

Report for Resolution

Report to Planning Applications Committee
Date 31 March 2010
Report of Head of Planning Services
Subject 11/00308/F, Garages adjacent to 63 - 79 Berners Street,
Norwich

Item
5(5)

SUMMARY

Description:	Redevelopment of site to provide 2 No. houses and 4 No. flats.
Reason for consideration at Committee:	Council led development
Recommendation:	Approve subject to conditions
Ward:	Mile Cross
Contact Officer:	Mr Mark Brown Senior Planner 01603 212505
Date of receipt:	01 March 2011
Applicant:	Orwell Housing Association Ltd
Agent:	Barefoot & Gilles Ltd

INTRODUCTION

The Site

Location and Context

1. The site is located on the corner of Junction Road and Berners Street. The site is currently occupied by 20 garages in two single storey rows running east west across the site with access from Junction Road. A surface parking area to the north of the site provides a further seven parking spaces accessed from Berners Street.
2. An electrical sub-station is located to the northwest corner of the site, to the west are three storey flats and to the east four storey flats on the opposite side of Junction Road. Two storey terrace housing is located to the north and south of the site. There are a number of trees in and adjacent to the site; a sycamore is located to the east adjacent to Junction Road and a further group of trees runs along the western boundary in the adjacent site, comprising of two sycamores and a holly tree.

Background

3. A similar application (reference number 10/02090/F) was approved on 2 February 2011 following the Planning Committees resolution to approve the application on 20 January 2011. Following approval of this application an Anglia Water manhole was identified to the northeast corner of the site which requires a 3m radius wayleave within which development should not take place.

4. This has necessitated revisions to the site's layout, approval of which is sought by the current application. The main changes involve the relocation of the flats to the northeast corner of the site further to the west. This then removes the area available for a parking courtyard and as such parking has been relocated directly off Junction Road with the exception of one space to the northwest accessed off Berners Street. The amenity areas to the rear (west) of the site have been rearranged.
5. The committee report and minutes for the previous application are available online by navigating to www.norwich.gov.uk then selecting committee meetings and the committee date of 20 January 2010.

Equality and Diversity Issues

6. There are not considered to be any significant equality or diversity issues.

The Proposal

7. The proposals are for the demolition of the garages on the site and erection of four two-bedroom flats and two two-bedroom houses. The proposals are two storeys in height. The houses are located to the south of the site with access to a single parking space at the front of the property from Junction Road. Private gardens are proposed to the rear with external access to areas for bin storage and a shed for cycle storage. The flats are proposed to the north of the site with parking for three flats to the front from Junction Road and one space to the side from Berners Street. Bin stores for the flats are located to the side (west) of the flats and external amenity space is located to the rear together with a secure and covered cycle store.

Representations Received

8. Adjacent and neighbouring properties have been notified in writing. No letters of representation have been received.
9. Representations were received under the previous application and these were responded to within the committee report. The committee report and minutes for the previous application are available online by navigating to www.norwich.gov.uk then selecting committee meetings and the committee date of 20 January 2010.

Consultation Responses

10. **Environmental Health** – The residential end use is a sensitive one, and there is a possibility of contamination due to the current or previous uses. I have therefore recommended conditions for a site investigation to determine this. I have also suggested conditions for light nuisance, along with informatives for the demolition and construction phases.
11. **Norfolk Historic Environment Service – Archaeology** – This is a possible site of a former air raid shelter and as such an archaeological monitoring condition should be imposed.
12. **Tree Protection Officer** – This should be achievable as long as any planning permission ensures full compliance with the arboricultural implications assessment, method statements and tree protection plan.

13. **Transport** - No objection to this revised arrangement. Bin arrangements are fine, and whilst I think the cycle store could be better located, it is acceptable as shown. I have no problem with the car parking arrangement.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1 – Delivering Sustainable Development
PPS1 Supplement Planning and Climate Change
PPS3 – Housing
PPS9 – Biodiversity and Geological Conservation
PPG13 – Transport

Relevant Strategic Regional Planning Policies

Policies of the adopted East of England Plan Regional Spatial Strategy (May, 2008)

ENV7 – Quality in the Built Environment
T8 – Local Roads
T14 – Parking
WM6 – Waste Management in Development

Local Development Framework

Policies of the emerging Joint Core Strategy (JCS) as amended by the inspectors report of 27 February 2011, likely to be adopted on 24 March 2011
Policy 1 – Addressing Climate Change and Protection Environmental Assets
Policy 2 – Promoting Good Design
Policy 3 – Energy and Water
Policy 4 – Housing Delivery
Policy 20 – Implementation

Relevant Local Plan Policies

Saved policies of the adopted City of Norwich Replacement Local Plan (November, 2004)
NE9 – Comprehensive Landscaping Scheme
HBE4 – Other Locations of Archaeological Interest
HBE12 – High Quality of Design
HBE19 – Design for Safety and Security (to be deleted on adoption of the JCS)
EP1 – Contaminated Land
EP18 – High Standard of Energy Efficiency
EP22 – High Standard of Amenity
HOU13 – Proposals for New Housing Development
HOU18 – Construction of New Flats
TRA5 – Approach to Design for Vehicle Movement and Special Needs
TRA6 – Parking Standards – Maxima
TRA7 – Cycle Parking Standards
TRA8 – Servicing Provision

Principle Policy Considerations

14. The principle policy considerations are the loss of the garaging and an assessment against saved local plan policies HOU13 and HOU18 for the provision of new dwellings. National

policy in PPG13 has recently changed to remove the requirement for councils to limit the number of parking spaces allowed in new residential developments and placing the onus on councils and communities to adopt policies appropriate for their area. Currently saved and adopted local plan policies remain in place which set out maximum parking standards for the City. There are no planning policies which seek the retention of parking or garaging provision. However, it is appropriate on a case by case basis to consider whether the loss of the garaging or parking provision would have other material or detrimental effects on the locality.

15. Of the 27 parking/garage spaces on site 19 spaces are tenanted and 8 are void. It is suggested that alternative parking provision would be offered to existing tenants at Penn Grove. The loss of parking could clearly lead to greater demand for on street parking, which is limited. However, in this case it is not considered that this would lead to any significant demonstrable harm in planning terms. Current local plan parking policies seek to minimise the reliance on the private car and whilst matters of highway safety and congestion are material planning considerations, it is not considered in this case that the proposals would have any significant detrimental impacts in these areas.
16. Members have previously agreed the principle of redevelopment on this site. The scheme proposed now involves a number of minor changes to take account of an on-site constraint to building out this earlier scheme. In terms of policies HOU13 and HOU18, the site is a brownfield site within the urban area. The site has good links to the City Centre along Aylsham and Drayton Road and the site is within walking distance of local and district centres on Aylsham and Drayton Road respectively. The proposals are therefore considered to be acceptable in principle subject to assessment against the criteria in policies HOU13 and HOU18, other development plan policies and material considerations.

Affordable Housing

17. Policy 4 of the emerging JCS requires 20% affordable housing on sites of this size (between 5-9 dwellings) in this case the proposal will be 100% affordable housing which will be secured via the contract of sale to Orwell Housing Association.

Layout and Design

18. The proposals are designed to provide a terrace along the street facing onto Junction Road. In order to facilitate this, the sycamore at the front of the site is proposed to be removed and replacement planting provided. The layout is considered appropriate and takes into account site constraints whilst providing amenity, servicing and parking areas. In terms of density the proposals equate to 72 dwellings per hectare which is consistent with the character and density of the surrounding area.
19. The amended layout is on balance considered to be an improvement, whilst the cycle stores would ideally be located closer to the highway. The amended proposals do reduce the amount of the site taken up by access and parking areas, thereby increasing the areas which can be utilised for external amenity space.
20. The dwellings are two storeys in height and adopt a fairly traditional form with pitched roofs, gable ends, red facing brick and pantiles. The detailing is slightly more contemporary in terms of the proportions of windows and timber infill panels. Windows and bargeboards are proposed in timber. Limited details of brick, tiles and the timber infill panels are provided and as such it is suggested that details of these form a condition of any consent. Subject to these details the design is considered to be appropriate.

21. The size of the development is below the threshold for an energy efficiency statement; however the design and access statement submitted with the application details that the applicants are committed to achieving code for sustainable homes level 4. Part of the proposals to achieve this Code level include the provision of solar thermal panels on the south and east elevations, specific details of which should be conditioned to ensure their projection from the roof slope is limited.
22. Policy 3 of the emerging JCS has a requirement for all housing developments to achieve code level 4 for water. The applicants have advised that the scheme will meet code for sustainable homes level 4 and it is recommended that a condition require code level 4 be met for water.
23. Appropriate detailing of hard and soft landscaping treatments to the boundaries and front of the site will be key to the success of the scheme. Details provided with the application are considered to be acceptable in principle, however further details of materials, soft landscaping and boundary treatments should form a condition of any consent. Details for the location of a replacement community notice board and grit bin should also form part of these landscaping proposals.

Access Parking and Servicing

24. Provision is made for one car parking space per dwelling which is consistent with the maximum parking standards set out within saved local plan policy TRA6. Given the size of the units further parking would be contrary to this policy.
25. Areas for bin storage and sheds for cycle parking are provided within the rear gardens of the houses and a communal enclosed cycle store and bin store is provided for the flats in line with the requirements of policies TRA7, TRA8 and WM6.

Trees

26. As detailed above the layout is dependent on the removal of a sycamore to the front (east) of the site. The tree is of a reasonable standard and a category B tree (of moderate quality and amenity value), so its retention is desirable. However, the removal and replacement of the tree allows for a significantly improved layout. The Tree Officer has advised that subject to satisfactory replacement this is acceptable.
27. Extensive areas of hard standing currently exist on site and an arboricultural method statement for the removal of hard surfaces adjacent to those trees to be retained along the western boundary has been provided, compliance with this should form a condition of any consent.

Ecology

28. An ecological appraisal has been submitted with the application; this does not identify the specific presence of any protected species and the proposals are considered to have a neutral impact. A number of mitigation and enhancement measures are suggested, some of which are incorporated into the proposals. Native landscaping with berry bearing species is suggested within the ecological appraisal and this can be achieved via landscaping conditions. It is also suggested that informative notes are used to provide further advice on site clearance.

Amenity

29. The proposed dwellings are well orientated in relation to neighbouring properties. Overshadowing to adjacent properties would be largely non-existent due to the orientation of the proposals and location of Berners Street to the north. In terms of overlooking, the relationship and distances to other dwellings are such that there would be no significant implications in terms of overlooking to neighbouring properties.
30. In terms of the amenity of future residents of the properties themselves, the dwellings are of a suitable size for a two-bed properties ranging between 61 and 78 m². Sufficient private amenity space is provided in the form of communal space for the flats and private gardens for the houses. The landscaping details of the communal area again will be key to its success and can be controlled via condition.

Contamination

31. A desk based assessment has been submitted with the application which identifies potential pollutants at the site. Given the sensitive residential end use it is considered necessary to condition a site investigation and a scheme of remediation and mitigation to be carried out as appropriate.

Conclusions

32. The proposals provide for the redevelopment of an existing brownfield garage site. Of the 27 parking/garage spaces on site, 19 spaces are tenanted and 8 are void. It is suggested that alternative parking provision would be offered to existing tenants at Penn Grove. The loss of parking could clearly lead to greater demand for on street parking which is limited. However, in this case it is not considered that this would lead to any significant demonstrable harm in planning terms. Current local plan parking policies seek to minimise the reliance on the private car and whilst matters of highway safety and congestion are material planning considerations, it is not considered in this case that the proposals would have any significant detrimental impacts in these areas. The site has good connections to nearby services and is considered to be an appropriate location for new residential development. Subject to conditions, the design of the proposal is considered to be acceptable taking into account the constraints of the site. It is not considered that there are any significant detrimental impacts to the amenities of adjacent properties. The proposals are therefore considered to be acceptable subject to the conditions listed in the recommendation below.

RECOMMENDATIONS

To approve Application No (11/00308/F, Garages adjacent to 63 - 79 Berners Street, Norwich) and grant planning permission, subject to the following conditions:-

1. Standard time limit;
2. Development in accordance with the submitted plans;
3. Compliance with the arboricultural implications assessment and method statement for construction and provision of services. Provision of an auditable system of arboricultural site monitoring.
4. Provision of the sheds, parking areas, refuse storage areas and cycle stores prior to first occupation;
5. Submission of a landscaping scheme including:
 - details for replacement tree planting;
 - hard and soft landscaping details for all communal areas and site frontages including details of all boundary treatments;

- details of the future management and maintenance of the landscaped areas;
 - reprovision of the community notice board and grit bin;
 - provision of landscaping prior to first occupation.
6. Details of bricks, tiles, solar panels and timber infill panels to be used in the development;
 7. Site contamination investigation and assessment to be carried out and if contamination is found a scheme of remediation and mitigation to be agreed and carried out. Should during development, contamination not previously identified be found development is to cease pending details to deal with contamination;
 8. Archaeological monitoring and submission of results;
 9. Proposals to meet code for sustainable homes level 4 for water.

The following informative notes should be appended to any consent:

1. Considerate construction and timing to prevent nuisance;
2. An asbestos survey should be carried out;
3. Materials removed from site should be classified and disposed of at suitable licensed facilities;
4. Site clearance to have due regard to minimising the impact on wildlife.

Reasons for approval: The decision has been made with particular regard to PPS1, PPS3, PPS9, PPG13 policies ENV7, T8, T14 and WM6 of the adopted East of England Plan policies 1, 2, 3, 4 and 20 of the emerging Joint Core Strategy and saved policies NE9, HBE4, HBE12, EP1, EP18, EP22, HOU13, HOU18, TRA5, TRA6, TRA7 and TRA8 of the adopted City of Norwich Replacement Local Plan.

The proposals provide for the redevelopment of an existing brownfield garage site. Of the 27 parking/garage spaces on site, 19 spaces are tenanted and 8 are void. It is suggested that alternative parking provision would be offered to existing tenants at Penn Grove. The loss of parking could clearly lead to greater demand for on street parking which is limited. However, in this case it is not considered that this would lead to any significant demonstrable harm in planning terms. Current local plan parking policies seek to minimise the reliance on the private car and whilst matters of highway safety and congestion are material planning considerations, it is not considered in this case that the proposals would have any significant detrimental impacts in these areas. The site has good connections to nearby services and is considered to be an appropriate location for new residential development. Subject to conditions the design of the proposal is considered to be acceptable taking into account the constraints of the site. It is not considered that there are any significant detrimental impacts to the amenities of adjacent properties. The proposals are therefore considered to be acceptable subject to conditions.



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Planning Application No 11/00308/F
 Site Address Garages adjacent to 63 - 79 Berners Street, Norwich
 Scale 1:1,000



NORWICH
 City Council

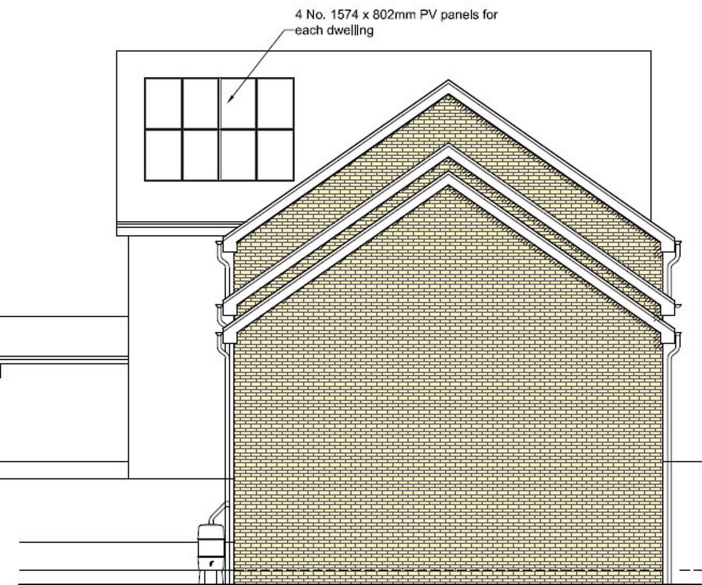
PLANNING SERVICES







FRONT ELEVATION
(east)



SIDE ELEVATION
(south)



SIDE ELEVATION
(north)



REAR ELEVATION
(west)