

Report for Resolution

Report to Planning Applications Committee
Date 18 October 2012
Report of Head of Planning Services
Subject 12/00966/F 21A Dereham Road Norwich NR2 4HY

Item
5(2)

SUMMARY

Description:	Conversion of existing building to provide 1 No. residential units and the creation of 2 No. residential units to the rear with access from Raglan Street (Revised).	
Reason for consideration at Committee:	Objection	
Recommendation:	Approved	
Ward:	Mancroft	
Contact Officer:	Miss Sarah Platt	Planning Officer - Development Management 01603 212500
Date of receipt:	30th April 2012	
Applicant:	Mrs N Carman	
Agent:	Mr Tim Linstead	

INTRODUCTION

The Site

Location and Context

1. The application site can be found on the north side of Dereham Road on the corner with Raglan Street. The site consists of the building forming the end terrace on Dereham Road and two derelict single storey workshops to the rear, one adjoining the Dereham Road fronting property. The property was formerly a dwelling but was converted to commercial use well over 10 years ago. As such, the current use is established.
2. The rear workshop is accessed from Raglan Street. Adjacent and to the rear are residential dwellings and a petrol station can be found immediately to the east. To the rear of the petrol station are small industrial units (workshops and small offices). Also to the rear of the application site is a previous in fill development of 2no dwellings fronting Raglan Street. The site is approximately 50m from the Dereham Road local centre.
3. The site is not within a Conservation Area

Planning History

4. A planning application for the demolition of the existing workshop to the rear and the erection of a pair of semi-detached dwellings with associated car parking was submitted in 2006 under application reference 06/01269/F. This application was

refused for the following reasons:

- 1. The proposal would result in a cramped form of development with limited residential amenity space and poor outlook for the future occupiers and would have an adverse effect on the amenity of nearby residents by reason of overlooking, increased disturbance, visual intrusion and overshadowing, thereby relating poorly to the character and amenities of the surrounding area.*
- 2. The form, detailing and design of the development proposed which is sited close to plot boundaries; three storeys in height; and partly filling the existing open space between properties on Dereham Road and Raglan Street, would be out of character with the surrounding area and would represent an un-neighbourly and over intense development adversely impacting on the character and appearance of the area.*
- 3. The proposed parking spaces would be accessed direct from Raglan Street and due to the limited depth of this forecourt area there would be insufficient space for a vehicle to turn within the site and leave in a forward gear. The use of the parking area would result in additional vehicular movements within this area to the detriment of pedestrian and highway safety.*
- 4. The proposal does not demonstrate that adequate car parking can be provided on-site for both the residential units and commercial use at 21A Dereham Road. There is also limited space on the forecourt to accommodate bin storage for the commercial use. The intensification of occupation gives rise to additional pressure on the limited parking resources within this part of Norwich to the detriment of amenity.*
- 5. The conversion is therefore considered to be contrary to policies HOU13, HBE12, EP22, TRA7 and TRA6 of the City of Norwich Replacement Local Plan, Adopted Version, November 2004.*

Equality and Diversity Issues

There are no significant equality or diversity issues.

The Proposal

5. The application seeks the conversion of the existing commercial building into 1no 2 bed dwelling, the demolition of the existing workshops to the rear and the erection of 2no 3 bed dwellings in the rear yard area with associated amenity areas and car parking.

Representations Received

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 4 letters of representation have been received citing the issues as summarised in the table below.

7.

Issues Raised	Response
The safety of properties fronting Dereham Road will be compromised.	Paragraph 13
There will be a loss of privacy to dwellings fronting Dereham Road, especially considering these are three storey dwellings (room in roof space).	Paragraph 14-17
If the properties attract families then there will be increased noise levels disrupting the amenity of neighbouring properties.	Paragraph 22
There will be significant loss of sunlight to the rear gardens of properties fronting dereham Road.	Paragraph 18-21
There is uncertainty over the proposed new boundary treatments. A small wooden fence would not be appropriate.	Paragraph 37
There are trees and hedging on adjacent land which needs to be considered.	Paragraph 36
The Norwich Society - More care needs to be taken into the development of this significant corner site. The original fenestration pattern of the two storey unit should be restored and more should be done to improve the appearance of the single storey extension to the front unit.	Paragraph 23-26
The new dwellings will remove views to the city centre, Mousehold and the cathedral and block light to the rear of properties fronting dereham Road.	Paragraph 21
The dwellings proposed are not in keeping with the character of the area and the amenity areas are too small for 3 bed family housing.	Paragraph 10-12 and 23-28
Parking in this location is limited and there is insufficient parking provided with this development.	Paragraph 29-32

Consultation Responses

8. Norfolk Landscape Archaeology – No objections. Please attach the standard archaeology conditions to any permission granted.
9. Local Highway Authority – No objections. All the new dwellings (3 in total) would not be eligible for parking permits. Please add an informative to this effect on any permission. The two parking spaces accessed from Raglan Street are acceptable. The telegraph pole currently blocking the proposed area for the parking spaces will need to be moved. Condition written confirmation from BT that they will undertake this work prior to occupation. The bin stores need to accommodate 3 x 240 litre wheelie bins. Perhaps stores to the front could be provided as stores to the rear are

unlikely to be used. The cycle storage is acceptable.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

National Planning Policy Framework:

Statement 4 – Promoting sustainable transport
Statement 6 – Delivering a wide choice of high quality homes
Statement 7 – Requiring good design

Relevant policies of the adopted East of England Plan Regional Spatial Strategy 2008

T14 - Parking
ENV7 - Quality in the Built Environment
WM6 - Waste Management in Development

Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011

Policy 2 – Promoting good design
Policy 3 – Energy and water
Policy 4 – Housing delivery
Policy 6 – Access and transportation
Policy 20 - Implementation

Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

NE9 - Comprehensive landscaping scheme and tree planting
HBE3 – Archaeology assessment in Area of Main Archaeological Interest
HBE12 - High quality of design in new developments
HBE14 – Gateways to City and quality design
EP22 - High standard of amenity for residential occupiers
HOU13 – Proposals for new housing development on other sites
TRA5 - Approach to design for vehicle movement and special needs
TRA6 - Parking standards - maxima
TRA7 - Cycle parking standards
TRA8 - Servicing provision
TRA9 – Car free housing - criteria

Other Material Considerations

Written Ministerial Statement: Planning for Growth March 2011
Local Finance Considerations

Principle of Development

Policy Considerations

10. The National Planning Policy Framework (NPPF) is clear in its direction that new homes are a priority and this is also a corporate priority for the Council at present time. Paragraph 51 of the NPPF states that local planning authorities should approve changes of use from commercial uses to residential when there is an identified need for new housing unless there are strong economic reasons to resist such proposals. A mix of housing should be provided based on current and future demographics of the area.
11. Saved policy HOU13 of the local plan also promotes this policy direction and identifies the criteria which new housing on non-allocated sites, must meet. It is

considered that these proposals meet all of these criteria: the site is within a highly sustainable location with excellent access to local shops and services and the city centre. There are excellent public transport routes available from Dereham Road. The density being provided is considered acceptable in such a sustainable location and subject to issues of design, impact on neighbouring amenity and other material considerations. The proposals are therefore considered acceptable in principle and to accord with the objectives of the NPPF and the development plan.

12. The retail unit to the front of the site is not within the local district centre of Dereham Road. As such, the loss of this stand alone unit, is considered acceptable in order to provide much needed new homes.

Other Material Considerations

13. The safety of properties fronting Dereham Road by virtue of the provision of the new side access to the 2no dwellings proposed on the rear yard has been raised by local residents. This proposed side access is shown on the drawings as having a joint access for units 2 and 3 but with a gate. The applicant has advised that this will be a secure gate. A condition requiring details of this gate and the provision of a security access lock will be attached to any approval granted. It is therefore considered that there will be no loss of security to properties to the rear. The use of the site with housing will ensure more activity and a greater sense of ownership than the currently disused yard area, which although secure, is vulnerable to break in.

Impact on Living Conditions

Overlooking and Loss of Privacy

14. Concerns have been raised by local residents about the loss of privacy to gardens and habitable rooms at the rear of properties fronting Dereham Road as a result of the proposed 2no new dwellings in the rear yard area.
15. The previous application 06/01269/F was refused on this basis (reason 1 above) but the current proposals have been revised and whilst the properties still retain accommodation in the roof space, the dormer windows have been removed and replaced with Velux windows. This type of window gives a far more restricted view out of the proposed properties, being orientated towards the sky and not directly out of the property, and such an amendment is considered to adequately mitigate the previous issues of loss of privacy.
16. The potential for overlooking as a result of windows at first floor is not an uncommon situation in a tight urban environment such as this. A diagonal separation distance of 12m is provided between the rear windows of the 2no new dwellings and the rear elevation windows of number 25 Dereham Road. It is not considered that the oblique views towards number 23 would give rise to any issues of overlooking. There will be increased views into rear gardens of existing properties but this is not considered to be sufficient enough reason to refuse the application again taking into consideration the prevalence of such situations in other areas of the city.
17. The proposals are therefore considered to be acceptable in terms of the impact on the amenity of neighbouring properties in accordance with saved local plan policy EP22.

Overshadowing

18. Concerns have also been expressed about the loss of light which will result from the development of the 2no dwellings proposed in the rear yard area.
19. A Sunlight and Daylight study has been submitted with the application. These diagrams show a midday assessment based on an average at differing times of the year.

20. The revised scheme sees a drop in the ridge height from 10m to 8.6m (a reduction of 1.4m in height). As a result, it is accepted that there will still be some loss of sunlight to rear gardens and habitable rooms during the mornings as a result of the proposed new dwellings, but levels of natural light into these areas is unlikely to be adversely affected. It is not considered that there will be any loss of natural light to habitable rooms of dwellings fronting Dereham Road as a result of these proposals and the loss of sunlight in the first few hours of the day, after which the properties shade their own rear gardens, is not considered to be sufficiently detrimental to form a reason to refuse the application. The proposals are therefore considered to be acceptable and in accordance with the development plan policies.
21. Concern has also been expressed about the loss of the view towards the city centre, Cathedral and Mousehold Heath. Members are reminded that there is no right to a view and that this is not a material planning consideration.

Noise

22. Local residents have raised concern over the introduction of noisy families as a result of provision of family housing. The use of gardens by families is not considered to result in a noise nuisance, nor is it likely to be of a level that would result in any detrimental impact on the enjoyment of the amenity of neighbouring dwellings. As such this is not considered significant enough to warrant a refusal of the application.

Design

Layout, design and amenity

23. The proposals were previously considered to represent a cramped form of development (reason for refusal 1 of application 06.01269/F). Under the previous application the commercial use was to be retained and the site effectively split in two. This required additional parking and compromised the amenity spaces of the proposed new dwellings to the rear. With the conversion of the retail unit to a further dwelling, car parking levels are reduced to 2no spaces (1 each for the new dwellings – the converted dwelling to be car free) and therefore amenity space provision has been expanded. The resulting layout is therefore considered acceptable.
24. The new dwellings will enhance the street scene of Raglan Street, removing a dilapidated run down workshop and replacing it with a residential frontage. The converted commercial unit fronting Dereham Road will also improve the street scene, replacing the commercial shop front with domestic style windows. The Norwich Society have requested that the traditional fenestration pattern is reinstated, and whilst this would be desirable, this is not a conservation area and the currently proposed window changes to the commercial unit are considered to greatly improve the appearance of the unit. A traditional palette of materials is proposed, but all will be conditioned on any approval granted in order to ensure a high quality scheme and the most appropriate appearance so as to complement the character of the surrounding area. As such, the design is considered acceptable and to achieve a high quality scheme.
25. The 2no new dwellings have sufficient amenity space to provide adequate servicing and cycle parking areas with a large garden area of around 30sqm. The amenity area for unit 3 is slightly smaller than that of unit 2 but is still considered to be of an adequate size for the proposed development. The converted commercial unit is served by an amenity area of 35sqm to the rear, and the front amenity area which provides a further 70sqm.
26. The proposals are therefore considered to be in accordance with local plan policies.

Form, scale, and height

27. As stated above the height of the 2no proposed dwellings in the rear yard has been reduced to replicate that of the existing infill development fronting Raglan Street. The form and scale have also taken reference from these adjacent dwellings but with a more traditional approach to design referencing the terraces of Dereham Road. This is considered an acceptable approach and to be in accordance with local plan policies.

Density

28. Under the original application proposals, the commercial unit was proposed to be divided into 2no units. One of which was only 32sqm in size. It was considered that whilst the resulting internal layout of the converted commercial unit is somewhat convoluted, the larger living accommodation and increased amenity area, both in terms of size and useable space, resulted in a more appropriate form of development and the reduction in density is acceptable on balance. The density remains high for this area at around 75 dwellings per hectare, but given the tight urban environment of the surrounding streets, this is not felt detrimental to the character of the wider area.

Transport and Access

Vehicular Access and Car Parking

29. One of the previous reasons for refusal of the application was inadequate access and car parking arrangements. The removal of the commercial unit has resulted in a reduction in car parking levels on site and this has now been successfully incorporated into the scheme layout. Levels are reduced on the maximum as outlined in the local plan but given the highly sustainable location of the development this is not considered sufficient to warrant a refusal.
30. The issue of access is still of concern but the local highway authority have confirmed that they are in agreement with the proposals. Raglan Street is not a heavily trafficked street and the adjacent petrol stations main access and egress is onto Dereham Road. As such, any cars using Raglan Street will be fairly slow moving and egress from the car parking spaces is considered acceptable.
31. The converted commercial unit is considered to meet the criteria of local plan policy TRA9 for car free housing and as such is considered acceptable.
32. The applicant has agreed that the telegraph pole currently positioned blocking the proposed Raglan Street access, will be moved at their own expense prior to occupation of the dwellings. A condition to this effect will be placed on any approval granted.

Cycle Parking and servicing

33. Adequate provision has been made for each of the units for cycle parking and servicing. Conditions will be attached to any permission granted for details of the materials and for these elements to be provided prior to occupation.
34. The proposals are therefore considered to be in accordance with local plan policy requirements.

Environmental Issues

Water Conservation

35. A condition is proposed to ensure that the 2no new dwellings will be built to achieve Code for Sustainable Homes (CSH) Level 4 for water efficiency in accordance with policy 3 of the Joint Core Strategy.

Trees and Landscaping

Loss of Trees or Impact on Trees

36. The Council's Tree Officer has been consulted and confirmed that there are no significant Arboricultural implications and that no trees or hedges on adjacent sites will be affected by these proposals. No conditions are required.

Landscaping

37. A condition will be attached to any permission granted to ensure that a high quality soft and hard landscaping scheme is achieved in order to ensure the acceptability of the appearance of the scheme. Any such condition will include details of boundary treatments and it is felt that in order to protect the amenity of existing and future occupiers a low level boundary treatment would not be acceptable. It is felt that this issue can be successfully dealt with under a condition and need not be detailed at this time in order to make a determination on this application.

Local Finance Considerations

38. The Localism Act 2011 amended S70 of the Town and Country Planning Act 1990 to require local planning authorities to have regard to local finance considerations in the determination of planning applications, alongside the development plan and other material considerations.
39. The 3 new dwellings will attract New Homes Bonus and Council Tax revenues.

Conclusions

40. The site is within a highly sustainable location with excellent access to local shops, services and the city centre and there are excellent public transport routes available from Dereham Road. The density being provided is considered acceptable in such a sustainable location and tight urban environment.
41. The new dwellings will enhance the street scene of Raglan Street, removing a dilapidated run down workshop and replacing it with a residential frontage and the converted commercial unit fronting Dereham Road will also improve the street scene, replacing the commercial shop front with domestic style windows. The height of the 2no proposed dwellings in the rear yard has been reduced to replicate that of the existing infill development fronting Raglan Street. The form and scale have also taken reference from these adjacent dwellings but with a more traditional approach to design referencing the terraces of Dereham Road. Sufficient private and defensible amenity space is provided along with adequate cycle storage and refuse storage provision.
42. The proposals are therefore considered acceptable and to be in accordance with the development plan.

RECOMMENDATIONS

Recommended to approve application 12/00966/F 21A Dereham Road and grant planning permission subject to the conditions as outlined below:

1. Standard time limit
2. In accordance with the drawings and details submitted.
3. Archaeology – Written scheme of investigation
4. Archaeology – Works to be in accordance with the approved written scheme of investigation

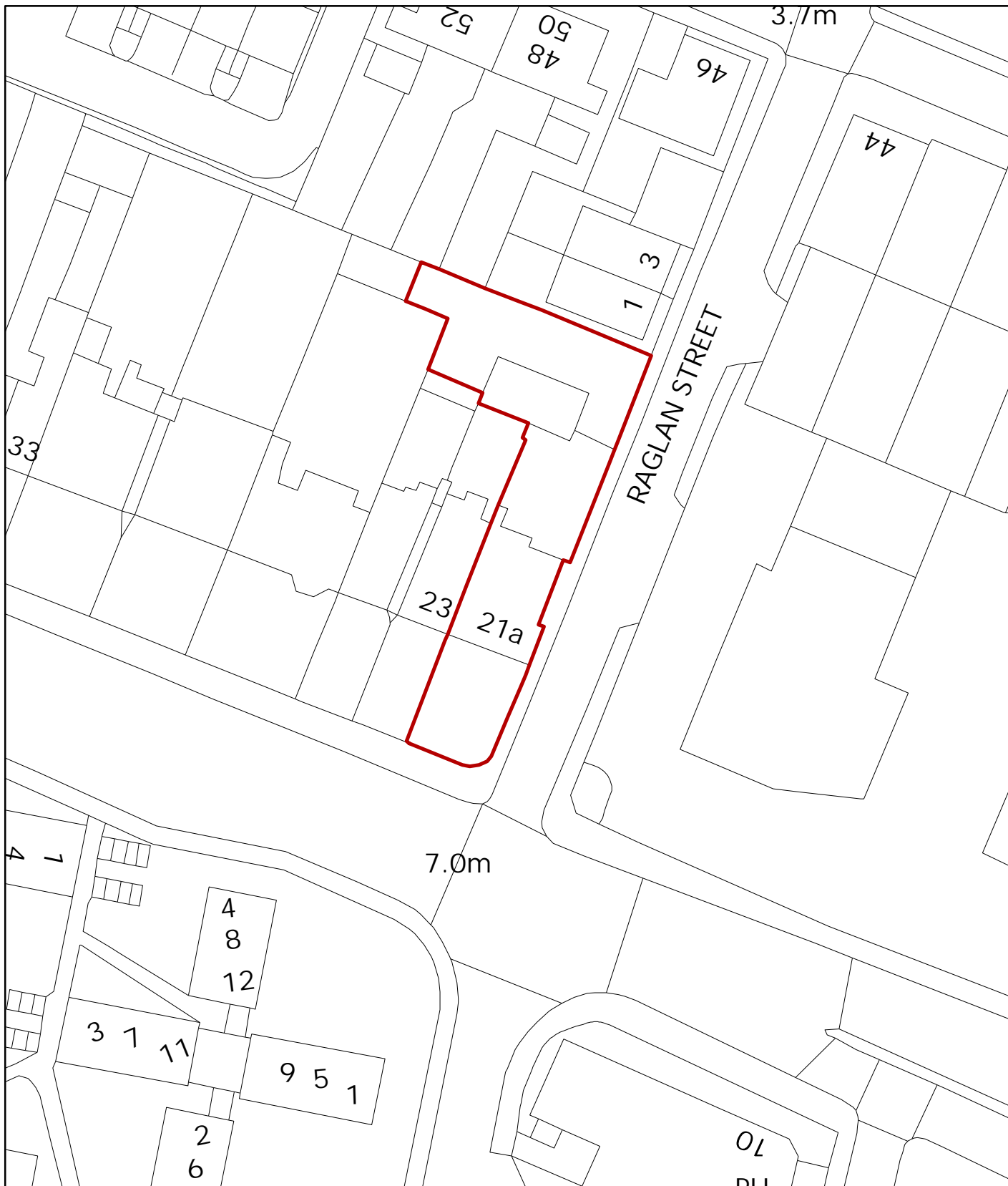
5. Archaeology - No occupation until site investigation and post investigation assessment completed
6. Submission of external materials details for approval- new windows, doors, external gates and associated security fixings, boundary treatments, bricks, roof tiles, mortar mix and bond type, porches.
7. Submission cycle and bin storage details
8. Provision of cycling parking/ bin storage
9. Provision of access
10. New housing water efficiency measures

Informatives:

1. None of the new dwellings are eligible for parking permits.
2. Any new vehicle crossovers required a part of this development should be provided at the applicants costs. Advice to be sought from local highway authority.
3. Considerate constructors scheme.
4. Archaeological Brief to be provided by the Norfolk Historic Environment Record
5. Written confirmation from the statutory undertaker for movement of telecommunications equipment

Reasons for Approval:

- 1) The site is within a highly sustainable location with excellent access to local shops, services and the city centre and there are excellent public transport routes available from Dereham Road. The density being provided is equivalent to 75 dwellings per hectare, which although high is considered acceptable in such a sustainable location and tight urban environment. The proposals are therefore considered acceptable in principle and to accord with the objectives of the NPPF policy 4 of the Joint Core Strategy for Broadland Norwich and South Norfolk (March 2011) and saved policy HOU13 of the City of Norwich Replacement Local Plan (Adopted Version November 2004).
- 2) The new dwellings will enhance the street scene of Raglan Street, removing a dilapidated run down workshop and replacing it with a residential frontage and the converted commercial unit fronting Dereham Road will also improve the street scene, replacing the commercial shop front with domestic style windows. The height of the 2no proposed dwellings in the rear yard has been reduced to replicate that of the existing infill development fronting Raglan Street. The form and scale have also taken reference from these adjacent dwellings but with a more traditional approach to design referencing the terraces of Dereham Road. Sufficient private and defensible amenity space is provided along with adequate cycle storage and refuse storage provision. Subject to compliance with the conditions of this permission the proposals are considered to represent good design and to be in accordance with the objectives of the NPPF, policy ENV7 of the East of England Plan (May 2008), policy 2 of the Joint Core Strategy for Broadland Norwich and South Norfolk (March 2011) and saved policies HBE12 and EP22 of the City of Norwich Replacement Local Plan (Adopted Version November 2004).
- 3) Adequate car parking, and refuse and cycle storage is provided on site. The proposals are therefore considered to be in accordance with policies TRA5, TRA6, TRA7, TRA8 and TRA9 of the City of Norwich Replacement Local Plan (Adopted Version November 2004).



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Planning Application No 12/00966/F

Site Address 21A Dereham Road

Scale 1:500



NORWICH
City Council

PLANNING SERVICES

