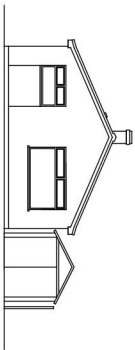
## **Informative**

1. Works to a public highway
2. Street naming
3. Bins
4. Considerate constructor

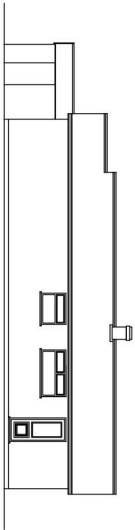
**Article 35(2) statement**

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 at the pre-application stage the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.

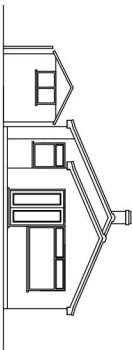
EXISTING SURVEY OF 111 BORROWDALE DRIVE, NORWICH, NR1 4NA.



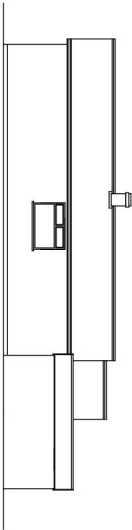
SOUTH WEST ELEVATION - 111 BORROWDALE DRIVE



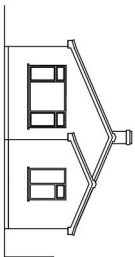
NORTH WEST ELEVATION - 111 BORROWDALE DRIVE



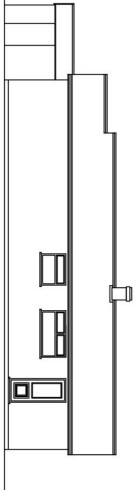
NORTH EAST ELEVATION - 111 BORROWDALE DRIVE



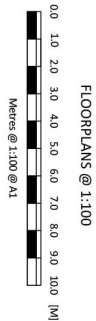
SOUTH EAST ELEVATION - 111 BORROWDALE DRIVE



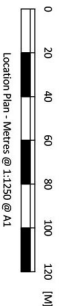
RISEWAY CLOSE STREET SCENE



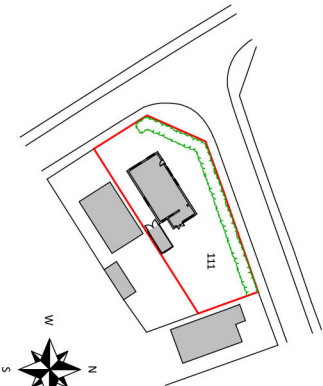
EXISTING GROUND FLOOR LAYOUT PLAN



LOCATION PLAN



BLOCK PLAN



EXISTING

**K GARNHAM**  
DESIGN

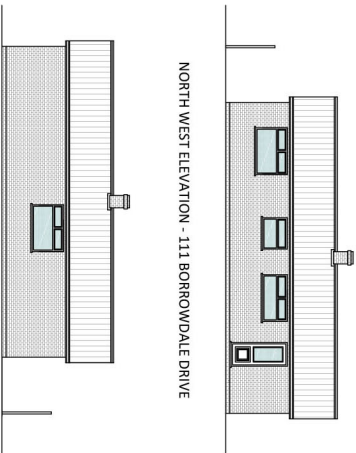
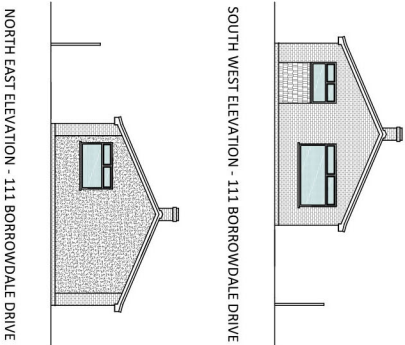
01503 51854 • [www.agnham.co.uk](http://www.agnham.co.uk)  
851 mce@agnham.co.uk

Project - Proposed Extension to 111 Borrowdale Drive, Norwich, NR1 4NA  
Client - Mr John Reynolds  
Scale - as built  
Drawn By - JGK  
Date - 2020-2021  
Revision Number - 1  
Drawing Number - 1006  
Sheet Number - 1  
WKS: KGA

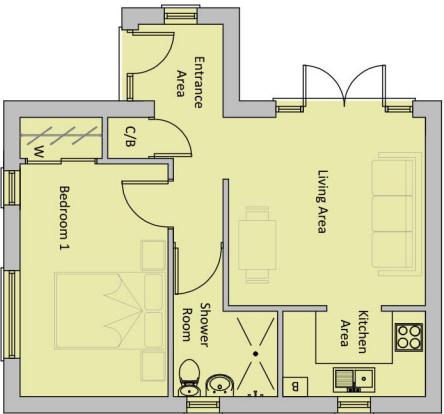
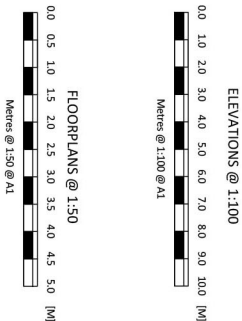
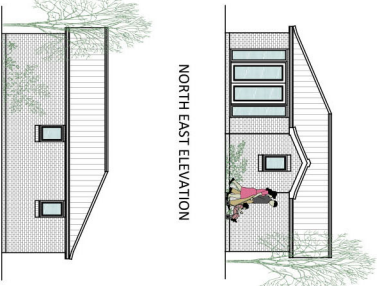
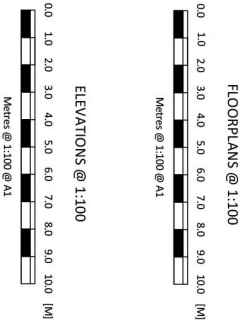
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PROPOSED ONE BEDROOM DETACHED DWELLING TO REAR OF 111 BORROWDALE DRIVE, NORWICH, NR1 4NA.

DEMOLITION OF EXISTING REAR EXTENSION AND REMEDIAL WORKS TO 111 BORROWDALE DRIVE



PROPOSED TWO BEDROOM DETACHED DWELLING TO REAR GARDEN OF 111 BORROWDALE DRIVE



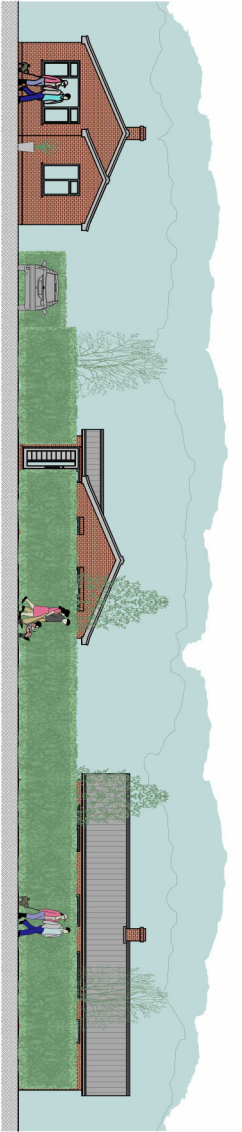
NOTE:  
It is proposed the new dwelling will have a minimum gross internal floor area of 40 square metres. This meets the requirements of the National Space Standards, both technically and to the minimum gross internal floor area for a 1 bedroom, 1 bed space single storey dwelling.

PROPOSED

PROPOSED GROUND FLOOR LAYOUT PLAN



RISEWAY CLOSE STREET SCENE



OPTION 6

PROPOSED ONE BEDROOM DETACHED DWELLING TO REAR OF 111 BORROWDALE DRIVE, NORWICH, NR1 4NA.

BLOCK PLAN

NOTE:  
It is proposed the new dwelling will have an internal floor area of 40 square metres. This meets the requirements of the National Space Standards, both technically and to the minimum gross internal floor area of 35 square metres, 1 bed space single storey dwelling.



Proposed Materials to Proposed Dwelling.

- Walls - Walls to be red facing brick (Bosco Periam Light Multi Shod 65mm - Machine Made Stock and Light Texture Clay Brick)
- Roof - Roof to be Concrete Interlocking Tiles (Makery Eternit Modern - Smooth Grey).
- Windows - Windows to be white PVC-U windows in a style as shown (or similar).
- Doors - Doors to be white PVC-U doors in a style as shown (or similar).
- Rain Water Goods - Rain Water Goods to be black half round UPVC guttering with UPVC downpipes.

PROPOSED

**K GARNHAM**  
DESIGN

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