

Report for Resolution

Report to Planning Applications Committee
Date 10 February 2011
Report of Head of Planning Services
Subject 10/02161/F Vacant Land Corner of Starling Road and
Magpie Road Norwich

Item
5(5)

SUMMARY

Description:	Redevelopment of site to provide 5 No. houses.
Reason for consideration at Committee:	City Council led development Objection to application
Recommendation:	Approve subject to conditions and a S106 Agreement
Ward:	Sewell
Contact Officer:	Mr Lee Cook Senior Planner 01603 212536
Date of receipt:	13th December 2010
Applicant:	Orwell Housing Association Limited
Agent:	Reynolds Jury Architecture

INTRODUCTION

The Site

Location and Content

1. The site is located to the north of Magpie Road and lies at the junction with Starling Road and is just outside the Norwich City Centre Conservation Area. Magpie Road now forms part of the gyratory system for the area and the footpath on the southern side of the site has recently been widened to accommodate a cycle way. This section of cycle route will follow on from that created within the new development to the west. This development was granted permission in 2008 and recently completed.
2. The residential properties run to the north-west of the site along Starling Road and adjoining and opposite along the north and south sides of Magpie Road. Overall the area is predominantly residential in character but a variety of commercial uses are located immediately to the north of the site. The application site currently accommodates a storage building to the Starling Road frontage and a storage area at the rear. The local area had recently been part of a local regeneration programme giving stimulus for further improvement works in the area.

Constraints

3. There are no current site constraints.

Topography

4. The site is relatively flat and has existing planting along its southern boundary.

Planning History

5. The storage building has existed for a number of years and the site itself has had some previous commercial storage use. More recently the site has been empty with its last use being as a storage compound for the construction period of the development to the west. Discussions have taken place with Strategic Housing for a supported housing unit on the site and recently with Strategic Housing and the applicant about the potential of this site for housing redevelopment.
6. The application is one of a series of applications by Orwell Housing for sites currently owned by Norwich City Council. NCC has entered into an agreement with the Homes and Communities Agency with an initial objective for the delivery of at least 100 new affordable dwellings with Orwell having been selected as the provider of these.
7. A pre-application Consultation Event was held for a previous supported housing scheme on 2nd July 2009. This was carried out for Flagship Housing and at the time 5 response forms were received as a result of this event with 2 supporting the principle of development, 2 responses objecting to the principle of development and 1 neither for or against but suggesting other uses such as parking and 'nature' should be considered.
8. Issues raised at that time included: concern as to the amount of development in the area; loss of parking from the previous development on Magpie Road impacting generally on parking in the area; concern that new residents would be eligible for permits and wanting reassurance this site would not exacerbate the problems; information wanted over the proposed gyratory scheme; and concerns over the client group for the then proposed hostel - other high needs hostels in area and reassurance wanted over management arrangements. Development has progressed in the area since that time.
9. No consultation event was held for this new proposal for the site.

Equality and Diversity Issues

There are no significant equality or diversity issues.

The Proposal

10. This particular application is for the provision of a terrace of 5 three bedroom houses. The scheme includes associated parking, servicing and garden areas. The scheme also proposes to replace existing trees on site with a new landscape scheme.

Application Representations Received

11. Advertised on site and adjacent and neighbouring properties have been notified in writing. 1 letter of representation has been received from the adjacent commercial use citing the issues as summarised in the table below.

Issues Raised	Response
<p>Have no objection to the proposal as such but feel insufficient regard has been paid to the possible noise generated from the printing works (Gallpen Press Ltd t/as Gallpen Colour Print).</p> <p>A Noise Survey was completed but is not representative as it was taken on December 14th between 6.00 am and 7.00 am at a time when machines were not actually running. Even if they had been it would be noisier during the summer months with the factory doors and windows open.</p> <p>We are concerned that there may be complaints at a later date and feel it should be noted that 19 jobs depend on this business continuing to operate.</p> <p>There is also a question of screening our building from the bottom of the gardens, the plans show a boundary wall "to be retained or rebuilt". This actually extends only for a short distance at a height of less than 1 metre with nothing in between until it reaches the existing garages. I would suggest that to give us security and to provide privacy for residents it should be at a height of no less than 1.8 metres.</p>	<p>Paras 16; 17; 38 and 39.</p>

12. Norwich Society: The Committee viewed the various ... sites that are to be developed for "affordable" housing. As a committee, we generally approve of the designs, though they are safe without much inspiration on the whole.

Consultation Responses

13. Transportation: This is a sustainable location in transport terms, convenient for local services and the City Centre. Layout is acceptable, and the bin and cycle storage adequate. Please note that these properties will not be eligible for Parking Permits.
14. The drop kerb in Starling Rd and the Cycleway signage has all been completed

on the west site. The s38 for the Actual Cycleway is still with Legal for signing and hope to issue the interim certificate. Any pavement dropped kerb for the proposed development on the HCA site can be dealt with by agreement with Highways.

15. Pollution Control Officer: The residential end-use is a sensitive one, and there is a possibility of contamination due to the current or previous uses. I have therefore suggested conditions for a site investigation to determine this. I have also suggested a condition for light nuisance along with informatives for the demolition and construction phases.
16. I have been through the noise assessment and to some extent concur with the concerns of the printing works although not entirely. It appears that a noise assessment concluded there was no noise from the site and hence the measuring point was positioned so as to give greatest consideration to road traffic noise. It was also noted that at no time during those 3 hours of measurement was the printing works audible over the noise of the traffic. That is not to say however that this may not be different when the road traffic is reduced outside of the fairly peak times of measurement. The proposed glazing and insulation requirements should however be more than adequate to ensure no nuisance would exist inside the proposed premises given the high standard required to mitigate against high levels of road traffic noise. However that is not to say that the same would exist for the gardens.
17. There are existing noise sensitive properties which have gardens that back on to the printing works site and noise nuisance has not been an issue in the past. However, as the main façade of the printing works does face the proposed site, as opposed to the existing properties, and as the gardens will be acoustically shielded from road noise by the proposed development itself and therefore background noise levels could be considerably lower in the proposed gardens, I would recommend a boundary wall or close board fencing of minimum height 1.8 metres is erected at the boundary between the printing works and the proposed development.
18. Arboricultural Officer: There are no significant arboricultural implications.
19. Strategic Housing: I can confirm that the Housing Development team fully support the application for 5 new houses at the Magpie Road site.
20. This site is owned by Norwich City Council and was identified by the Housing Development Team as an excellent site for the development of affordable housing, due to the poor condition and under occupation of the site. The current application has been put together by Orwell Housing Association in partnership with the Housing Development Team and in consultation with the planning department.
21. There is a great need for new affordable housing in Norwich with the Housing Needs and Stock Condition survey identifying a need for 677 new affordable homes to be developed in Norwich each year. The Magpie Road development will go some way to help meet this need. The property type of three bedroom houses was agreed with the housing development team and meets the identified need within the strategic housing market assessment.
22. The scheme proposed is of a high quality and will meet Code for Sustainable

Homes Level 4. Given the need for high quality affordable homes in this area and given that this scheme has been worked up in conjunction with the Housing Development Team, we fully support this application.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1	Delivering Sustainable Development
PPS1 Supplement	Planning and Climate Change
PPS3	Housing
PPG13	Transport
PPG24	Noise

Relevant Strategic Regional Planning Policies

ENV7	Quality in the built environment
T14	Parking
H2	Affordable Housing.
WM6	Waste Management in Development

Relevant Local Plan Policies

EP1	Contaminated Land
EP18:	High standard of energy efficiency for new development
EP20:	Sustainable use of materials
EP22:	High standard of amenity for residential occupiers
HBE12:	Design
HBE19	Design for safety and security including minimising crime
HOU13:	Proposals for new housing development on other sites
NE9:	Comprehensive landscaping scheme and tree planting
TRA5:	Approach to design for vehicle movement and special needs
TRA6:	Parking standards – maxima
TRA7:	Cycle parking standards
TRA8:	servicing standards

Supplementary Planning Documents and Guidance

Trees and Development SPD – September 2007
Open Space and Play SPD – June 2006
Energy Efficiency and Renewable Energy SPD adopted – December 2006
Accessible and Special Needs Housing SPD – June 2006

Principle of Development

Policy Considerations

23. The proposals will provide 5 houses on a vacant commercial site. The re-use of land is encouraged under policy and the scheme provides 5 houses at approximately 52 dwellings to the hectare. The site is included within a larger area for future residential redevelopment within the sites allocation DPD currently at consultation.
24. The scheme is laid out to respect amenity and includes a scheme to replace and enhance trees on site. The development also has adequate garden space and provision for parking and servicing. As such the scheme accords with local and national policies for development and re-use of land. The scheme is for a social housing provider which will assist in adding to the stock of affordable housing in this area.

Impact on Living Conditions

Overshadowing, Overlooking, Loss of Privacy and Disturbance

25. Careful consideration has been given to the relationship of the proposed buildings to the surrounding area. The built form continues the terrace line of buildings to the east and provides a detached block of 5 new houses. These have a reasonably shallow depth with reasonable size rear gardens. The buildings are situated sufficiently forward and away from side boundaries and there is limited scope to look into adjoining properties. As such the proposed layout achieves appropriate distances between new and existing buildings and does not as a result create overshadowing or overlooking problems.
26. The scheme provides a reasonable standard of living and garden spaces which would provide an acceptable living environment within this urban environment and which would integrate well with the character of the area without leading to disturbance to adjoining neighbours.

Design

Site Layout and Building Design

27. The proposed layout has been revised down to 5 units following negotiations. The proposed design is specific to the site; in terms of space, views and orientation but takes a lead from the development to the west. References have been made to the materials and form of this recently completed new development, including the asymmetric roof. The development takes the form of a simple terrace with the main facade lined through with the existing frontage of numbers 53-59 Magpie Road, with a matching gable width.
28. In encompassing design and layout details from both areas of housing the scheme creates an acceptable transition from traditional 19thC terrace housing to the contemporary design of new buildings to the west. The spacing of buildings also enables the enhancement of tree planting and provides a further link to the green edge and open space at the junction of Magpie and Waterloo Roads.
29. The building footprint has been designed to give the block a good setting and space within the street scene. The layout provides private access to rear gardens and pedestrian access to individual front doors to Magpie Road thereby maintaining an active frontage along the footpath and easily used site. Orientation of the corner building also allows adequate surveillance of the proposed parking and service area.
30. The scheme is appropriate in scale and form and maintains the relatively simple two storey form of domestic dwellings using a limited range of building materials to the walls, joinery and details. It is suggested that details of materials form a condition of any consent. The development also seeks to enhance landscaping and again details are suggested covering hard and soft landscaping for the site. Subject to these details the design is considered to be acceptable.

Transport and Access

Vehicular Access and Servicing

31. An existing access point exists on site which also allows access to the existing store building. With the removal of the building the access arrangement will be rationalised to allow for the construction of a parking court at the western end of the site. This provides a single access point and limits parking to one part of the site and will adequately serve the proposed residential units without causing highway safety or parking issues. On street parking is unaffected and can still take place within the area without detriment to safety or access.

Cycle Routes and Pedestrian Links

- 32. A cycle way has been provided to the west as part of the earlier scheme and additional width added to the footpath to the front of the site as part of works to the new gyratory system.
- 33. Within the proposed layout the agent has indicated an additional dropped kerb arrangement just to the south west of the site to align the cycle route away from the new site vehicular access. This has been discussed with Highways Officers who welcome this addition and will discuss with the agent the means to include these works to the highway when the new site access is provided.

Car Parking, Servicing and Cycling Parking

- 34. Proposed levels of parking are in line with the maximum suggested in Appendix 4 of the Adopted Local Plan and as such this level of provision accords with local policy and advice on encouraging sustainable modes of transport and car usage.
- 35. Following discussion a communal bin store has been provided close to the roadway with adequate paths and access into rear gardens. The dwellings and gardens are within easy access of the adopted highway and as such makes an adequate provision for servicing.
- 36. Each property has been designed with sufficient space to accommodate adequate cycle storage with access straight into garden spaces rather than through buildings. These aspects of the development enhance the design and operation of the scheme and long term amenity value for the residents.

Environmental Issues

Site Contamination and Remediation

- 37. A desk based assessment has been submitted with the application which identifies potential pollutants at the site. Given the sensitive residential end use it is considered necessary to condition a site investigation and a scheme of remediation and mitigation to be carried out as appropriate.

Noise

- 38. In terms of noise impacts from commercial uses and road traffic noise these have been assessed as part of the application. The noise report has been provided showing noise category and necessary works required to reduce impacts on future tenants. The site has been identified as within lower noise exposure category C. Within this category PPG24 advises that noise should be taken into account when determining planning applications and, where it is considered that permission should be given, conditions imposed to ensure an adequate level of protection against noise.
- 39. In this case the noise can be mitigated by double glazing systems (to a higher standard than normal) and acoustic ventilators. In this respect to maintain an appropriate level of amenity the Pollution Control Officer has requested a condition for windows to be insulated in accordance with a scheme to be approved by the Council to provide protection from road traffic and other noise.
- 40. The Pollution Control Officer has further assessed the impact of the printing works to the north of the site and advised that subject to the creation of appropriate fencing to the north edge of gardens that noise from the commercial building should not be a significant issue for the enjoyment of garden spaces. Although some fencing is shown to gardens it is not clear what height this will be at. The Pollution Control Officer recommends a height of 1.8 metres to reduce any noise impact and a condition is therefore suggested requiring details of fencing for the scheme.

Energy Efficiency and Renewable Energy

- 41. The size of the development is below the threshold for an energy efficiency

statement; however the design and access statement submitted with the application details that the applicants are committed to achieving code for sustainable homes level 4. The houses have also been designed to meet Lifetime Homes Criteria.

Trees and Landscaping

Loss of Trees or Impact on Trees

42. The site is approximately 20 x 40m, with one disused building at the west end of the site, with rough grass, small trees and shrubs making up the remainder. The scheme is designed to replace all trees on site. An assessment has previously been made both for tree quality and biodiversity interest and concluded that given the current value and condition of the site that removal of trees and a comprehensive review of landscaping would be appropriate for the site.

Replacement Planting

43. The existing trees are to be replaced (in accordance with discussions with the Arboricultural Officer) with specimens of better quality, thus providing an enhanced ecological value. This will also soften the west end of the site and form a transition between the well-planted Green to the corner of Wellington Road and the hard edged road towards Magdalen Gates. New hedging will replace the habitat for nesting birds and although the proposals will remove 5 trees on site, there will be replanting to the extent of 2 trees added for every one removed.

44. The resulting planting will improve the street scene and add value to landscape diversity within the area and the sites linkages east to west. Conditions are therefore suggested requiring new landscaping and the replacement of trees and landscaping in accordance with a scheme to be agreed.

Biodiversity

45. Commentary has been provided with the application which assesses biodiversity issues. Whilst limited action can be taken to control the timing of development it is suggested that it would be appropriate to take up the suggestions in the report and to impose conditions requesting an enhancement of some nesting and planting conditions on and around the site.

Planning Obligations

Open Space and Play Equipment

46. As the proposal provides in excess of ten child bed spaces a contribution towards child play space improvements, in the form of a commuted payment, would normally be required under Policy SR7. The northern area of Norwich has been assessed in terms of play space provision and at present it has been identified that there is a shortfall in provision by about 2 hectares. Additionally the site is within Sewell ward where there is limited provision with only 3 recorded play areas. There is therefore a recorded deficit in provision for the area and on the basis of the information provided a Child Play Space contribution of £11,450.00 would currently be sought.

Conclusions

47. The proposed scheme provides an arrangement of 5 houses with associated parking and servicing. The buildings respond to the constraints and topography of the site, enhances tree planting and landscaping and would lead to an attractive development in accordance with local and national policy. The scheme also provides for appropriate contributions to meet child play needs in the area.

48. The development of 5 affordable dwellings would contribute to the promotion of affordable housing in Norwich. The proposed development achieves a high

standard of design and would be well integrated with the surrounding area.

RECOMMENDATIONS

To approve Application No 10/02161/F Vacant land corner of Magpie Road and Starling Road, Norwich and grant planning permission, subject to

- (1) the completion of a satisfactory S106 agreement to include the provision of contributions to children's play provision, and
- (2) the following conditions:-
 1. Commencement of development within three years
 2. Details of Facing and Roofing Materials; Boundary treatment, walls and fences; external lighting; solar panels and fixings
 3. Details of car parking, cycle storage, bin stores
 4. Provision of noise protection measures
 5. Details of Landscaping, planting and site treatment works
 6. Landscape maintenance
 7. Site contamination investigation and assessment to be carried out and if contamination is found a scheme of remediation and mitigation to be agreed and carried out. Should during development, contamination not previously identified be found development is to cease pending details to deal with contamination.
 8. Details of biodiversity enhancements

Reasons for approval:

The development of 5 affordable dwellings would contribute to the promotion of affordable housing in Norwich. The proposed development, subject to conditions, would be well integrated with the surrounding development in form and layout and would make good use of this brown field site. The scheme provides adequate parking and servicing space and makes proposals for rationalising on street parking in the area. The scheme is laid out to enable replacement trees and planting around the site and also allows potential for further landscape and biodiversity enhancement to improve the amenity of the area. The decision has been made with particular regard to PPS1, PPS3, PPG13 and PPG24 policies ENV7, T14, H2 and WM6 of the adopted East of England Plan and saved policies EP1, EP18, EP22, HOU13, HBE12, HBE19, EP22, NE9, TRA5, TRA6, TRA7 and TRA8 of the City of Norwich Local Plan (Adopted Version 2004) and to all material planning considerations

The following informative notes should be appended to any consent:

1. Considerate construction and timing to prevent nuisance;
2. An asbestos survey should be carried out;
3. Materials removed from site should be classified and disposed of at suitable licensed facilities;
4. Site clearance to have due regard to minimising the impact on wildlife.





Site Plan

ROAD

6.1m

+

MAGPIE ROAD
ASPHALT ROAD SURFACE

5.5m

+

planning

A

7 Dec 10

MR

Fences and further notes added.

REVISION

DATE

DRAWN

DESCRIPTION

CLIENT

Owll Housing Association Ltd

PROJECT NAME

Starling Road Norwich

DRAWING TITLE

5 new 5P3B family houses

Drawing Scale

1:200 @ A3

Drawing by

MR

Date

7 Dec 2010

INCORPORATING WEARING, HASTINGS & MORTON CHARTERED ARCHITECTS

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07A