

**Report to** Planning applications committee

13 October 2016

**Report of** Head of planning services

**Subject** 16/01121/F- Garages adjacent to 110 Quebec Road

**Reason for referral** Objections and application affecting City Council land.

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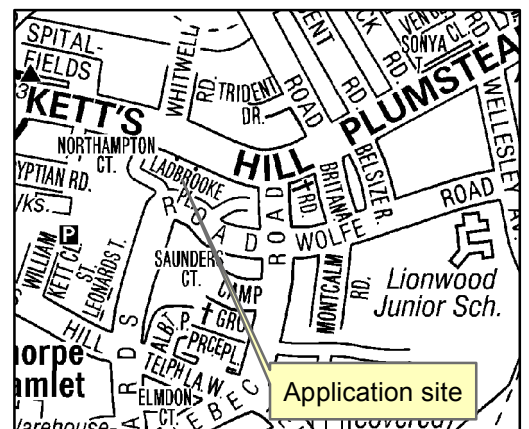
Item

4(h)

<b>Ward:</b>	Thorpe Hamlet
<b>Case officer</b>	Robert Webb - robertwebb@norwich.gov.uk

Development proposal		
Demolition of existing garages and the erection of 1 No. four bed dwelling and 2 No. two bed dwellings.		
Representations		
Object	Comment	Support
6	1	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
2 Design/ Heritage	Impact on character of the adjacent conservation area, scale, form, massing and appearance.
3 Trees and Landscaping	Consideration of landscaping, impact on trees
4 Transport	Accessibility of site, impact on car parking, traffic, highway safety, cycle parking, servicing.
5 Amenity	Impact on neighbouring occupiers, loss of parking
<b>Expiry date</b>	20 October 2016
<b>Recommendation</b>	Approval subject to conditions.



## The site and surroundings

1. The site is owned and managed by Norwich City Council and consists of two garage blocks providing a total of 13 garages and is also used as a communal bin store area for the flats within St. Leonard's Road. These flats are directly to the west of the site, with terraced housing to the north, south and east of the site.

## Constraints

2. The site is adjacent to, but outside of, the Thorpe Hamlet Conservation Area.

## Relevant planning history

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

## The proposal

4. The proposal is 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 overall to deliver 66 affordable units across the city 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 3 no. new affordable houses, with 1 no. 4 bed dwelling and 2 no. 2 bed dwellings. They would take the form of a row of three terraced houses, fronting onto Quebec Road, with off road parking provided to the side. Each property would have dedicated parking space, 1 space for each of the 2 bed dwellings and 2 spaces for the 3 bed dwelling. Solar panels would be placed on the rear face of the sloping roof.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	3
No. of affordable dwellings	3
Total floorspace	250.1 square metres (72.4 m <sup>2</sup> per 2 bed dwelling, 105.3 m <sup>2</sup> for the 4 bed dwelling)
No. of storeys	2
Density	45 dwellings per hectare
<b>Appearance</b>	

Materials	Walls – red stock brickwork. Roof – red/orange concrete pantiles. Windows – white Upvc double glazed units. Doors – GPR/timber front entrance doors.
Energy and resource efficiency measures	Solar pv panels, low energy lighting, gas condensing combination boiler with flue gas heat recovery system.
<b>Transport matters</b>	
Vehicular access	From Armes Street
No of car parking spaces	4 (1 per 2 bed property, 2 for the 4 bed property).
No of cycle parking spaces	Cycle shed provided for each property.
Servicing arrangements	Bin storage to rear of properties, bin presentation area at front of site next to Armes Street.

## Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 7 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
Concern at loss of light to property	See main issue 4
Concern at loss of parking spaces	See main issue 4
Concern at loss of privacy	See main issue 4
Concern regarding highway safety	See main issue 3
Impact on trees	See main issue 5
Concern at the loss of the barrier/wall to 110 Quebec Road	See main issue 4
Concern that the site is currently used for communal refuse	See paragraph 32

## 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.

### 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 on highway/transportation grounds. The development and site layout is acceptable, parking, refuse and cycle storage are acceptable.

### NCC Housing

10. There are eleven garage tenants that would be served with a Notice to Quit if the plans are approved. Garage vacancies were checked on 30/09/16. There are 8 garages available within 200 metres of the site and an additional 4 within 350 metres. Car park surveys have also been carried out on this site and the surrounding roads and car parks to assess usage. On average, the car park is 80% occupied, but there has been sufficient space on surrounding roads and car parks to accommodate the number of cars using it. On many of the counts, it has been noted that all the cars parked within the site did not have permits, so were using the parking spaces for free rather than using on street parking spaces which are permit controlled.

## Assessment of planning considerations

### Relevant development plan policies

11. **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
12. **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**

### **13. 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**

14. 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**

15. 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.
16. 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.
17. The NPPF encourages 'the effective use of land by reusing land that has been previously developed'. This site constitutes previously developed land. The site is in a sustainable location for new housing with good links to the City Centre. 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. This is further set out below.

### **Main issue 2: Design**

18. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.

19. The site is located in a residential area which is mainly characterised by Victorian terraced properties although there is also a development of three storey flats directly to the east.
20. The design proposes a modern two-storey terrace, with red brick, red roof tiles and a pitched roof. Solar pv panels would be positioned on the southern (rear) facing part of the roof. The form of development would be in keeping with the existing pattern of development on Quebec Road and the design detailing respects the position of the site close to the Conservation Area.
21. The two storey dwellings proposed would have an internal floor area of 72.4 square metres and the dwellings are intended as 2 bedroom 4 person houses. The floorspace is therefore below the national space standards figure of 81 square metres for this type of property. It is recognised however that if the dwellings were occupied by 3 persons, then the minimum space standard of 72m<sup>2</sup> would be met. Similarly the four bed house shows an internal floor area of 105.3m<sup>2</sup>, which would be close to the minimum standard for 5 people, but somewhat short of the minimum area of 115m<sup>2</sup> recommended for 6 people. Whilst the failure to meet the minimum space standards is regrettable, it is not considered in itself to warrant refusal of the application given that the proposal is otherwise well-designed and would lead to the delivery of affordable housing in a sustainable location.

### **Main issue 3: Transport**

22. Key policies and NPPF paragraphs - JCS6, DM28, DM31.
23. The site is located in an accessible location within walking distance of the city centre and Ketts Hill which has bus links into the city centre. The proposal would provide 4 parking spaces which meets the Council's parking standards. Secure cycle parking would be provided for each property. 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**

24. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
25. A number of objections have been received to the proposal, with concerns about increased parking pressure on local roads and the potential knock-on effects of this pressure.
26. Information provided with the application indicates that in June this year 85% of the garages were occupied. This amounts to 11 of the 13 garages. At that time there were 10 available garages within 800m of the site, which indicates that alternative provision is available in the locality. There is also a small parking area which appears to be well used, particularly during the evenings and weekends.
27. It is acknowledged that some harm would be caused to residential amenity by the loss of the existing spaces. However this must be weighed against the significant benefits of delivering affordable housing in a sustainable location within the city. This will be a matter for Members to judge, 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.

28. Whilst some objections have been raised regarding the impact on properties in Ketts Hill, a sunpath analysis has been submitted which demonstrates that the proposal would not cause material harm in terms of overshadowing. The proposals would also not result in significant loss of daylight or sunlight to these properties given the level of separation between the existing and proposed properties. In addition the proposal has been designed to ensure no material harm from overlooking would occur. The rear wall of the garage block to the southern boundary with no. 110 Quebec Road would be retained in order to maintain privacy.

### **Main issue 5: Trees and Landscaping**

29. Key policies and NPPF paragraphs – DM3, DM7, DM8, NPPF paragraphs 9, 17, 56, 109 and 118.
30. Two category C silver birch trees would be removed to facilitate the development. Given that the trees are of a low quality this is considered acceptable and the remaining trees on site would be retained. Replacement tree planting should be sought by condition and a further condition is sought requiring the approval of a suitable landscaping scheme. Subject to these conditions the proposal complies with relevant policies in relation to trees and landscaping

### **Other Matters**

31. The proposal is acceptable in terms of its impact on flood risk, biodiversity, land contamination and the energy efficiency measures proposed.
32. During the course of dealing with the application it has become apparent that there is a need to provide a replacement bin store within the site to serve the nearby flats on St. Leonard's Road. At the time of writing this matter was being addressed by the applicant and it is anticipated that an amended site plan will be submitted which will be available as an update to the agenda report.

### **Equalities and diversity issues**

33. There are no significant equality or diversity issues.

### **Local finance considerations**

34. 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.
35. 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.



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

## **Conclusion**

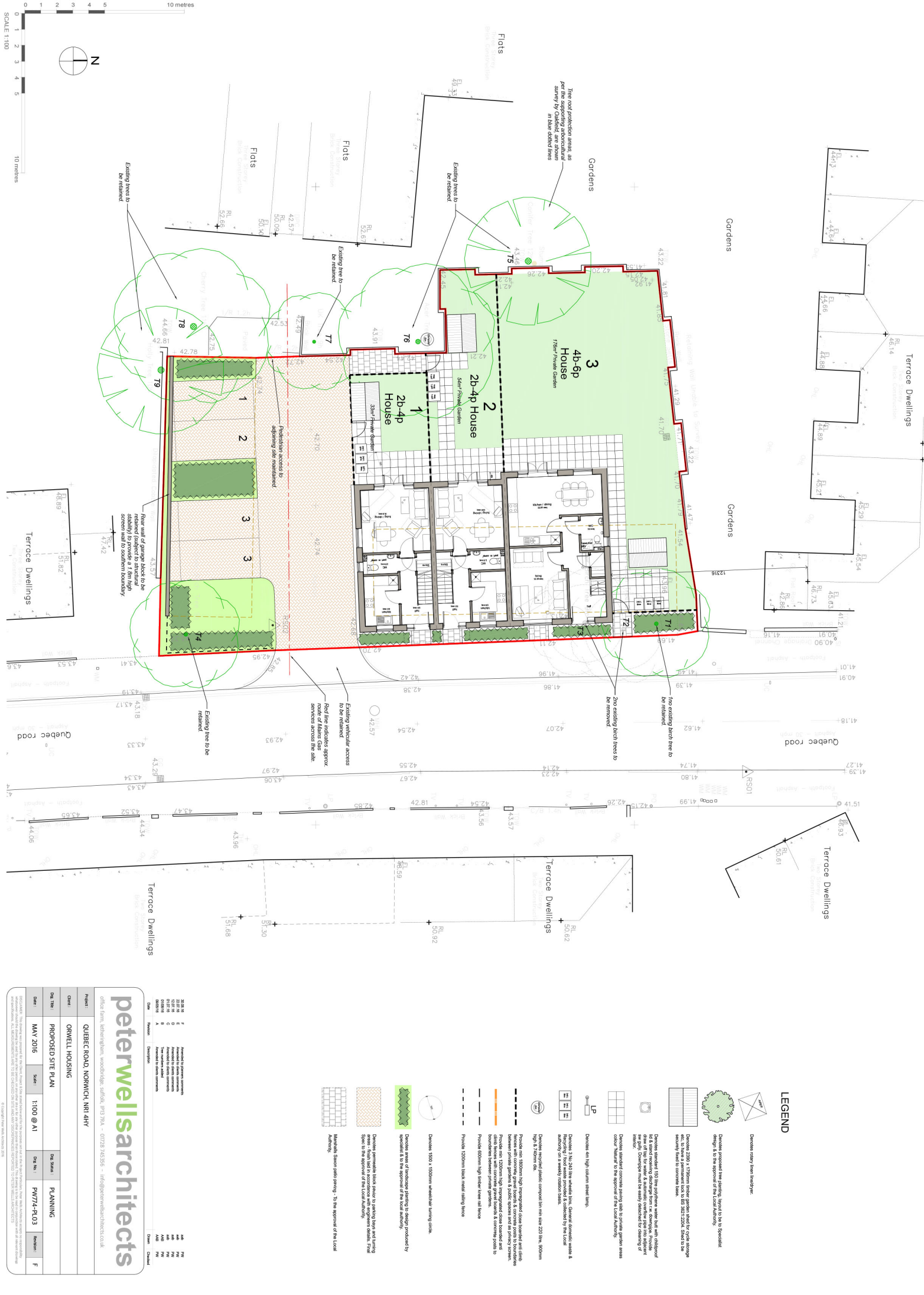
37. The proposal in Quebec Road would provide three new affordable homes in a sustainable location and is considered to be acceptable in planning terms. There would be some harm caused to residential amenity in terms of the loss of the existing garage blocks. However this must be balanced against the benefit of the proposal in terms of providing much needed affordable housing and this benefit is considered to outweigh the loss of the site for parking, particularly given the presence of alternative garage provision within the locality.
38. The proposal 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 16/01121/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 and replacement tree planting to be agreed

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



# LEGEND

Existing existing fence line



Existing proposed tree planting, subject to be to Specialist design & to the approval of the Local Authority



Existing 1000 x 1000mm square paved area to be replaced with a permeable block to be approved by the Local Authority



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## peterwellsarchitects

Office: 01208 345556 - info@peterwellsarchitects.co.uk

Project: QUEBEC ROAD, NORWICH, NR1 4HY

Client: ORWELL HOUSING

Site: PROPOSED SITE PLAN

Date: MAY 2016 Scale: 1:100 @ A1

Drawn by: PWT/PL/03

Checked by: F

Project: F



### Plot 3 First Floor Plan



### Plot 3 Ground Floor Plan

Roof Pitch: 35.0 deg.  
 Roof/ceiling concrete pan/lines  
 Fascia, soffit & bargeboards uPVC colour: white  
 Windows uPVC colour: white  
 Entrance Doors, gpr/timber  
 uPVC gutters & downpipes colour: black  
 Red Stick flooring Blackout  
 2no. 1173 x 288mm PVC/500 Veridian Clearline PV panels for plots 1+2  
 3no. 1173 x 288mm PVC/500 Veridian Clearline PV panels for plot 3  
 Stone cills and linings

[illegible]