

Report to Planning applications committee

Item

8 December 2016

Report of Head of planning services

Subject

Application 16/01516/F – Garages rear of 48-54, Rye Avenue, Norwich

Reason

for referral

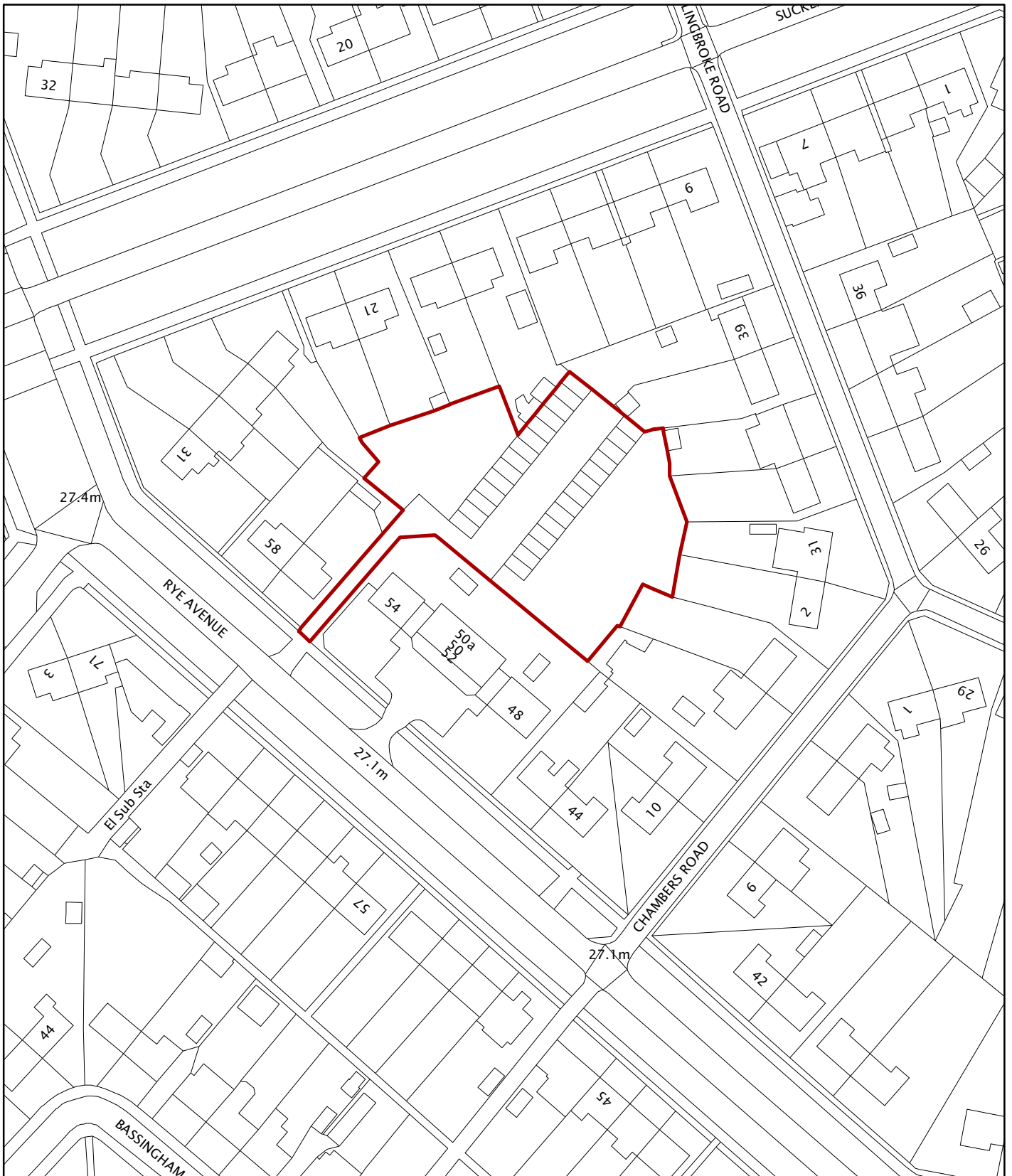
Application affecting City Council owned land.

4(a)

Ward:	Mile Cross
Case officer	Robert Webb - robertwebb@norwich.gov.uk

Development proposal		
Demolition of existing garages. Erection of 7 No. two bed houses, 1 No. four bed house and 1 No. two bed bungalow.		
Representations		
Object	Comment	Support
0	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
2 Design and Heritage	Impact on character of the area and conservation 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, loss of parking
5 Flood risk	Consideration of impact on flooding within the critical drainage area.
Expiry date	15 December 2016
Recommendation	Approval subject to conditions.



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Planning Application No 16/01516/F

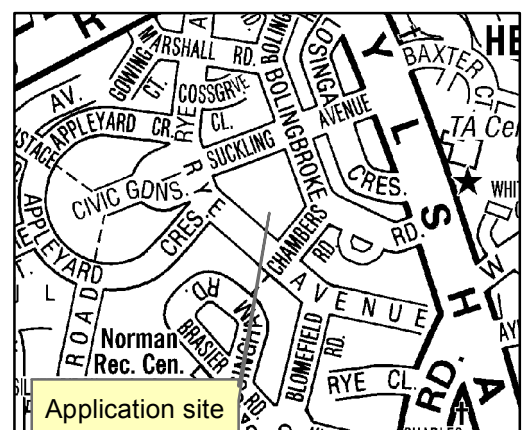
Site Address Garages rear of 48-54 Rye Avenue

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is accessed from Rye Avenue, within the Mile Cross area of the city and consists of 28 garages owned and managed by the City Council, as well as areas of disused grassland. It is within a large housing estate which is part of the Mile Cross Conservation Area. The site is surrounded by two storey residential properties and their rear gardens in Suckling Avenue, Bolingbroke Road, Chambers Road and Rye Avenue. Some of the houses to the north and west of the site are locally listed.

Constraints

2. The site is within the Mile Cross Conservation Area and a critical drainage area as designated by the Norwich Local Plan.

Relevant planning history

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

The proposal

4. The proposal relates to 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 to deliver 66 affordable units across the city overall 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. This application seeks to develop the site to provide 7 no. two bedroom houses, 1 no. four bed house and 1 no. two bed bungalow. The houses would be arranged in two terraced rows. Each property would have a private garden and an allocated parking space, with three additional visitor spaces. Each house would have two solar photovoltaic panels apart from the four bedroom house which would have four panels.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	9
No. of affordable dwellings	9
Total floorspace	The 2 bed houses would have a floorspace of 72.4m ² , the 4 bed house would have a floorspace of 118m ² and the 2 bed bungalow would have a floorspace of 61m ² .
No. of storeys	2

Appearance	
Materials	Walls – red stock facing brickwork. Roof –concrete pantiles. Windows – Upvc white. Doors IG steel face painted.
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 Rye Avenue
No of car parking spaces	13 (one space for each two-bed property, two spaces for the four-bed property, and three visitor spaces).
No of cycle parking spaces	Cycle shed for each property
Servicing arrangements	Bin storage area within each property and bin presentation area available.

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. No letters of representation have been received.

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.

NCC 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.

Highways (local)

9. No objection.

Lead Local Flood Authority

10. The development falls below the threshold for which we would provide detailed comments.

Natural Areas Officer

11. 'Provided that the mitigation measures in the ecology report are followed, there should be no adverse impacts from demolition of the garages. Hedgehog gaps, birdboxes and native species planting recommended.

Assessment of planning considerations

Relevant development plan policies

1. **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
2. **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
 - DM9 Safeguarding Norwich's heritage
 - 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

3. **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
 - NPPF12 Conserving and enhancing the historic environment

Case Assessment

4. 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

5. 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.
6. 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.
7. The NPPF encourages 'the effective use of land by reusing land that has been previously developed'. The site constitutes previously developed land. The site is in a sustainable location for new housing with good public transport links to the City Centre and within walking distance of district centres in Mile Cross. The proposed housing is therefore considered to be acceptable in principle and in this case would have the planning benefits 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.

Main issue 2: Design and Heritage

8. Key policies and NPPF paragraphs – JCS2, DM3, DM9 and NPPF paragraphs 9, 17, 56 and 60-66, and guidance within chapter 12 of the NPPF.
9. The design shown is that of fairly conventional rows of modern two storey pitched roof housing with a bungalow arranged in around a courtyard parking area. The houses and bungalow would have simple elevations and pitched roofs. The site is within the Mile Cross Conservation Area, however occupies a backland position and the houses would therefore not be in a prominent position in terms of views from the public realm. The overall scale and appearance of the properties would integrate well with the two storey character of the surrounding residential neighbourhood, would conserve the character of the area and would enhance a largely disused site which currently does not make a positive contribution to the area.
10. The two bedroom houses proposed would have an internal floor area of 72.4m square metres and are intended as two bedroom four person houses. The floorspace is therefore below the national space standards figure of 81 square metres for this level of occupation. It is recognised however that if the dwellings were occupied by three people, then the minimum space standard of 72m² would be met. The bungalow would have a floorspace of 61m² and is intended for 3 person occupancy, and this meets the national minimum standard. The four bed 3 person property is 118m², which exceeds the recommended minimum of 109m².
11. Whilst the failure of the two bed houses to meet the minimum space standards based on four person occupancy is regrettable, on balance it is not considered in itself to warrant refusal of the application, given that the development is otherwise well-designed and would lead to the delivery of affordable housing in a sustainable location. The design, layout and materials proposed are considered to be acceptable.

Main issue 3: Transport

12. Key policies and NPPF paragraphs – DM2, DM11, NPPF chapter 4.
13. The proposal would provide car and cycle parking in accordance with the Council's standards set out within the local plan. The access and turning within the site is acceptable and no objection is raised by the Highway Officer.

Main issue 4: Amenity

14. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
15. The proposal would not cause material harm in terms of overshadowing or loss of privacy to the adjacent properties, due to the orientation of the houses and the separation distances from neighbouring houses. Although some overlooking of neighbouring gardens would occur, the relationship would not be dissimilar to that of other properties on the wider estate and the proximity of dwellings is considered acceptable.
16. Surveys carried out by the city council within the last year show that in June 2016 only 5 of the 28 garages were occupied. In addition there were a further 15 garages available within 800m walk of the site. The proposal would therefore result in a far more efficient use of the land and any slight loss of amenity caused by the loss of the garages being used would be significantly outweighed by the benefits of the scheme.
17. The proposal provides for a good standard of residential amenity for the proposed users, including adequate parking spaces, private gardens, cycle storage and energy efficient housing.

Main issue 5: Flood risk

18. Key policies and NPPF paragraphs – JCS1, DM5, NPPF Chapter 10
19. The site is within Flood Zone 1 and therefore at a low risk from flooding from rivers, however it is within a critical drainage area where there is a higher risk of surface water flooding. The application is accompanied by a Flood Risk Assessment which states that the development would maximise the use of soft landscaping and incorporate permeable paving. There would be a significant reduction of surface water run-off compared to the existing situation. The proposal complies with the relevant policies.

Other matters

20. Conditions can be imposed to ensure the proposal is acceptable in terms of its impact on biodiversity, land contamination and the energy efficiency measures proposed. The arboricultural officer has requested further tree protection measures and information regarding methods of construction of paved areas, a condition is recommended to secure these details.

Conclusion

21. The proposed development would deliver nine new energy efficient affordable houses in a sustainable location without causing material harm to neighbouring occupiers or highway safety. The design and layout of the proposal is acceptable there would be no adverse impact on the character of the Conservation Area. In addition the redevelopment of the site would enable a more efficient use of the land whilst also helping to meet housing needs.
22. The development 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 16/01516/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. Water efficiency
6. Contamination risk assessment and report to be submitted
7. Unknown contamination to be addressed
8. Control on imported materials
9. Updated Arboricultural Method Statement and Tree Protection Plan to be approved and implemented in accordance with approved documents.
10. Ecology measures to be agreed and implemented

Article 35(2) Statement

The local planning authority in making its recommendation 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 is recommended for approval subject to appropriate conditions and for the reasons outlined in the officer report.

Schedule	Beds/Person	Detached / Semi-d Terrace	Storey Height	Internal Fl. Area sqm [sq ft]	Parking Arrangements
Plot 1	2b/4p	End Terrace	2	72.4 [779]	1 space parking bay
Plot 2	2b/4p	Mid Terrace	2	72.4 [779]	1 space parking bay
Plot 3	2b/4p	Mid Terrace	2	72.4 [779]	1 space parking bay
Plot 4	2b/4p	Mid Terrace	2	72.4 [779]	1 space parking bay
Plot 5	4b/6p	End Terrace	2	118.0 [1270]	2 space parking bay
Plot 6	2b/4p	End Terrace	2	72.4 [779]	1 space parking bay
Plot 7	2b/4p	Mid Terrace	2	72.4 [779]	1 space parking bay
Plot 8	2b/4p	End Terrace	2	72.4 [779]	1 space parking bay
Plot 9	2b/3p	Detached Bungalow	1	61.0 [656]	1 space parking bay
1916 sqm [0.19 hectares] Site Area					



LEGEND

- Denotes rotary lines line/dryer.
- Denotes proposed tree planting, layout to be to Specialist design & to the approval of the Local Authority.
- Denotes 2380 x 1780mm timber garden shed for cycle storage etc, to have a permanent lock to BS 3621 2204. Shed to be securely fixed to concrete base.
- Denotes standard 150 litre polythene water butt with childproof lid & stand receiving discharge from rain downspout. Provide draw off tap for water & automatic overflow pipe into adjacent area gully. Downspout 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.
- Denotes 3 No 240 litre wheeled bins. General domestic waste & Recycling / food waste provided & collected by the Local authority on a weekly rotation basis.
- Provide min 1800mm high impregnated close boarded and climb fences with gravel boards & concrete posts to boundaries between private gardens & public spaces and as privacy screen.
- Provide min 1200mm high impregnated close boarded and climb fences with gravel boards & concrete posts to boundaries between private gardens.
- Provide 600mm high timber knee rail fence
- Provide 1200mm black metal railing fence
- Denotes 1500 x 1500mm wheelchair turning circle.
- Denotes areas of landscape planting to design produced by specialist & to the approval of the local authority.
- Denotes permeable block pavior to parking bays and turning areas - Finish laid in accordance with engineers details. Final Spec to the approval of the Local Authority.
- Marshalls Saxon patio paving - To the approval of the Local Authority.

06.10.16	K	Amended to clients comments	ash	PW
21.06.16	J	Amended to clients comments	ash	PW
21.06.16	H	Amended to planners comments	ash	PW
20.06.16	G	Amended to clients comments	ash	PW
19.06.16	F	Amended to planners comments	ash	PW
22.06.16	E	4b/6p amended to 4b/4p	smg	PW
19.06.16	D	Amended to clients comments	smg	PW
11.06.16	C	Amended to clients comments	ash	PW
01.06.16	B	Amended to clients comments	ash	PW
05.07.16	A	Amended to date	smg	PW

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Project:	NCC Garage Site, Rye Avenue, NR2 4EP		
Proj Title:	Proposed Site Plan		
Client:	Orwell Housing	Proj Status:	Planning
Date:	June 2016	Scale:	1:100 @ A1
Proj No.:	PW775_PL02	Revision:	K

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Roof Pitch 37.5 deg
Single roll concrete pantile
Fascia's, soffits & bargeboards uPVC colour: white
Windows uPVC colour: white
Entrance Doors, IG steel faced painted
uPVC gutters & downpipes colour: black
London Red Stock facing Brickwork
Single roll concrete pantile to timber gallows porch
2 photovoltaic panels to each dwelling
4 photovoltaic panels to plot 5



proposed southwest elevation Plots 1-5, 1:100

- ▲ Toughened Safety Glazing
- Laminated Glazing



proposed northwest elevation Plots 1, 5 & 6-8, 1:100



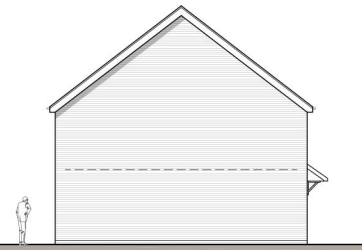
proposed northeast elevation Plots 5-1, 1:100



proposed southeast elevation Plots 8-4, 1:100



proposed southwest elevation Plot 8, 1:100



proposed northeast elevation Plot 6, 1:100



proposed southeast elevation Plot 9 1:100

Roof Pitch 37.5 deg
Single roll concrete pantile
Fascia's, soffits & bargeboards uPVC colour: white
Windows uPVC colour: white
Entrance Doors, IG steel faced painted
uPVC gutters & downpipes colour: black
London Red Stock facing Brickwork
Single roll concrete pantile to timber gallows porch
2 photovoltaic panels to each dwelling



proposed southwest elevation Plot 9 1:100



proposed northwest elevation Plot 9 1:100



proposed northeast elevation Plot 9 1:100

09.12.16	02	Amended to clients comments	add	PW
15.06.16	01	Amended to planner's comments	add	PW
22.05.16	01	Amended to date	add	PW
Date	Revision	Description	Drawn	Checked

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Project:	NCC Garage Site, Rye Avenue, NR2 4EP			
Proj Title:	Proposed Elevations, Proposed Plans & Elevations Bin & Cycle store			
Client:	Orwell Housing	Proj Status:	Planning	
Date:	August 2016	Scale:	1:100 @ A1	
Proj No:	PW775_PL05	Revision:	C	

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