Item

Report to Planning applications committee

13 April 2017

Head of planning services Report of

Application no 16/01584/F - Land Rear of 67 St Augustines Street, Norwich Subject

Reason

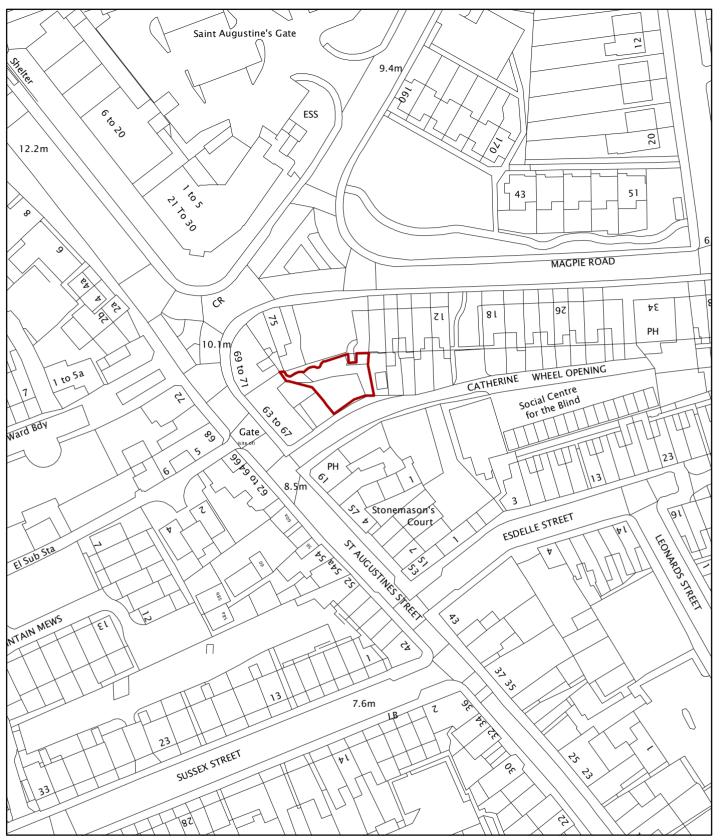
for referral

Objections

Ward:	Mancroft
Case officer	Samuel Walker - Samuelwalker@norwich.gov.uk

Development proposal			
Construction of single dwelling. (Revised scheme)			
Representations			
Object	Comment	Support	
3			

Main issues	Key considerations	
1 Principle of development	Suitability of site for residential	
	development and precedent	
2 Design and heritage	Scale, form, massing, appearance, impact	
	on street scene and character of area.	
	Impact on locally listed and listed buildings	
	and schedules ancient monument. Area of	
	main archaeological interest.	
3 Transport	Access, parking, cycle and refuse storage.	
4 Amenity	Overlooking/loss of privacy,	
	overshadowing, overbearing.	
5 Energy and Water	To meet current standards	
6 Flood Risk	Critical drainage catchment area – surface	
	water disposal.	
Expiry date	17 April 2017	
Recommendation	Approve	



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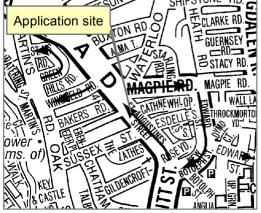
Planning Application No 16/01584/F

Site Address Land rear of 67 St Augustines Street

Scale 1:1,000







### The site and surroundings

- 1. This application relates to a piece of land to the rear of 67 St Augustine's street situated on the northern elevation of Catherine Wheel Opening junction. The proposal is for a single two storey dwelling. The adjacent building at 67 St. Augustine's street (Locally Listed) is currently undergoing alterations and extensions to provide one, one bedroom flat and one, two bedroom maisonette as approved under application reference 05/00745/F.
- 2. The proposal site is currently vacant bordered to the north by a maintained section of the Historic City Wall, the site has recently been used for storage of building materials for the adjacent development.
- 3. The building to the south of the site is the Grade II Listed Catherine Wheel public House.

#### **Constraints**

- 4. City Centre Conservation Area.
- 5. Site is bordered by Part of the City Wall remains to the North (Scheduled Ancient Monument). There are Locally Listed buildings directly to the west, north and east of the site. To the South of the site is Grade II Listed Public House.
- 6. Critical Drainage catchment area.

## Relevant planning history

Ref	Proposal	Decision	Date
15/01361/U	Change of use to parking area.	WITHDN	02/02/2016

## The proposal

7. The proposed development is for one number three bedroom dwelling over two storeys, with one number off street parking space. The property is designed as a subservient continuation of the adjacent development, as approved under application reference 05/00745/F (utilising same design style and material specification); this is to be attached at first floor level only. The proposed design has been developed to minimise impact on the adjacent Historic City Wall.

#### **Summary information**

Proposal	Key facts
Scale	
Total no. of dwellings	One

Proposal	Key facts
No. of affordable dwellings	None
Total floorspace	88m²
No. of storeys	Two
Max. dimensions	Approximately 8.0m x 7.5m on Plan x 7.5m to ridge
Appearance	
Materials	'All About Bricks' Sandstone Weathered Buff laid in Flemish bond With the mortar being a 1:1:6 mix with white cement and lime Spanish slate as (per adjacent approved development reference 14/01000/D)  Serene stone 'Bath' reconstituted stone cill and string course Black 'UPVC' Ogee Deepflow gutter White painted timber fascia
Energy and resource efficiency measures	None specified
Transport matters	
Vehicular access	Single parking space accessed from Catherine Wheel Opening
No of car parking spaces	One
No of cycle parking spaces	Two – to rear of property
Servicing arrangements	Bin store rear of property

# Representations

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Three letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <a href="http://planning.norwich.gov.uk/online-applications/">http://planning.norwich.gov.uk/online-applications/</a> by entering the application number.

Issues raised	Response
Issues with existing approved development on adjacent site.	Not a material consideration relating to the acceptability of the current planning application under consideration.

Issues raised	Response
Loss of view of city wall, scale of development adjacent to city wall ruins.	11-13 & 28-36
Drainage.	48-50
Amenity (Loss of light, overlooking) Proximity to late nigh venue – noise implications	40-45
Parking	37-39

## **Consultation responses**

9. Consultation responses are summarised below the full responses are available to view at <a href="http://planning.norwich.gov.uk/online-applications/">http://planning.norwich.gov.uk/online-applications/</a> by entering the application number.

#### **Design and conservation**

10. It is considered that the proposal will cause 'less than substantial harm' to the special architectural and historic interest/significance of the Scheduled Ancient Monument. The proposal will not cause harm to the character and appearance of the wider setting, which is a conservation area and considered to be 'significant'

#### Suggested conditions:

 In line with Chapter 12 of the NPPF and NCC LPP DM1, 3 & 9 this proposal is considered acceptable for the reasons as outlined (in full consultation response)

Access for recording;

The developer shall afford reasonable access to allow for a full photographic survey of the scheduled Ancient Monument to be carried out before and during the course of works hereby approved. No works shall take place until details of the type and manner of access to be provided have been agreed in writing with the local planning authority.

Making good;

Any damage caused to the Scheduled Ancient Monument by the works hereby approved shall be made good in accordance with a scheme first submitted to and agreed in writing by the local planning authority and the making good in accordance with the scheme as agreed shall take place within 3 months of the approval of the scheme.

- Stop work if unidentified features revealed
- Preservation and Protection of Features:

No works shall take place on the site in pursuance of this consent until a detailed scheme of work outlining the proposed measures of protection for the following features, which shall enable them to remain undisturbed in their existing position and fully protected during the course of the work on the site, has been submitted to and approved in writing by the local planning authority:

#### **Historic England**

11. (Relevant to revised submission following negotiation) The application site lies adjacent to an upstanding section of the medieval city wall, which forms part of the northern boundary of the development area. This section of city wall is designated as a scheduled monument (List Entry No.1004023). The initial proposal for the erection of two flats has been reduced to a proposal for a single dwelling. We had raised concerns that the development would restrict views of the scheduled monument, and would erode its setting. The amended scheme is for a single dwelling that would abut the existing development on St. Augustine's Street. The scale of the proposal is much reduced in scale and is in our view much more in keeping with the surroundings, The impact upon the significance of the scheduled monument would also be reduced and the smaller dwelling will allow more of the wall to be visible.

Recommendation: Historic England supports the application on heritage grounds. We consider that the application meets the requirements of the NPPF, in particular paragraph numbers 132 and 134. Your authority should take these representations into account in determining the application and if there are any material changes to the proposals, or you would like further advice, please contact us. Please advise us of the decision in due course.

#### **Norwich Society**

12. We assume proper consultation will be held to ensure that the city wall is protected during construction and that there will be sufficient drainage. Also that the view of the wall through the alley is maintained. (Section 106.)

#### Norfolk historic environment service

13. No comments received at time of writing

## Assessment of planning considerations

#### Relevant development plan policies

- 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
  - JCS6 Access and transportation
  - JCS7 Supporting communities
  - JCS8 Culture, leisure and entertainment
  - JCS9 Strategy for growth in the Norwich policy area
  - JCS11 Norwich city centre

• JCS20 Implementation

# 15. 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
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM12 Ensuring well-planned housing development
- DM15 Safeguarding the city's housing stock
- DM18 Promoting and supporting centres
- DM21 Protecting and supporting district and local centres
- DM23 Supporting and managing the evening and late night economy
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

#### Other material considerations

# 16. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF2 Ensuring the vitality of town centres
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF10 Meeting the challenge of climate change, flooding and coastal change

#### **Case Assessment**

17. 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 polices 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

- 18. Key policies and NPPF paragraphs DM12, SAXX, NPPF paragraphs 49 and 14.
- 19. The application site is brownfield land, two terraced houses previously stood on this site until they were demolished in 1950s/60s. A maximum of one space per dwelling is allowable if considered appropriate (under policies DM31 and DM32).

- 20. Suggestion has been made in objections received that the land should be used as car parking associated with the adjacent properties. Application 05/00745/F on the neighbouring site was considered and approved on the basis of a smaller site; the land which is the subject of the current application was not included in this application at that time. The application was approved as car free housing, which is promoted for a city centre site such as this. This would be considered to represent an inefficient use of land given the location of the site and the scope for the site to provide for further much needed residential development.
- 21. Development management Policies DM3 & DM12 and policy 11 of the Joint Core Strategy promote the regeneration of Brownfield sites in the City Centre particularly for housing development. The former consent on the site (04/00183/F now expired) did allow for residential redevelopment of this area. The site is on the edge of the City Centre in the City Centre Regeneration Area, it is considered that use of this site for residential development provides a good opportunity to enhance the area.
- 22. The site is not designated for other purposes;
- 23. The site is not in a hazardous installation notification zone:
- 24. The site is not in the late night activity zone;
- 25. It does not involve the conversion of high quality office space; and
- 26. It is not in the primary or secondary retail area or in a district or local centre

#### Main issue 2: Design & Heritage

- 27. Key policies and NPPF paragraphs JCS2, DM3, and DM9; NPPF paragraphs 9, 17, 56 & 60-66; and 128-141.
- 28. The proposed design, as revised following discussion and negotiation with Conservation Officers and Historic England, is considered to be of an appropriate scale and proportion for this location. The materials and design style are a continuation of those applied to the adjacent development, currently under construction as approved under application reference 05/00745/F. This is considered to be the most appropriate solution for the proposed development in this location and it is considered that the properties shall sit well together. Details of materials have been submitted as part of this application a condition should be added to require compliance with the use of such.
- 29. The scale of the proposal is considered to have given suitable consideration to the setting of the historic city wall and adjacent existing buildings. There is historic precedent of development on this site and approval of residential scheme of a larger proportion on this site (04/00183/F now expired). There is not a precedent of an established, un-interrupted view of this elevation of the city wall in this location. The protection of this secondary view is not considered to outweigh the public benefit of the provision of a well-designed residential property on a vacant site, in the absence of a five year land supply.
- 30. A condition requiring a programme of archaeological evaluation, as applied to previous approvals, for this site should be applied to any approval.

- 31. The applicant has submitted details of a scheme for the protection of the city wall ruins during the construction process; a condition should be applied requiring strict compliance with this scheme to be overseen by local authority Conservation Officer.
- 32. The proposed design is considered to be appropriate and in keeping with the local distinctiveness and character of the area, and the wider setting of the conservation area. An informative should be added advising the applicant of their responsibility to ensure whether any other permissions in relation to proximity to scheduled ancient monument are required.
- 33. The scale of the proposal has been reduced from two flats to a single dwelling, which is clearly subservient to the primary building and subsequent extension. The properties cascade down in proportion as they progress along Catherine Wheel opening, this is reflective of the scale employed in the Catherine Wheel public House on the southern elevation of Catherine Wheel opening.
- 34. The development has been positioned on the site to allow suitable private external curtilage, whilst maintaining an acceptable separation distance from the Scheduled Ancient Monument of the city wall ruins. The siting of the development also maximises views from the east to the city wall whilst maintain good internal living space and provision within the development.
- 35. As per previous approval for this site, a condition requiring screened storage of materials on site should be applied to an approval.
- 36. In response to the concern raised by the Norwich society, the view of the city wall through the alley is to be maintained. The boundary treatment proposed is a wrought iron side gate and wrought iron fencing (1050mm tall), which will enable a view along the alley through to the wall to be retained. A condition requiring this to be implemented prior to first occupation, and retained as such; should be applied to an approval.

#### Main issue 3: Transport

- 37. Key policies and NPPF paragraphs JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
- 38. The level of car parking and access raises no concerns for highway safety. The scheme will not be eligible for any parking permits and cannot be reasonably considered to cause an adverse impact on on-street parking provision. Bin and cycle storage are adequate and appropriately located for access use, security and with regards to the setting adjacent to the City Wall ruins.
- 39. A condition requiring these to be provided prior to first occupation and permanently retained should be applied to an approval.

#### Main issue 4: Amenity

- 40. Key policies and NPPF paragraphs DM2, DM11, NPPF paragraphs 9 and 17.
- 41. The application site is situated to the North of the nearest neighbouring property with an outlook towards the site, as such shall not cause over shadowing to this property. There is a single window at ground floor level in this façade which has partially obscured glazing. It is considered that the proximity of the proposed

dwelling is consistent with densities in this area of the city and will not have a significant impact on perceived natural light levels to this window. The windows at first floor level which appear to be a residential element of the Catherine Wheel Public House will not be impacted by loss of natural light and shall retain ample view of skyline.

- 42. The building to the west of the proposed site will be attached to the proposed dwelling and as such shall not be impacted by the proposed development.
- 43. The existing property to the north east of the proposed site is of sufficient separation distance and is not considered to be impacted by loss of light or outlook.
- 44. Concerns raised regarding overlooking development at this density is characteristic of this area of the city and is considered to be appropriate. The proposed property looks out to a blank façade at ground floor level as such there is not considered to be any issues relating to overlooking in this location; at first floor level there is a single dormer window associated with an habitable room (bedroom) facing towards the residential first floor of the extension to the Catherine Wheel public house, this is not considered to be sufficient to require re-location of the window from this façade.
- 45. Proximity to late night venue the established use of the pub exists in this location; this is a city centre use in a city centre location and this would be a consideration of future occupiers of the proposed property. There is a well-established residential population in this location in close proximity, the proposed site is towards the rear curtilage of the public house, set away from the traffic noise of St Augustine's Street, and is considered to be subject to a lower level of impact than adjacent, existing residential uses.

#### Main issue 5: Energy and water

- 46. Key policies and NPPF paragraphs JCS3, DM1, NPPF paragraphs 94 and 96.
- 47. The proposed development will be required to meet current energy and water efficiency levels as set out by current building regulations standards.

#### Main issue 6: Flood risk

- 48. Key policies and NPPF paragraphs JCS1, DM5, NPPF paragraphs 100 and 103.
- 49. Surface water drainage from the roof is proposed to be dealt with via a soak away positioned in the north-eastern most corner of the site adjacent to the proposed parking space, away from the historic city wall. The suitability of this should be subject to archaeological evaluation and impact assessment. This should be reserved by condition. Given the site's constraints, if the archaeological impacts of a soak away in this location are not feasible, using the surface water sewer as a fall-back position is deemed appropriate in line with DM5.
- 50. The curtilage landscaping is specified as a mixture of permeable paving, shingle and soft landscaping. This is considered to be a suitable approach is deemed appropriate in line with DM5. A condition requiring this to be retained as such should be applied.

#### Compliance with other relevant development plan policies

51. 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
Car parking provision	DM31	Yes
Refuse Storage/servicing	DM31	Yes
Energy efficiency	JCS 1 & 3	No
Lifergy efficiency	DM3	
Water efficiency	JCS 1 & 3	Yes – subject to condition
Sustainable urban drainage	DM3/5	No

### **Equalities and diversity issues**

52. There are no significant equality or diversity issues.

#### Local finance considerations

- 53. 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.
- 54. 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.
- 55. In this case local finance considerations are not considered to be material to the case.

#### Conclusion

56. The development is 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 16/01584/F - Land Rear of 67 St Augustines Street, Norwich, and grant planning permission subject to the following conditions:

- 1. Standard time limit;
- 2. In accordance with plans;
- 3. Water efficiency
- 4. Archaeology
- 5. Storage of materials
- 6. Boundary treatment
- 7. Permeable paving retained
- 8. Soakaway archaeological implications
- 9. Provision of cycle & vehicle parking and refuse storage prior to first occupation
- 10. Maintenance of landscaping Access for recording;

The developer shall afford reasonable access to allow for a full photographic survey of the scheduled Ancient Monument to be carried out before and during the course of works hereby approved. No works shall take place until details of the type and manner of access to be provided have been agreed in writing with the local planning authority.

11. Making good;

Any damage caused to the Scheduled Ancient Monument by the works hereby approved shall be made good in accordance with a scheme first submitted to and agreed in writing by the local planning authority and the making good in accordance with the scheme as agreed shall take place within 3 months of the approval of the scheme.

- 12. Stop work if unidentified features revealed
- 13. Preservation and Protection of Features;

No works shall take place on the site in pursuance of this consent until a detailed scheme of work outlining the proposed measures of protection for the following features, which shall enable them to remain undisturbed in their existing position and fully protected during the course of the work on the site, has been submitted to and approved in writing by the local planning authority: Historic City Walls (Scheduled Ancient Monument)

#### Informatives:

It may be necessary to apply for Scheduled ancient monument consent; it is the responsibility to establish the requirement for this with Historic England.

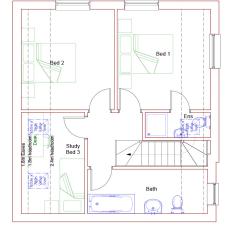
#### Other works;

This consent relates only to the works specifically shown and described on the approved drawings. All other works, the need for which becomes apparent as alterations and repairs proceed, are not covered by this consent and may require a further specific consent. Details of any other works, submitted as part of a further application if required, should be submitted to the local planning authority and approved before work continues.

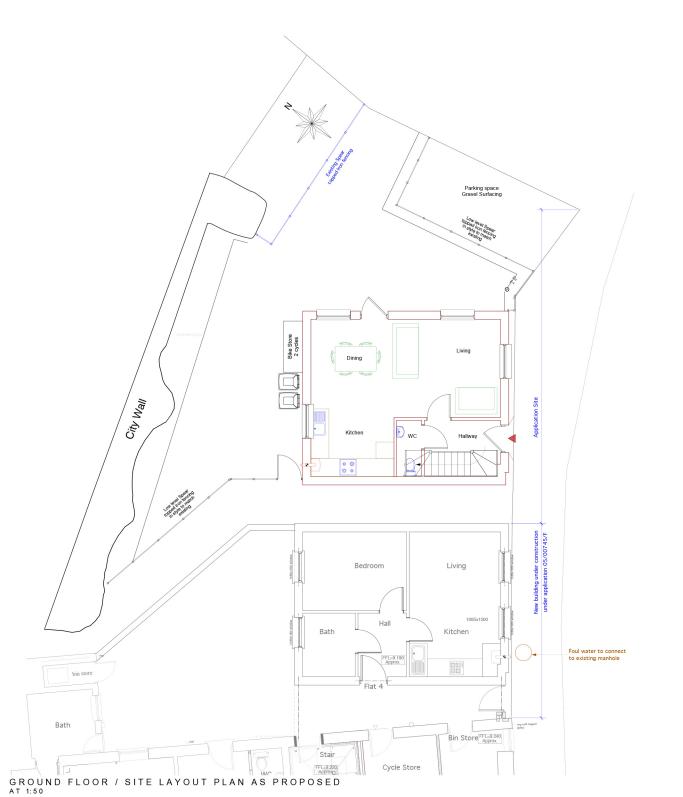
#### Article 35(2) Statement

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.			

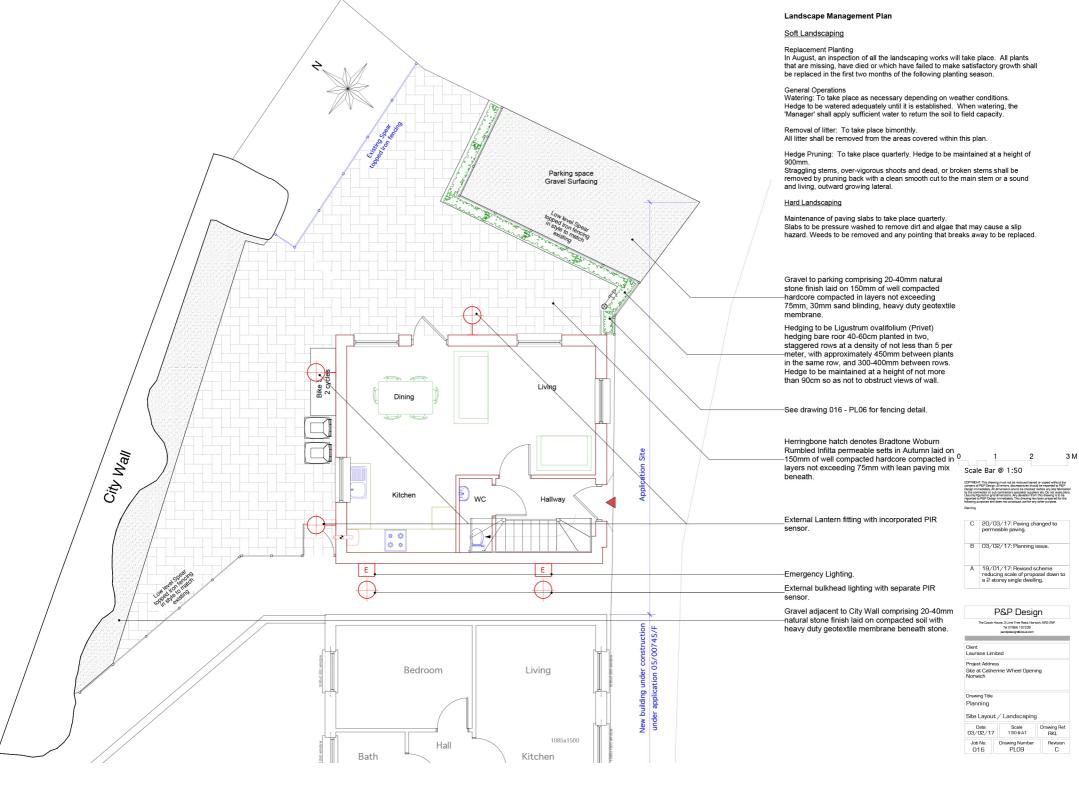


FIRST FLOOR PLAN AS PROPOSED AT 1:50



Scale Bar @ 1:50

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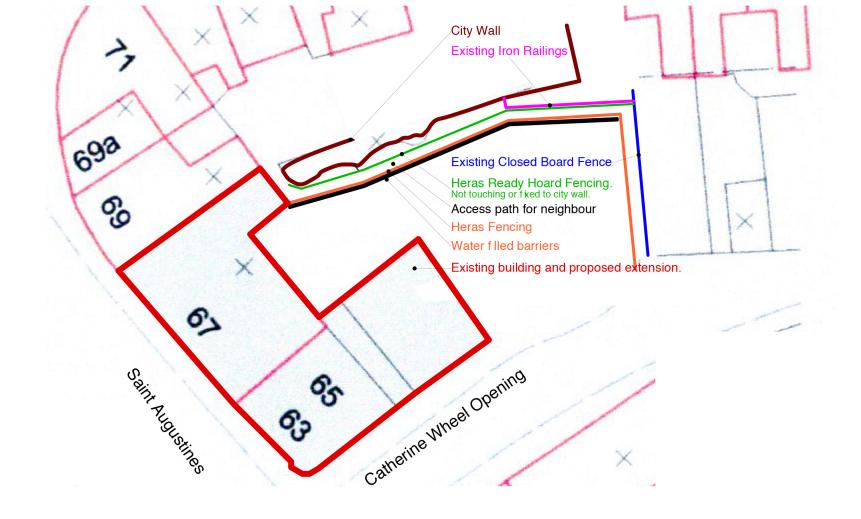
FRONT ELEVATION AS PROPOSED AT 1:50



ts behind

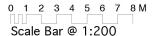
SIDE ELEVATION AS PROPOSED at 1:50





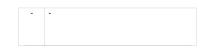
# DRAWING TO BE READ IN CONJUNCTION WITH DOCUMENT

ENTITLED 'SIte at Catherine Wheel Opening Norwich Method of protection to City Wall'



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Planning



#### P&P Design

The Coach House, 3 Lime Tree Road, Norwich, NR2 2NF, Tel 07866 107239

Client

Laurane Limited

Project Address

Site at Catherine Wheel Opening Norwich

Drawing Title

Planning

Protection to City Wall

Date	Scale	Drawing Ref.
22.09.16	1:200 @ A3	RKL
Job No. 016	Drawing Number PLO4	Revision -

Bradtone Woburn Rumbled Infilta permeable setts in Autumn



Paving NTS

60w ES Round Bulkheads IP54 from www.tlc-direct.co.uk product code GL OL405B



Bulkhead Lighting NTS



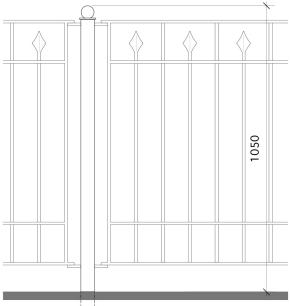
LED Emergency Bulkhead Weatherproof - IP65 from

www.tlc-direct.co.uk

product code EM LED

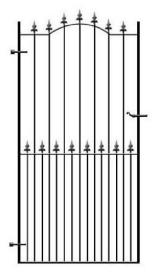
Emergency Lighting NTS

Wrought Iron fencing. To match existing protection to city wall. Powdercoated in black.



Wrought Iron Fencing 1:10

Wrought Iron Gate from http://www.wroughtirongates.co.uk/ Surry Side Gate 1980mm high Black painted f nish



Wrought Iron Side Gate NTS

Black Coach Lantern with PIR from www.tlc-direct.co.uk product code GL FIN710



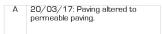
External Lantern NTS

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Scale Bar @ 1:10		

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Client





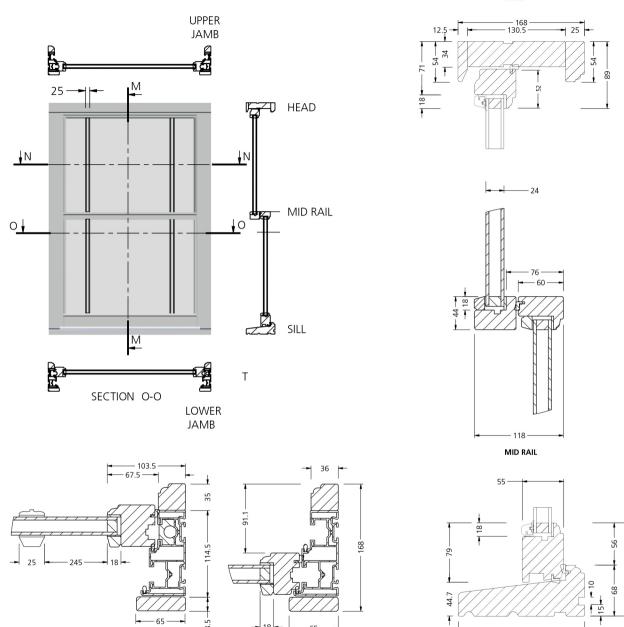
Tel 07866 107239
pandpdesign®icloud.com

Laurane Limited
Project Address Site at Catherine Wheel Opening Norwich
Drawing Title Planning

External Materials & Lighting			
Date	Scale	Drawing Ref.	

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ob No.	Drawing Number	Revision
016	PLO5	Α

SILL



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Sash Windows to New Dwelling 1:5

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Planning

016

A 03/02/17: Window description changed for revised planning.

## P&P Design

The Coach House, 3 Lime Tree Road, Norwich, NR2 2NF. Tel 07866 107239

pandpdesign@icloud.com Client Laurane Limited Project Address Site at Catherine Wheel Opening Norwich Drawing Title Planning Windows Date Drawing Ref. Scale 1:5 @ A4 03.02.17 RKL Drawing Number Revision Job No.

PL06

Α

