

**Report to** Planning applications committee

**Item**

12 January 2016

**Report of** Head of planning services

**Subject** Application 16/01499/F – Garages adjacent to 40 Thurling Plain

**4(a)**

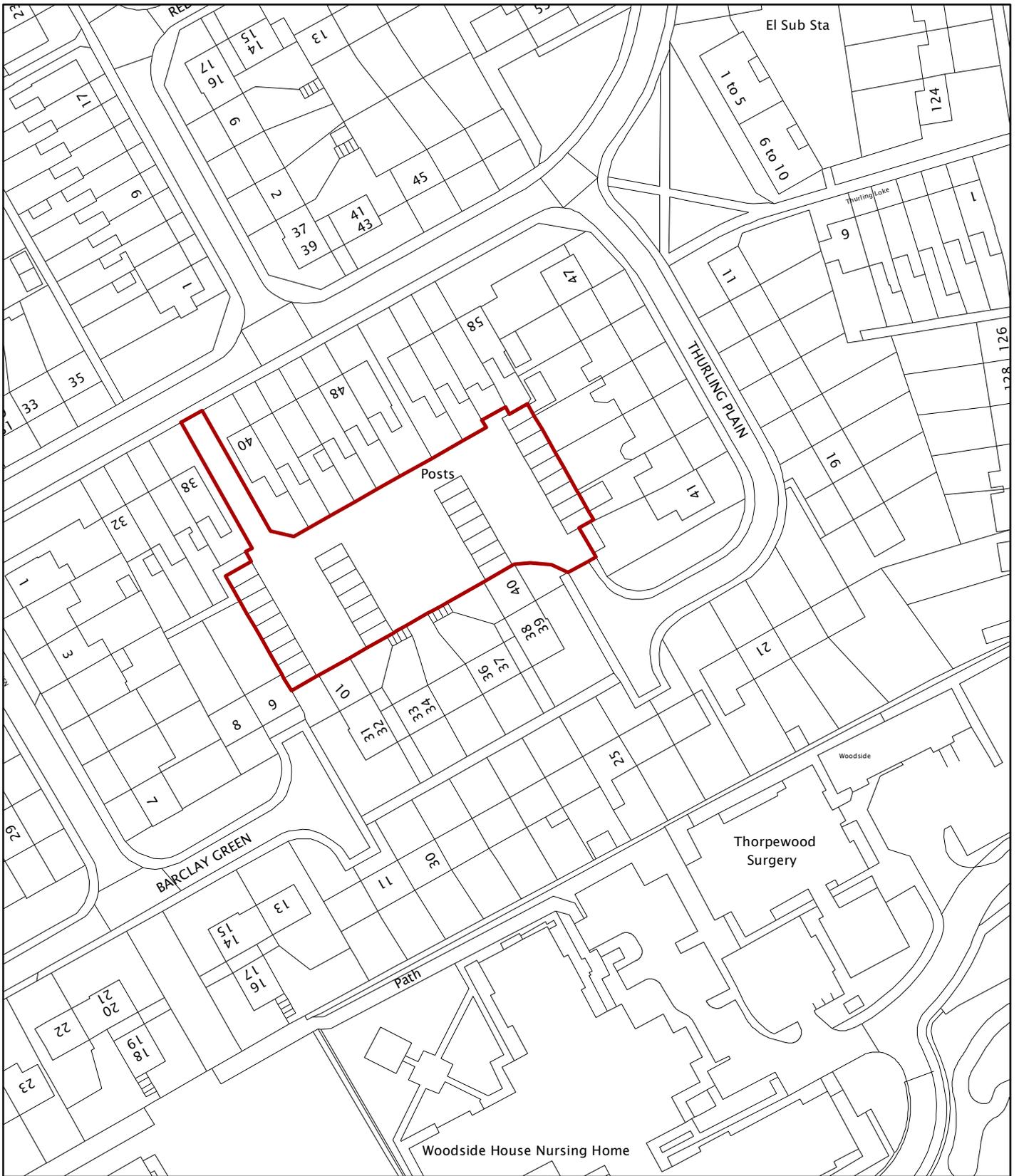
**Reason for referral** Application affecting City Council owned land and objections received.

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<b>Ward:</b>	Crome
<b>Case officer</b>	Robert Webb - <a href="mailto:robertwebb@norwich.gov.uk">robertwebb@norwich.gov.uk</a>

<b>Development proposal</b>		
Demolition of existing garages. Erection of 4 No. two bed houses and 5 No. one bed flats.		
<b>Representations</b>		
Object	Comment	Support
6	0	0

<b>Main issues</b>	<b>Key considerations</b>
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, loss of parking
5 Flood risk	Consideration of impact on flooding within the critical drainage area.
<b>Expiry date</b>	20 January 2016 (agreed timescale)
<b>Recommendation</b>	Approval subject to conditions.



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Planning Application No 16/01499/F

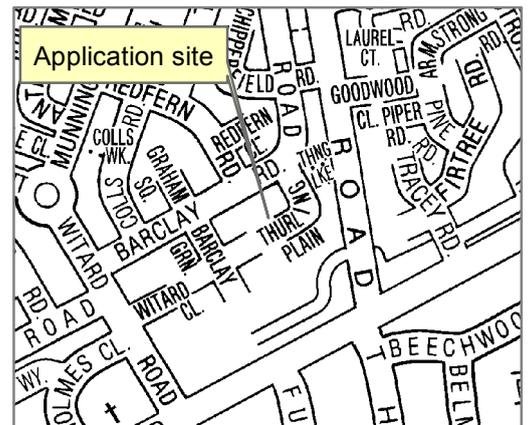
Site Address                      Garages adjacent to 40 Thurling Plain

Scale                                      1:1,000



**NORWICH**  
City Council

PLANNING SERVICES



## The site and surroundings

1. The site is accessed from Thurling Plain and Barclay Road, within a large housing estate in the Heartsease area of the city and consists of 32 garages owned and managed by the City Council, as well surface parking for 20 cars. The site is surrounded by two storey residential properties and their rear gardens in Barclay Road, Thurling Plain and Barclay Green. The garages are arranged in two blocks.

## Constraints

2. The site is within a critical drainage area as designated by the Norwich Local Plan.

## Relevant planning history

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

## The proposal

4. The proposal relates to 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 to deliver 66 affordable units across the city overall 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.
5. This application seeks to demolish the existing garages and develop the site to provide 4 no. two bedroom houses and 5 no. 1 bedroom flats. The houses and flats would be arranged in two terraced rows. Each property would have an allocated parking space and 7 of the properties would have a private garden. The proposal also allows for 12 parking spaces for general use by all residents and their visitors. Each property would benefit from solar photovoltaic panels helping to produce at least 10% of the properties energy requirements.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	9
No. of affordable dwellings	9
Total floorspace	The 2 bed houses would have a floorspace of 75m <sup>2</sup> . The ground floor flats would have a floorspace of 46m <sup>2</sup> and the first floor flats would have a floorspace of 53m <sup>2</sup> .
No. of storeys	2

<b>Appearance</b>	
Materials	Walls – red stock facing brickwork. Roof –concrete pantiles. Windows – Upvc white. Doors IG steel face painted.
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 Thurling Plain and Barclay Road.
No of car parking spaces	21 (1 for each proposed property and 12 general parking spaces)
No of cycle parking spaces	Cycle shed for each property with a bike store serving the first floor flats.
Servicing arrangements	Bin storage area within each property and bin store serving the flats.

## Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 6 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.

<b>Issues raised</b>	<b>Response</b>
Concern about loss of parking and increased parking congestion	See main issue 4.
Concern about overlooking and loss of privacy	See main issue 4.
Concern about access for emergency vehicles	See main issue 3.
Concern about making garden boundaries secure	See main issue 4.
Concern about location of bin presentation area.	See main issue 4.
Impact of construction activities	This is not a planning matter and will be controlled via environmental legislation
Loss of value to properties	This is not a planning matter.

## Consultation responses

7. 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.

### NCC Environmental Protection

8. I have viewed the desk study provided for this application and agree with the recommendation that further intrusive works are required. The area has a former military use, and this is noted in the report. If approval is given, I suggest that the following conditions are applied.

### Highways (local)

9. No objection on highway/transportation grounds. The proposed development and layout is acceptable with regard to vehicular access and typical user needs of the site.

### Lead Local Flood Authority

10. The development falls below the threshold for which we would provide detailed comments.

### Natural Areas Officer

11. Provided that the mitigation measures in the ecology report are followed, there should be no adverse impacts from demolition of the garages. Hedgehog gaps, birdboxes and native species planting recommended.

## Assessment of planning considerations

### Relevant development plan policies

1. **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
2. **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**

#### **3. 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**

4. 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**

5. Joint Core Strategy (JCS) Policy 4 supports housing delivery within the Norwich Policy Area, within which this site falls. JCS policy 4 also encourages provision of affordable housing including of social rent and affordable rent tenure types as these are recognised as being particularly important in meeting housing need in the city.
6. Policy DM12 of the Norwich Development Management Policies Plan supports new residential development within the city boundary except in specific circumstances. None of the exceptions apply to this application site.
7. Paragraph 14 of the NPPF emphasises there should be a presumption in favour of sustainable development and that local planning authorities should positively seek opportunities to meet the development needs of their area, unless any adverse impacts would significantly and demonstrably outweigh the planning benefits. The NPPF also encourages the effective use of land by reusing land that has been previously developed.
8. The site constitutes previously developed land and is in a sustainable location for new housing being within walking distance of nearby local shopping centres and with bus links available to the city centre. In addition the proposal would provide further planning benefits by providing new affordable housing.

## **Main issue 2: Design**

9. Key policies and NPPF paragraphs – JCS2, DM3, DM9 and NPPF paragraphs 9, 17, 56 and 60-66.
10. The design shown is that of conventional rows of modern two storey pitched roof housing, with a bungalow at the end of one of the rows to minimise the impact on adjacent properties. The houses and bungalow would have simple elevations and pitched roofs. The overall scale and appearance of the properties would integrate well with the two storey character of the surrounding residential neighbourhood.
11. The two bedroom houses proposed would have an internal floor area of 75 square metres and are intended as two bedroom four person houses. The floorspace is therefore below the national space standards figure of 81 square metres for this level of occupation. It is recognised however that if the dwellings were occupied by three people, then the minimum space standard of 72m<sup>2</sup> would be met. The first floor flats meet the minimum standard of 50m<sup>2</sup> based on 2 person occupation, however the three ground floor flats are slightly below the standard at 46m<sup>2</sup>. They would however meet the standard based on single occupancy.
12. Whilst the failure of the two bed houses and ground floor flats to meet the minimum space standards is regrettable, on balance it is not considered in itself a reason to warrant refusal of the application, given that the development is otherwise well-designed and would lead to significant benefits through the delivery of affordable housing in a sustainable location. The design, layout and materials proposed are considered to be acceptable.

## **Main issue 3: Transport and servicing**

13. Key policies and NPPF paragraphs – DM2, DM11, NPPF chapter 4.
14. The proposal would provide car and cycle parking in accordance with the Council's standards set out within the local plan. The access and turning within the site is acceptable and no objection on highway grounds is raised by the Highway Officer.
15. It is anticipated that a Traffic Regulation Order will be sought to provide new double yellow lines close to the access onto Barclay Road to allow the safe access for waste collection vehicles to reach the dedicated bin store serving the flats. A condition is recommended to allow the waste collection details to be agreed should an alternative solution be required.

## **Main issue 4: Amenity**

16. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
17. The proposal would not cause material harm in terms of overshadowing or loss of privacy to the adjacent properties, due to the orientation of the houses and the separation distances from neighbouring houses. Although some overlooking of neighbouring gardens would occur, the relationship would not be dissimilar to that of other properties on the wider estate and the proximity of dwellings is considered to be acceptable.

18. All of the objectors have raised concerns about the loss of parking and increased parking pressure that could arise. Account has been taken of these concerns and a revised layout plan has been agreed with the applicant which would provide 12 parking spaces for the general use of anyone in the locality.
19. In terms of the impact on parking, surveys carried out by the City Council within the last year show that in June 2016, 16 of the 32 garages were occupied. In addition there were a further 27 garages available within 800m walk of the site. There are currently 20 surface car parking spaces, although surveys indicate that only a small number of these are generally occupied, with occupancy not exceeding 50% at any of the times of survey. Whilst it is accepted that the proposal would result in the loss of some parking spaces, this is partly mitigated by the 12 spaces being provided for general use.
20. It is appreciated that the car park is a very useful facility for local residents and their visitors and that some harm would occur to local amenity as a result of its redevelopment. However this must be weighed against the significant benefits of delivering new affordable housing, both in the context of an urgent need for more affordable dwellings and also the lack of a five-year land supply of housing in the Norwich Policy Area. Regard is also had to the fact the proposal does provide for some additional parking to partly mitigate the loss of spaces. Taking this into account, and having regard to guidance within paragraph 14 of the National Planning Policy Framework, it is considered that the loss of the parking would not *significantly and demonstrably* outweigh the benefits of the proposal. It is therefore considered the application should not be refused on the basis of loss of parking.
21. With regard to other comments received, satisfactory boundary treatments would be sought by condition, and the applicant has confirmed that the proposed layout conforms to building regulations with regard to access for emergency vehicles. The bin presentation area that was to be sited at the rear of no.41 Thurling Plain has been removed from the plan, as it is anticipated that the residents of plots 1-4 can simply put their bins outside the front of their property for collection on bin day.
22. The proposal provides for a good standard of residential amenity for the proposed users, including adequate parking spaces, private gardens, cycle storage and energy efficient housing.

#### **Main issue 5: Flood risk**

23. Key policies and NPPF paragraphs – JCS1, DM5, NPPF Chapter 10
24. The site is within Flood Zone 1 and therefore at a low risk from flooding from rivers, however it is within a critical drainage area where there is a higher risk of surface water flooding. The application is accompanied by a Flood Risk Assessment which states that the development would maximise the use of soft landscaping and incorporate permeable paving. There would be a significant reduction of surface water run-off compared to the existing situation. The proposal complies with the relevant policies.

#### **Other matters**

25. Conditions can be imposed to ensure the proposal is acceptable in terms of its impact on biodiversity, land contamination and energy efficiency measures.

## **Conclusion**

26. The proposed development would deliver nine new energy efficient, affordable homes in a sustainable location. The design and layout of the proposal is acceptable. Whilst it is recognised that the loss of the garages and some parking spaces would impact upon local residents and result in some loss of amenity, it is not considered to represent significant and demonstrable harm when weighed against the benefits of the proposal in the context of local and national planning policy and housing need.
27. 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 16/01499/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 to be submitted
5. Water efficiency
6. Contamination risk assessment and report to be submitted
7. Unknown contamination to be addressed
8. Control on imported materials
9. Ecology measures to be agreed and implemented prior to first occupation.
10. Waste collection arrangements to be approved.

## **Article 35(2) Statement**

The local planning authority in making its recommendation 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 is recommended for approval subject to appropriate conditions and for the reasons outlined in the officer report.



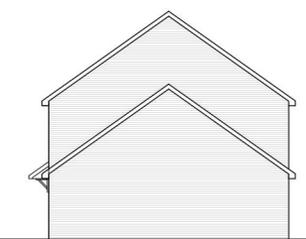
PROPOSED SIDE ELEVATION PLOTS 1-4



PROPOSED REAR ELEVATION PLOTS 1-4



PROPOSED FRONT ELEVATION PLOTS 5-9



PROPOSED SIDE ELEVATION PLOTS 5-9



PROPOSED SIDE ELEVATION PLOTS 1-4



PROPOSED FRONT ELEVATION PLOTS 1-4



PROPOSED SIDE ELEVATION PLOTS 5-9



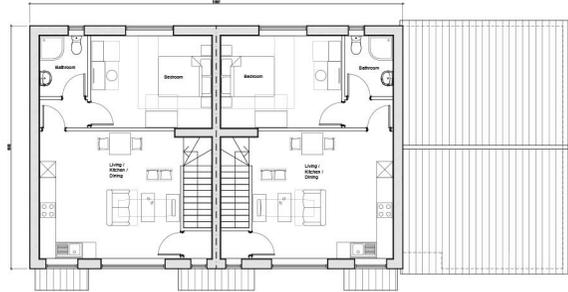
PROPOSED REAR ELEVATION PLOTS 5-9

▲ Toughened Safety Glazing  
 □ Obscured Glazing

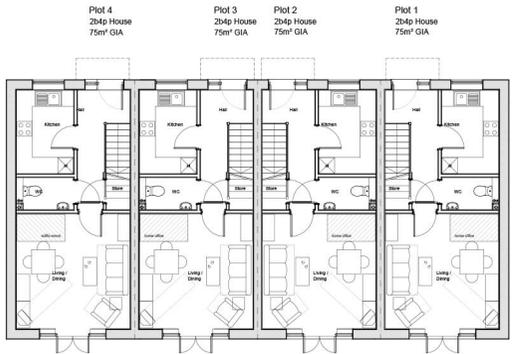
Roof Pitch 35 degrees.  
 Wienerberger Shire Dark Grey smoothfaced concrete pantile  
 Fascias, soffits & bargeboards uPVC colour: white  
 Windows uPVC colour: white  
 Entrance Doors, 10' steel faced painted  
 uPVC gutters & downpipes colour: black  
 Lintock New Sandhurst (red) Stock facing Brickwork  
 Concrete pantile to timber gallows porch  
 photovoltaic panels - type and quantity to specialists details



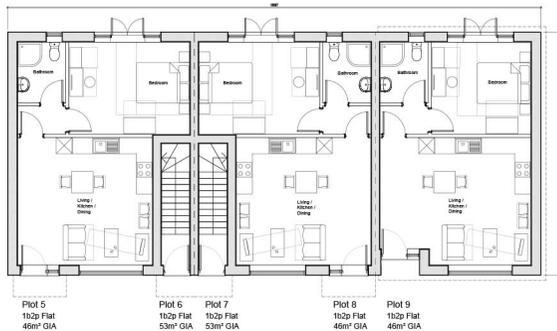
PROPOSED FIRST FLOOR PLAN PLOTS 1 - 4



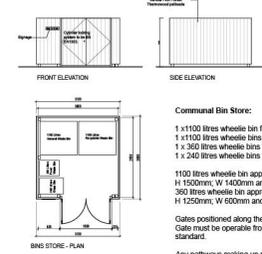
PROPOSED GROUND FLOOR PLAN PLOTS 5 - 9



PROPOSED GROUND FLOOR PLAN PLOTS 1 - 4



PROPOSED GROUND FLOOR PLAN PLOTS 5 - 9

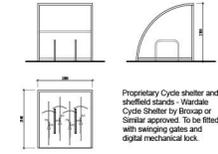


**Communal Bin Store:**  
 1 x 1100 litres wheeled bin for general waste  
 1 x 1100 litres wheeled bins for recycle waste  
 1 x 300 litres wheeled bins for glass  
 1 x 240 litres wheeled bins for food waste

1100 litres wheeled bin approx. size:  
 H 1500mm, W 1400mm and D 1250mm  
 300 litres wheeled bin approx. size:  
 H 1200mm, W 600mm and D 600mm

Gates positioned along the access route with a minimum clear opening of 1.5m wide.  
 Gate must be operable from both side and in accordance with Secured by Design standard.

Any pathways making up part of the inclusive access route must be firm, slip resistance and reasonably smooth, with minimum width 1.2m.  
 Access route are designed to be level with dropped kerbs as necessary to allow manoeuvring of large bins to/from refuse boxes.



proposed cycle store details - 1:100

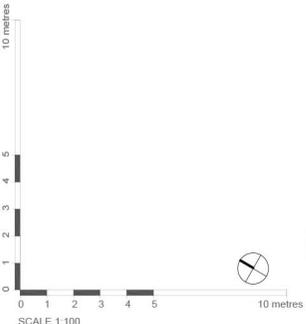
Date	Revision	Description	Drawn	Checked
04.10.16	F	Amended to clients comments	ash	PW
10.10.16	E	Amended to planners comments	ash	PW
10.10.16	D	Amended to clients comments	ash	PW
17.08.16	C	Amended to clients comments	ash	PW
03.08.16	B	Amended to clients comments	ash	PW
09.07.16	A	Layouts amended Plot 1 set back	ash	PW

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**Project:** NCC GARAGE SITE, THURLING PLAIN, NRY 90G  
**Client:** ORWELL HOUSING  
**Drawn:** Proposed Plans & Elevations  
**Drawn Status:** Planning  
**Date:** June 2016  
**Scale:** 1:100 @ A1  
**Draw No.:** PW777-PL03  
**Revision:** F

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**Schedule of Accommodation:**

Plot No.	Type	g f l a
Plot 1	2bed-4p House	75m <sup>2</sup>
Plot 2	2bed-4p House	75m <sup>2</sup>
Plot 3	2bed-4p House	75m <sup>2</sup>
Plot 4	2bed-4p House	75m <sup>2</sup>
Plot 5	1bed-2p Flat	46m <sup>2</sup>
Plot 6	1bed-2p Flat	53m <sup>2</sup>
Plot 7	1bed-2p Flat	53m <sup>2</sup>
Plot 8	1bed-2p Flat	46m <sup>2</sup>
Plot 9	1bed-2p Flat	46m <sup>2</sup>
<b>Totals</b>	<b>2b-4p House</b>	<b>4 units</b>
	<b>1b-2p Flat</b>	<b>5 units</b>
<b>Total</b>		<b>9 units</b>

Car Parking  
1 space per unit + visitor spaces 12 spaces

**LEGEND**

- Denotes proposed tree planting, layout to be to Specialist design & to the approval of the Local Authority.
- Denotes Magnolia tree of 10m.
- Denotes 2390 x 1790mm timber garden shed for cycle storage etc. to have a permanent lock to BS 3621:2204. Shed to be securely fixed to concrete base.
- Denotes standard 150 litre polythene water butt with childproof lid & stand receiving discharge from r.w. downpipe. Provide draw off tap for water & automatic overflow pipe into adjacent kerb gully. Downpipe must be easily detached for cleaning of interior.
- Denotes standard concrete paving slab to private garden areas colour 'Natural' to the approval of the Local Authority.
- Denotes 3 No 240 litre wheellie bins, General domestic waste & Recycling / food waste provided & collected by the Local authority on a weekly rotation basis.
- Denotes recycled plastic compost bin min size 220 litre, 900mm high & 740mm dia.
- Provide min 1800mm high impregnated close boarded anti climb fences with gravel boards & concrete posts to boundaries between private gardens & public spaces and as privacy screen.
- Provide min 750mm high impregnated timber palisade fence.
- Denotes 1500 x 1500mm wheelchair turning circle.
- Denotes tar spray and shingle road finish, with a concrete edging kerb. Sub base to be as detailed by Engineer. To the approval of the Local Authority.
- Denotes areas of landscape planting to design produced by specialist & to the approval of the local authority.
- Denotes permeable block paving to parking bays and turning areas - finish laid in accordance with engineers details. Different colour blocks to be used to parking bays. Final Spots all to the approval of the Local Authority.
- Marshall's Saxon patio paving - To the approval of the Local Authority.

Date	Revision	Description	Drawn	Checked
20.12.10	J	BDP for plots 1-4 removed as per planners request	awb	PW
19.12.10	H	Approved to planners comments	awb	PW
20.09.10	H	Approved to planners comments	awb	PW
19.09.10	E	Approved to clients comments	awb	PW
17.08.10	E	Approved to clients comments	awb	PW
18.07.10	A	Landscape amended Plot 1 set back	awb	PW

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<b>Project:</b>	NCC GARAGE SITE, THURLING PLAIN, NR7 9QG	<b>Proj. Status:</b>	Planning
<b>Client:</b>	ORWELL HOUSING	<b>Draw. No.:</b>	PW777-PL02
<b>Date:</b>	June 2016	<b>Scale:</b>	1:100 @ A1
<b>Draw. Title:</b>	Proposed Site Plan	<b>Revision:</b>	J

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