

Report to Planning applications committee

Item

10 May 2018

Report of Head of planning services

Subject

Application no 18/00289/F - Land and garages rear of 9 to 23 Newmarket Road, Norwich

4(b)

Reason

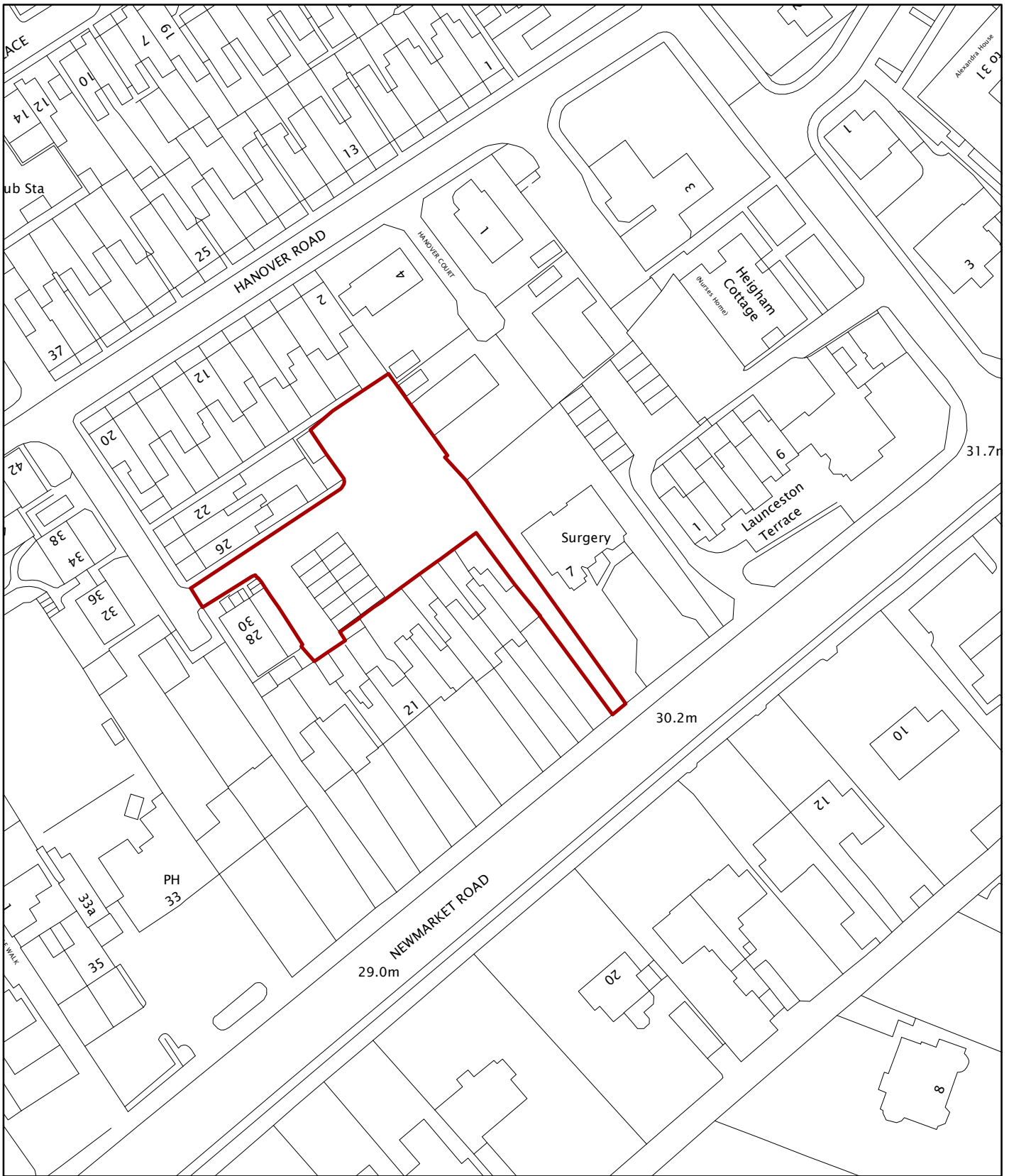
for referral

Objection and city council owned land

Ward:	Town Close
Case officer	Robert Webb - robertwebb@norwich.gov.uk

Development proposal		
Demolition of garages and construction of 4no. dwellinghouses.		
Representations		
Object	Comment	Support
42	1	0

Main issues	Key considerations
1	Principle of development
2	Design and heritage
3	Amenity and parking
4	Flood risk
Expiry date	20 April 2018
Recommendation	Approval

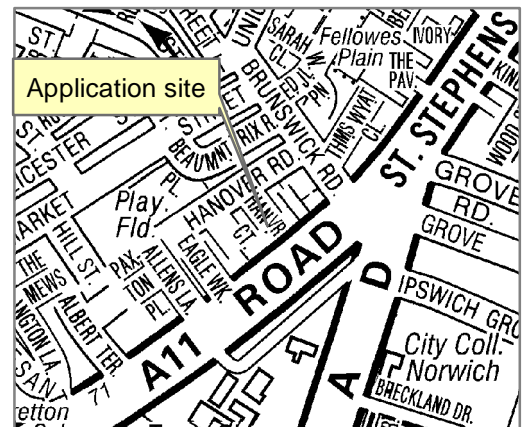


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Planning Application No 18/00289/F
 Site Address Land and garages rear of
 9 to 23 Newmarket Road
 Scale 1:1,000



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The site consists of a garage block and surface car park owned and managed by Norwich City Council and accessed from Hanover Road. It is within the Town Close area of the city.
2. The garage block contains 12 garages and there is parking for a further 29 cars using a parking permit system.
3. To the south-east of the site are residential properties dating from the Georgian period which front onto Newmarket Road. To the south-west are some two storey flats dating from the late twentieth century. To the north-west are Victorian terrace properties and their gardens, and to the north-west bungalows within Hanover Court which date from the mid-twentieth century.

Constraints

4. The garage/parking court is not within the Conservation Area however the footpath access from Newmarket Road and adjacent properties on Newmarket Road which adjoin the site are part of the Conservation Area. These properties are all locally listed, and so is the Doctor's surgery which is adjacent to the footpath.

Relevant planning history

5.

Ref	Proposal	Decision	Date
16/01742/F	Demolition of existing garages. Erection of 2 No. two bed houses and 2 No. 1 bed bungalows.	Approved	20/01/2017

The proposal

6. The proposal relates to one of a number of sites identified by Norwich City Council in 2016 as having the potential to accommodate new affordable housing to be developed by a registered provider, Orwell Housing Association. Under the programme, a total of 66 affordable units were granted planning permission across the city and many of these are currently under construction.
7. Planning permission for a similar scheme on this site was granted under application reference 16/01742/F in January 2017. Since the grant of permission there has been an issue relating to a claimed right of vehicular access from the owner of no. 23 Newmarket Road which abuts the car park. This has resulted in a review of the proposal which has led to the replacement of the pair of semi-detached houses in the centre of the site with a pair of 1 bedroom flats within a two storey building. This allows the right of access to no.23 to be maintained. The two bungalows at the northern end of the site are unchanged. Each unit would have one dedicated parking space. The scheme maintains a number of parking spaces which could be used by all

residents within Zone S, and following revisions to the plan this would be maintained at 9 spaces, the same as the previously approved scheme.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	4
No. of affordable dwellings	4
Total floorspace	1 bed flats: 50-56sqm (meets minimum standards) 1 bed bungalows: 50sqm (meets minimum standards)
No. of storeys	Flats – two storey, bungalows – single storey
Ridge height	Flats –7.3m approx. Bungalows – 4.8m approx.
Density	38 dwellings per hectare
Appearance	
Materials	Red stock facing brick, dark grey concrete pantile roof tiles, White uPVC double glazed windows, composite front doors
Transport matters	
Vehicular access	From Hanover Road
No of car parking spaces	13 (4 dedicated spaces for the new dwellings, 9 spaces for general use within zone S).
No of cycle parking spaces	Each unit would have a secure cycle store.
Servicing arrangements	Bin collection to take place from properties.

Representations

- Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 43 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 garages and parking spaces, including the availability of parking within the Zone S permit parking area.	See main issues 1 and 3
Difficulties with parking can be particularly stressful when you are unable to find a space close to your house after working a long shift.	See main issues 1 and 3
Concern about insufficient access for medical needs, family visitors and house maintenance vehicles.	See main issues 1 and 3
Concern about impact on Brunswick Road Dental Practice, in terms of accessibility for visitors as we only have one visitor permit.	See main issues 1 and 3
Concern about impact on Orb Hair Salon due to increased parking pressure.	See main issues 1 and 3
The proposal would devalue our homes	Loss of value is not a material planning matter.
No objection to more housing but allowing more parking permits than spaces should be re-thought. How about one permit per address?	This is not a matter that can be dealt with as part of the determination of this application.
There are safety concerns about residents having to find parking at a considerable distance from their properties and having to walk a considerable distance home when its dark or late at night is unacceptable.	See main issues 1 and 3
Concerns about impact of construction work and contractors vehicles	The impact of construction work is not a planning matter but the developers will be encouraged to follow the principles of the considerate constructors scheme.
The design of the properties is very lacklustre, the proposed design should be of period character.	See main issue 2
The Council's parking surveys were inaccurate and did not reflect usage at peak times.	The surveys were carried out at a variety of times including evenings and weekends.
The loss of parking spaces has caused friction in what was once a friendly community.	See main issue 1 and 3

Issues raised	Response
The proposal will impact on light to existing properties.	See main issue 3

Consultation responses

9. 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.

Highways (local)

10. No objection on highways grounds.

Norwich Society

11. The Norwich Society commented on the previous application for this site (16/01742/F – Land and garages rear of 2 – 20 Hanover Road) as follows:

‘Once again this is an under-whelming design and the loss of residents’ parking will cause issues in the surrounding streets.’

We considered the new proposals at our meeting last Thursday. The revised scheme actually reduces the number of car park spaces allocated for the rest of Zone S (i.e. all other residents of Hanover Road, Newmarket Rd and all other Zone S permit holders) from 9 to 7. This is in addition to the loss of parking spaces in Beaumont Place. Also we consider that there is no improvement to the design quality of the proposals. Please note that we therefore maintain our objections to the proposals.

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
 - JCS6 Access and transportation
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
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

- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM9 Safeguarding Norwich's heritage
- DM12 Ensuring well-planned housing development
- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- 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
- NPPF12 Conserving and enhancing the historic environment

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 – JCS4, DM12, NPPF paragraphs 49 and 14.
17. The recent approval under application reference 16/01742/F which was for a similar development and also for affordable housing purposes is a significant material consideration. There has been no significant change in local or national planning policy since the grant of that permission which would indicate the application should be dealt with differently in terms of the principle of development.
18. It should also be noted that the latest figures indicate there is a 4.61 supply of land for housing in the Norwich Policy Area, which is some way short of the 5 years of supply required by government. This is a consideration which weighs in favour of the proposal. The principle of development is considered acceptable in light of the previous decision and the land supply situation. The main issues to be considered are therefore the changes to the proposal from the previous approved scheme.

Main issue 2: Design and heritage

19. Key policies and NPPF paragraphs – JCS2, DM3, DM9 NPPF paragraphs 9, 17, 56, 60-66 and 128-141.
20. The design of the bungalows previously approved is relatively unchanged, although they have been enlarged slightly to ensure they meet the national minimum space standards, which is welcomed. The two bedroom flats would be similar in scale to the semi-detached properties which were approved previously; however they would feature a gable which differs from the previous design. The design is simple but acceptable, given the context of the site, which is at the rear of several properties and not within a prominent location. The style of the buildings is generally in keeping with the character of the surrounding area. The proposal would conserve the character of the nearby conservation area.
21. The layout of the site allows for pedestrian and vehicle access, provides some small private outdoor amenity space for each dwelling and provides a new landscaped area close the pedestrian pathway from Newmarket Road. The parking layout allows adequate room for parking and turning.
22. Amendments have been made during the application process which adds some new detailing to the elevations, changes the materials to a red-multi brick and red pantile roof, and adds a further 2 parking spaces.

Main issue 3: Amenity and parking

23. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
24. The proposal would not cause material harm in terms of overlooking, overshadowing or loss of privacy due to the scale of development, the orientation of the buildings and positioning of windows.
25. A number of residents have raised concerns regarding the impact of the proposal on parking congestion in the locality. It should be reiterated that the principle of developing the car park has been accepted. Following amendments the proposal would maintain the 9 parking spaces for inclusion within the permit parking zone that were originally proposed and in addition would maintain/provide vehicular access to a further property compared to the original scheme. As a result the parking provision of the scheme would be no less than the previous approval.
26. Notwithstanding this, it remains the view of officers that 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 is a significant benefit which outweighs the limited harm identified in terms of the loss of parking. Furthermore, in considering the application in the context of 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, and it therefore follows that the application should be approved.

Main issue 4: Flood risk

27. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103. 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.

Compliance with other relevant development plan policies

28. 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 subject to condition
Car parking provision	DM31	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition
Contamination	DM11	Yes subject to condition

Other matters

29. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation: List relevant matters.

Equalities and diversity issues

30. There are no significant equality or diversity issues.

Local finance considerations

31. 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.
32. 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.
33. In this case local finance considerations are not considered to be material to the case.

Conclusion

34. 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.

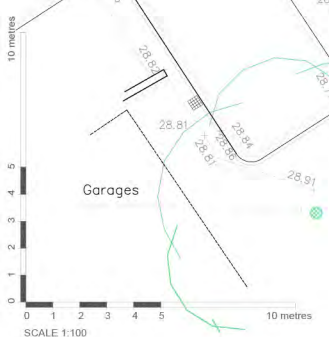
Recommendation

To approve application no. 18/00289/F - Land And Garages Rear Of 9 To 23 Newmarket Road Norwich 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 to be submitted
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

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 and has approved the application subject to appropriate conditions and for the reasons outlined in the officer report.



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Project:	NCC GARAGE SITE, LAND TO REAR OF HANOVER ROAD, NR2 2HD		
Client:	ORWELL HOUSING		
Dwg Title:	EXISTING SITE PLAN (TOPO)	Dwg Status:	PLANNING
Date:	AUG 2016	Scale:	1:100 @ A1
Dwg No.:	PW770-PL02	Revision:	/

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- ### LEGEND
- Denotes proposed tree planting, layout to be to Specialist design & to the approval of the Local Authority.
 - Denotes 2390 x 1730mm timber garden shed for cycle storage etc. to have a permanent lock to BS 3621:2004. Shed to be securely fixed to concrete base.
 - Denotes standard concrete paving slab to private garden areas colour 'Natural' to the approval of the Local Authority.
 - Denotes 3 No 240 litre wheeled bins. General domestic waste & Recycling / food waste provided & collected by the Local Authority on a weekly rotation basis.
 - Provide min 1800mm high impregnated close boarded anti climb fences with concrete gravel boards & concrete posts to boundaries between private gardens & public spaces and as privacy screen.
 - Denotes areas of landscape planting to design produced by specialists & to the approval of the local authority.
 - Denotes permeable block pavior to parking bays and turning areas - finish laid in accordance with engineers details. Final Spec to the approval of the Local Authority.
 - Tarmac finish to engineers specification
 - Concrete paving slabs to front / communal paths - To the approval of the Local Authority.

04/04/18	P	Scheme amended to planners comments	AS	PL
10/05/18	M	Scheme amended to clients comments	AS	PL
12/05/18	M	Scheme amended to clients comments regarding rights of ways	AS	PL
18/05/18	J	Final planning application received	AS	PL
18/12/18	K	PL111 submitted to planners comments	AS	PL
18/02/19	J	Amended to clients comments	AS	PL
20/11/19	H	Amended to clients/planners comments	AS	PL
17/11/19	G	Amended to clients comments	AS	PL
11/11/19	E	Amended to planners comments	AS	PL
14/09/19	D	Amended to clients comments	AS	PL
28/09/19	C	Amended to clients comments	AS	PL
15/08/19	S	Amended to clients comments	AS	PL
15/08/19	A	Parking Spaces Amended	Drawn	Checked
Date	Revision	Description	Drawn	Checked

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Project: **NCC GARAGE SITE, LAND TO REAR OF HANOVER ROAD, NR2 2HD**

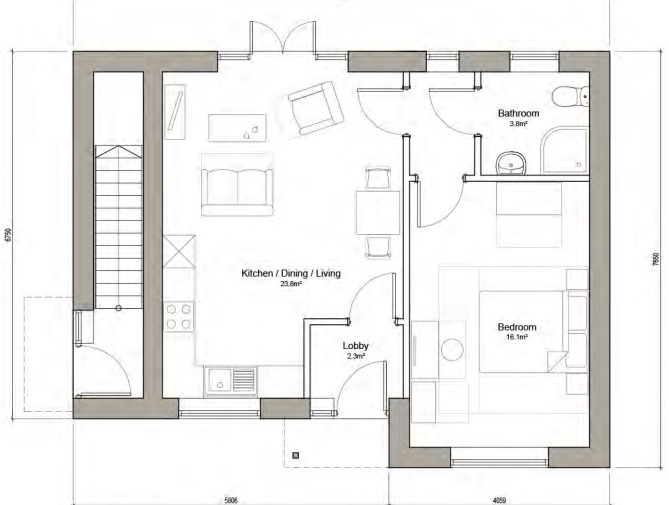
Client: **ORWELL HOUSING**

Dwg Title: **PROPOSED SITE PLAN** Dwg Status: **PLANNING**

Date: **AUG 2016** Scale: **1:100 @ A1** Dwg No.: **PB770-PL03** Revision: **P**

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SCALE 1:100



First Floor Plan
Plot 2
1b2p Flat
56.04m² GIA (incl stairwell)

Ground Floor Plan
Plot 1
1b2p Flat
50.00m² GIA (+5.48m² stairwell for upper floor flat)



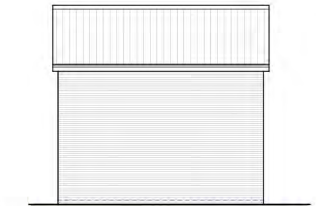
proposed south elevation 1:100



proposed south-east elevation 1:100

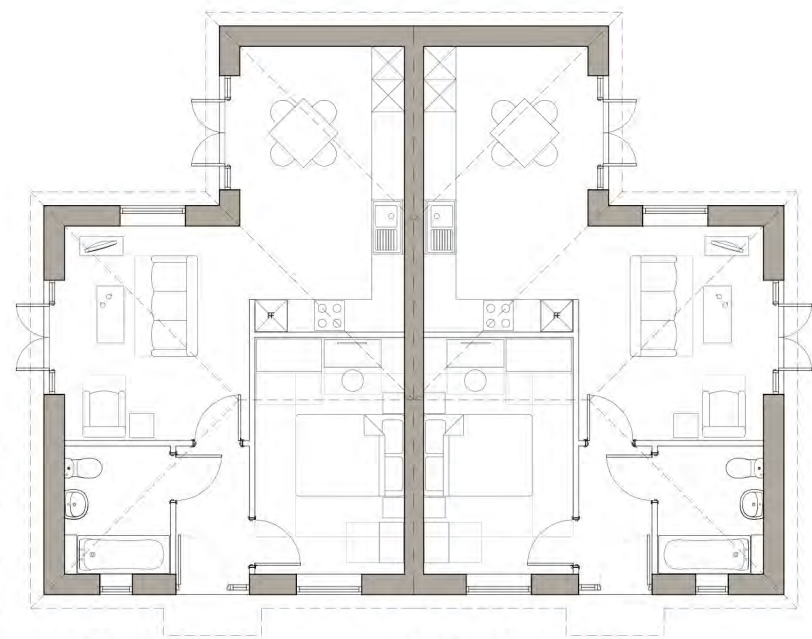


proposed south-west elevation 1:100



proposed north-west elevation 1:100

Notes on Materials:
Bricks to external walls: Red-Multi Stock facing brick.
Roof Tiles: Sandtoft Shire Concrete Interlocking Pantiles, Colour: Terracotta Red.
Windows: White uPVC Double Glazed Units.
Doors: Composite Front Doors and White uPVC Double Glazed Rear Doors.
Fascias and Soffits: White uPVC.
Bargeboards: White uPVC.
Rainwater Goods: Black uPVC.
Roof Pitch: 27.5 and 45 degrees to flats - 35 degrees to bungalows.



Plot 3 Ground Floor Plan
1b2p Bungalow
50.0m² GIA

Plot 4 Ground Floor Plan
1b2p Bungalow
50.0m² GIA



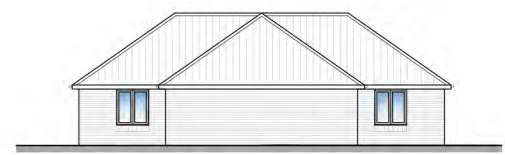
Proposed South-West Elevation - Plots 3-4 - 1:100



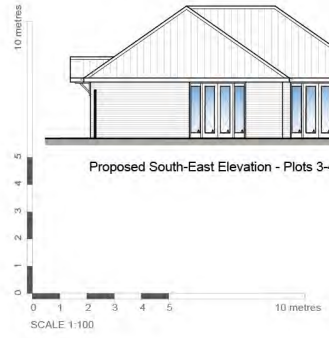
Proposed North-West Elevation - Plots 3-4 - 1:100



Proposed South-East Elevation - Plots 3-4 - 1:100



Proposed North-East Elevation - Plots 3-4 - 1:100



Date	Revision	Description	Drawn	Checked
04/04/16	E	Amended to planners comments	ASB	PW
05/07/16	D	Amended to clients comments	ASB	PW
15/07/16	C	Scheme amended to clients comments regarding rights of way	ASB	PW
17/11/16	B	Amended to planners comments	ASB	PW
31/03/16	A	Amended to clients comments	ASB	PW

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Project: NCC GARAGE SITE, LAND TO REAR OF HANOVER ROAD, NR2 2HD
 Client: ORWELL HOUSING

Disc Title: PROPOSED FLOOR PLANS AND ELEVATIONS
 Disc Status: PLANNING

Date: AUG 2016
 Scale: 1:50/100 @ A1
 Disc No.: PB770-PL04
 Revision: E

SCALE 1: 50