

## Report for Resolution

**Report to** Planning Applications Committee  
**Date** 31 March 2011  
**Report of** Head of Planning Services  
**Subject** 10/02162/F, Garages adjacent to 73 Peckover Road,  
Norwich

Item  
**5(1)**

### SUMMARY

<b>Description:</b>	Redevelopment of site to provide 2 No. houses and a block of 4 No. flats.
<b>Reason for consideration at Committee:</b>	Objection Council led development
<b>Recommendation:</b>	Approve
<b>Ward:</b>	Eaton
<b>Contact Officer:</b>	Mr Lee Cook Senior Planner 01603 212536
<b>Date of receipt:</b>	13th December 2010
<b>Applicant:</b>	Orwell Housing Association Limited
<b>Agent:</b>	Barefoot and Gilles Limited

### INTRODUCTION

#### The Site

##### Location and Content

1. The site is located to the east of Peckover Road just north of its junction with Osborne Road which leads to Bluebell Road to the west. The site currently comprises 33 single storey mono-pitch garages. Access is located centrally onto Peckover Road. To the north is a single storey commercial unit currently in use as a hairdressers this has an access to the rear off the garage court. To the east is an area of publically accessible recreational open space which rises steeply to the east, this space is occupied by a significant group of black poplar the canopies of which project over the site.
2. The area is predominately made up of two storey semi detached properties, the rear gardens of two such properties are located to the south and one of these properties has an access to their rear garden from the site. The western boundary of the site is marked by a green verge within which a number of street trees are located.

#### Planning History

3. There is no relevant recent planning history.

#### Equality and Diversity Issues

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

## The Proposal

5. The application is one of a series of applications by Orwell Housing for sites currently owned by Norwich City Council. NCC has entered into an agreement with the Homes and Communities Agency with an initial objective for the delivery of at least 100 new affordable dwellings with Orwell having been selected as the provider of these.
6. This particular application is for the provision of 2 three bedroom houses and a block of 4 two bedroom flats. The scheme includes associated parking, servicing and garden areas and also maintains an existing access to the retail unit to the north of the site.

## Representations Received

7. Advertised on site and adjacent and neighbouring properties have been notified in writing. 10 representations have been received citing the issues summarised in the table below.

Issues Raised	Response
Loss of garaging which provides secure parking.	See paragraphs 13 and 14
The proposals would put pressure on already overcrowded street parking.	See paragraphs 13 and 14
Some nearby residents with garages are elderly and will not be able to access alternative garaging.	See paragraph 15
Insufficient parking for the new properties.	See paragraph 24
Housing is not in keeping with the surrounding area.	See paragraphs 18-20
Concerns over the use of buff bricks, cladding.	See paragraph 20
Overlooking of properties to the south.	See paragraph 31
Trees on and adjacent to the site require need management and pruning.	See paragraphs 25-27

8. Norwich Society: The Committee viewed the various garage sites that are to be developed for “affordable” housing. As the ratio of garages occupied is low it seems sensible to use the land for housing. As a committee, we generally approve of the designs, though they are safe without much inspiration on the whole.

## Consultation Responses

9. **Transport** – 6 parking spaces are provided for. The car parking spaces are slightly narrower than the Local Plan standards, but are adequate for most vehicles. In the interest of maintaining good neighbour relations, we would recommend that the parking spaces are marked out with the unit number, and possibly use a droppable lockable bollard to prevent fly parking. Cycle store is acceptable for the flats, the houses have sheds which are easily accessed. Please check that the refuse and recycling storage is adequate for the flats. It is likely that pedestrians from Units 1 and 2 would not choose to follow the footpath to Peckover Road and walk across the landscaped area instead, suggest a gap is created to facilitate a direct route or landscaping more robustly planted to deter this.
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. **Tree Protection Officer** – Has confirmed that the amended proposals which utilise the existing access are acceptable subject to compliance with the arboricultural implications assessment, methods statements and tree protection plan.
12. **Strategic Housing** – I can confirm that the Housing Development team fully support the application for 4 flats and 2 houses at the garage site on Peckover Road.

This site is owned by Norwich City Council and was identified by the Housing Development Team as an excellent site for the development of affordable housing, due to the condition and under occupation of the garages on site. The current application has been put together by Orwell Housing Association in partnership with the Housing Development Team and in consultation with the planning department.

There is a great need for new affordable housing in Norwich with the Housing Needs and Stock Condition survey identifying a need for 677 new affordable homes to be developed in Norwich each year. The Peckover Road development will go some way to help meet this need. The property mix of two / three bedroom flats and houses was agreed with the housing development team and meets the identified need within the strategic housing market assessment.

A public consultation was held on 16<sup>th</sup> November at the Eaton Park Community Centre with garage tenants and local residents prior to the application. The consultation was for four sites within the vicinity including this one and a total of 198 residents were invited. There have been no feedback forms received for this site; however there have been four responses sent through the local ward councillor. The issues raised were loss of garages, parking in the area, overlooking from new dwellings and the general maintenance of trees in the area.

This site currently consists of 33 garages of which 17 are currently occupied. There are currently 8 empty garages in close proximity to this site so some of the existing tenants will be able to be relocated within a small distance. Priority will be given to those residents with mobility issues for the vacant garages that are closest to the site (there is a small site adjacent to this that has 3 vacant garages). We will work with other garage tenants to try and locate them to a suitable alternative parking provision.

The design of the properties has been carried out in such a way as to minimise overlooking to existing residents and complies with the required distances.

The trees overlooking the site are the responsibility of the Council but some work may be carried out as part of the development proposal in accordance with an agreed landscape plan.

The scheme proposed is of a high quality and will meet Code for Sustainable Homes Level 4. Given the need for high quality affordable homes in this area and given that this scheme has been worked up in conjunction with the Housing Development Team, we fully support this application.

# **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  
NE2 – Woodland Protection  
NE9 – Comprehensive Landscaping Scheme  
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  
EP20 – Sustainable use of materials  
EP22 – High Standard of Amenity  
HOU13 – Proposals for New Housing Development  
HOU18 – Construction of New Flats  
SR3 – Publicly Accessible Relational Open Space  
TRA5 – Approach to Design for Vehicle Movement and Special Needs  
TRA6 – Parking Standards – Maxima  
TRA7 – Cycle Parking Standards  
TRA8 – Servicing Provision

### **Supplementary Planning Documents and Guidance**

Trees and Development SPD – September 2007

### **Principle Policy Considerations**

13. 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 housing. 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 provision would have other material or detrimental effects on the locality.

14. Based on the information submitted with the application, of the 33 garages on site 51% are void. It is suggested that alternative parking provision would be offered to existing tenants at the other Peckover Road site to the northeast where three garages are void and at Sotherton Road where five garages are void. Sotherton Road is approximately a 750m walk from the site. There is a shortage of replacement garaging provision in the vicinity and as such some parking would be displaced to the road network. 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.
15. Concern has been raised over implications for elderly residents with garages at the site. The housing department have advised that priority will be given to those with mobility issues in terms of allocating alternative garaging. Concerns over implications for elderly residents are considered to be material considerations which would need to be weighed against the benefits of redeveloping the site for housing and general planning objectives for the efficient use of land and on balance it is not considered that this represents a significant reason for refusal of the proposals.
16. In terms of policies HOU13 and HOU18, the site is a brownfield site located to the southwest of Norwich. The site is considered to be an appropriate location for new housing and has good links to the Eaton centre and Colman Road. The proposals are considered to be acceptable in principle subject to assessment against the criteria in policy 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 provide for a pair of semi detached dwellings perpendicular to the road, facing towards a central access and parking area with gardens running south to the rear. The flats are located to the northeast of the site facing over the open space to the east and with a communal amenity space to the southeast corner.
19. The layout has been partly dictated by access arrangements at the site. The proposals were amended to utilise the existing access to prevent any detriment to the street trees (previously a new access to the north of the site was proposed). The access provides for a retained access point to the commercial unit to the north and access to space for six parking spaces, one for each flat.
20. The buildings are two storeys high. The houses have a more traditional form with hipped roofs whilst the flats are more contemporary with mono-pitch roofs. Nevertheless the massing is considered to be appropriate. The detailed design is more contemporary and does not mimic the design of adjacent housing but provides a contrasting approach. This is not considered to be unacceptable subject to the detailing being appropriate. Timber windows are proposed with buff bricks and larch timber cladding, artificial slate roofs are

proposed. These details are considered to be acceptable in principle, although materials samples and specific details of the timber colour should form a condition of any consent.

21. The size of the development is below the threshold for an energy efficiency statement under policy EP18, 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 include solar thermal panels on the south elevation of the houses and east elevation of the flats, 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. Landscaping details and in particular boundary treatments 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, boundary treatments and future management should form a condition of any consent.

#### **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. The houses have rear gardens for refuse storage and sheds for bicycle storage. The flats have an external covered and secure cycle store and an external bin store close to the sites access consistent with the requirements of policies TRA7, TRA8 and WM6.

#### **Trees**

25. There are a number of trees on and adjacent to the site, all category B trees (of moderate quality and amenity value) are proposed to be retained. A dead Swedish Whitebeam along with five category C trees (of low quality and amenity value), consisting of three Hawthorns and two Plums are proposed for removal on the western boundary. There would be significant potential for replacement planting along the western boundary as part of more detailed landscaping proposals. The more significant category B trees on the west boundary (a Swedish Whitebeam, and two Sycamores) are proposed to be retained and protected during the course of development.
26. To the east a pyracantha hedge is proposed for removal to open up the site to the open space to the east. The large group of poplar trees in the open space is proposed for retention although with some works to remove deadwood and lift the crown.
27. The proposals are considered to be acceptable subject to replacement planting and compliance with the arboricultural implications assessment and methods statements for tree protection, construction and demolition within root protection areas.

#### **Open Space**

28. The site is adjacent to an area of open green space, the proposals do not involve and development within the green space and, as detailed above, the trees within it are proposed to be retained. The flats have been designed to overlook the green space and this is considered to represent an enhancement in terms of the areas security.

#### **Ecology**

29. 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. 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**

30. Neighbouring residential properties are located to the south and west of the site.

Properties opposite the site to the west are a fairly significant distance from the proposed dwellings and it is not considered that there would be any impacts in terms of overlooking or overshadowing.

31. To the south are the rear gardens of properties on Osborne Road. Concern has been raised in relation to overlooking to these properties. The proposed houses to the south of the site are located 10.5m from the southern boundary and first floor window to window distances are at least 28m. Whilst there would be some overlooking it is not considered that this would be unacceptable in this suburban location and is a reasonable separation for housing within this type of locality.

32. In terms of the amenity of future residents of the properties themselves, the dwellings are of a good size. The houses have their own private amenity space to the rear and the flats have a communal amenity space to the south along with an outlook to the open space to the east. Access through into the green space is improved which should enhance the use and security of this space for existing and future residents.

### **Contamination**

33. 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**

34. The proposals provide for the redevelopment of an existing brownfield garage site. Alternative provision is limited for this site, however 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. The layout and design of the proposals are considered to be acceptable given site constraints and subject to conditions. 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 (10/02162/F, Garages adjacent to 73 Peckover Road 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 protective fencing. Provision of an auditable system of arboricultural site

monitoring.

4. Provision of the sheds, parking areas, cycle stores and refuse storage areas prior to first occupation;
5. Submission of a landscaping scheme including:
  - details for replacement tree planting;
  - hard and soft landscaping details including details for site frontages and all boundary treatments;
  - details of the future management and maintenance of the landscaped areas;
  - provision of landscaping prior to first occupation.
6. Details of bricks, tiles, solar panels and timber cladding colour 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. 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 NE2, NE9, HBE12, EP1, EP18, EP20, EP22, HOU13, SR3, 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. Alternative provision is limited for this site, however 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. The layout and design of the proposals are considered to be acceptable given site constraints and subject to conditions. The scheme provides adequate parking and servicing space and makes proposals for enhancing footpath links in the area. The scheme is laid out to retain existing trees around the site and also allows potential for further landscape and biodiversity enhancement to improve the amenity of the area. 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 imposed.





© Crown Copyright and database right 2011. Ordnance Survey 100019747.

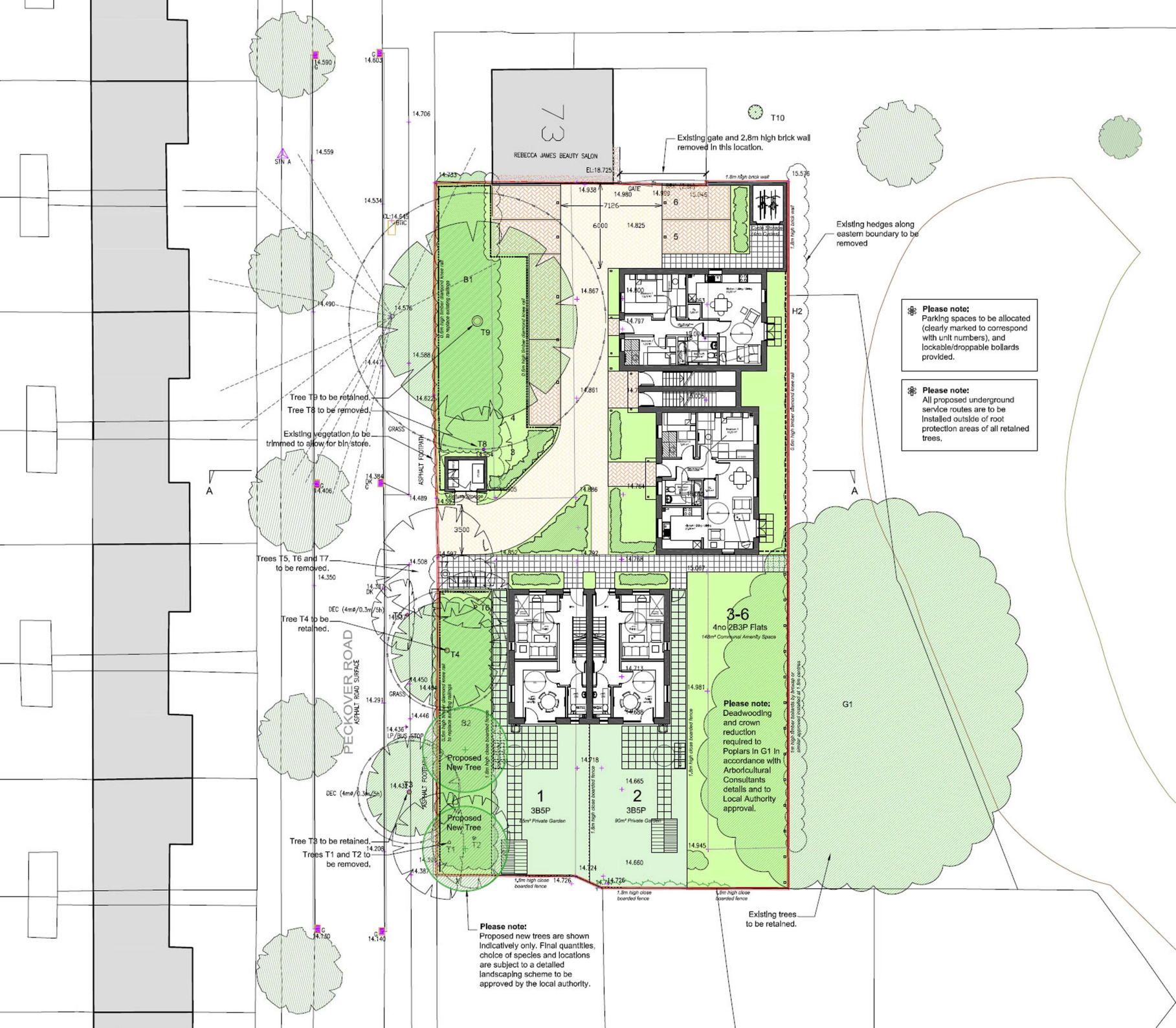
Planning Application No 10/02162/F  
 Site Address Garages adjacent to 73 Peckover Road  
 Scale - 1:1,500



**NORWICH**  
 City Council

PLANNING SERVICES





REBECCA JAMES BEAUTY SALON  
EL:18.725

Existing gate and 2.8m high brick wall removed in this location.

Existing hedges along eastern boundary to be removed

**Please note:**  
Parking spaces to be allocated (clearly marked to correspond with unit numbers), and lockable/droppable bollards provided.

**Please note:**  
All proposed underground service routes are to be installed outside of root protection areas of all retained trees.

3-6  
4no 2B3P Flats  
148m<sup>2</sup> Commercial Amenity Space

**Please note:**  
Deadwooding and crown reduction required to Poplars in G1 in accordance with Arboricultural Consultants details and to Local Authority approval.

**Please note:**  
Proposed new trees are shown Indicatively only. Final quantities, choice of species and locations are subject to a detailed landscaping scheme to be approved by the local authority.

Tree T9 to be retained.  
Tree T8 to be removed.  
Existing vegetation to be trimmed to allow for bin/store.

Trees T5, T6 and T7 to be removed.

Tree T4 to be retained.

Tree T3 to be retained.  
Trees T1 and T2 to be removed.

Existing trees to be retained.





PECKOVER ROAD STREET ELEVATION - 1:200



SITE SECTION A-A - 1:200