

**Report to** Planning Applications Committee  
**Date** 17 January 2013  
**Report of** Head of Planning Services  
**Subject** 12/02035/F 51 Angel Road Norwich NR3 3HR

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**Item**  
**5(5)**

## SUMMARY

<b>Description:</b>	Conversion and change of use of retail (Class A1)/storage (Class B8) premises to 4 No. one bedroom flats.
<b>Reason for consideration at Committee:</b>	Objection
<b>Recommendation:</b>	Approved
<b>Ward:</b>	Sewell
<b>Contact Officer:</b>	Jo Hobbs Planner 01603 212526
<b>Valid Date:</b>	8 November 2012
<b>Applicant:</b>	Mr And Mrs Riseborough
<b>Agent:</b>	Mr Alan Rawlings

## INTRODUCTION

### The Site

#### Location and Context

1. The site is located on Angel Road in the ward of Sewell to the north of the city centre. The surrounding area comprises of a mix of uses including Angel Road Infant School to the rear of the site, Angel Road Junior School on the east side of Angel Road, along with local shops to the north and adjoining residential development along Angel Road.
2. The entrance to Angel Road Infant School is directly adjacent to the vehicular access to the rear of the application site. On the pavement adjacent to the application site is an existing bus stop and on the road school 'keep clear' road markings.

#### Planning History

3. There are no planning applications relating to this current application. The building has previously been granted permissions for extensions in 1998 and 1989. The unit appears to have been in use as a retail unit by 1988 when the following application was approved:
  - 881148/F - Conversion of existing garages to provide retail outlet and installation of new shop front. Approved 27 October 1988.

### Equality and Diversity Issues

4. There are no significant equality or diversity issues.

## The Proposal

5. The application is to convert the existing retail and storage building to 4no. one bedroom flats. There are limited external alterations to the building, bin and cycle storage will be provided in the rear garden in an existing secure building, along with private amenity space and parking for two cars. An additional two car parking spaces will be provided in front of the building.

## Representations Received

6. Adjacent and neighbouring properties have been notified in writing. Two letters of representation have been received citing the issues as summarised in the table below.
- 7.

Issues Raised	Response
Inappropriate parking for people dropping off children at adjacent school	See paragraphs 19-23
Parking for adjacent hot food takeaway increases parking pressures on area	As above
Access and layout for 4no. flats awkward, suggest 1no. two storey dwelling instead	As above

## Consultation Responses

8. Local Highway Authority – no objection on transport grounds.

# ASSESSMENT OF PLANNING CONSIDERATIONS

## Relevant Planning Policies

### National Planning Policy Framework:

Statement 4 – Promoting sustainable transport

Statement 6 – Delivering a wide choice of high quality homes

Statement 10 – Meeting the challenge of climate change, flooding and coastal change

### Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011

Policy 1 – Addressing climate change and protecting environmental assets

Policy 2 – Promoting good design

Policy 3 – Energy and water

Policy 4 – Housing delivery

Policy 6 – Access and transportation

Policy 9 – Strategy for growth in the Norwich Policy Area

Policy 12 – Remainder of Norwich area

### Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

NE9 – Comprehensive landscaping scheme and tree planting

HBE12 – High quality of design

EP17 – Water quality re. treatment of runoff from car parks

EP22 – Protection of residential amenity

EMP3 – Loss of small business units  
HOU18 – Criteria for conversion or construction of multi-occupied dwellings  
TRA5 – Sustainable design to reduce car use to a minimum  
TRA6 – Parking standards  
TRA7 – Cycle parking provision  
TRA8 – Provision in development for servicing

### **Other Material Considerations**

Written Ministerial Statement: Planning for Growth March 2011  
Interim statement on the off-site provision of affordable housing December 2011  
The Localism Act 2011 – s143 Local Finance Considerations

## **Principle of Development**

### **Policy Considerations**

9. The site is located in an area of existing housing with good public transport connections to the city centre and local centres. The residential re-use of the building in this location is therefore considered to be acceptable in principle. As the shop is not within a local centre there is no planning policy to protect the retention of this retail unit. The existing unit does comprise a workshop as well and so could be considered to be a small business. Under the local plan small businesses are protected from loss in some circumstances. However the existing building is adjacent to residential dwellings to the south. Whilst no efforts have been made to market the unit to see if a future occupier could be found, the loss of the small business must be weighed against the provision of four new residential units on previously developed land in an urban area. Given the site is not within an employment area or protected in a retail centre the provision of four additional residential units is considered to outweigh the loss of the small business unit.
10. The key considerations for the acceptability of the proposals are therefore residential amenity for future residents and existing adjoining residents, design, highway safety, landscaping, cycle parking and refuse storage and water conservation.

### **Residential amenity**

11. The amenity of existing neighbouring residents and future residents of the flats must be considered.

### **Existing neighbouring residents**

12. Given the limited physical alterations to the building there would be no loss of outlook, daylight or sunlight from the proposed development. The additional windows and creation of a first floor rear access could give rise to privacy and overlooking issues.
13. However the proposed windows facing north, west and east are at a good distance to the nearest residential dwellings leading to the potential for a loss of privacy to be minimal. The rear staircase would be screened from neighbouring dwellings to the south by the existing two storey building. Neighbouring residents to the north would be at a sufficient distance to not be significantly overlooked.

### **Future residents**

14. The proposed flats are each have one bedroom. The flats are relatively small units but are of sufficient size to provide separate rooms for bedrooms to living areas. There is no planning policy relating to internal room sizes. The flats provided are around 40-42sq.m. These are within the proposed indicative space standards for one person flats in the draft Development Management Policies Plan (37sq.m.). A one bedroom flat for 2 people requires 50sq.m. The number of occupants is not indicated, but this does give an indication that the flats would meet and exceed the standards for 1 occupant. The draft Development Management Policies do not carry significant weight in any planning decision at present due to its stage of production, but does provide an indication. The size of the flats is therefore considered to be acceptable in terms of amenity and quality of living.
15. The amenity space of future residents must be considered to ensure there is adequate outdoor amenity space for the storage of cycle, refuse and drying areas for clothes. Shared amenity space which is relatively private to just the residents of the four flats is provided to the rear of the building. Although each flat does not have individual space given the small size of the flats this is considered to provide adequate space.

### **Design and appearance**

16. The design of the existing building is largely proposed to be retained. Windows are to be replaced, a new window on the north elevation and door to create an external storage cupboard on the north elevation and removal of the existing garage doors on the front elevation and replacement with windows are all proposed. External metal stairs on the rear elevation to create access to one of the first floor flats (flat 2) is also proposed.
17. The alterations are relatively minor and retain the existing design and form of the building. The external stairs are a more significant alteration, but these are still within the scale of the existing built form and given they are to the rear of the property would not be as visible to the surrounding area. The proposed changes to the design of the existing building are therefore considered to be acceptable.
18. The proposal will lead to cars being parked in front of the dwelling, along with some landscaping. Given there is an existing forecourt to the shop the proposals will rationalise the parking and improve the visual appearance with landscaping. To the south of the site a number of other dwellings have parking in front gardens. The appearance of streetscape would therefore not be adversely affected by providing parking on this application site in front of the building.

### **Highway safety**

19. Four parking spaces are proposed in line with the maximum parking standards. Two are proposed to the rear of the site with two to the front of the existing building. There is already parking in front of the building at present. The proposal would reduce the amount of possible parking from 3-4 to 2 cars.
20. These cars could manoeuvre on site to leave the site in a forward gear. The parking in itself is not considered to lead to a loss of highway safety.
21. Highway safety in relation to the adjacent infant school has been raised in a letter of representation, due to the parking behaviour people collecting/dropping off

children to school in conjunction with the shops to the north of the site.

22. The road is controlled through parking restrictions such as double yellow lines. The land off the road is not adopted highway and so does not appear to be subject to parking controls. The letter of representation is from the adjacent school who advise although they have made best efforts they cannot control the parking of parents. In conjunction with the shops they are concerned additional flats will exacerbate these parking issues.
23. As parking is provided within the maximum parking standards and cars can manoeuvre in a safe manner on and off the site it is difficult to refuse this application on grounds of parking and highway safety. Whilst there may be an issue at school drop off and collection time this is on private land which could reasonably be managed through additional double yellow lines or private parking management. Given the fact there are parking spaces provided for the flats within the maximum parking standards it would be unreasonable to refuse the application on this ground.

### **Landscaping, car parking and refuse storage**

24. The site plan submitted with the application indicates the layout of the site with landscaping, cycle parking and refuse storage. The level of car parking is within the maximum parking standards. Further details are required for all of these to ensure that the required standard of covered and secure cycle parking is provided, soft landscaping is appropriate, hard surfaced areas are permeable and that refuse collection areas are defined to prevent bins from being inappropriately stored along the street frontage. These details are recommended to be agreed through condition.

### **Water conservation**

25. Under local policy the only requirement would be for the new dwellings to meet Code for Sustainable Homes Level 4 for water, which is water usage of only 105 litres per person per day. This could be conditioned to any approval.

### **Local financial considerations**

26. Under Section 143 of the Localism Act the council is required to consider the impact on local finances, through the potential generation of grant money from the New Homes Bonus system from central government. The completion of new dwellings would lead to grant income for the council.

### **Conclusions**

27. It is considered that the alterations to the building are in keeping with the existing property and that the proposal is unlikely to have an adverse impact on the amenities of the immediate neighbours through overlooking by virtue of the distance to the nearest residential dwellings. The proposal is unlikely to have an adverse impact on the highway safety of the surrounding area by virtue of the fact the site contains existing parking provision and through the ability of cars to enter the highway in a forward gear. As such the proposal accords with the criteria set out within policies NE9, HBE12, EP17, EP22, EMP3, HOU18, TRA5, TRA6, TRA7 and TRA8 of the City of Norwich Replacement Local Plan and policies 1, 2, 3, 4, 6,

9 and 12 of the Joint Core Strategy.

### **RECOMMENDATIONS**

To approve Application No (12/02035/F at 51 Angel Road) and grant planning permission, subject to the following conditions:-

- 1) Standard time limit
- 2) In accordance with plans
- 3) Details to be agreed for:
  - materials and finish of external facing materials including new external staircase
  - cycle and refuse storage provision
  - parking layout
- 4) Hard and soft landscaping including boundary treatments
- 5) Water conservation

(Reasons for approval: The decision is made with regard to policies NE9, HBE12, EP17, EP22, EMP3, HOU18, TRA5, TRA6, TRA7 and TRA8 of the City of Norwich Replacement Local Plan Adopted Version November 2004, the adopted Joint Core Strategy March 2011 and all material considerations. The conversion of the building to four flats will not have an adverse impact on the amenities of the immediate neighbours through overlooking by virtue of the distance to the nearest residential dwellings. The proposal is unlikely to have an adverse impact on the highway safety of the surrounding area by virtue of the fact the site contains existing parking provision and through the ability of cars to enter the highway in a forward gear.

#### **Article 31(1)(cc) 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 and has approved the application subject to appropriate conditions and for the reasons outlined above.)



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Planning Application No 12/02035/F  
 Site Address 51 Angel Road  
 Scale 1:750



**NORWICH**  
 City Council

**PLANNING SERVICES**



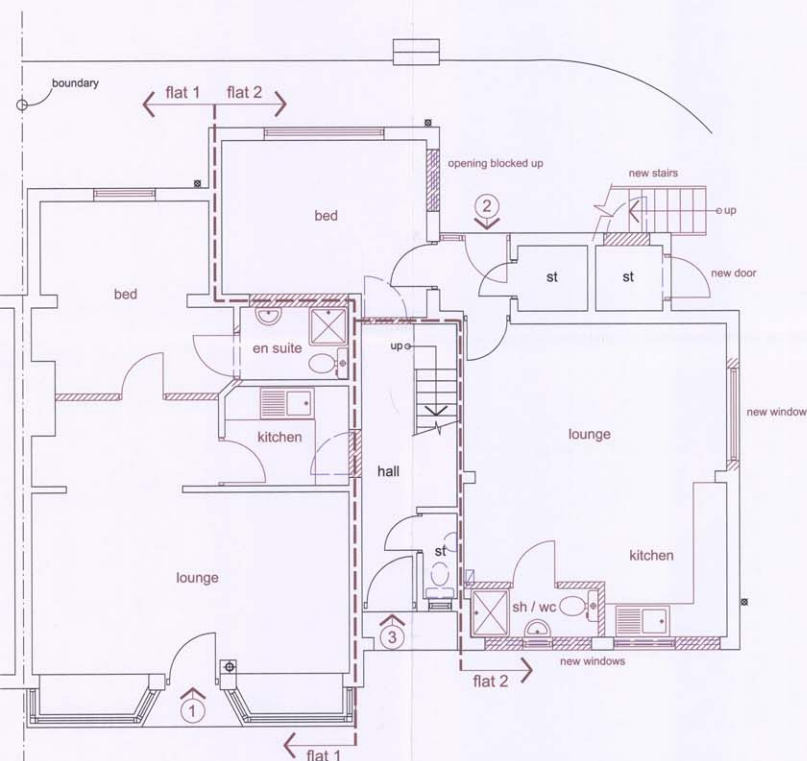
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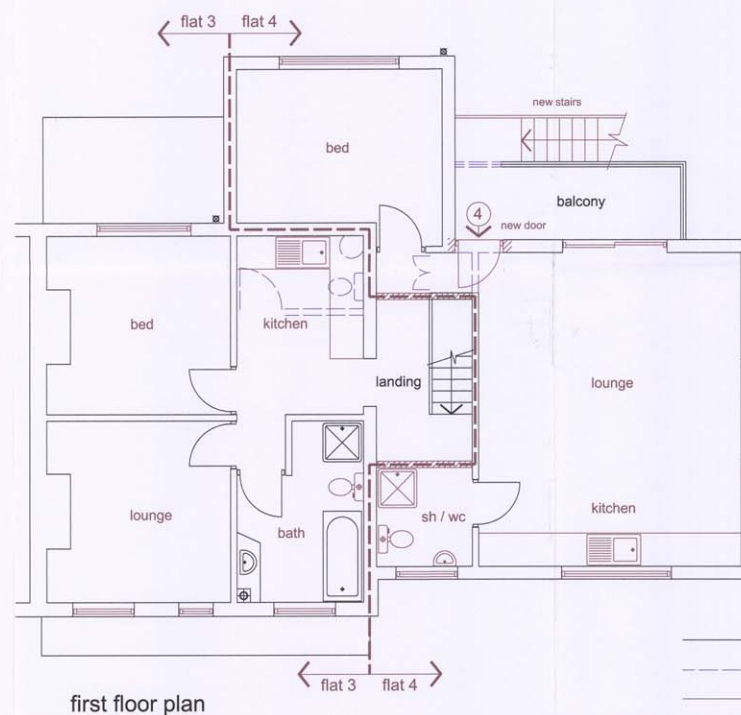
front elevation

side elevation

rear elevation



ground floor plan



first floor plan

- existing retained
- - - existing demolished
- proposed

**ARCHITECTURAL DESIGN**  
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Client	Colin Riseborough 51 Angel Road Norwich		Project	Proposed conversion - 4 flats	
Drawing	planning		Drg no	629 / 04	Rev
Date	16 / 10 / 12		Scale	1 : 50 / 1 : 100 @	A1