

Report to Planning applications committee

Item

12 April 2018

Report of Head of planning services

Subject Application no 18/00167/O - Garages between 80 - 92
Lincoln Street, Norwich

4(c)

**Reason
for referral** Objections

Ward:	Nelson
Case officer	Charlotte Hounsell - charlottehounsell@norwich.gov.uk

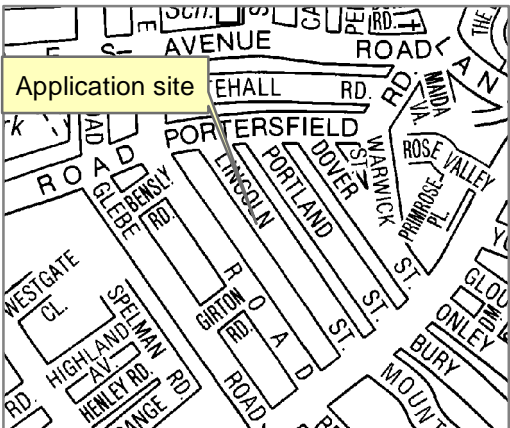
Development proposal		
Outline permission for demolition of existing garages and erection of 4 No. dwellings.		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1	Principle of development
2	Design
3	Amenity
4	Transport
5	Trees/Landscaping
6	Flood risk
7	Biodiversity
Expiry date	2 April 2018
Recommendation	Approve



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Planning Application No 18/00167/O
 Site Address Garages between
 80 and 92 Lincoln Street
 Scale 1:500



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The subject site is located on the West side of Lincoln Street, West of the City Centre. The site currently comprises 17 garages with a forecourt/area of hardstanding. The site appeared to be disused at the time of the officer's site visit and fencing had been erected at the front. To the front of the site is a verge area, with a planting bed behind a retaining wall. This area includes a number of small trees. The site is bordered by two existing properties. The dwelling to the South has a blank elevation to the site whilst the property to the North has a side elevation window at first floor. To the rear of the site is an access alley which runs between the backs of properties along Lincoln Street and College Road. Most properties have a gated access onto this alley. Lincoln Street slopes away towards Jessopp Road and Unthank Road. The surrounding area is principally residential in nature.

Constraints

2. The property is located within a critical drainage area

Relevant planning history

3. There is no relevant planning history.

The proposal

4. The proposal is for the demolition of the existing garages and the erection of four terraced dwellings.
5. This application is for outline consent and therefore only the principle of building four houses on this site is under consideration. Whilst an indicative plan has been submitted, details of the proposal including layout, access, scale, appearance and landscaping will need to be considered at a later date as part of reserved matters applications.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	4
No. of affordable dwellings	0
Density	88.8 dwellings per hectare
Transport matters	
Vehicular access	None proposed

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Two 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
Loss of light to neighbouring window	See Main Issue 3
Noise and dust disturbance	See Main Issue 3
Unsocial working hours	See Main Issue 3
Increase in parking pressures	See Main Issue 4
Loss of value to surrounding properties	Impact upon surrounding property values is not a material planning consideration and has therefore not been considered further.

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.

Highways (local)

8. No objection in principle on highway grounds. Construction management Plan will be required to manage construction traffic and potential need for footway diversion. The footway will need to be reconstructed to a full height kerb and footway (removing the dropped kerb). Please re-use the granite kerbs. Streetworks permit will be required for road opening (road works). The double yellow lines need to be removed (no TRO fee). It is not clear where bins and bikes will be stored. Ideally these would be in a secure unit at the front of the properties for ease of access. Informative: Residences will not be entitled to on street parking permits.

Tree protection officer

9. The group of maple trees close to 80 Lincoln Street are self-set and although they contribute to the street scene, I do not object to their removal. It would be desirable to see some planting in the front gardens of the new properties, any new trees or shrub like trees should be small species.

Natural areas officer

10. I don't have any objection to the application. However I think we should ask for an ecological assessment on the basis that it involves demolition of buildings which are

derelict/vacant. This only needs to cover bats and should be carried out by a qualified ecologist. It would also be beneficial to get some simple ecological enhancements such as bird and bat boxes on the proposed buildings if possible.

Assessment of planning considerations

Relevant development plan policies

11. **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
12. **Northern City Centre Area Action Plan adopted March 2010 (NCCAAP)**
 - Insert any relevant site specific of area policies
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
 - DM7 Trees and development
 - DM12 Ensuring well-planned housing development
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing
 - DM32 Encouraging car free and low car housing

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

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 site currently comprises garages which appeared to be disused at the time of the officers site visit. There is currently no policy which seeks to protect the existing garage use and therefore the loss of this use is acceptable.
18. The principle of residential development is subject to assessment against a number of criteria within policy DM12. In this case the site is not covered by any of the exceptions in the first part of the policy and with regard to criteria a) of the policy, the proposal would not prejudice wider regeneration proposals on the site.
19. Policy DM12 criterion b) requires that the proposal has no detrimental impacts on the character and amenity of the surrounding area. In addition, Policy DM3 requires that new development respects, enhances and responds to the character and local distinctiveness of the area and has regard to the character of the surrounding neighbourhood and the elements contributing to its overall sense of place. In addition criterion e) of DM12 requires a density in keeping with the existing character and function of the area. Both policies are consistent with paragraph 53 of the NPPF as outlined above.
20. The character of the area is defined by residential terraces with private rear garden spaces. The indicative proposals would be consistent with this character and density. The sections below outline further assessment in relation to design and amenity and these matters would be considered in further detail as part of future reserved matters applications. Therefore, the principle of residential development is acceptable on this site, subject to further detailed design and amenity assessment.
21. Officer's also note that Section 6 of the NPPF places emphasis on the critical importance of planning effectively for housing delivery and (in particular) boosting the housing supply. As outlined in Policy DM12, windfall sites are expected to come forward to aid in delivering the Council's five year housing land supply. The proposal will assist housing delivery albeit modestly given the proposal is for four dwellings.

Main issue 2: Design

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

23. Layout, appearance and landscaping would be considered by further reserved matters applications. The submitted plan shows an indicative layout which identifies that four dwellings could be accommodated on the site with space for private gardens.
24. At present, the garages are disused and are unsightly. The garage site represents an interruption in the terraced street scene with the garages arranged perpendicular to the surrounding properties. The proposal would bring the site back into use. The indicative plan shows dwellings oriented parallel to the highway in keeping with the pattern of surrounding development.

Main issue 3: Amenity

25. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
26. Concerns were raised that the proposal would result in a loss of light to a window within the side elevation of the neighbouring property. It is likely that there would be some loss of light to the adjacent window. However, it is considered that the detailed design and layout of the dwellings, which will be secured by reserved matters applications, could sufficiently overcome any significant impacts upon neighbouring amenity.
27. Concerns were also raised regarding unsociable working hours and noise/dust pollution. Nuisance during construction is not a planning matter, however it is recommended that an informative is included advising the applicant of considerate construction practices.

Main issue 4: Transport

28. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
29. Concerns were raised that the proposal would result in additional parking pressures in the surrounding area.
30. The Transport Officer did not raise any objection to the proposal. The officer confirmed that the proposed dwellings would not qualify for on street parking permits. Therefore, the dwellings would not exacerbate parking issues along Lincoln Street. The indicative plans do not show spaces for off-road parking, however car-free housing is acceptable in this location.
31. The site can adequately accommodate bin and bicycle storage which would be agreed at reserved matters stage.
32. Citywide Services have also confirmed that the site can be adequately serviced.
33. A condition is recommended requiring a construction management plan be submitted prior to commencement of development.

Main issue 5: Trees

34. Key policies and NPPF paragraphs – DM3, DM7, NPPF paragraphs 9, 17, 56, 109 and 118.

35. There is a small group of maple trees located at the front of the site within raised grass areas with retaining walls. These verge areas are in poor condition with broken sections of the wall and litter. Securing landscaping details at reserved matters stage would improve the appearance of the site. The Tree Officer highlighted that the maple trees were self-set and had no objection to their removal. Given that the trees are considered to have amenity value in the streetscene, it will be necessary to secure suitable replacement planting as part of the reserved matters applications.

Main issue 8: Flood risk

36. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
37. The subject site is located within a critical drainage. In accordance with DM5, proposals are required to give adequate consideration to mitigating surface water flood risk. It is likely that the proposal will result in an improvement to the drainage situation of the site given that a proportion of the site will be given over to garden area compared with the current impermeable hardstanding. There is opportunity for further drainage improvements at the site through the use of, for example, permeable materials, rainwater storage and green roofs. It is considered that there would be sufficient space within the site to incorporate measures to reduce flood risk which can be secured by condition.

Main issue 9: Biodiversity

38. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraph 118.
39. The site is currently hard standing and disused garages and therefore has limited biodiversity value. It is considered that opportunities to increase biodiversity at the site could be sought at reserved matters stage and could include measures such as green roofs, native species planting and bird/bat boxes.
40. Ecology surveys on previous applications on garage sites have not identified bat roosts suggesting that these structures are not favoured by protected species. However, it is considered appropriate that a protected species survey should be submitted at the reserved matters stage.

Compliance with other relevant development plan policies

41. 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	To be considered at reserved matters stage
Car parking provision	DM31	Car free housing
Refuse Storage/servicing	DM31	To be considered at reserved matters stage

Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Equalities and diversity issues

42. There are no significant equality or diversity issues.

Local finance considerations

43. 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.

44. 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.

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

Conclusion

46. Outline permission is sought for 4 no. houses. There is a principle in favour of development on the application site and the indicative plans show that the dwellings could be accommodated on the plot.

47. 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. 18/00167/O - Garages Between 80 - 92 Lincoln Street Norwich and grant planning permission subject to the following conditions:

1. Application for reserved matters to be made within 3 years of the date of the permission, development to commence within 2 years of approval of reserved matters.
2. No development to take place without approval of reserved matters relating to appearance, landscaping, scale, layout and access.
3. No development to take place without submission and approval of a protected species survey as part of the reserved matters application(s).

4. No development to take place without submission of a construction management plan.
5. Unexpected contamination to be reported.
6. Imported topsoil/subsoil to be certified.
7. No development to take place until a scheme to mitigate the impacts of surface water flooding has been submitted for approval and approved scheme to be implemented in full.
8. Water efficiency.

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 has been recommended for approval subject to appropriate conditions and for the reasons outlined in the officer report.

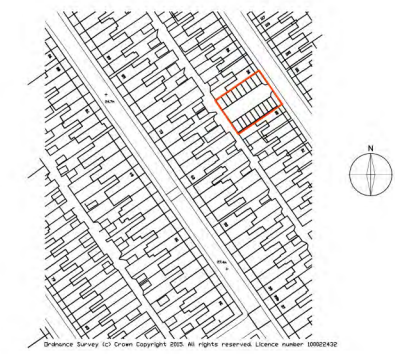
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EXISTING SITE PLAN 1:200



PROPOSED SITE PLAN 1:200



LOCATION PLAN 1:1250

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Client
CNC Properties

Job
**Residential development
Lincoln St
Norwich**

Drawing Title
**Location and Site Plans
(Outline planning)**

Scale: **1:200/1250@A1** Date: **Jan 2018**

Drawn By: **mja** Checked By:

Drawing No. Rev. Job No.