

Report to Planning applications committee

Item

8 September 2016

Report of Head of planning services

Subject Application no 16/01118/F - Garages Opposite 2
Oxford Street, Norwich

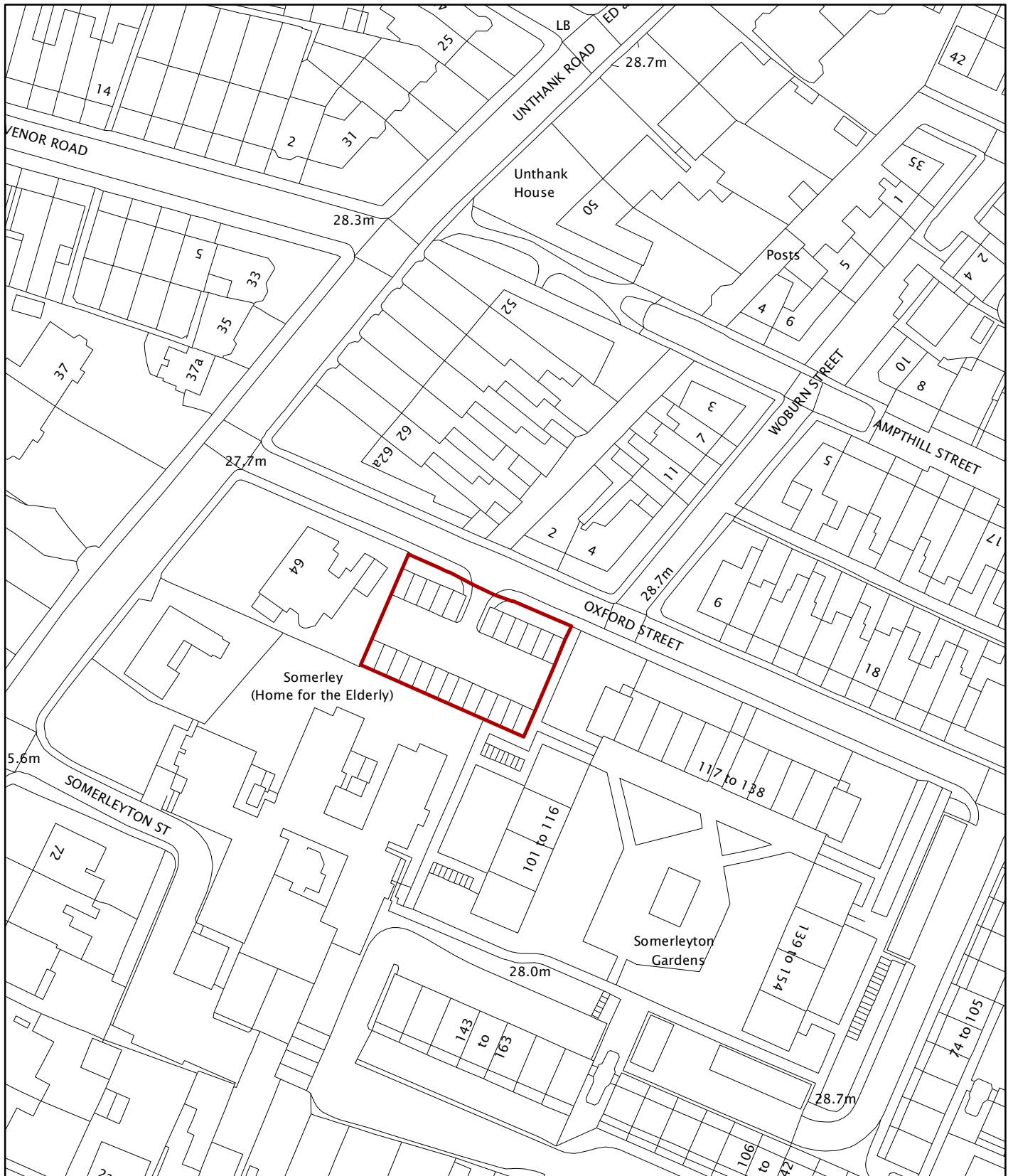
5(E)

**Reason
for referral** City council site

Ward:	Town Close
Case officer	Robert Webb

Development proposal		
Demolition of existing garages and erection of 5 No. two-bed dwelling houses.		
Representations		
Object	Comment	Support
0	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
2 Design/ Heritage	Impact on character of the conservation area, impact on the locally listed heritage asset, scale, form, massing and appearance.
3 Landscaping, trees and open space	Consideration of landscaping, impact on trees and residential garden space
4 Transport	Accessibility of site, impact on car parking, traffic, highway safety, cycle parking, servicing.
5 Amenity	Impact on neighbouring occupiers
6 Energy and water	Energy and water efficiency of the proposal
7 Flood risk	Flood risk to the development and impact of the proposal on flood risk
8 Biodiversity	Impact of the proposal on ecological features
9 Contamination	Assessment of land contamination on the site
Recommendation	Approval



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Planning Application No 16/01118/F

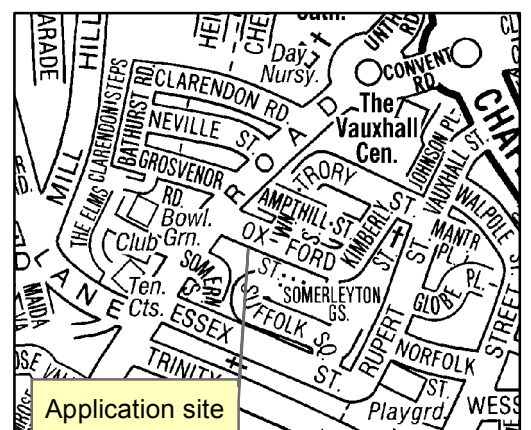
Site Address Garages opposite 2 Oxford Street

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is owned by Norwich City Council and currently comprises two garage blocks with a total of 24 garages which are available for public rent. On the opposite side of the road to the north is a conservation area which includes a number of locally listed period houses which face the site. Immediately to the west the land is also within a conservation area there are further residential properties which are locally listed. To the south and east are a residential care home and several blocks of more modern flats known as Somerleyton Gardens. The application site itself is not within the conservation area.

Constraints

2. The site is adjacent to a conservation area and a number of locally listed buildings. It is also within a critical drainage area.

Relevant planning history

3. No relevant planning history.

The proposal

4. The proposal is the development of one of a series of sites identified by Norwich City Council to provide new affordable housing and which would be developed by a registered provider, Orwell Housing.
5. In this case permission is sought for the demolition of the existing garage blocks and the erection of a terraced row of 5 no. 2 bedroom houses with associated gardens and parking. Four of the proposed houses would have 1 parking space each, whilst the fifth property would not have a space.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	5
No. of affordable dwellings	5
Total floorspace	5 x 72.4 square metres (gross internal area)
No. of storeys	2
Max. dimensions	Overall width of 23.5 metres, depth of 9.5 metres, eaves height 5 metres, ridge height of 8.5 metres.
Density	68 dwellings per hectare

Appearance	
Materials	Walls - Buff stock brickwork; roof - dark grey interlocking slate tiles, white Upvc windows and GPR/timber front entrance doors.
Energy and resource efficiency measures	Solar pv panels, locally sourced materials, thermal bridging detailing, low energy light bulbs.
Transport matters	
Vehicular access	Parking accessed directly from Oxford Street
No of car parking spaces	4
No of cycle parking spaces	1 shed per dwelling
Servicing arrangements	Bin storage to rear of properties, bins to be presented for on-street collection.

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. No letters of representation have been received.

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. The Environmental Protection Officer agrees with the recommendation within the application that further intrusive works are required. If approval is given, it is suggested that conditions are applied. The unexploded ordnance risk may also require further consideration by a specialist due to the close proximity of known WWII bomb drops.

Highways (local)

9. No objection on highway/transportation grounds. The development and site layout is acceptable, parking, refuse and cycle storage is acceptable. According to our policy, these new build residential properties would not be entitled to on-street parking permits.
10. There are only 4 parking spaces for 5 properties, to avoid disappointment it is advisable that some form of parking allocation and control is undertaken, for example properties are only let based on available parking, and droppable bollards installed in the spaces.

11. With regard to the displaced garage parking, other garages are available to let nearby at Suffolk Square.

Tree protection officer

12. To be reported.

Assessment of planning considerations

Relevant development plan policies

13. **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
14. **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
 - DM9 Safeguarding Norwich's heritage
 - 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
 - DM32 Encouraging car free and low car housing

Other material considerations

15. **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
 - NPPF12 Conserving and enhancing the historic environment

Case Assessment

16. 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

17. The principle policies relating to new housing development are Joint Core Strategy (JCS) Policy 4, which supports housing delivery within the plan area, which this site falls and policy DM12 of the Norwich Local Plan Development Management Policies which deals with new housing development in the city. National policy, as set out in the Core Principles of the NPPF supports the active management of patterns of growth 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.
18. The NPPF encourages 'the effective use of land by reusing land that has been previously developed (brownfield land)'. This site constitutes previously developed land and is in a sustainable location for new housing within walking distance to the City Centre. The proposals are therefore considered to be acceptable in principle subject to assessment against other relevant policies in the development plan, within the NPPF and any other material considerations. These matters are assessed in the following paragraphs.

Main issue 2: Design and Heritage

19. Key policies and NPPF paragraphs – JCS2, DM1, DM3, DM12 and NPPF paragraphs 9, 17, 56, 57, 60-66, 128 and 131.
20. The site is somewhat sensitive given its proximity to the conservation area and a number of locally listed buildings. Its location therefore requires a higher quality scheme than might normally be expected. In this regard the proposal includes the use of traditional materials and details such as stone cills and lintels, timber entrance doors, and black guttering which would assist in making a high quality contribution to the street scene.
21. Concern has been raised by a respondent that the building line of the row would be too prominent. It is true that it would be further forward than the flats to the east. It would be set back approximately 5 metres from the highway, which is a similar distance to the houses opposite. Given that the proposed development would share some of its characteristics with the dwellings opposite it is considered that being on a similar building line to those properties is acceptable and it would not be reasonable or necessary to require the developer to follow the building line of the flats. The proposal is for a simple row of terraces which is characteristic of the area and complies with the relevant policies in relation to design.
22. The site does not carry any formal heritage designations itself but as mentioned above is in close proximity to the conservation area and a number of locally listed buildings. It is considered that the design proposed would enhance the visual appearance of the site compared to the current use and would conserve and enhance the character of the surrounding area generally, causing no material harm to the surrounding heritage assets. There is therefore no conflict with policies in relation to the heritage of the area.

Main issue 3: Landscaping, Trees and open space

23. Key policies and NPPF paragraphs – DM3, DM7, DM8, NPPF paragraphs 9, 17, 56, 109 and 118.
24. The frontage of the houses would be landscaped with small lawned areas, hedges and iron railings which would provide a high quality setting for the buildings which respects the character of the street. In terms of private amenity space the houses each have a minimum of 40 square metres of private garden, with the two end properties having significantly larger gardens. The development would also retain all of the trees surrounding the site which contribute to the landscape value of the area. The proposal provides for a high standard of landscaping and private space and complies with relevant development plan and NPPF policies.

Main issue 4: Transport

25. Policy 4 of the National Planning Policy Framework (NPPF) states ‘Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health’. Policy 4 encourages Local Authorities to set their own car parking standards, taking into consideration the following:
 - the accessibility of the development;
 - the type, mix and use of development;
 - the availability of and opportunities for public transport;
 - local car ownership levels; and
 - an overall need to reduce the use of high-emission vehicles.
26. Policy 6 of the Joint Core Strategy (JCS) and Policy DM28 of the Norwich Local Plan (LP) encourage the concentration of development close to essential services and facilities to encouraging walking and cycling as the primary means of travel with public transport for wider access. Policy DM31 and Appendix 3 of the Local Plan sets out appropriate parking standards across the plan area.
27. The local policy requires a maximum of 1.33 parking spaces per dwelling and covered and secure cycle parking. The scheme would provide 4 parking spaces for 5 dwellings and each house would have a shed to store cycles. The proposal is therefore policy compliant. No objection is raised by the Highway Officer.

Main issue 5: Amenity

28. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
29. The proposed dwellings would be a sufficient distance away from the neighbouring properties to ensure that there would be no materially harmful impacts in terms of overlooking, overshadowing or from an overbearing form of development.
30. There would be some loss of amenity in terms of the loss of the garage spaces which are currently available for surrounding residents. Information included with the application states that in June 2016, 20 of the 24 garages were occupied. However a further 18 garages were available for rent within 800m walk of the existing block. In planning terms the harm caused by the loss of the parking facilities must be weighed against the significant benefit of providing five new dwellings to address an identified housing need. In this instance the benefits are

considered to outweigh the loss of amenity, particularly given the alternative parking provision available and the proximity of the site to the city centre.

Main issue 6: Energy and water

31. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 94 and 96.
32. Policy 3 of the Joint Core Strategy requires new dwellings to achieve higher standards than mandatory building regulations with regard to water efficiency. The application is accompanied by an Energy and Sustainability Statement which states that internal water use would not exceed 105 litres per person per day. In addition at least 10% of the energy needs would come from renewable sources, in this case Solar pv panels which would be sited on the rear elevation of the roof facing south. Other measures include the use of 100% low energy lighting and high thermal bridging values. The proposal accords with relevant policies.

Main issue 7: Flood risk

33. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
34. The site is in a Critical Drainage Catchment as defined by the Norwich Surface Water Management Plan. Developers are required to show that the proposed development would not increase the vulnerability of the site, or the wider catchment, to flooding from surface water run-off from existing or predicted water flows. In addition, where practicable, the proposal should have a positive impact on the risk of surface water flooding in the area.
35. The site is within flood zone 1, and therefore at a low probability of flooding from rivers. In addition the flood report submitted with the application concludes that the site is at a low risk of flooding from all sources. A sustainable approach to water management is proposed that complies with Policy DM5 of the Norwich Local Plan.
36. The development would maximise the use of soft landscaping and incorporate permeable paving for hard services whilst using a main sewer connection for water run-off. It is stated that the proposal would result in a significant reduction of surface water run-off to the sewer, given that the site is currently covered in impermeable buildings and hard-standing. Foul drainage would also connect to the main sewer. The proposal complies with the relevant policies in relation to flood risk.

Main issue 8: Biodiversity

37. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraph 118.
38. The application is supported by an Ecology Statement from a suitably qualified consultant which concludes that the site has minimal potential to support any valued ecological receptors. It is stated that harmful impacts to nesting birds could be adequately addressed by adopting standard avoidance and mitigation measures during clearance and construction works. Subject to such measures the proposal should not cause harm to protected species and it is stated that no further ecological surveys should be necessary. The proposal complies with the relevant policies in relation to biodiversity and ecology.

Main issue 9: Contamination

39. Key policies and NPPF paragraphs – DM11, NPPF paragraphs 120-122.
40. A desk study summary investigation report was submitted with the application which concludes that further investigation works should take place to establish whether any contaminants exist. The Environmental Health Officer has considered the report and recommends that conditions be added to ensure satisfactory investigation and management of any contamination issues, and also to investigate whether any unexploded ordinance is present given that the area is known to have experienced bomb drops during World War II.

Equalities and diversity issues

41. There are no significant equality or diversity issues.

Local finance considerations

42. 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.
43. 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.
44. In this case local finance considerations are not considered to be material to the case.

Conclusion

45. The proposal would provide five new affordable dwellings in a highly sustainable location without causing material harm to the character of the area or neighbouring occupiers. The slight harm caused to local residents in terms of the loss of the parking is considered to be outweighed by the benefit of delivering new affordable housing on the site.
46. 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 16/01118/F and grant planning permission subject to the following conditions:

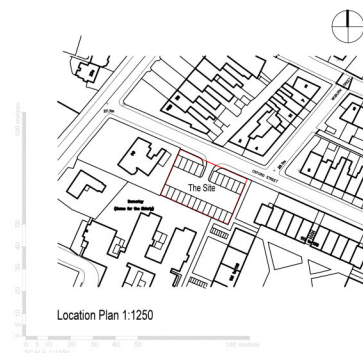
1. Standard time limit;
2. In accordance with plans;
3. Details of facing and roofing materials; windows; joinery; boundary treatments, walls and fences; external lighting;
4. Details of hard and soft landscaping, planting, biodiversity enhancements.

5. Implementation of sustainability measures/energy efficiency measures as outlined in application
6. Contamination risk assessment and report to be submitted
7. Unknown contamination to be addressed
8. Control on imported materials

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

...



Schedule					
Schedule	Beds/Person	Detached / Semi- Terrace	Storey Height	Internal Fl. Area sqm [sq ft]	Parking Arrangements
Plot 1	2b/4p	End Terrace	2	72.4 [779]	4no car parking spaces
Plot 2	2b/4p	Mid Terrace	2	72.4 [779]	
Plot 3	2b/4p	Mid Terrace	2	72.4 [779]	
Plot 4	2b/4p	Mid Terrace	2	72.4 [779]	
Plot 5	2b/4p	End Terrace	2	72.4 [779]	
736 sqm [0.073 hectares] Site Area					



LEGEND



Denotes proposed tree planting, layout to be to Specialist
design & to the approval of the Local Authority.



Denotes 2390 x 1790mm timber garden shed for cycle storage
etc. to have a permanent lock to BS 3621-2204. Shed to be
securely fixed to concrete base.



Denotes standard 150 litre polythene water butt with childproof
lid & stand receiving discharge from r.n. downpipe. Provide
draw off tap for water & automatic overflow pipe into adjacent
sw gully. Downpipe must be easily detached for cleaning of
interior.



Denotes standard concrete paving slab to private garden areas
colour 'Natural' to the approval of the Local Authority.



Denotes 4m high column street lamp.



Denotes 3 No 240 litre wheelite bins. General domestic waste &
Recycling/ food waste provided & collected by the Local
authority on a weekly rotation basis.



Denotes recycled plastic compost bin min size 220 litre, 900mm
high & 760mm dia.



Provide min 1800mm high impregnated close boarded anti climb
fences with gravel boards & concrete posts to boundaries
between private gardens & public spaces and as privacy screen.



Provide min 1200mm high impregnated close boarded anti
climb fences with gravel boards & concrete posts to boundaries
between private gardens.



Provide 600mm high timber knee rail fence



Provide 1200mm black metal railing fence



Denotes 1500 x 1500mm wheelchair turning circle.



Denotes areas of landscape planting to design produced by
specialist & to the approval of the local authority.



Denotes permeable block pavior to parking bays and turning
areas - finish laid in accordance with engineers details. Final
Spec to the approval of the Local Authority.



Marshalls Saxon patio paving - To the approval of the Local
Authority.

proposed site plan 1:100

22.07.18	D	Amended to clients comments	ash	PIW
12.07.18	C	Amended to clients comments	ash	PIW
01.08.18	B	Amended to scheme for 5 dwellings	ash	PIW
10.05.18	A	Amended to date	ong	PIW
Date	Revision	Description	Drawn	Checked

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Project:	NCC Garage Site, Oxford Street			
Proj. Title:	Proposed Site Plan			
Client:	Orwell Housing	Proj. Status:	Planning	
Date:	May 2016	Scale:	1:100 @ A1	Proj. No.: PW773_PL02
				Revision: D

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Roof Pitch 35.0 deg.
Concrete interlocking roof slate tile, dark grey
Fascia's, soffits & bargeboards uPVC colour: white
Windows uPVC colour: white
Entrance Doors, grp/timber
uPVC gutters & downpipes colour: black
London Buff Stock facing Brickwork
Stone cills and lintels
2no. 1173 x 2898mm PV30/500 Veridian Clearline PV panel per unit
prefabricated chimneys to match brick of main walls



proposed northeast elevation 1:100

☐ Obscured Glazing



proposed southeast elevation 1:100



proposed southwest elevation 1:100



proposed northwest elevation 1:100

01.07.16	C	Amended to clients comments	ash	PW
01.08.16	B	Amended to scheme for 3 dwellings	ash	PW
10.05.16	A	Amended to date	smg	PW
Date	Revision	Description	Drawn	Checked

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Project: **NCC Garage Site, Oxford Street**

Drg. Title: **Proposed Elevations**

Client: **Orwell Housing** Drg. Status: **Planning**

Date: **May 2016** Scale: **1:50, 1:100 @ A1** Drg. No.: **PW773_PL04** Revision: **C**

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