

Report to Planning applications committee

Item

13 September 2018

Report of Head of planning services

4(b)

Subject Application no 18/00961/NF3 - 78 Cadge Road, Norwich,
NR5 8DG

Reason City council application

for referral

Ward:	Wensum
Case officer	Maria Hammond - mariahammond@norwich.gov.uk

Development proposal		
Conversion of ground floor to 1 No. flat and construction of extension to provide 2 No. flats.		
Representations		
Object	Comment	Support
0	0	0

Main issues	Key considerations
1	Principle – loss of existing use and provision of housing
2	Design
3	Amenity
4	Transport
5	Flood risk
Expiry date	17 September 2018
Recommendation	Approve

The site and surroundings

1. The site consists of one half of a semi-detached building which is currently occupied by a fish and chip shop on the ground floor with a flat above. A small garden area exists to the rear and a hard surfaced car park occupies the space to the front and side of the building. It is a red brick building with a hipped pan-tile roof and at ground floor level the fish and chip shop has a projecting front-age on two elevations enclosed by metal shutters. A two storey wing projects to the rear.
2. The other half of the semi is in residential use and the building is positioned at the southeast corner of the crossroads between Cadge Road and Earham Grove, orientated to address this junction at a 45 degree angle. A similar build-ing exists diagonally across the crossroads to the northwest, a terrace of dwell-ings spans around the northeast corner and St Elizabeth's Church is at the southwest corner.
3. Immediately south of the site is Cadge Mews; a cul-de-sac of four dwellings. Beyond the opening to Cadge Mews, two storey semi-detached and terraced dwellings line each side of Cadge Road. This is a residential area of suburban character and this crossroads provides a focal point for local commercial and community uses.

Constraints

4. The site is not subject to any constraints or policy designations. There is a sur-face water flow path along Cadge Road.

Relevant planning history

5.

Ref	Proposal	Decision	Date
4/1994/0940	Alterations to shopfront.	APCON	24/03/1995

The proposal

6. It is proposed to change the use of the existing ground floor fish and chip shop to create a one bedroom flat. A small lean-to brick and tile bay would replace the existing shop frontage. The existing first floor flat would be retained.
7. The building would also be extended over two storeys to the southwest to pro-vide two additional one bedroom flats, one on each floor. This extension would continue the line of the existing building at an angle to the crossroads, then turn the corner to front Cadge Road. It would be constructed in a design and mate-rials to match the existing and occupy part of the hard-surfaced car park.

8. The remaining car park area would provide four parking spaces and the existing garden to the rear would provide a communal amenity area, with a small patio area to the new ground floor flat under a cantilevered first floor balcony. Bin and cycle storage would also be provided in this rear amenity area.

Representations

9. Adjacent and neighbouring properties have been notified in writing. No letters of representation have been received to the initial consultation and at the time of writing the report a re-consultation on amended plans is ongoing. Any representations received in due course will be taken into account and the committee will be updated at the meeting.

Consultation responses

10. 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)

11. No objection in principle on highway grounds.

Assessment of planning considerations

Relevant development plan policies

12. **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
- JCS5 The economy
- JCS12 The remainder of the Norwich urban area including the fringe parishes

13. **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
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM17 Supporting small business

- DM18 Promoting and supporting centres
- DM31 Car parking and servicing

Other material considerations

14. Relevant sections of the National Planning Policy Framework July 2018 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF5 Delivering a sufficient supply of homes
- NPPF6 Building a strong, competitive economy
- NPPF9 Promoting sustainable transport
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF16 Conserving and enhancing the natural environment

15. Supplementary Planning Documents (SPD)

- Trees, development and landscape SPD adopted June 2016

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 council's 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. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 59, 80
18. In terms of principle, Policy DM12 allows for new residential development, subject to criteria. One circumstance where this Policy would not allow for residential development is where it would involve the conversion of non-residential floor space at ground floor level within the primary or secondary retail areas or within a district or local centre.
19. Whilst the fish and chip shop contributes to the amenities provided around this crossroads that serve the local community, this is not a defined retail area or district or local centre. Therefore in principle, there is no policy objection to the loss of this commercial use and the provision of new housing on the site is acceptable in accordance with Policy DM12 and subject to the other policy considerations assessed below.

Main issue 2: Design

20. Key policies and NPPF paragraphs – JCS2, DM3, NPPF section 12.
21. The existing building has an unusual orientation on the site, fronting the crossroads at an angle and sitting at approximately 45 degrees to Cadge Road. The rear wing at 90 degrees to the main body of the building results in an approximate 'L' shape form.
22. The extension would extend the main body of the building by approximately 5 metres on the same alignment then turn to run parallel with Cadge Road for approximately 7.5 metres, resulting in an extended building with an approximate 'C' shape plan. This is an amendment to the original proposal which was an 8 metre linear extension of the existing building, cutting across the whole site and providing an end elevation facing Cadge Road at an oblique angle.
23. Whilst the amended plan form is unconventional, it ensures the extended building addresses both the crossroads and Cadge Road and follows a similar form to the terrace of dwellings at the northeast corner of the junction and is on roughly the same alignment as the dwellings fronting Cadge Road to the south. It therefore positively addresses the site's orientation and responds well to its surroundings.
24. The ridgeline would be set slightly lower than the existing and thus not significantly detract from the symmetry of the original semi-detached building, nor the similar building to the northwest of the crossroads, by enabling the extension to be read as a later addition. Matching materials would provide some consistency and it is considered necessary to condition these and the provision of an appropriate soft landscaping scheme to enhance the appearance of the development.

Main issue 3: Amenity

25. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
26. The extension would come within approximately 7 metres of the dwelling to the south and the side elevations of the two buildings would face each other. There are two windows in this north elevation of the neighbouring dwelling which appear not to be to primary living accommodation and due to their north orientation and absence of any openings to the proposed flats on the facing elevation, it is not considered the proximity of the proposed development would result in any unacceptable impacts.
27. The new first floor openings and proposed balcony at the rear would have oblique views across the rear gardens of the neighbouring dwellings to the south and more direct views of the front of the dwellings around Cadge Mews. Due to the angles and distances, it is not considered there would be any significant or unacceptable overlooking or loss of privacy.
28. Each one bedroom flat proposed would comply with the minimum space standards. A communal external amenity area would be provided within the space

and layout constraints of the existing rear garden. Whilst this space is limited, the provision of a balcony to the new first floor flat and small patio area to the ground floor flat below would give the occupiers of these units some space of their own with the remainder available to all flats. Bin and cycle storage space further constrains this space but allows it to be provided without visually detracting from the front of the development or constraining the parking and turning space. On balance, this external amenity space is not unacceptable and future occupiers of the development would be provided with an appropriate standard of amenity. The recommended landscaping condition can secure the use of permeable paving to hard surfaces to manage surface water and inclusion of appropriate planting to enhance the space.

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
Tree protection	DM7	An adjacent street will be adequately protected during construction by an existing barrier between it and the site.

Equalities and diversity issues

30. There are no significant equality or diversity issues.

Local finance considerations

31. 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.
32. 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.

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

Conclusion

34. This proposal would result in the loss of a commercial use and creation of three new dwellings in a residential area outside any defined centre. It is therefore acceptable in principle and has been designed to respond positively to its surroundings. No unacceptable impacts on the amenity of neighbouring occupiers would result and future occupiers would be provided with an appropriate standard of amenity and all necessary facilities.
35. The development is therefore 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. 18/00961/NF3 - 78 Cadge Road Norwich NR5 8DG and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Materials to match;
4. Landscaping scheme;
5. Bin and cycle storage;
6. Water efficiency;
7. Tree protection provision for the street tree.

Article 31(1)(cc) statement

The local planning authority in making its decision has had due regard to paragraph 38 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 recommended for approval subject to appropriate conditions and for the reasons outlined in the officer report.

78 CADGE ROAD SITE PLAN 1:100

drg. no. CAD 07

existing dropped kerb crossover top be extended

existing tree

car space 1

car space 2

new single storey lean to bay to mirror the adjacent property and to return original design of balanced bays.

lean to porch to flat 3 front door.

car space 3

car space 4

existing two storey projection.

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dotted areas denote soft landscaping.

location for 4 waste bins and 4 re-cycling bins.

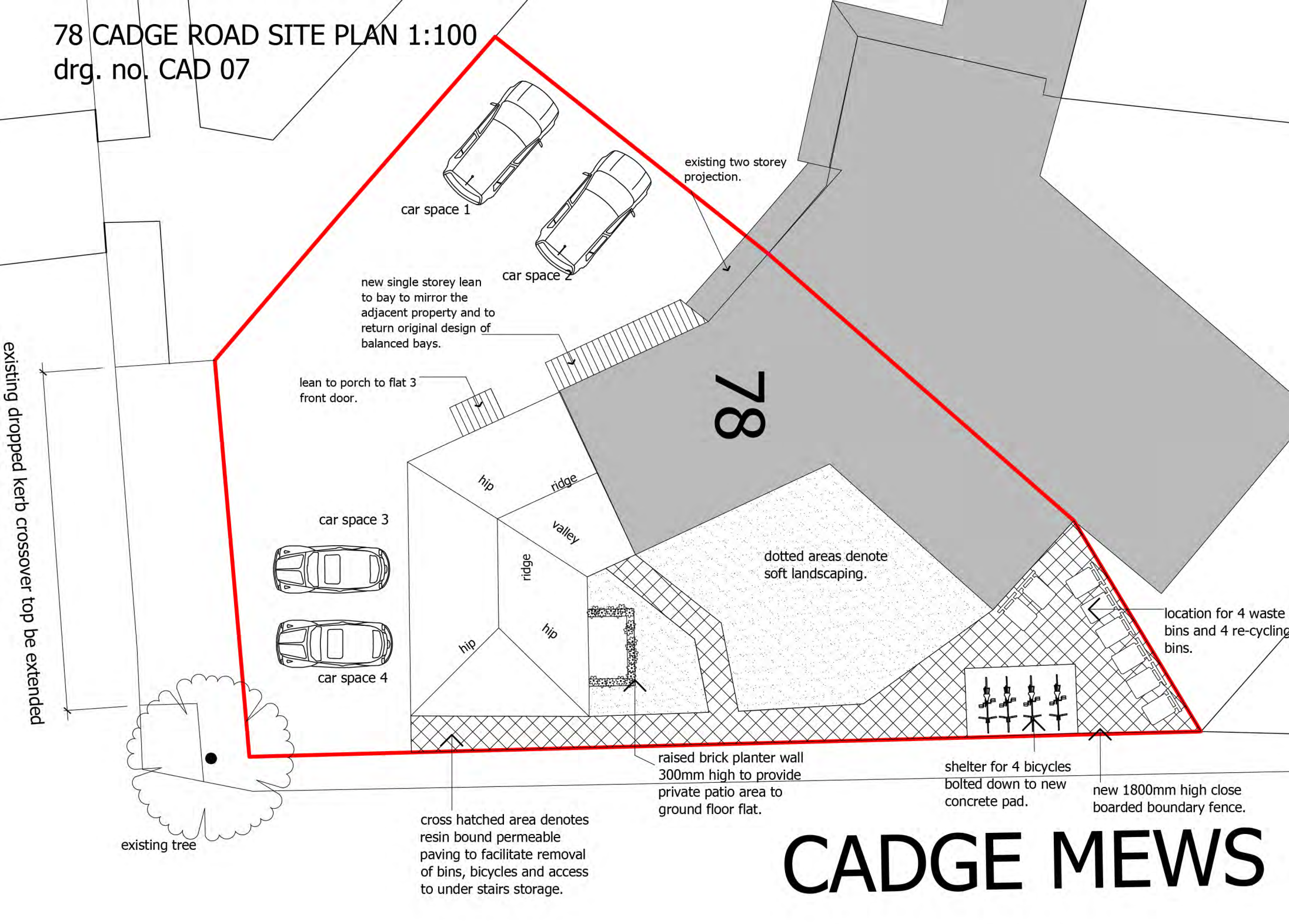
raised brick planter wall 300mm high to provide private patio area to ground floor flat.

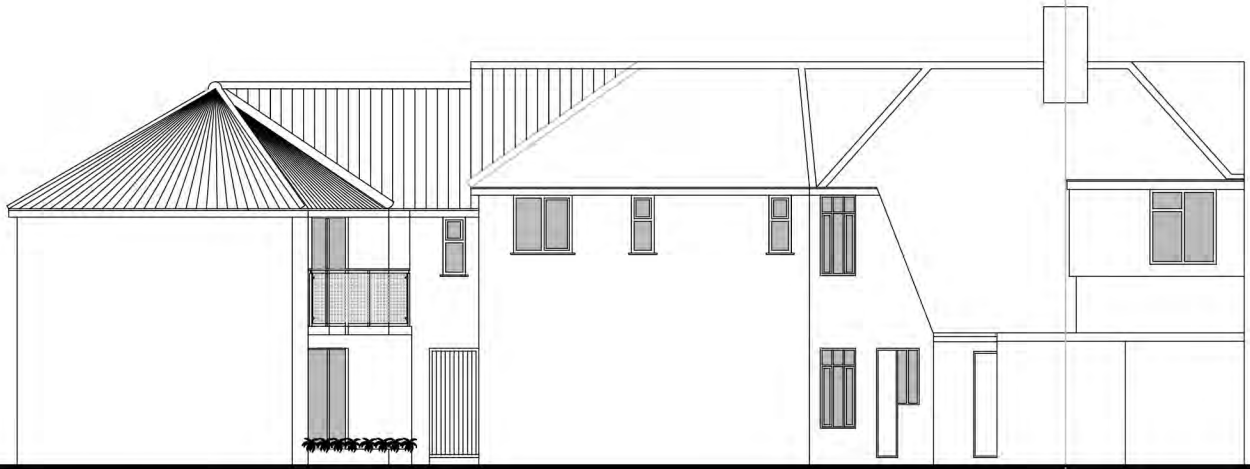
shelter for 4 bicycles bolted down to new concrete pad.

new 1800mm high close boarded boundary fence.

cross hatched area denotes resin bound permeable paving to facilitate removal of bins, bicycles and access to under stairs storage.

CADGE MEWS





new roof to be in red
concrete pantiles to
match existing ones.

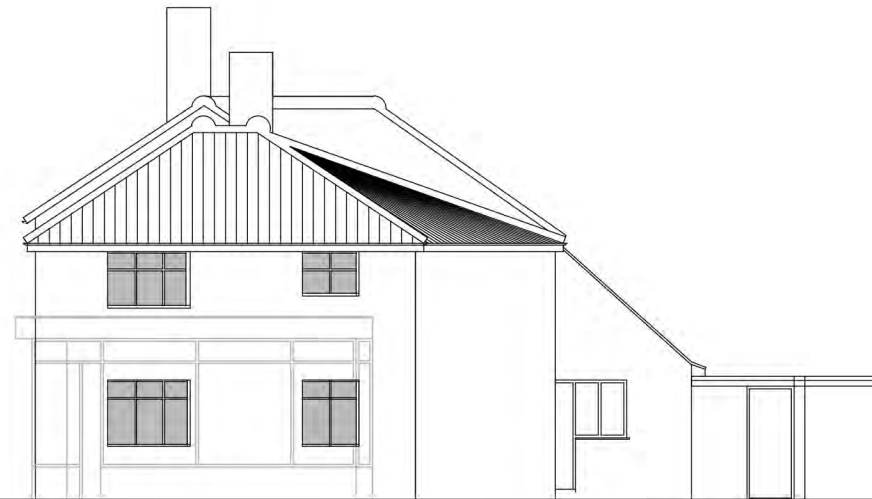
new brick work to be in
red facings to match
existing ones.

all new windows to be in
PVCu white to match
existing ones.

SOUTH ELEVATION



NORTH ELEVATION



WEST ELEVATION



Title
PROPOSED CONVERSION OF SHOP AND FLAT AT
78 CADGE ROAD NORWICH ELEVATIONS AS PROPOSED

Date	Scale(s)	No.	Date	Notes	REVISIONS	Int.	Ckd.
10/2017	1:100						
	NEG. No.						
	Checked By (NCC)						
CAD - 06							

Property Services
NPS Norwich Ltd
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