

**Report to** Planning applications committee  
13 October 2016

**Report of** Head of planning services

**Subject** 16/01117/F – Land west of 3 Beaumont Place

**Reason for referral** Objections and application affecting City Council land.

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Item

4(d)

<b>Ward:</b>	Wensum
<b>Case officer</b>	Robert Webb - robertwebb@norwich.gov.uk

Development proposal		
2 no. dwellinghouses (one 3 bedroom and one 2 bedroom) and associated car parking.		
Representations		
Object	Comment	Support
9	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
2 Design	Impact on character of the area, scale, form, massing and appearance.
3 Transport	Accessibility of site, impact on car parking, traffic, highway safety, cycle parking, servicing.
4 Amenity	Impact on neighbouring occupiers
5 Trees and Landscaping	Consideration of landscaping, impact on trees
6 Flood risk	Flood risk to the development and impact of the proposal on flood risk
<b>Expiry date</b>	20 October 2016
<b>Recommendation</b>	Approval subject to conditions.



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Planning Application No 16/01117/F

Site Address Land West of 3 Beaumont Place

Scale 1:1,000



**NORWICH**  
City Council

PLANNING SERVICES



## The site and surroundings

1. The site is located to the south of the city centre close to Newmarket Road and is a surface level car park which accommodates 14 spaces and is owned and managed by Norwich City Council. The site is surrounded by residential dwellings with Beaumont Place to the south east and Eagle Park is within very close proximity to the south.

## Constraints

2. The site is within a Critical Drainage Area.

## Relevant planning history

3. There is no relevant planning history held by the City Council.

## The proposal

1. The proposal is one of a number of sites identified by Norwich City Council as having the potential to accommodate new affordable housing to be developed by a registered provider, Orwell Housing Association. The Council are seeking overall to deliver 66 affordable units across the city as part of the current programme, and these would be designed to meet Homes and Communities Agency (HCA) design and quality standards. The dwellings would be available at social or affordable rent whilst meeting high environmental standards. All homes would be advertised using the City Council's choice based letting scheme.
2. This application seeks to develop the site to provide two affordable semi-detached dwellings facing onto Beaumont Place, consisting of one 2 bedroom and one 3 bedroom property with associated parking, cycle storage and private garden space. Solar panels would be placed on the south and west facing roof.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	2
No. of affordable dwellings	2
Total floorspace	154.7 square metres (2 bed dwelling – 72.4m <sup>2</sup> , 3 bed dwelling 82.3m <sup>2</sup> ).
No. of storeys	2
Density	47 dwellings per hectare
<b>Appearance</b>	

Materials	Walls – red stock brickwork. Roof – red/orange concrete pantiles. Windows – white Upvc double glazed units. Doors – GPR/timber front entrance doors.
Energy and resource efficiency measures	Solar pv panels, low energy lighting, gas condensing combination boiler with flue gas heat recovery system.
<b>Transport matters</b>	
Vehicular access	From Beaumont Place
No of car parking spaces	2 (1 per property)
No of cycle parking spaces	1 cycle shed per property
Servicing arrangements	Bin storage within gardens.

## Representations

3. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 9 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Concern at the loss of the car park and increased parking pressure	See main issue 4.
Loss of turning space for larger vehicles and potential impact on highway safety	See main issue 3.
Impact on no. 3 Beaumont Place in terms of loss of light and impact on existing rear access	See main issue 4.
Impact on other surrounding properties in terms of loss of light and loss of privacy.	See main issue 4.
Concern at the loss of the planted area on Beaumont Place.	See main issue 5.

## Consultation responses

4. 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

5. I have viewed the desk study provided for this application and agree with the recommendation that further intrusive works are required. If approval is given, I suggest that conditions are applied.

### Highways (local)

6. No objection on highway/transportation grounds. The development and site layout is acceptable, parking, refuse and cycle storage are acceptable.

### Tree protection officer

7. No response received.

### NCC Housing

8. Car park surveys have been carried out on this site and the surrounding roads to assess usage. On average, the car park is 43% occupied. On 30/9/16 there were 3 garages available to rent within 300 metres of the site. Our surveys have also shown that some of the cars using this car park do not have parking permits, and have been using this as a free parking area rather than using the on street permit controlled parking spaces.

## Assessment of planning considerations

### Relevant development plan policies

9. **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
10. **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
  - 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

## **Other material considerations**

### **11. 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

## **Case Assessment**

12. 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 sections provide an assessment of the main planning issues in this case in relation to the relevant policies and material considerations.

### **Main issue 1: Principle of development**

13. Joint Core Strategy (JCS) Policy 4, supports housing delivery within the plan area, which this site falls. National policy, as set out in the Core Principles of the NPPF encourages new housing development 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. JCS policy 4 also encourages provision of affordable housing including of social rent and affordable rent tenure types as these are recognised and being particularly important in meeting housing need in the city.
14. Policy DM12 of the Norwich Development Management Policies Plan supports new residential development within the city boundary except in specific circumstances, none of which exceptions apply to this application site.
15. The NPPF encourages 'the effective use of land by reusing land that has been previously developed'. This site constitutes previously developed land and is also in a sustainable location for new housing, with good links to the City Centre. The proposed housing is therefore considered to be acceptable in principle and in this case would have the planning benefits of providing new affordable housing, subject to assessment against any other relevant policies or material considerations as outlined in the NPPF and the Development Plan. This is further set out below.

### **Main issue 2: Design**

16. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.

17. The site is located in an area which is characterised by two storey residential development, some of which dates from the Victorian period and some of which is more modern. The proposal would introduce two new dwellings which would be of a similar form and scale to the adjacent Victorian properties, albeit they are designed for modern living on the inside. The design is sympathetic to the character of the street and provides a good standard of external amenity space.
18. The national space standards figure states a minimum recommended internal floor area of 81 square metres for a two bed, 4 person property and 95.5m<sup>2</sup> for a 3 bed 5 person property. The dwellings proposed would have an internal floor area of 72.4 m<sup>2</sup> and 82.3m<sup>2</sup> respectively which does not meet the recommended standard. However it is noted that if the properties were occupied by 3 / 4 persons then they would comply with the standard. Whilst this is regrettable, it is not considered in itself to be a reason to warrant refusal of the application, given the proposal is otherwise well designed and would lead to the delivery of affordable housing in a sustainable location.

### **Main issue 3: Transport**

19. Key policies and NPPF paragraphs – DM2, DM11, NPPF chapter 4.
20. The site is located in an accessible location within walking distance of St. Stephen's Street which is a main transport corridor and also the city centre itself. Each of the dwellings would be provided with a parking space and cycle shed in accordance with the Council's parking standards set out in the Local Plan. The proposal therefore complies with relevant policies in terms of transport. The impact of the loss of parking is addressed in the following section.
21. No objection is raised by the Highway Officer on the grounds of highway safety. Beaumont Place is a cul-de-sac and whilst the proposal would prevent the opportunity to use the site for turning purposes, there is an access on the opposite side of the road just a few metres further up which would still afford the opportunity for vehicles, including larger delivery vehicles and minibuses to reverse into and turn.

### **Main issue 4: Amenity**

22. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
23. Many of the objections state concern at the loss of the car park. A survey submitted with the application indicated that the car park is rarely full and had an average occupancy of 43% based on the week the survey took place. Peak use was during the night time when occupancy rose to 57%. The site is within a controlled parking zone and therefore existing and proposed residents have the opportunity to purchase a parking permit to park on the surrounding street network.
24. The Highway Officer raises no objection to the loss of the car park. It is acknowledged that some harm would be caused to residential amenity by the loss of the existing spaces. However this must be weighed against the significant benefits of delivering affordable housing in a sustainable location within the city. This will be a matter for Members to judge, but the advice from Officers is that in planning policy terms addressing housing need is considered to be of greater importance than providing off-road parking spaces, particularly in a location which has good links to public

transport and the city centre and where there is the opportunity to use other modes of transport such as buses and cycles to travel. It is therefore recommended that the application should not be refused on the grounds of loss of parking.

25. Further objections have been received regarding the impact of the development on privacy and natural light to existing properties. This matter has been fully assessed and it is concluded that due to the careful design and siting of the proposal no material harm would occur in terms of overshadowing. Any overlooking of gardens that might arise would be typical for a normal terraced street and in terms of directly facing windows the relationship between existing and proposed would be similar to the existing properties further down the street in terms of separation distances. This is considered acceptable in planning terms.
26. An objection has been received from the owner of no. 3 Beaumont Place who is concerned that the proposal would compromise the rear access to his property, due to the proposed width of the access between the existing and proposed house. This width would be approximately 1.2m which complies with the minimum standard required by Building Regulations and is therefore considered acceptable.

#### **Main issue 5: Trees and landscaping**

27. Key policies and NPPF paragraphs – DM3, DM7, DM8, NPPF paragraphs 9, 17, 56, 109 and 118.
28. The site is largely covered in hardstanding with 2 category C Hawthorn trees and a small area of plants and shrubs along the site frontage. The planted area and 1 of the trees would be removed as part of the proposal, with the other tree being retained. The proposal would however introduce new areas of planting and also private amenity space which would present further opportunities for planting. The details of the landscaping would be agreed by condition. It is therefore considered that the loss of the existing area would be mitigated by replacement planting and overall the proposal complies with relevant policies in relation to trees and landscaping.

#### **Main issue 6: Flood risk**

29. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
30. 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.
31. The site is within flood zone 1, and therefore at a low probability of flooding from rivers. A sustainable approach to water management is proposed. 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 impermeable surfacing. The proposal complies with the relevant policies in relation to flood risk.

#### **Other matters**

32. The proposal is acceptable in terms of its impact on biodiversity, land contamination and the energy efficiency measures proposed.

### **Equalities and diversity issues**

33. There are no significant equality or diversity issues.

### **Local finance considerations**

34. 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.

35. 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.

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

## **Conclusion**

37. The proposal in Beaumont Place would provide two new affordable homes in a sustainable location and is considered to be acceptable in planning terms. There would be some harm caused in terms of the loss of the existing car park, and clearly this is a contentious matter for existing residents. However this must be balanced against the benefits of the proposal in terms of providing much needed affordable housing and this benefit is considered to outweigh the loss of the site for parking.

38. 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 16/01117/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 and planting
5. Water efficiency
6. Contamination risk assessment and report to be submitted
7. Unknown contamination to be addressed
8. Control on imported materials
9. Tree protection measures to be implemented

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.



