

Report to Planning applications committee
13 October 2016

Report of Head of planning services

Subject 16/01115/F- Garages opposite 46 Goldwell Road

Reason for referral Objections and application affecting City Council land.

Item

4(i)

Ward:	Town Close
Case officer	Robert Webb - robertwebb@norwich.gov.uk

Development proposal		
Demolition of garages and construction of 6 No. flats.		
Representations		
Object	Comment	Support
37	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
2 Design	Impact on the character of the area, scale, form, massing and appearance.
3 Transport	Accessibility of site, impact on car parking, traffic, highway safety, cycle parking, servicing.
4 Amenity	Impact on neighbouring occupiers
Expiry date	20 October 2016
Recommendation	Approval subject to conditions.



© Crown Copyright and database right 2016. Ordnance Survey 100019747.

Planning Application No 16/01115/F

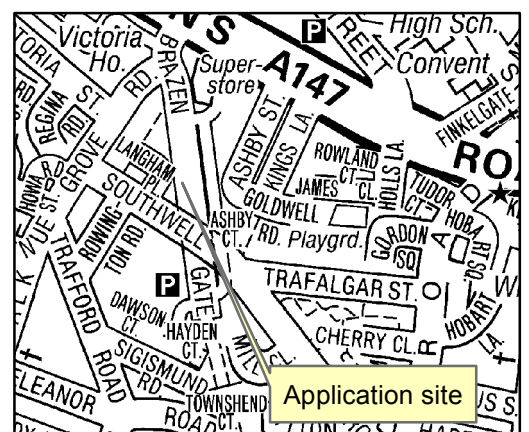
Site Address Garages opposite 46 Goldwell Road

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is owned and managed by Norwich City Council and consists of a surface car park with 18 spaces and 7 garages just to the south of the city centre. The site is at the end of a cul-de-sac and is surrounded by residential development to the east, west and south. To the north is a business unit and beyond that a multi-storey car park used by Aviva.

Constraints

2. The site is adjacent to, but outside of, the Thorpe Hamlet Conservation Area.

Relevant planning history

3. There is no relevant planning history held by the City Council.

The proposal

4. The proposal is one of a number of sites identified by Norwich City Council as having the potential to accommodate new affordable housing to be developed by a registered provider, Orwell Housing Association. The Council are seeking overall to deliver 66 affordable units across the city as part of the current programme, and these would be designed to meet Homes and Communities Agency (HCA) design and quality standards. The dwellings would be available at social or affordable rent whilst meeting high environmental standards. All homes would be advertised using the City Council's choice based letting scheme.
5. In this instance the proposal is to demolish an existing garage block and construct a two storey building in place of the garage block and existing car park which would contain six one bedroom flats. The flats would be a car-free development, although six parking spaces would be provided which would be allocated by Norwich City Council in response to local need in the area. Two of these would be disabled spaces. There would be a private communal amenity area to the rear which would house a cycle store. The proposals have been revised to improve their appearance from the street and relationship with the surrounding context.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	6
No. of affordable dwellings	6
Total floorspace	166.6m ² (each flat 46m ² , with one being 48.6m ²)
No. of storeys	2
Density	96 dwellings per hectare

Appearance	
Materials	Walls – red stock brickwork and cream render. Roof – concrete slates. Windows – white Upvc double glazed units. Doors – GPR/timber front entrance doors.
Energy and resource efficiency measures	Solar pv panels, low energy lighting, gas condensing combination boiler with flue gas heat recovery system.
Transport matters	
Vehicular access	From Goldwell Road
No of car parking spaces	The proposed development is car free but includes 4 parking spaces and 2 disabled places which would be owned and allocated by Norwich City Council in response to local need.
No of cycle parking spaces	Cycle storage provided for each property within secure area.
Servicing arrangements	Communal bin storage within the ground floor or proposed building.

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Representations have been received from 31 individuals citing the issues as summarised in the table below. In addition a petition has been received signed by 61 people. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Concern at loss of parking spaces and increased parking pressure on Goldwell Road, Ashby Street and Kings Lane where parking is at a premium, including from the use of business parking permits.	See main issue 4
Concern at loss of garage spaces	See main issue 4
Concern regarding highway safety	See main issue 3
Concern the proposal would be over-dominant, cause overlooking and overshadowing	See main issue 4
The flats do not meet the minimum internal space standards	See main issue 2

Concern that the proposal would inhibit access by emergency vehicles.	See main issue 3
---	------------------

Consultation responses

7. 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.

Environmental protection

8. I have viewed the desk study provided for this application and agree with the recommendation that further intrusive works are required. If approval is given, I suggest that conditions are applied to secure this. . The unexploded ordnance risk may also require further consideration by a specialist due to the close proximity of known WWII bomb drops.

Highways (local)

9. No objection on highway/transportation grounds. The development and site layout is acceptable, parking, refuse and cycle storage are acceptable.

NCC Housing

10. Following public consultation on the plans for this site, we were made aware that there are Blue Badge holders using the garages here. We spoke to the applicants and have now agreed that instead of them developing a housing scheme with six allocated parking spaces, that the site will be car-free, with six spaces, including two disabled spaces to be made available for local residents. There are six garage tenants that would be served with a Notice to Quit if the plans are approved. Garage vacancies were checked on 30/09/16. There were 6 garages available within 250 metres of the site and a further 6 available within 500 metres. There are additional garages within Goldwell Road but these are currently fully occupied. When a vacancy arises, priority will be given to any blue badge holders who have been served a Notice To Quit.

Assessment of planning considerations

Relevant development plan policies

11. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS7 Supporting communities
 - JCS9 Strategy for growth in the Norwich policy area
12. **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
- DM4 Providing for renewable and low carbon energy
- DM5 Planning effectively for flood resilience
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

13. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- 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

14. 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 sections provide an assessment of the main planning issues in this case in relation to the relevant policies and material considerations.

Main issue 1: Principle of development

15. Joint Core Strategy (JCS) Policy 4, supports housing delivery within the plan area, which this site falls. National policy, as set out in the Core Principles of the NPPF encourages new housing development to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. JCS policy 4 also encourages provision of affordable housing including of social rent and affordable rent tenure types as these are recognised and being particularly important in meeting housing need in the city.
16. Policy DM12 of the Norwich Development Management Policies Plan supports new residential development within the city boundary except in specific circumstances, none of the exceptions apply to this application site.
17. The NPPF encourages 'the effective use of land by reusing land that has been previously developed'. This site constitutes previously developed land. The site is in a sustainable location for new housing within the city centre. The proposed housing is therefore considered to be acceptable in principle and in this case would have the planning benefit of providing new affordable housing, subject to assessment against

any other relevant policies or material considerations as outlined in the NPPF and the Development Plan. This is further set out below.

Main issue 2: Design

18. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
19. The site is surrounded by two storey residential development and the proposal would be in keeping with the scale and form of development in the area. Amended plans have been sought during the application process to ensure the layout respects the position of surrounding buildings and provides for a better standard of amenity for existing and future residents. The proposal provides for the necessary bin and cycle storage and also provides a small outside amenity area, together with small areas of outdoor private amenity spaces for the ground floor flats. The design, scale and appearance is considered acceptable.
20. The flats proposed would have an internal floor area of 46 sq. m. (apart from one flat which has an internal floor area of 48.6 sq. m.) and are intended as 1 bedroom 2 person units. The floorspace is therefore below the national space standards figure of 50 sq. m. for this type of property. It is recognised however that if the dwellings were occupied by 1 person, then the minimum space standard of 39m² would be met. Whilst the failure to meet the minimum space standards is regrettable, it is not considered in itself to warrant refusal of the application given that the proposal is otherwise well-designed and would lead to the delivery of affordable housing in a sustainable location.

Main issue 3: Transport

21. Key policies and NPPF paragraphs – DM2, DM11, NPPF chapter 4.
22. The site is located in an accessible and sustainable location within walking distance of the city centre and bus station. Car-free development is therefore acceptable in this location. The proposal would provide 6 parking spaces which would be allocated by the City Council according to local need. Secure cycle parking would be provided for each property. No objection is raised by the Highway Officer with regard to highway safety. The proposal therefore complies with the above policies. The proposal would not compromise the ability of the emergency services to access Goldwell Road. The issue of the loss of the existing car park and garages is dealt with in the following section.

Main issue 4: Amenity

23. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
24. A number of objections have been received to the proposal, with particular concerns about the loss of parking/garage spaces, increased parking pressure on the surrounding roads and the potential knock-on effects of this pressure.
25. Information provided with the application indicates that in June this year 100% of the garages were occupied, meaning all 7 garages. At that time there were 8 available garages within 800m of the site, which indicates that alternative provision is available in the locality. Information received from the applicant indicates the

surface parking area is very well used, particularly during the evenings and weekends, and this point has been made by the residents.

26. It is acknowledged that some harm would be caused to residential amenity by the loss of the existing spaces. However this must be weighed against the significant benefits of delivering affordable housing in a sustainable location within the city. This will be a matter for Members to judge, but the advice from Officers is that in planning policy terms, addressing housing need is considered to be of greater importance than providing off-road parking spaces, particularly in a location which has excellent links to public transport and the city centre and where there is the opportunity to use other modes of transport such as buses and cycles to travel. It is therefore recommended that the application should not be refused on the grounds of loss of parking.
27. With regard to other concerns about loss of privacy and overshadowing, the amended proposal has been designed in such a way that would minimise these impacts, both through its siting and also through the careful positioning of windows and the use of obscure glazing where appropriate. No material harm would be caused in this regard.

Other matters

28. The proposal is acceptable in terms of its impact on flood risk, biodiversity, land contamination and the energy efficiency measures proposed.

Equalities and diversity issues

29. There are no significant equality or diversity issues.

Local finance considerations

30. 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.
31. 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.
32. In this case local finance considerations are not considered to be material to the case.

Conclusion

33. The proposal for development of the site in Goldwell Road would provide six new affordable homes in a sustainable location and is considered to be acceptable in planning terms. It is acknowledged that there would be some harm caused to residential amenity for the surrounding properties in terms of the loss of the existing garage and surface parking, and clearly this is a contentious matter for local residents. However this must be balanced against the benefit of the proposal in terms of providing much needed affordable housing and when assessed against local and

national planning policies, this benefit is considered to outweigh the loss of the site for parking, particularly given the presence of alternative garage provision within the locality and the very sustainable and accessible location of the site.

34. The proposal is in accordance with the requirements of the National Planning Policy Framework and the policies of the Development Plan, and there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application 16/01121/F and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Details of facing and roofing materials; windows; joinery; boundary treatments, walls and fences; external lighting;
4. Details of hard and soft landscaping and planting
5. Window serving stairwell on southern elevation to be obscure glazed and non-opening
6. Water efficiency
7. Contamination risk assessment and report to be submitted
8. Unknown contamination to be addressed
9. Control on imported materials

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 in the officer report.

LEGEND

- Denotes rotary line inductor:
7640.000mN +



Denotes proposed tree planting, layout to be to Specialists design & to the approval of the Local Authority.



Dencorex 2390 x 1790mm timber garden shed for cycle storage etc, to have a permanent lock to BS 3621:2204. Shed to be securely fixed to concrete base.



Demolish standard 150 litre polythene water butt with childproof lid & stand receiving discharge from r.w. downpipes. Provide draw off tap for water & automatic overflow pipe into adjacent sewer gully. Downpipe must be easily detached for cleaning of interior.



Denotes standard concrete paving slab to private garden areas colour "Natural" to the approval of the Local Authority.



Denotes 4m high column street lamp.



Recycling provided & collected by the Local authority on a weekly rotation basis.



Provide min \$1000mm blab immunostained close hooded and after



climb fences with concrete gravel boards & concrete posts to boundaries between private gardens.



Dances permeable block pavior to parking bays and turning areas - finish laid in accordance with engineers details. Final



Marshall's Saxon paving - To the approval of the Local Authority

Schedule

Schedule	Beep/Person	Entrance / Semi-d	Story Height	Internal Floor Height (ft)	Parking Arrangements
Park 1	1b2p	Ground Floor Flat	1	46.0 (145f)	No allocated parking space
Park 2	1b2p	Ground Floor Flat	1	46.0 (145f)	No allocated parking space
Park 3	1b2p	Ground Floor Flat	1	46.0 (145f)	No allocated parking space
Park 4	1b2p	First Floor Flat	2	46.0 (145f)	No allocated parking space
Park 5	1b2p	First Floor Flat	2	46.0 (145f)	No allocated parking space
Park 6	1b2p	First Floor Flat	2	46.0 (145f)	No allocated parking space
Park 7	1b2p	First Floor Flat	2	46.0 (145f)	No allocated parking space
Park 8	1b2p	First Floor Flat	2	46.0 (145f)	No allocated parking space
Park 9	1b2p	First Floor Flat	2	46.0 (145f)	No allocated parking space
Park 10	1b2p	First Floor Flat	2	46.0 (145f)	No allocated parking space

peterwellsarchitects

Office 14111, Leuca, 11911, Woodbridge, Suffolk, IP12 7PA - 01206 743330 - info@petrowebaircruitment.co.uk

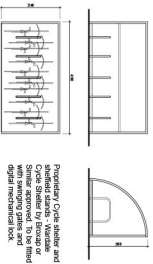
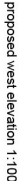
NCC College LLC, Guilford Road, NRI 37A

How many needed?

1

Overall score: 70.5 (40.0-100.0)

2000-01-01 00:00:00 2000-01-01 00:00:00

peterwellsarchitects

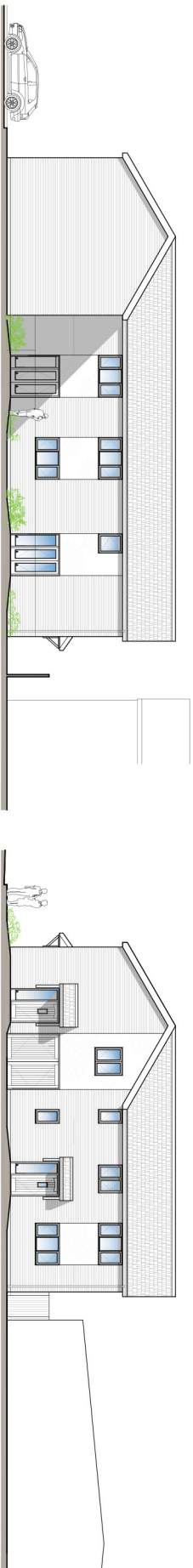
office farm, letheringham, woodbridge, suffolk, ip13 7RA - 01728 745356 - info@peterwellsarchitects.co.uk

NCC Garage Site, Goldwell Road, NR1 3PX

Title : Proposed Ground Floor Plan & Elevations

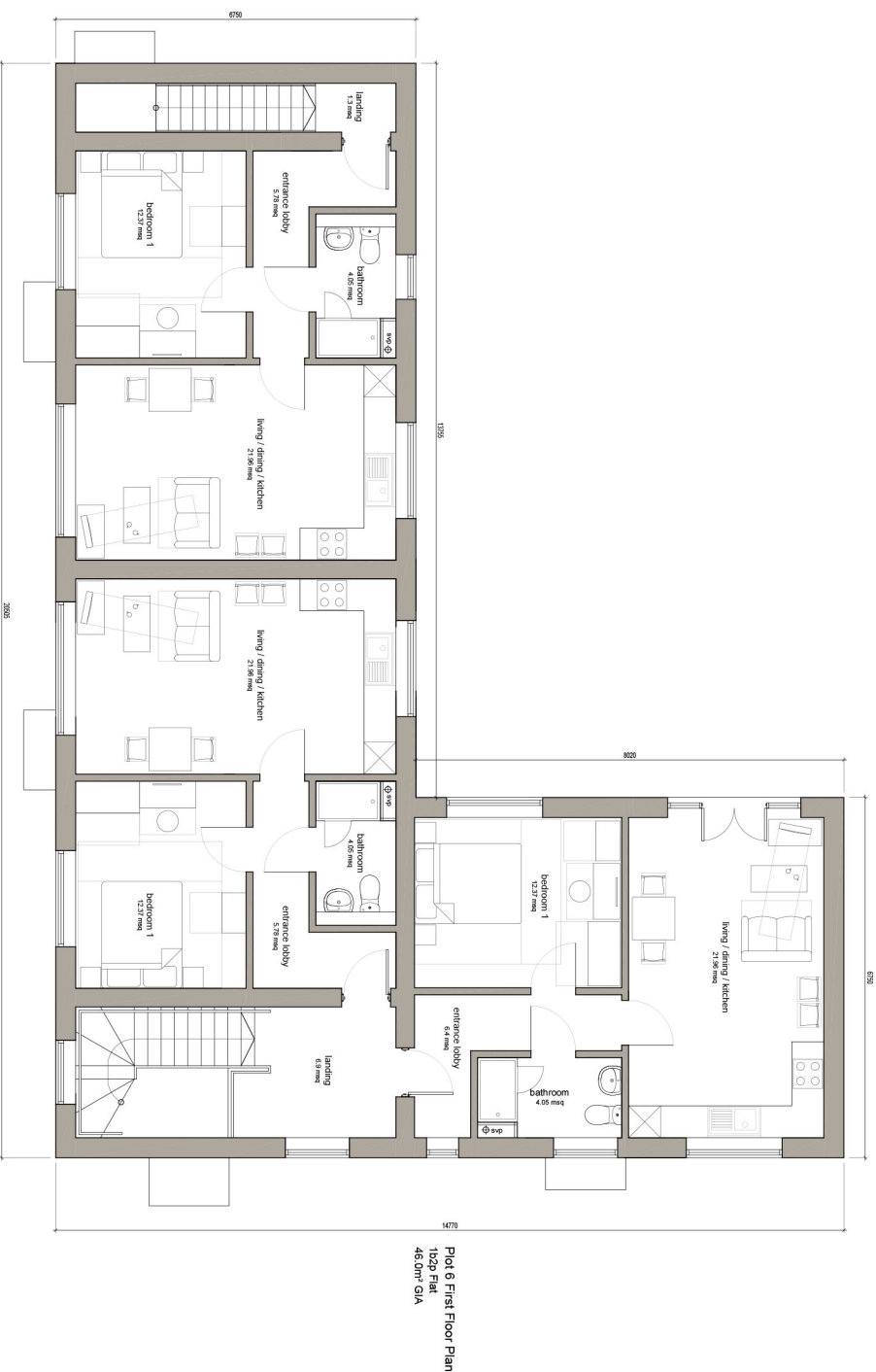
Item :	Org. Status :
Orwell Housing	Planning

DATE :	April 2016	SCALE :	1:50, 1:100 @ A1	DWG. NO. :	PW/61_PL03	REV. NO. :	
--------	------------	---------	------------------	------------	------------	------------	--



proposed north elevation 1:100

proposed east elevation 1:100



Plot 6 First Floor Plan
1b2p Flat
46.0m² GIA

Date	Revision	Description	Drawn	Checked
12.06.16	E	Amended to patients comments	ash	PW
30.08.16	D	Amended to patients comments	ash	PW
01.07.16	C	Amended to clients comments	ash	PW
02.06.16	B	Amended to data	ash	PW
10.05.16	A	Amended to data	ash	PW

peterwellsarchitects
office firm, letteringham, woodbridge, Suffolk, IP13 7RA - 01728 745366 - info@peterwellsarchitects.co.uk

office farm, letheringham, woodbridge, suffolk, IP13 7RA - 01728 745356 - info@peterwellarchitects.co.uk

Project :	NCC Garage Site, Goldwell Road, NRI 3PX
DWG Title :	Proposed First Floor Plan & Elevations

Client:	Orwell Housing	Doc. Status:	Planning
Date:	April 2016	Scale:	1:50, 1:100 @ A1
		Doc. No.:	PW761_PL04
		Revision:	E

DISCLAIMER: This drawing was prepared for the Client, Project & Site listed below and for the purposes set out in the Project Particulars. Please note that it is issued subject to responsibility whosoever should the drawing be used by any other person on any other project than those listed. This drawing is to be used in conjunction with all relevant drawings and specifications. ALL MISREPRESENTATIONS ARE TO BE CHECKED ON SITE AND ANY DISCREPANCIES REPORTED TO PETER WELLS ARCHITECTS