

Report to

Planning applications committee

Item

29 January 2015

Report of

Head of planning services

SubjectApplication no 14/01757/F - Land North of
2 Primrose Road, Norwich**Applicant**

Mr A Crotch and L M Reid

Reason for referral

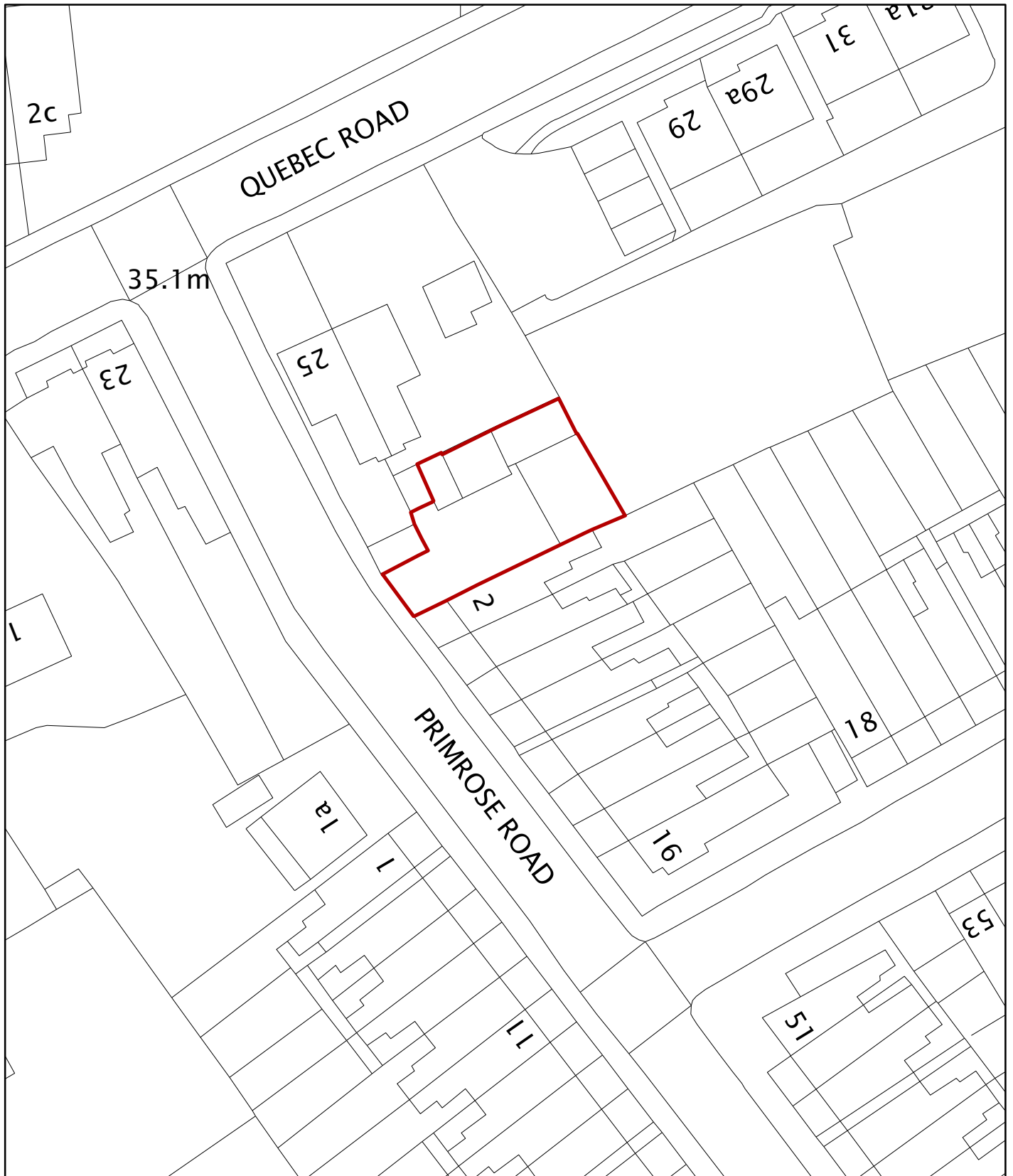
Objection

4(d)

Ward:	Thorpe Hamlet
Case officer	James Bonner - jamesbonner@norwich.gov.uk

Development proposal		
Demolition of garages and erection of detached three bedroom dwelling with integrated garage [revised position and layout].		
Representations		
Object	Comment	Support
2		

Main issues	Key considerations
1 Principle of development	Removal of garages; new dwelling
2 Design	Impact upon street scene
3 Amenity	Occupier (external space) and neighbouring (overshadowing/overlooking)
4 Transport	Safety of access and egress
Expiry date	4 February 2015
Recommendation	Approve



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Planning Application No 14/01757/F

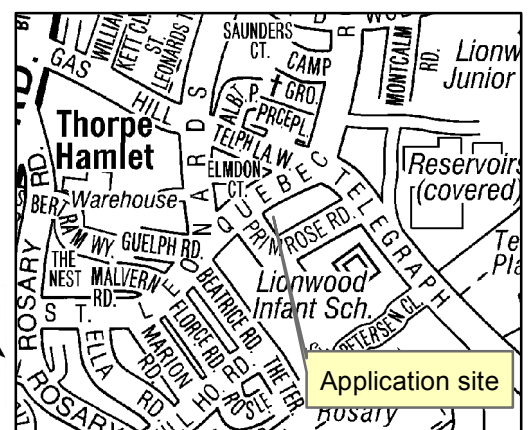
Site Address Land North of 2 Primrose Road

Scale 1:500



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. This application affects the land between 2 Primrose Road and 25 Quebec Road. To the west is Primrose Road and to the east is land with permission for two dwellings (13/01964/F). The application site is currently overgrown and is home to five dilapidated garages. In the northwest corner the red line abuts another garage which is outside the ownership of the site and is to be retained and accessed via the new dwelling's access. Next to this entrance is another garage, facing onto Primrose Road. This is also in different ownership and is being retained, hence the jagged nature of the site.

Constraints

2. The site is not within a conservation area or near any buildings of heritage significance. The garages have clearly not been in use for some time and hence have potential ecology implications. An ecology report has been included. The site is higher than Primrose Road by at least 1.5m.

Relevant planning history

- 3.

Ref	Proposal	Decision	Date
13/01964/F	Site to rear: Erection of 2 No. semi detached three bedroom dwellings.	Refused.	Allowed on appeal 12 th January 2015

The proposal

4. The demolition of five garages and erection of a three bedroom detached house with integral garage. It is separated from the end terrace of 2 Primrose Road by 1.2m and is set back 4m from its front elevation. Shared access to both the house and the remaining adjacent garage is from Primrose Road.
5. Following negotiation the house has been brought forward 1.5m to provide a more agreeable rear garden area.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	1
No. of affordable dwellings	0

Total floorspace	133.5sqm
No. of storeys	2 (plus liveable loft space)
Max. dimensions	9m high, 8.8m long, 9.4m wide
Appearance	
Materials	Red brick, red clay pantile
Transport matters	
Vehicular access	Via Primrose Road, shared access with garage in different ownership
No of car parking spaces	1
No of cycle parking spaces	2
Servicing arrangements	Bin store to rear

Representations

6. Adjacent and neighbouring properties have been notified in writing. Following the amended layout the application has been re-advertised and this neighbour consultation period expires on the 28th of January. Two letters of representation (one from the Norwich Society) 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
Although it is good to put land to use, shared access causes concern for reversing out onto Primrose Road. Headlights will also shine into window causing potential disputes.	Highway safety – see main issue 4 Headlights/amenity – see main issue 3
Four dormers of 25/27 Quebec Road will overlook proposed garden.	Occupier amenity – see main issue 3
Norwich Society: The front elevation of the proposed house is not in keeping at all with the adjacent Victorian terrace and setting it back from the line of the terrace makes it more conspicuous.	Design – see main issue 2

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.

Highways (local)

8. It is possible to turn in and out in situations like this. It will be tight and they will have to drive with care but no objections raised. Gradient will require design of surface to be resistant to icy conditions.

Natural areas officer

9. The mitigation measures in ecology report should be sufficient subject to changing clearance date from July 31 to August 31 to reduce risk of disturbing any birds with second broods. *[The report has been amended]*

Assessment of planning considerations

Relevant development plan policies

10. **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
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation
11. **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
 - DM6 Protecting and enhancing the natural environment
 - DM12 Ensuring well-planned housing development
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing

Other material considerations

12. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
- NPPF0 Achieving sustainable development
 - NPPF1 Building a strong, competitive economy
 - NPPF4 Promoting sustainable transport
 - NPPF6 Delivering a wide choice of high quality homes

- NPPF7 Requiring good design
- NPPF11 Conserving and enhancing the natural environment

Case Assessment

13. 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

14. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.
15. The removal of the garages is acceptable given their very dilapidated state. The proposal affects previously developed land in an established residential area. When assessed against DM12 the development accords with all criteria and is in an accessible location for non-car users subject to assessment against the main issues below. Accordingly the principle of the development is acceptable.

Main issue 2: Design

16. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
17. The proposed house is of a clearly different design than the Victorian terraces adjacent and opposite. Due to the retention of the two garages and requirement of shared access, the dwelling is set back from the established building line of the terrace which is unfortunate. In some specific views this may look odd, but the presence of 25-27 Quebec Road and the detached 1a Primrose Road (opposite the site) establishes there is no one dominant architectural style in the vicinity.
18. It is regrettable that ownership of the two garages could not be sought and a comprehensive development of the site be proposed. This would have made better use of the land and could have undoubtedly produced a much more visually amenable scheme. That being said the proposal must be assessed on its merits. With the separation between the end terrace and the new detached property (1.2m) and the setback of 4m from the front elevation there are only limited views of the proposed dwelling. Even in these views, subject to securing details and samples on the materials, the development is not considered to cause adverse harm to the relatively varied street scene.

Main issue 3: Amenity

19. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.

Neighbouring Amenity

20. A sun-path analysis has been provided which shows there will be some increased overshadowing to the windows on the rear projections of 25 and 27 Quebec Road.

This would typically be in the morning and would be of a fairly minor extent which does not raise any significant concerns. As the dwelling does not extend past the rear elevation of 2 Primrose Road there is no assessment to be made in this respect. In terms of the impact upon the those dwellings to the north recently allowed on appeal (13/01964/F), the development will lead to some shadowing later in the day but given the distance of ~14m, the impact is not unacceptable.

21. There is no adverse impact upon the outlook of the windows of 25 and 27 Quebec Road given the distance (~6m) and otherwise relatively open nature of the space immediately to their east. The same can be said for the impact on daylight levels.
22. The proposal has no windows in the side elevation and although there is some chance for overlooking from the rear windows into the gardens of 2 Primrose Road, opportunities are limited and no concerns are raised. The biggest potential impact comes from the pair of semi-detached houses on the adjacent site. There are habitable rooms facing each other (including balconies on the neighbouring development), which will lead to some overlooking. However given the distances involved (~14m), the change in levels and the vegetation that exists and is expected through the conditioned landscaping, there are no unacceptable concerns for overlooking.

Occupier Amenity

23. The house has been moved forward to provide a more usable rear garden space. It is acknowledged that the space will often be overshadowed by the two storey flank wall of 2 Quebec Road, however the projecting kitchen on the proposed house being single storey should not exacerbate the issue. There is some merit to an argument that that for a family home this space is inadequate in terms of space and its layout. The provision of further garden space at the front does help in this respect and overall it is considered that there is an adequate level of external amenity space for future occupiers. This would be acceptable subject to a landscaping condition to maximise the usability of the space and a condition restricting the normal permitted development rights a dwellinghouse would have to extend and erect outbuildings. This is in the interests of protecting the borderline inadequate external amenity space within the tight site.
24. The issues of overlooking from neighbours does not undermine the provision and given the urban context this is unavoidable and not an issue that can substantiate refusal.
25. Internal space is generous and complies with policy. Headlights from the cars using the garage are unlikely to have much of an effect on the living room for much more than a couple of seconds.

Main issue 4: Transport

26. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
27. The position of the two garages leads to a fairly tight site and a tracking diagram has been provided to show access and egress is possible but turning within the site is not. The parking restrictions in front of the Primrose Road garage and the width of the access should allow for some flexibility on the approach which would be

needed given the parked cars opposite the site. This is acknowledged by the local highways officer as tight but achievable and no objection is raised on behalf of the highway authority. It is noted there would be a need for the landscaping scheme to incorporate details of the surfacing on the access given the gradient and the potential for hazards during icy periods.

28. One car parking space is agreeable with policy given the on-street parking restrictions. Bearing in mind the garden constraints there is sufficient room allocated for bin and cycle storage to the rear. The details shall be secured through condition.

Compliance with other relevant development plan policies

29. 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
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Not applicable

Other matters

30. The matter of biodiversity has been assessed and considered satisfactory and in accordance with relevant development plan policies, the ecology report did not identify any protected species on the site and subject to a condition restricting site clearance between March and September and seeking provision of a single bat box the proposal is acceptable.

Equalities and diversity issues

31. There are no significant equality or diversity issues.

Local finance considerations

32. 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. In this case the development will be liable for around £11, 350 of CIL.

33. 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.
34. In this case local finance considerations are not considered to be material to the case.

Conclusion

35. The proposals is acceptable in principle. The quality of the design and layout of the proposals are hindered by the requirement to retain the two garages next to the site. This awkward layout leads to a debatable level and quality of rear external amenity space for a family home, an issue which is improved by an additional parcel at the front. Vehicle access is also tight but achievable and no significant transport concerns have been raised. The design does have several weaknesses, again partially from the site layout. One of these issues is the discontinuation of the terrace's building line, although it is because of this setback and the position of the other buildings that the prominence and therefore potential impact is somewhat reduced. The effect upon a street scene which is otherwise fairly varied in nature is deemed to be acceptable subject to a good level of detail.
36. It is considered that there are a number of shortcomings which make this decision fairly finely balanced, but given the relatively low level of harm to any neighbouring occupiers and the need for new housing, the recommendation is one of approval.
37. It is considered 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

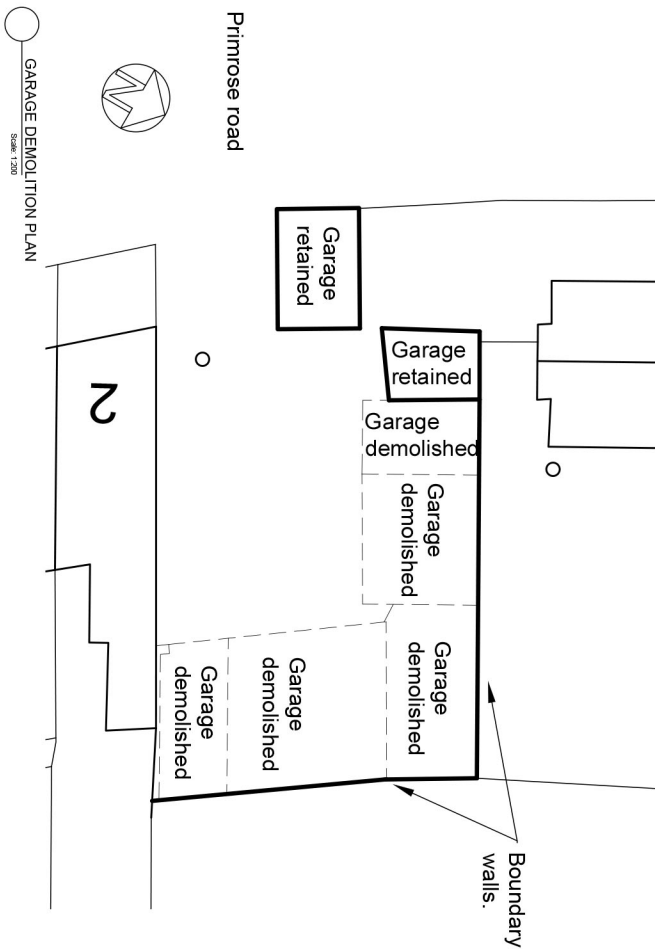
To approve application no. 14/01757/F - Land North Of 2 Primrose Road, Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. External materials (including samples), windows, doors, dormer, rainwater goods;
4. Landscaping scheme (to include details of access surfacing);
5. Bin and cycle store details;
6. Water conservation measures;
7. Removal of permitted development rights for extensions, outbuildings etc;
8. No site clearance between March to September;
9. Provision of a bat box.

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, following negotiations with the applicant and subsequent amendments at the pre-application stage the application has

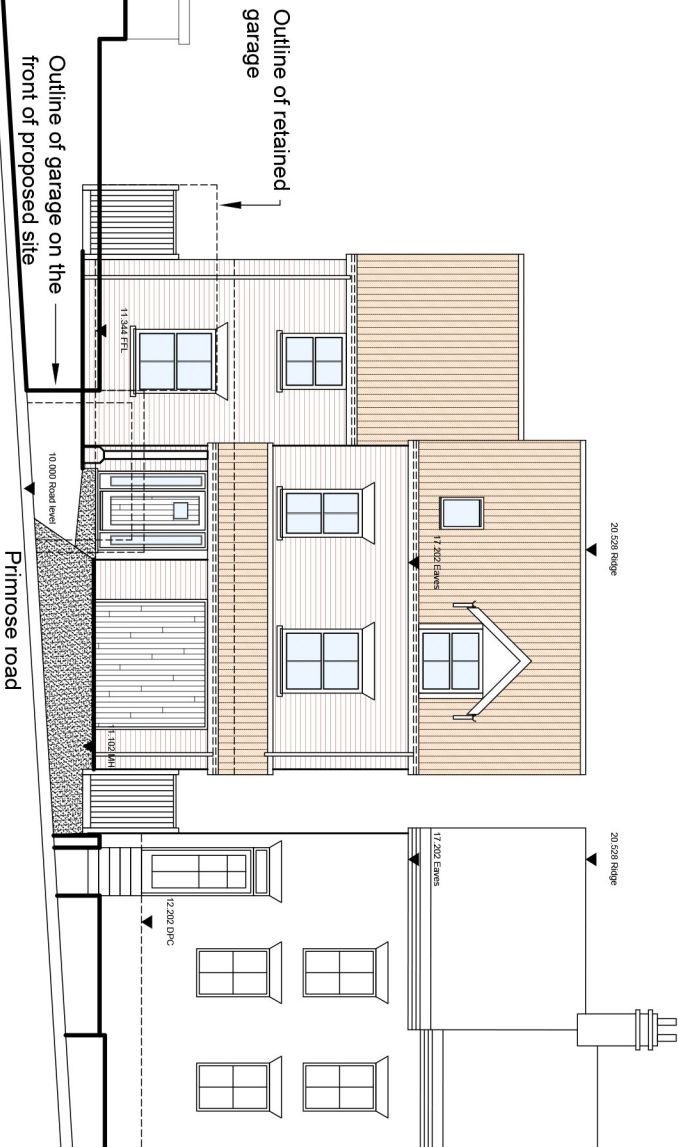
been approved subject to appropriate conditions and for the reasons outlined in the officer report.



GARAGE DEMOLITION PLAN

Scale: 1:200

Indicative profile of house and heights taken from Google maps.



Street Scene viewed from Primrose road.

REVISION

PRELIMINARY

PETER CODLING ARCHITECTS

7 THE OLD CHURCH, ST. MATTHEW'S ROAD, NORWICH, NORTHERN

NEA 1000 1000

Mr A Crotch

Street Scene viewed from Primrose road.

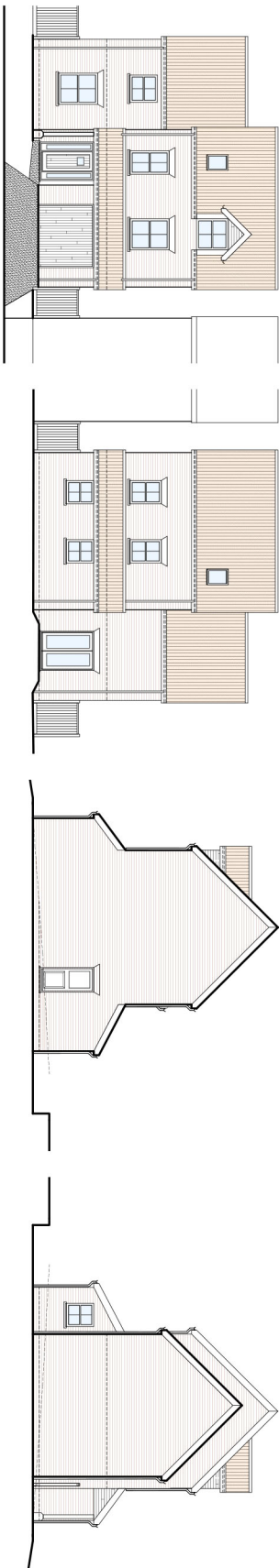
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JOB NO 5442 03

DATE Dec 14 DRAWN BY NDB

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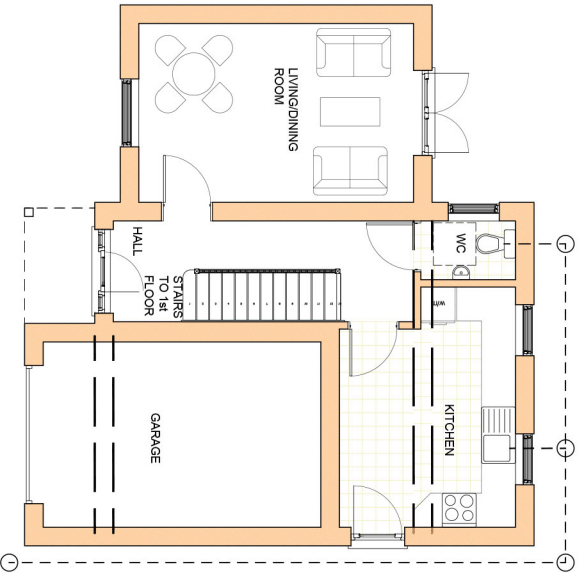


WEST ELEVATION
Scale: 1:100

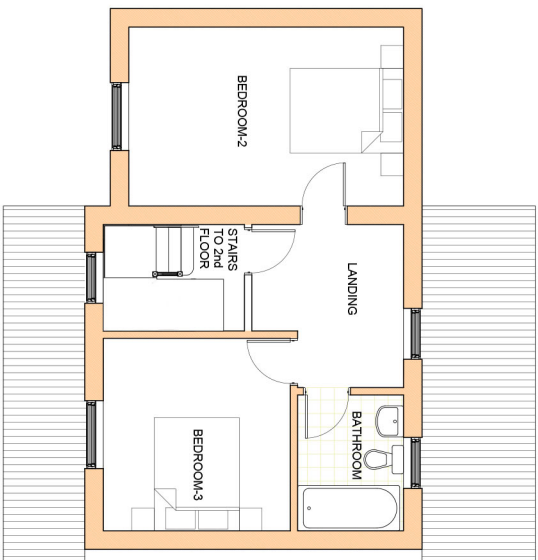
EAST ELEVATION
Scale: 1:100

SOUTH ELEVATION
Scale: 1:100

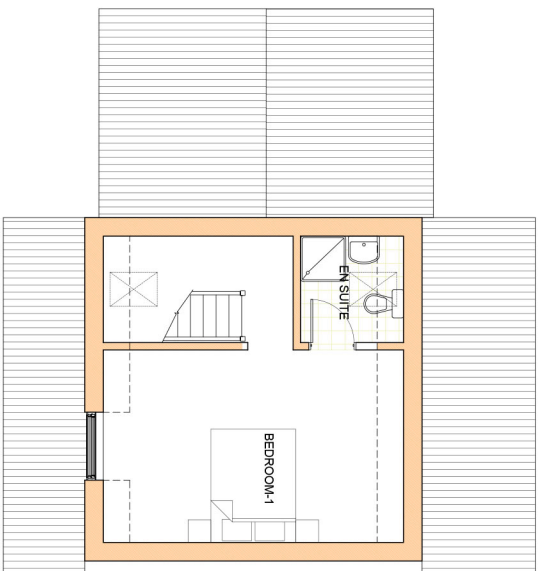
NORTH ELEVATION
Scale: 1:100



GROUND FLOOR PLAN
Scale: 1:50



FIRST FLOOR PLAN
Scale: 1:50



SECOND FLOOR PLAN
Scale: 1:50

PRELIMINARY

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TEL: 01295 234567
WWW.PETERCODLINGARCHITECTS.CO.UK

INT A Coord

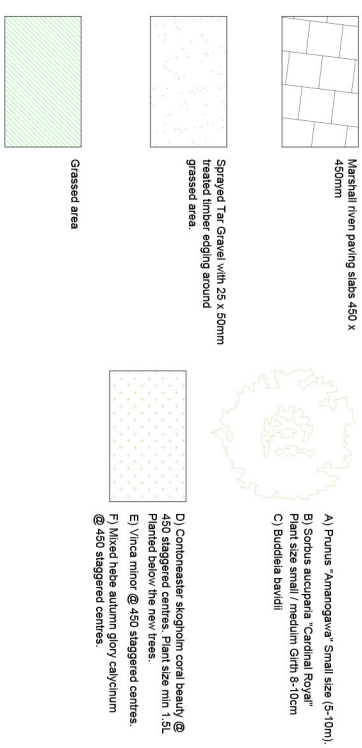
Proposed plans & elevations.

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date Nov 14	drawn by NDB	

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SITE LOCATION
Scale: 1:1250



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SITE DEVELOPMENT PRIMROSE ROAD
NORWICH

MR A CROTH
SITE PLANS

Scale	1/100	1/1250	@ A1
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DATE	SEP 2013	SHOWN BY	

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