

Report to Planning applications committee

Item

10 November 2016

Report of Head of planning services

Subject Application no 16/01122/F- Land adjacent to no 73
Northumberland Street, Norwich

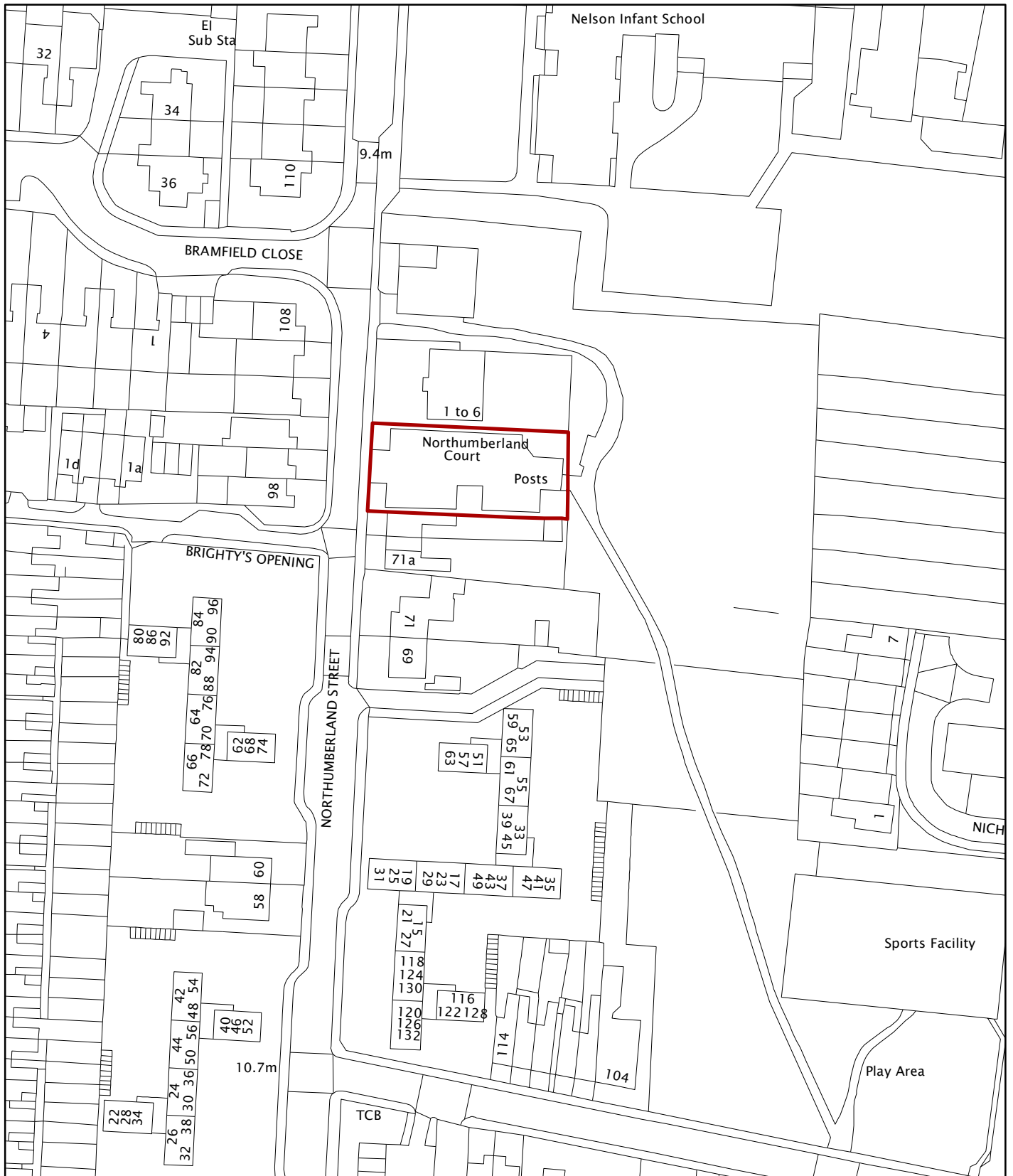
**Reason
for referral** Objections and application affecting land owned by the
Council.

4(g)

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

Development proposal		
Construction of 4 no. flats with associated parking.		
Representations		
Object	Comment	Support
4	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
2 Design	Impact on 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, loss of parking
5 Trees	Consideration of impact on trees
6 Flood risk	Impact on the critical drainage area
Expiry date	17 November 2016
Recommendation	Approval subject to conditions.



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Planning Application No 16/01122/F

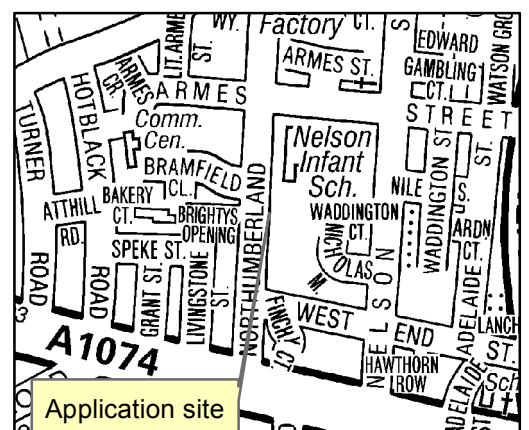
Site Address Land adjacent to
73 Northumberland Street

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is currently a surface level car park containing 18 spaces in Northumberland Street, within a residential area to the west of the city centre near Dereham Road. To the north is a block of flats and beyond that is Nelson Infant School. To the east is a park/open space. To the south and west are two storey residential properties.

Constraints

2. There are two mature trees at the front of the site and the site is within a critical drainage area.

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. The proposal is to develop the site to provide 4 no. new affordable flats within a two storey building, set back from the street, with parking at the front and private amenity space and bike storage to the rear. Each property would have one dedicated parking space and there would be solar panels on the south facing sections of the roof.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	4
No. of affordable dwellings	4
Floorspace	Ground floor flats – 48.14 sqm, First floor flats 46.82 sqm.
No. of storeys	2
Appearance	
Materials	Walls – red stock brickwork. Roof – concrete pantiles. Windows – white Upvc. Doors – GPR/timber front entrance doors.

Proposal	Key facts
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 Armes Street
No of car parking spaces	4 (1 per property plus 1 visitor space).
No of cycle parking spaces	Cycle storage provided for each property
Servicing arrangements	Communal bin store to the front of proposed flats

Representations

6. Adjacent and neighbouring properties have been notified in writing. Four 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 existing parking spaces for residents and concerns about increased parking pressure on the area, particularly during school drop-off and pick up times.	Key issue 4.
Impact on highway safety resulting from increased parking pressure, including loss of parking for Nelson Street School, especially during school drop-off and pick-up times.	Key issue 3.
Concern about the cumulative impact of this application and the other proposals to develop the car parks in nearby Armes Street and land at 120-130 Northumberland Street.	Key issue 4.

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.

Ward Member – Councillor Sandra Bogelein

8. On behalf of residents of Northumberland Street, Armes Street and Nelson Street I would like to raise a number of concerns with regards to the applications on Northumberland Street and Armes Street.
9. First of all I would like to raise concerns with the fact that these developments will have to be appraised independently. The problems that will arise from the developments of car parking sites are clearly amplified if all three developments are approved, which are in very close proximity to each other. I would urge members to consider this cumulative negative impact in their decision making.
10. Residents' main concern is the loss of a well-used car parking site. Residents have been advised by the council that it is expected that the cars will be "absorbed" in the local area. This will pose a problem for residents especially during school drop off and pick up times. Residents feel it is very short sighted to develop on car parking space when in a lot of other areas on street and on pavement parking places a huge problem for residents, waste collection and emergency vehicles. This creates just another problem area. Please also note that the council has recently received an application to develop the land on 120-130 Northumberland Street, which will add over 30 additional dwellings to the area. Residents are worried that this development and the loss of the car parking space will create immense parking problems in the area.
11. As a ward councillor I am particularly worried about access issues for people with disabilities and prams that rely on a free pavement. At the moment Armes Street and Northumberland Street offer accessible ways to the city and bus stops mainly because of the additional parking. Alternative streets such as Nelson Street and West End Street are often inaccessible due to on pavement parking. I am very worried that taking away car parking spaces will reduce accessibility.
12. Please also note that in 2012 residents were consulted regarding the question whether these sites should be developed and there were very strong objections from residents which is why these sites were not brought forward at the time.

NCC Environmental Protection

13. 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. The UXO risk may also require further consideration by a specialist due to the proximity of known WWII bomb drops.

Highways (local)

14. No objection on highway/transportation grounds. The development and site layout is acceptable, parking, refuse and cycle storage are acceptable.
15. With regard to the cumulative impact of developments in this area, it is worth noting that the redevelopment of council land for housing is a corporate priority. Residents do not have rights to park on this land, and may of course park on the highway. This part of the city centre is not subject to Controlled Parking Zone restrictions, parking is unrestricted and available to all on a first come first served basis.

16. In the future the Council could consider a Controlled Parking Zone (CPZ) and this would help to reduce commuter parking pressure, and to a more limited extent manage parking pressures from residents themselves, but there is no timescale for such work at present, and would need popular support to do so. It is important to remember that residents may need to find parking space on roads across the wider neighbourhood, not just outside or near to their homes.
17. For these reasons, I am content that the redevelopment of these car parking areas for homes is justified in policy terms.

Tree protection officer

18. No response received.

Assessment of planning considerations

Relevant development plan policies

19. **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
20. **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

21. **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

22. 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

23. Joint Core Strategy (JCS) Policy 4, supports housing delivery within the plan area, which this site falls. 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.
24. 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.
25. National policy, as set out in the core principles of the NPPF encourages the focus of housing development in locations which are or can be made sustainable. The NPPF encourages 'the effective use of land by reusing land that has been previously developed'.
26. The site constitutes previously developed land, in a sustainable location for new housing with good links to the city centre. The proposal is therefore considered to be acceptable in principle, subject to assessment against other relevant policies or material considerations.

Main issue 2: Design

27. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
28. The site is located in an area where there is a mix of housing type, ranging from Victorian and more modern two storey houses to three storey blocks of flats.
29. The design has been amended during the course of the application to better address the relationship with neighbouring properties. The proposed flats would present a gable end style of appearance to the street, with a staggered design which takes account of the different positions of the properties to the north and south and therefore helps to safeguard the amenities of these properties. Given the mix of dwelling types and styles within the street, the proposal is acceptable in terms of its visual impact and the layout also respects the setting of the public open space to the east.
30. The existing car park does provide pedestrian access between Northumberland Street and the park to the east. The proposal would lead to the loss of public access via this route however this is considered acceptable because there are further similar access points in close proximity to the north. It would not be desirable for the public

to use the narrow access path along the side of the proposed flats if the development is approved.

31. The flats proposed would have a gross internal floor area of between 46.82 and 48.14 square metres and are indicated as 1 bedroom 2 person properties. The floorspace is below the national space standards figure of 50m² for this type of property. It is recognised however that if the flats were occupied by 1 person, then the minimum space standard of 39m² would be comfortably met.
32. Whilst the failure to meet the minimum space standards based on two person occupancy is regrettable, 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. Overall the design, layout and materials proposed are considered to be acceptable in planning terms.

Main issue 3: Transport

33. Key policies and NPPF paragraphs – DM2, DM11, NPPF chapter 4.
34. The site is located in an accessible location within walking distance of Dereham Road which has bus links into the city centre. The proposal would provide 1 parking space per property which is in accordance with the Council's parking standards. Secure cycle parking would be provided. No objection is raised by the Highway Officer with regard to highway safety. The proposal therefore complies with the above policies. The issue of the loss of the existing car park is dealt with in the following section.

Main issue 4: Amenity

35. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
36. The main issue is the loss of the car park which is owned and managed by Norwich City Council and provides 18 parking spaces available for use by residents and visitors. Objections have been received to this aspect of the proposal, with concerns about increased parking pressure on local roads and the potential knock-on effects of this pressure. Concern has also been raised at the cumulative impact of the proposals to develop other car parks on Armes Street which were approved at the last planning committee.
37. Surveys conducted by the City Council in May and July this year indicate that the car park is used during school drop-off and pick up times but otherwise is relatively not well used, with occupancy being less than 40% at night and below 30% at weekend.
38. The Highway Officer has stated that parking is not restricted on the surrounding road network, and therefore parking is available on a first-come, first-served basis. It is acknowledged that some inconvenience would may occur in that residents may have to park further afield from their property.
39. It is acknowledged that some harm would be caused to residential amenity by the loss of the existing spaces, both as a result of this proposal and cumulatively with the other proposals nearby on Armes Street. However this must be weighed against the significant benefits of delivering affordable housing in a sustainable location within the city.

40. This will be a matter for Members to determine, 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 good 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.
41. The proposal would not cause material harm in terms of overshadowing or loss of privacy to the adjacent properties.

Main issue 5: Trees and Landscaping

42. Key policies and NPPF paragraphs – DM3, DM7, DM8, NPPF paragraphs 9, 17, 56, 109 and 118.
43. The proposal would retain the trees on the site frontage, therefore safeguarding a landscape feature of the street scene. There would be small landscaped areas at the front of the development and a further soft landscaped area to the rear next to the park. Details would be sought by condition. The proposal complies with relevant policies in relation to trees and landscaping.

Main issue 6: Flood risk

44. Key policies and NPPF paragraphs: DM5, NPPF chapter 10.
45. Although the site is within Flood zone 1 is within a critical drainage area. The application is accompanied by a Flood Risk Assessment which states the development will maximise the use of soft landscaping and incorporate permeable paving with a sewer connection for surface run-off. The proposal complies with the requirements of policy DM5.

Other matters

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

Conclusion

47. The proposal for development of the car park on Northumberland Street would provide four new affordable homes in a sustainable location and is considered to be acceptable in planning terms. There would be some harm caused in terms of the loss of the existing car park, and clearly this is a contentious matter for some of the existing residents, although this application has attracted less opposition than the applications on Armes Street which were recently approved.
48. Regard has also been had to the cumulative impact of these developments however these impacts must be balanced against the benefits of the proposal in terms of providing much needed affordable housing. This benefit is considered to outweigh the loss of the site for parking, particularly as the information available indicates that this particular car park is rarely at capacity.

49. 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 16/01122/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. Tree protection measures to be implemented in accordance with Arboricultural Method Statement and Tree Protection Plan.

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 the application is recommended for approval subject to appropriate conditions and for the reasons outlined in the officer report.



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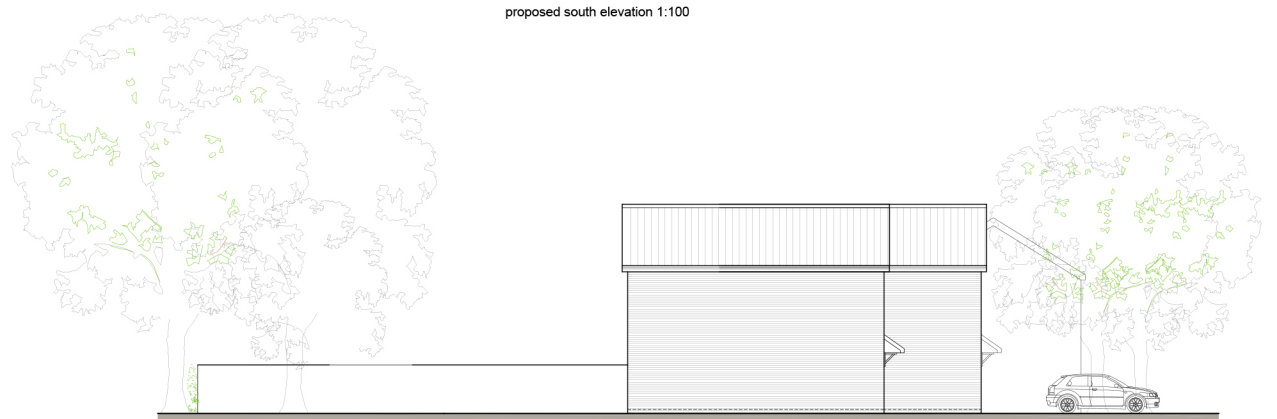
proposed west elevation 1:100

- ▲ Toughened Safety Glazing
- Laminated Glazing
- Obscured Glazing

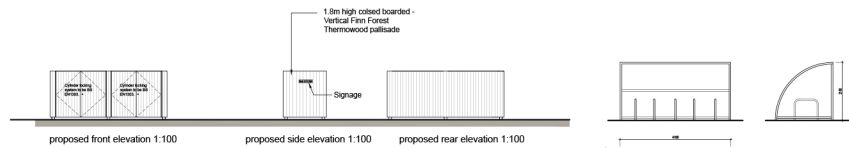


proposed east elevation 1:100

proposed south elevation 1:100



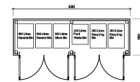
proposed north elevation 1:100



proposed front elevation 1:100

proposed side elevation 1:100

proposed rear elevation 1:100



proposed bin store plan 1:100

Communal Bin Store:

- 2 x 360 litre wheeled bin for general waste
- 2 x 360 litre wheeled bin for recyclable waste
- 1 x 360 litre wheeled bin for glass waste
- 1 x 240 litre wheeled bin for food waste

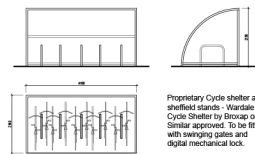
- 1100 litre wheeled bin approx. size:
H 1500mm, W 1400mm and D 1250mm
- 360 litre wheeled bin approx. size:
H 1250mm, W 600mm and D 900mm
- 240 litre wheeled bin approx. size:
H 1100mm, W 600mm and D 750mm

Note: The above refuse bin provisions are as agreed with the planners officers during pre-application consultation.

Gates positioned along the access route with a minimum clear opening of 1.5m wide. Gate must be operable from both side and in accordance with Secured by Design standard.

Any pathways making up part of the inclusive access route must be firm, slip resistance and reasonable smooth, with minimum width 1.2m. Access route are designed to be level with dropped kerbs as necessary to allow manoeuvring of large bins to/from refuse bays.

There must be space for turning circle of 1.5m diameter for wheelchair user and easy access over the threshold.



proposed cycle store details - 1:100

Proprietary Cycle shelter and shelving stands - Warrade Cycle Shelter by Group or Similar approved. To be fitted with swinging gates and digital mechanical lock.

31.10.16	E	PV's edited to elevations	ash	PW
05.11.16	D	Amended to planners comments	ash	PW
22.07.16	C	Amended to clients comments	ash	PW
01.07.16	B	Amended to clients comments	ash	PW
24.05.16	A	Amended to planners comments	ash	PW

Date	Revision	Description	Drawn	Checked
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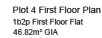
peterwellsarchitects
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Project:	NCC Garage Site, Northumberland Street		
Org. Title:	Proposed Elevations & Bin / Cycle Store Plans & Elevations		
Client:	Orwell Housing	Org. Status:	Planning
Date:	April 2016	Scale:	1:50, 1:100 @ A1
Org. No.:	PW772_PL04	Revision:	E

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Plot 3 First Floor Plan
1b2p First Floor Flat
46.82m² GIA



Plot 1 Ground Floor Plan
1b2p Ground Floor Flat
48.14m² GIA



Plot 2 Ground Floor Plan
1b2p Ground Floor Flat
48.14m² GIA

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Project :	NCC Garage Site, Northumberland Street
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Doc Title :	Proposed Plans						
Client :	Orwell Housing			Doc Status :	Planning		
Date :	April 2016	Scale :	1:50 @ A1	Doc No. :	PW772_PL03	Revision :	D

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