

Report to Planning applications committee

Item

13 August 2020

Report of Area Development Manager

Subject Application no 20/00568/F - Garages in front of 24 - 26
Leopold Road, Norwich

4(b)

**Reason
for referral** Objections

Ward:	Eaton
Case officer	Maria Hammond - mariahammond@norwich.gov.uk

Development proposal		
Demolish six garages. New single storey dwelling.		
Representations		
Object	Comment	Support
5		

Main issues	Key considerations
1	Principle of loss of garages and erection of dwelling
2	Design
3	Amenity
4	Transport
Expiry date	18 August 2020
Recommendation	Approve

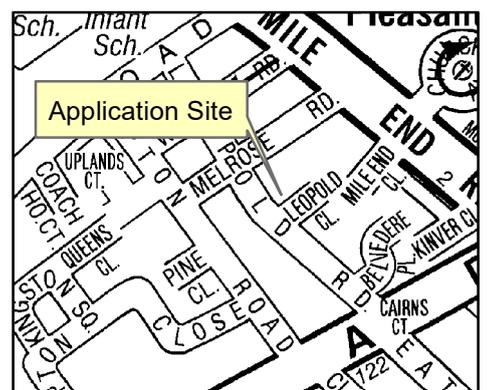


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Planning Application No 20/00568/F
Site Address Garages in front of
24 to 26 Leopold Road
Scale 1:500



NORWICH
City Council
PLANNING SERVICES



The site and surroundings

1. The application site is a small site of 0.02 hectares on the northeast side of Leopold Road, a suburban residential road to the southwest of the city centre. A row of six single storey garages occupies the site, separated from the road by an area of hardstanding and built hard up to the rear and side boundaries.
2. Development along Leopold Road to the southeast of the site is characterised by quite substantial detached and semi-detached two storey dwellings in spacious plots, dating from the early twentieth century, with some later flatted developments also. To the northwest, there are Victorian terraces and matching infill development and the site occupies a transitional point between these two characters.
3. Immediately southeast of the site there is a recently constructed storey and a half dwelling, occupying part of the rear garden of a dwelling at the corner of Leopold Close (references 18/01025/F and 19/01623/MA and subject to current application 20/00630/MA which is considered elsewhere on this agenda).
4. Northwest, the site adjoins the rear garden of an end terrace dwelling which fronts Melrose Road. Northeast, it adjoins part of the rear garden of the next dwelling along on Melrose Road, the part furthest from the house. These rear gardens to terraced dwellings on Melrose Road are long and narrow.
5. Front boundary treatments in the surrounding area are predominantly hedges, some behind low brick walls.

Constraints

6. The site is within a critical drainage catchment.

Relevant planning history

7.

Ref	Proposal	Decision	Date
20/00359/F	Demolish six garages. New two storey dwelling.	REF	14/05/2020

The proposal

8. It is proposed to demolish the row of existing garages and construct a detached single storey, one bedroom dwelling. This would sit relatively centrally within the site with a parking space and cycle and bin storage to the northwestern side and a private garden to the southeast.
9. This application follows the refusal of an application a one and half storey dwelling on the site (20/00359/F) which was refused due to the poor quality design of the house and landscaping which would appear incongruous in the streetscene and be

detrimental to local character, and the unacceptable overbearing and overshadowing impacts on neighbouring gardens to dwellings on Melrose Road resulting from the height of the eaves and ridge and proximity to the rear boundary.

10. At single storey, the height of the proposed dwelling has been reduced from the previous proposal and the design and siting have also been revised. During the consideration of the application, further amendments have been made to reduce the roof height.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	One
Total floorspace	50 square metres
No. of storeys	One
Max. dimensions	8.96 metres by 6.6 metres in footprint and 2.45 metres to the eaves and 4.7 metres to the ridge.
Appearance	
Materials	Beige coloured render, anthracite grey UPVC windows, French doors and fascias, anthracite grey composite entrance door and natural slate roof.
Transport matters	
Vehicular access	As existing
No of car parking spaces	One
No of cycle parking spaces	Storage shed proposed
Servicing arrangements	Bin storage proposed, collection by road

Representations

11. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Five 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
Loss of an amenity which is used by local residents - currently all garages are occupied.	See main issue 1.
Over development of area	See main issue 2.
Loss of light to Melrose Road properties. To minimize overshadowing it would be preferable if the pitch of the roof could be reduced.	See main issue 3. The roof pitch and total height has been reduced in amendments made since this comment was received. No responses were received to the re-consultation on the amended drawings.
Loss of outlook	See main issue 3.
Loss of privacy	See main issue 3.
Building should be no closer to the road than 1 Leopold Close	See main issue 2.
Ideally increased to 2 parking spaces	See main issue 4
Restrict future development	Future alterations and extensions can be managed by removing permitted development rights by condition, if considered necessary and reasonable. The submission of applications for future development cannot be controlled and any future proposals would be considered on their own merits.
Not materially different from previous proposal.	Observation noted.
Should be positioned within 0.5m or 1m of Leopold Road and of new dwelling at 1 Leopold Close to reduce conflict with Melrose Road properties or unacceptable overlooking and overdevelopment will be consequence	The proposal as submitted needs to be determined.
Loss of existing garages and on street parking	See main issues 1 and 4
Rear boundary wall should be replaced like for like	See main issue 2
Very careful handling is required to prevent soil- or airborne contamination.	See Environmental Protection comments below and main issue 3

Consultation responses

12. 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

13. Following an assessment of the site and its historical use I would recommend the conditions concerning unknown contamination and imported material.

Highways (local)

14. Recommendation

- (a) Reconstruction of footway to full kerb height except where vehicle access is required.
- (b) Car parking area constructed with permeable block paving or similar.

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
 - JCS6 Access and transportation
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
 - DM11 Protecting against environmental hazards
 - DM12 Ensuring well-planned housing development
 - DM30 Access and highway safety
 - DM31 Car parking and servicing

Other material considerations

17. **Relevant sections of the National Planning Policy Framework February 2019 (NPPF):**
- NPPF2 Achieving sustainable development
 - NPPF5 Supporting high quality communications infrastructure

- NPPF9 Promoting sustainable transport
- NPPF5 Delivering a sufficient supply of homes
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF15 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 section 5
20. The site is not subject to any of the exceptions in Policy DM12 so the principle of residential development is acceptable, subject to consideration of the matters below.
21. The loss of the six existing garages must be considered. The applicant has advised that two are used for vehicle parking and four for storage by local residents. They are said to be in a poor state of repair with water ingress, at the end of their useful life and their appearance is detrimental to the character of the area.
22. The proposal would displace the existing uses and, as noted in representations, potentially increase on-street parking locally. There is no highways objection to the proposal and the site is not in a controlled parking zone so on-street parking is available to all residents and users of the existing garages. It is not therefore considered that the loss of the existing garages would make any significant contribution to any local parking congestion and the addition of a dwelling to local housing supply is a benefit of the proposal which, subject to the considerations below, weighs in its favour.

Main issue 2: Design

23. Key policies and NPPF paragraphs – JCS2, DM3, NPPF section 12
24. This is a small site constrained by its relationship with neighbouring properties. Accordingly, the one bedroom dwelling is modest in footprint and, in response to the refusal of the previous proposal for a dwelling with first floor accommodation, only single storey in height. During consideration of the application the height has been further reduced by lessening the roof pitch (from 35 to 30 degrees). The impacts on amenity are considered below, however in design terms the scale, which allows for parking and garden space and marks the transition in character along the road, is considered appropriate. The siting would roughly align with the front of the newly constructed dwelling adjacent to it and provide an appropriate

visual relationship between the two. Contrary to what one representation suggests, the scale of the proposal is not considered overdevelopment of the site.

25. The roof form of the previous proposal was a rather convoluted response to the constraints of the site in an attempt to accommodate a first floor whilst reducing the ridge height, and was considered poor quality design which would be detrimental to local character. The revised design now proposed is more conventional and reflects the character of the area. In its detailed design, the dwelling is simple which is considered appropriate to its modest scale and the materials are characteristic of the area.
26. The site layout makes provision for parking, servicing and amenity space, with an open front garden and wall and hedge to enclose the garden to the side. It is considered that a high quality landscaping scheme, including any new boundary treatments, permeable hard surfaces and soft landscaping should be agreed by condition to ensure this complements the dwelling and its appearance in the streetscene. Subject to this, the design is considered acceptable.

Main issue 3: Amenity

27. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 127 and 180.
28. The dwelling would comply with minimum space standards for a one bedroom dwelling and each room would have adequate outlook and natural light. To the southeast of the site, there would be adequate private external amenity space and the standard of amenity for future occupiers is therefore considered acceptable.
29. Compared to the previous refused proposal, the distance from the rear boundary has increased from 0.5 metres to 1.2 metres and the height reduced from 7.6 metres to 4.7 in an attempt to reduce the overbearing and overshadowing to the gardens of dwellings on Melrose Road to the north of the site. Due to the orientation of the site and the narrow width (approximately 3.6 metres) of the neighbouring gardens to the north, it is considered the proposal would still result in some overshadowing for a proportion of the day.
30. This proposal would, however, affect a smaller area of the gardens and reduce the proportion of the day affected, compared with the previous proposal, and the overbearing presence of the dwelling would be lessened, particularly by the increased distance from the boundary. It is not considered the accommodation of the dwellings would be affected by overshadowing or overbearing, nor the gardens as a whole at any point in time. Whilst acknowledging that there would still be some impact, it is not considered that this proposal for a single storey dwelling would result in any overshadowing or overbearing impacts on the amenity of neighbouring occupiers that would be unacceptable or contrary to Policy DM2.
31. Impacts on outlook and privacy of neighbouring dwellings have also been raised in objections to the application. As there would be no first floor, it is considered the existing and proposed boundary treatments and distances to neighbouring dwellings are sufficient to mitigate any loss of privacy and it is not considered the appearance of the dwelling would be detrimental to the private outlook of any neighbouring dwelling, particularly given the more harmful appearance of the existing garages.

32. A residential dwelling will generate more intensive activity than the existing garages but given the predominant residential use in the local area it is not considered this would be detrimental, especially with regard to the one bedroom scale of the dwelling.
33. Representations have sought assurances that only a single storey would be built and no future proposals for increases in height or other amendments could be made that might be detrimental to amenity. Should permission be granted, it would be necessary for the development to be constructed in accordance with the approved plans and any deviation would be liable to enforcement action. It is not possible to restrict the submission of future applications for further development, extensions or other alterations, but each proposal would be considered on its own merits. It is, however, considered appropriate to remove permitted development rights for extensions and roof alterations in light of the weight given to the scale of the proposal in the assessment above.
34. An informative note can be used to advise of the need for considerate construction in this residential area and to manage the risk of any pollution or contamination arising.
35. The proposal for a single storey dwelling is therefore considered to provide an acceptable standard of amenity for future occupiers and not result in any unacceptable impacts on neighbouring dwellings and is acceptable in accordance with Policy DM2.

Main issue 4: Transport

36. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 9
37. The larger dwellings along Leopold Road southeast of the site have off-street parking and the terraced streets to the northeast are not subject to permit parking restrictions. The displacement of the existing vehicles parked in garages is therefore unlikely to have any unacceptable impact on parking congestion in the area.
38. The proposal makes provision for off-street parking for one car, in accordance with standards, so would not contribute to the use of existing on-street parking. The dropped kerb across the site frontage should be restored to full height and would increase space for on-street parking for all users.
39. The proposal can provide for sufficient bin and cycle storage which can be secured via condition.

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
Water efficiency	JCS 1 & 3	Yes subject to condition

Requirement	Relevant policy	Compliance
Sustainable urban drainage	DM3/5	There will be a reduction in the impermeable area across the site which is welcomed. Rainwater harvesting is proposed and full details of surface water drainage shall need to be agreed by condition.
Biodiversity	DM6	The construction and condition of the existing garages is considered to offer low potential for protected species to be present. An informative note can advise of the need to take action should anything be found and biodiversity enhancements can be secured by condition.
Contamination	DM11	The historic use of the site as garages presents a low risk of contamination which can be satisfactorily dealt with by the conditions recommended by Environmental Protection.

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

Conclusion

45. The proposed loss of garages is not considered to result in any displacement of uses that would contribute significantly to local parking congestion or otherwise harm amenity and the erection of a dwelling here is acceptable in principle in accordance with Policy DM12.

46. The design is considered appropriate to the site and its surroundings and, having been substantially amended from a previous refused proposal for a storey and a half dwelling, would not result in any unacceptable impacts on the amenity of neighbouring occupiers.

47. 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. 20/00568/F – Garages in front of 24 - 26 Leopold Road, Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Hard and soft landscaping to be agreed;
4. Surface water drainage to be agreed;
5. Biodiversity enhancements to be agreed;
6. Bin and cycle storage to be provided prior to first occupation;
7. Unknown contamination;
8. Imported topsoil;
9. Water efficiency;
10. Remove permitted development rights for extensions, roof additions and roof alterations

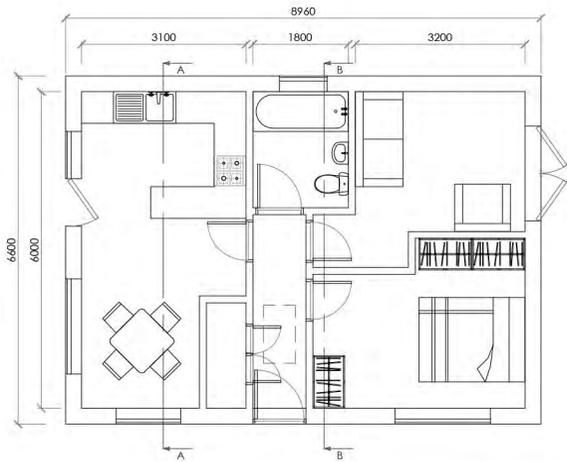
Informatives

1. Construction working hours and practices
2. Site clearance and wildlife

Article 31(1)(cc) statement

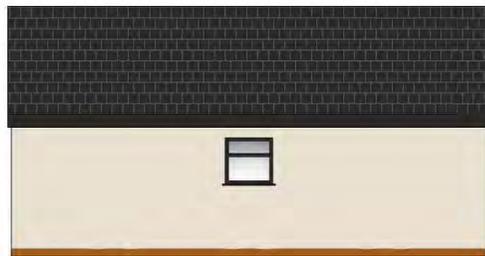
The local planning authority in making its decision has had due regard to paragraph 38 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments to the siting and height, the application has been approved subject to appropriate conditions and for the reasons outlined in the officer report.

GROUND FLOOR PLAN



scale in metres 1:50

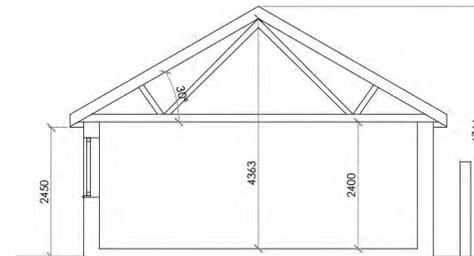
ROOF PLAN



NORTH ELEVATION



WEST ELEVATION



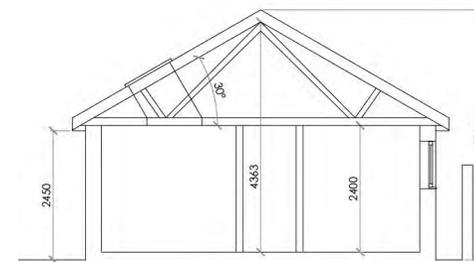
SECTION A-A



SOUTH ELEVATION



EAST ELEVATION



SECTION B-B

Materials List:

- External Structure: K-Rend - Beige with vertical natural timber finish style cement board to dormer cheeks
- Windows: Anthracite UPVC
- French Doors: Anthracite UPVC
- Entrance Door: Composite Polymer with Anthracite colour framing
- Trimming fascia: Anthracite UPVC
- Main Roof: Natural Slate

SITE LEVEL TO REMAIN AS EXISTING AND NEW FFL TO BE 150mm ABOVE SITE LEVEL

Rev	Date	Description	By
D	17.06.20	PLANNING AMENDMENTS	SR
C	16.06.20	REVISION	SR
B	27.04.20	VARIOUS MODIFICATIONS	SR
A	14.02.20	FIRST ISSUE	SR



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Drawing Title PROPOSED PLANS, ELEVATIONS AND SECTION

Project Title NEW 2-BED DETACHED DWELLING

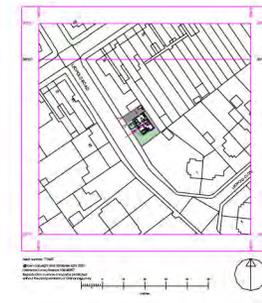
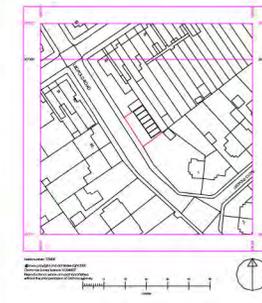
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Scale	Drawn By	Date
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Drawing no.	Revision	
17174-001	D	

621300



621400



ID	19.06.20	PLANNING AMENDMENTS	SR
ID	16.08.20	REVISION	SR
A	27.04.20	VARIATION MODIFICATIONS	SR
A	14.02.20	FIRST ISSUE	SR
Rev	Date	Description	By



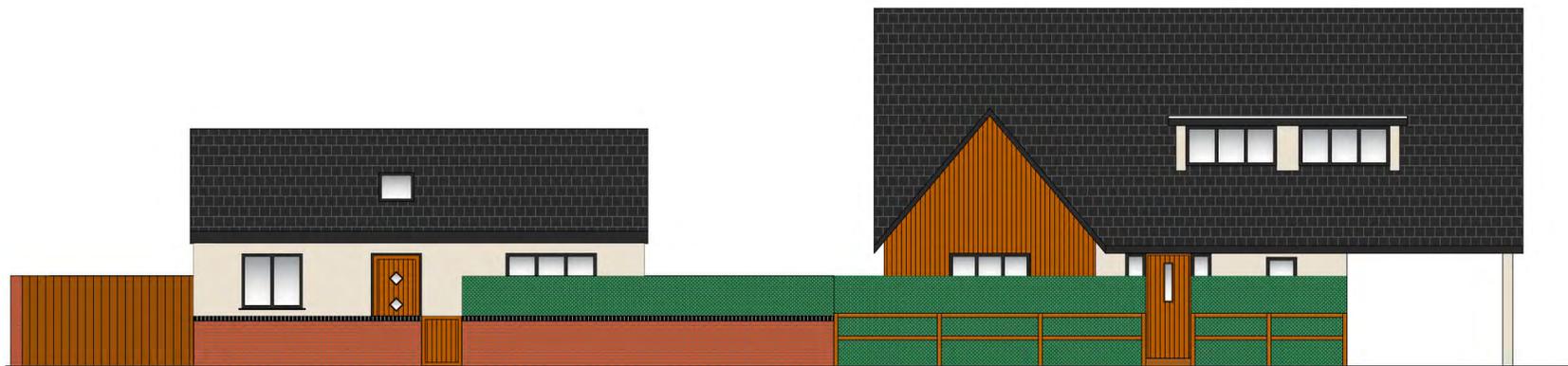
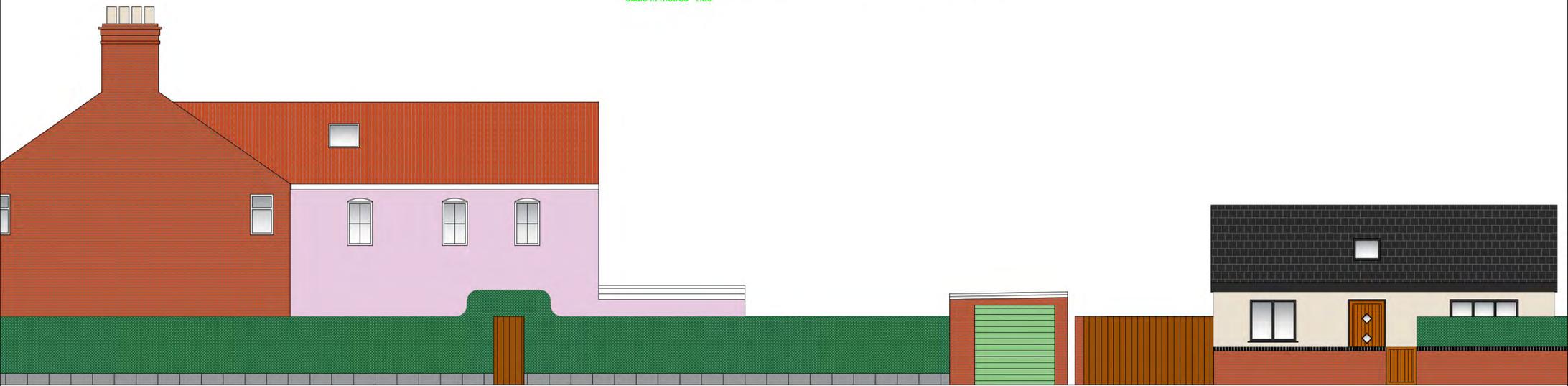
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Drawing Title LOCATION AND SITE PLAN

Project Title NEW 2-BED DETACHED DWELLING

Address GARAGE SITE
 LEOPOLD ROAD, NORWICH

Scale	1:1250/200 @ A1	Drawn By	SR	Date	14.02.20
Drawing no.	17174-002	Revision	D		



ID	19.06.20	PLANNING AMENDMENTS	SR
CD	26.08.20	REVISION	SR
TD	27.04.20	VARIOUS MODIFICATIONS	SR
AD	14.02.20	FIRST ISSUE	SR
Rev	Date	Description	By

DESIGNED BY

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Drawing Title Street View from Leopold Road

Project Title NEW 2-BED DETACHED DWELLING

Address GARAGE SITE,
LEOPOLD ROAD, NORWICH

Scale	1:50 @ A1	Drawn By	SR	Date	14.02.20
Drawing no.	17174-003	Revision	C		