

Report to Planning applications committee

Item

11 February 2016

Report of Head of planning services

Subject

Application no 15/01546/F - Land and garages,
Rose Valley, Norwich, NR2 2PX

Reason

for referral

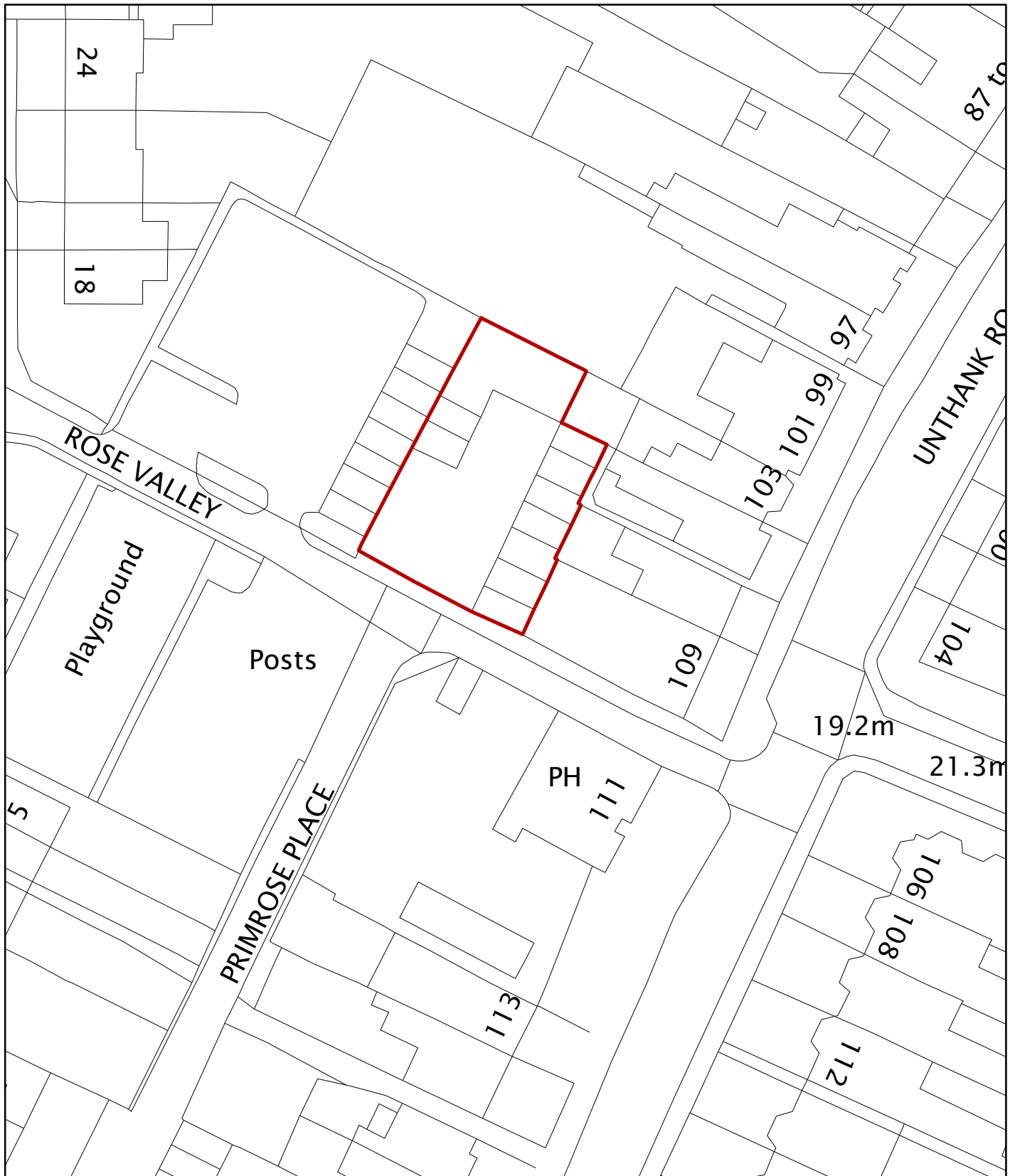
Objection

4(b)

Ward:	Nelson
Case officer	Kian Saedi - kiansaedi@norwich.gov.uk

Development proposal		
Demolition of existing workshop/garage and erection of two dwellings.		
Representations		
Object	Comment	Support
3	1	0

Main issues	Key considerations
1 Principle	Suitability of the site for residential development, impact upon the function of the adjacent retail centre.
2 Design	Scale and massing, appearance, impact upon local character, 'secured by design'.
3 Transport	Parking provision, access, highway safety.
4 Amenity	Internal/external space, outlook, overlooking, overshadowing/daylighting.
Expiry date	Extended to 18 February 2016
Recommendation	Approve subject to conditions



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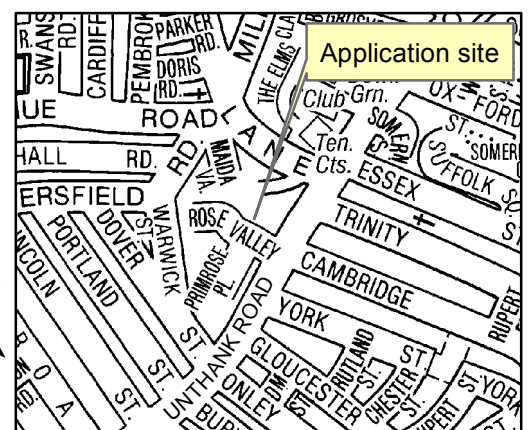
Planning Application No 15/01546/F
 Site Address Rose Valley

Scale 1:500



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

1. The site is located in Rose Valley adjacent to the car park serving 'Adnams Cellar and Kitchen' and to the rear of numbers 109-113 Unthank Road. The site features a dilapidated garage/workshop building, which is currently used for storage purposes, which is proposed for demolition as part of the proposal.
2. The surrounding area is characterised by a mixture of uses including commercial in the local retail centre on Unthank Road, residential of Primrose Place and Rose Valley and areas of both private and public car parking.

Constraints

3. The site is located within an identified Critical Drainage Area (DM5) and adjacent to the Unthank Road local retail centre.

The proposal

4. The proposal is for the demolition of the existing workshop/garage and erection of two dwellings.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	2
No. of affordable dwellings	The proposal does not trigger the need for affordable housing
Total floor space	~185 sq.metres
No. of storeys	2
Max. dimensions	6.9 metres in height, ~9 metres in depth and combined width ~14 metres
Appearance	
Materials	Red brick (combination of perforated, projecting and flat face), sedum roof
Transport matters	
Vehicular access	As existing
No of car parking spaces	2
No of cycle parking spaces	4

Representations

5. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Four letters of representation have been received, including one from the Norwich Society and one on behalf of The Rose Valley Residents Association.
6. The members of the association have voted to accept the planning application, but highlight that they wish it to be known that their acceptance of the current application does not in any way imply that that they would consider further development of similar character in the surrounding area to be acceptable, nor that the current scheme should set a precedent for any such further development. The members of the association would object to any further development of a design which is not sympathetic to the local environment.

Concern is also raised that the displacement of five parking spaces may encourage fly parking or result in more parking congestion although an objection is not raised against the application for this reason.

7. Issues raised in the three remaining letters of objection are 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
The proposed buildings are not in keeping with local character	Main issue 2
Highway safety - Existing access from Unthank Road is poor and the proposal will increase risks to pedestrians and vehicles. Emergency vehicles will also find it difficult to access the site.	Main issue 3
Inadequate parking – The proposal will increase already strained parking pressures in the surrounding area.	Main issue 3
The proposal will affect the availability of parking spaces for spaces for adjacent businesses. A plan should be submitted to show how the business customer parking needs will be met.	Main issue 3

Consultation responses

8. 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

9. Elevated levels of some contaminants have been found on site (notably lead), but some areas of the site have not been tested. More information will be required if planning permission is to be granted and several conditions are recommended accordingly.

Highways (local)

10. The proposed development is suitable in transportation terms for its location and with regard to its vehicle access to the highway network.

Natural areas officer

11. The ecological report deals adequately with biodiversity related issues.

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
 - JCS6 Access and transportation
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation
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
 - 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
 - DM12 Ensuring well-planned housing development
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing

Other material considerations

14. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
 - NPPF0 Achieving sustainable development
 - 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

Technical housing standards – nationally described space standard – March 2015.

Case Assessment

15. 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

16. Key policies and NPPF paragraphs – DM12, DM17, NPPF paragraphs 49 and 14.
17. The buildings to be demolished are detached from any retail use within the nearby local retail centre and are currently used for storage purposes. The buildings have previously been used as a workshop but this use has long ceased and the buildings are now in a dilapidated state. Policy DM17 states that sites and premises providing for small business use should be safeguarded unless it is no longer viable, feasible or practical to retain such use. Given the dilapidated condition of the existing building it is considered that criteria within policy DM17 is met as due to the dilapidated condition of the building it would not be practical to continue such a use. The proposals would also accord with policy DM12 as the loss of the buildings will carry no negative implications for the functioning of the retail centre. The application includes a photographic record of the buildings to be demolished, which are of some age and historical interest.
18. The site is located within an area of mixed land uses although the context becomes more residential in character further to the east within the centre of Rose Valley. The site is well served by public transport routes, is within walking distance to the city centre and adjacent to a local retail centre where a wide range of services and facilities are provided. The location of the site is therefore considered appropriate for residential development and subject to meeting the requirements of other development plan policy, the proposal is in accordance with policy DM12 of the local plan.
19. The proposal will contribute two additional dwelling units to contribute to an identified housing need within the Norwich Policy Area, in accordance with the objectives of JCS4.

Main issue 2: Design

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

21. The proposed scheme for two new dwellings has been innovatively designed to fit within a site of very limited size and adjacent to commercial and residential uses.
22. The site is located within Rose Valley, the access road to which slopes down from Unthank Road. This gives the impression of the properties lining Unthank Road being of a much greater scale than the nearby terraced cottages of Rose Valley to the south-west. The scale of the proposed development has been limited to two-storey, is flat-roofed and stepped at the front and rear of the development to break up the massing. This enables the development to sit harmoniously within the context of surrounding development, avoiding any significant harm to the amenity of adjacent upper floor flats along Unthank Road and preventing the development from appearing oppressive in the street scene.
23. The semi-detached properties are set out in a U-shape, providing dedicated car parking and cycle parking at the front and access via the inner-facing side elevations. Whilst very tight in terms of the available space at the site, the proposal maximises the provision of external amenity space for future occupants with the provision of external first floor terraces at the front and ground floor courtyards at the rear.
24. The site is detached from any of the surrounding development, which features a mix of commercial and residential uses and the application exploits this positioning as an opportunity to achieve a contemporary design as opposed to a pastiche of existing surrounding development. The proposal does however incorporate the predominant red brick seen in the surrounding area, but with varying texture which will add visual interest to the development. In doing so the proposal responds positively to local character while exhibiting an interesting example of contemporary architecture. The exact specification of the brick will be secured by condition to ensure suitability.
25. It is also proposed to install living roofs at the development. This carries the tri-benefit of enhancing biodiversity, mitigating surface water run-off and softening the appearance of the development which will be clearly visible from the rear windows of properties along Unthank Road, which are also elevated due to the change in levels.
26. The application states that the scheme follows 'Secured by Design' principles in line with consultation comments provided by Norfolk Constabulary. The proposal can be seen to provide high levels of natural surveillance to the surrounding parking areas and this will benefit the security of the surrounding area. Details of any external lighting will be secure by condition to ensure adequate appearance and to avoid any harm to neighbouring properties.
27. In summary the scheme is considered to achieve a high standard of design which will add visual interest in the street scene whilst not detracting from the character of the surrounding area. The buildings to be demolished are in a state of disrepair and the replacement with the two dwellings will improve the appearance of this part of the site.

Main issue 3: Transport

28. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.

29. The site is well located in transportation terms, offering good access to local public transport services and proximity to the city centre which is within walking distance. One on-site parking space is provided for each property which satisfies the maximum parking standards set out in the *local plan*. Secure and covered cycle parking is also provided in the garages of each property in the interests of encouraging the use of sustainable modes of transport to and from the site.
30. Although tight, the integral parking spaces will provide vehicles with adequate turning space to enter and leave the site in a forward gear. The existing parking area has six formal spaces available for customers of 'Adnams Cellar and Kitchen', whilst space for ~4 additional cars exists for cars to park informally. The formal commercial spaces will be retained and the new development will not be eligible to receive parking permits for the surrounding controlled parking zones. The proposal will not therefore be detrimental to existing uses.
31. Should additional parking spaces be desired by future occupants then the adjacent garages would be available to rent from NPS but this should not be considered necessary due to the provision of on-site parking associated with the development and the highly sustainable location of the site.
32. Rose Valley is a single lane road at its junction with Unthank Road. However, the existing access is considered suitable to accommodate the proposed development without significantly increasing risks to highway safety. No accident injuries have been recorded at the junction to identify it as a hotspot in terms of highway safety.

Main issue 4: Amenity

33. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
34. Both proposed dwellings provide sufficient internal living space in accordance with the national space standards recommended by Central Government as well as the spaces standards set out in DM2 of the *local plan*. The double bedrooms benefit from a good level of outlook to the rear and the outlook from the single, secondary bedrooms is of a satisfactory standard.
35. While the rear gardens are relatively small and will receive little direct sunlight, both units are also provided with an external first floor amenity space leading from the living rooms. In this respect the proposal is considered to maximise the opportunity to provide external amenity space, which is of a satisfactory standard to serve a small family. The existing brick wall forming the rear boundary of the site is to be retained but reduced in height from ~four metres to two metres. The wall is of some age and its retention will benefit the appearance and character of the site while the reduction in height will enable satisfactory outlook and daylighting for the rear aspect of the proposed development.
36. The proposal has also been well designed in terms of limiting any harm upon the amenity of neighbouring properties. No windows are proposed on the outer facing east or west elevations which may otherwise result in overlooking issues to neighbouring properties.
37. The proposed development has been aligned to not impede the line of view from the roof terrace of the adjacent flat and the outlook from the flat will not therefore be harmed. There are several windows located at the rear of the properties along

Unthank Road which will look onto the east elevation of the proposed development. The few windows which face closest to the proposed development are obscure glazed and/or do not relate to main habitable rooms and will not therefore be affected by loss of outlook. Many of the remaining windows appear to relate to commercial premises and are sufficiently set back to not be significantly affected by the proposed development.

38. The rear first floor bedroom windows of the proposed development overlook a car parking area and commercial premises and will not therefore compromise the privacy of any residential uses.
39. The design and access statement includes the results of sunlight study which demonstrate that the proposal will not result in any significant overshadowing to neighbouring properties.

Compliance with other relevant development plan policies

40. 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 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes. The proposal will reduce the area of hard surfacing at the site and will not therefore increase the risk of surface water flooding. The landscaping condition will include details of hard surfacing to ensure porous material section. The living roof will further assist in reducing any increase in the risk of surface water flooding at the site.
Landscaping	DM6	Yes subject to condition. Details of the living roof will also be requested as part of the landscaping condition to ensure suitable species selection.
Contamination	DM11	Elevated levels of contaminants have been found on site and more information is required in order to ensure that contaminants are

		adequately dealt with. Several conditions are imposed accordingly.
Trees	DM7	No objection to the removal of T5, but consent from landowner will be required to permit its removal.

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. Subject to conditions 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. 15/01546/F - Land and Garages, Rose Valley, Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. External materials;
4. Landscaping scheme to include details of living roof and any external lighting;
5. No development shall take place within the site in pursuance of this permission until the following components of a scheme to deal with the risks associated with contamination of the site have each been submitted to and approved, in writing, by the local planning authority as necessary:
 - (a) A preliminary risk assessment which has identified:
 - (i) all previous uses
 - (ii) potential contaminants associated with those uses
 - (iii) a conceptual model of the site indicating sources, pathways and receptors
 - (iv) potentially unacceptable risks arising from contamination at the site;

- (b) 2) If the preliminary risk assessment identifies a potential unacceptable risk from contamination, a site investigation scheme, based on the preliminary risk assessment, to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site;
- (c) 3) A written report containing the site investigation results and the detailed risk assessment of the risk to all receptors that may be affected and, based on these, if required, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.

Any works on site shall be in accordance with the scheme as approved and any changes to any of the details specified above would require the further express consent of the local planning authority.

- 6. No occupation of the development hereby approved shall take place until a verification plan and a proposed monitoring, maintenance and contingency plan have been submitted to and agreed in writing by the local planning authority. The verification plan shall provide details of the data that has been collected in order to demonstrate that the works set out in the approved remediation strategy are complete and shall identify any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action. The proposed monitoring, maintenance and contingency plan shall identify how these requirements will be met.
- 7. If, during development, contamination not previously identified is found to be present, then no further development shall be carried out in pursuance of this permission until a scheme has been submitted to and approved by the Council as Local Planning Authority detailing how this contamination shall be dealt with in accordance with the remediation scheme as set out above. Only when evidence is provided to confirm the contamination no longer presents an unacceptable risk, can development continue.
- 8. All imported topsoil and subsoil for use on the site shall either (a) be certified to confirm its source and that it is appropriate for its intended use or (b) in the absence of suitable certification, analysis of the imported material will be required along with evaluation against the derived assessment criteria for this site. No occupation of the development shall take place until a copy of the certification has been submitted to the Local Planning Authority.
- 9. Water efficiency

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.

Informatives:

- 1. Construction working hours;
- 2. Discovery of asbestos;
- 3. Purchase of refuse and recycling bins;
- 4. Proposed dwellings not eligible to receive on street parking permits;
- 5. Street naming and numbering;
- 6. Hard surfacing to be constructed of porous material;

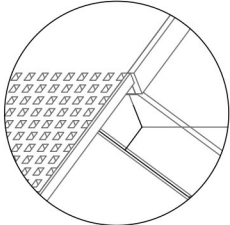
- 1) The applicant is advised that the consent of the relevant landowner will be required to enable the proposed tree removal;
- 2) Clearance of the site should have due regard to the need to minimise the impact on wildlife, in particular the following is recommended:
 - (a) caution must be exercised when demolishing buildings on the site due to the very slight possibility that bats may be present. If a bat is found, work should cease immediately and a suitable qualified ecologist consulted;
 - (b) wooded vegetation should not be removed or trimmed back during the bird nesting season (March to August) without an ornithological survey first being undertaken. If birds are found to be nesting then removal of wooded vegetation must be delayed until after the young have fledged;
 - (c) caution should be exercised during site clearance and due regard given to the possibility of hedgehog presence in vegetation on the site.



Red brick. Bond tbc.

Projecting brick header detail.

Perforated brick detail.



Perforated brick screen.

Double glazed windows, powder coated aluminium externally, internal material tbc.

Line of recessed brickwork between houses.

200 SOUTH WEST ELEVATION 1:100

0 1 2 3 4 5

PLANNING SUBMISSION

status
revisions
09/10/2015 Issued for planning.

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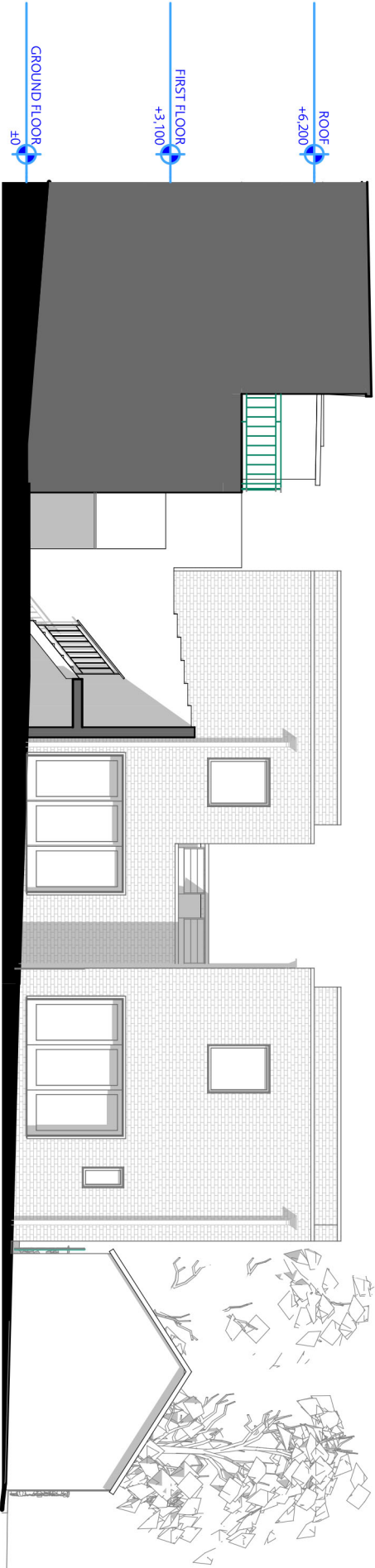
NORWICH
37 St Andrews Street NR2 4TP
tel: 07603 766220
HOLT
Unit 1 High Silver 35 High Street NR25 6BN
tel: 07263 711853
LONDON
70 Cowcross Street EC1M 6EU
www.hudsonarchitects.co.uk
info@hudsonarchitects.co.uk

job ROSE VALLEY

address NR2 2PE
title SOUTH WEST ELEVATION
scale 1:1000RAS date 10/09/2015

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201

NORTH EAST ELEVATION

1:100

0 1 2 3 4 5

STATUS		PLANNING SUBMISSION	
revisions	09/10/2015	Issued for planning.	
HUDSONArchitects		NORWICH 37 St Andrews Street NR2 4TP tel: 01603 766220 HOLT Unit 1 High Silver 35 High Street NR25 6BN tel: 01263 711853 LONDON 70 Cowcross Street EC1M 6EU www.hudsonarchitects.co.uk info@hudsonarchitects.co.uk	
job reference	R/A	drawing number	P-201 -
address	LAND AND GARAGES, ROSE VALLEY	revision	
title	AS PROPOSED		
scale	1:100@A3	date	10/09/2015

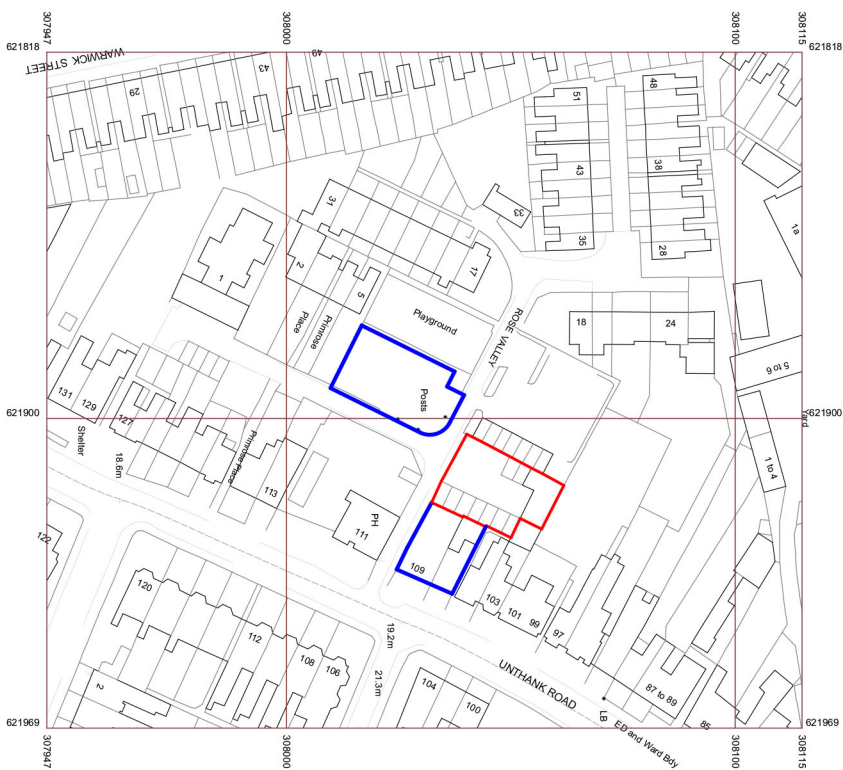
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Existing wall retained up to a height of 2metres and capped with a coping stone to match existing adjacent.

SECTION A-A
1:100
0 1 2 3 4 5

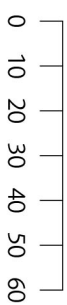
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status	revisions	job reference	revision
-	09/10/2015 Issued for planning.	LAND AND GARAGES, ROSE VALLEY	
A	07/01/2016 Drawing revised to show existing wall to be retained.	address NR2 2PE	
		title AS PROPOSED	
		scale 1:100@A3	date 10/09/2015
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EXISTING SITE LOCATION PLAN

1:1250



PROPOSED SITE PLAN

1:500



PLANNING SUBMISSION

status
revisions
09/10/2015 Issued for planning.

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NORWICH
37 St Andrews Street NR2 4TP
tel: 01603 766220
HOUT
Unit 1 High Silver 35 High Street NR25 6BN
tel: 01263 711853
LONDON
70 Cowcross Street EC1M 6EJ
www.hudsonarchitects.co.uk
info@hudsonarchitects.co.uk

job: ROSE VALLEY

address: NR2 2PE
AS PROPOSED

title: SITE PLAN

scale: 1:500, 1:1250@A3 date: 10/09/2015

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