

## Report for Resolution

**Report to** Planning Applications Committee  
**Date** 10 February 2011  
**Report of** Head of Planning Services  
**Subject** 10/02197/F Land and Garages adjacent to 136 Lakenham Road Norwich

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**Item**  
**5(7)**

### SUMMARY

<b>Description:</b>	Redevelopment of site to provide 4 No. houses.
<b>Reason for consideration at Committee:</b>	City Council led development
<b>Recommendation:</b>	Approve subject to conditions
<b>Ward:</b>	Lakenham
<b>Contact Officer:</b>	Mr Lee Cook Senior Planner 01603 212536
<b>Date of receipt:</b>	16th December 2010
<b>Applicant:</b>	Orwell Housing Association Limited
<b>Agent:</b>	Barefoot and Gilles Limited

### INTRODUCTION

#### The Site

##### Location and Content

1. The site lies between established housing to the south and Lakenham Road which is part of the main Outer Ring Road (policy TRA18) to the north. The area contains established 2 storey housing dating from the 1950's to the south and west. To the east of the site is the Tuckswood Surgery building which provides a valuable local facility which is accessed via Hall Road.
2. To the north of Lakenham Road are the Hewett School grounds on which permission has recently been granted for a sports pavilion with ancillary bar and 8 No. 5-a-side and 2 No. 7-a-side artificial grass sports pitches and also 2 No. hockey pitches together with parking, access, lights and fencing. Some of these works have recently commenced on site.
3. The garage site has a through pedestrian link from the western access road through to the south east corner where a footpath continues behind the Surgery site to provide a pedestrian route through onto Hall Road. Within the garage site are lighting columns which are proposed to be retained in a revised location within the site to maintain safety and security in the area.

4. The frontage to Lakenham Road has an attractive and established landscape strip and other landscape features continue variously along the main road frontage. These include a mounded grass verge and hedging, which visually separate the main road from nearby housing. The landscaping includes mature trees along the north side of the site which partly overhang one of the existing garage blocks.

### **Constraints**

5. There are no current site constraints.

### **Topography**

6. In terms of ground levels the internal site is relatively level whilst the area around the site appears to slope significantly from north to south. The site is relatively long and narrow and appears to be built at a higher level than adjoining gardens to the south. Some form of existing retaining feature exists along the southern boundary to act as a support for the higher land of the garage court.

### **Planning History**

7. Various garages including the ones on Lakenham Road were approved and provided in the mid to late 1950's and formed part of the original development for this area. Discussions have taken place with Strategic Housing and recently with the applicant concerning the potential of this and other nearby garage sites for redevelopment.
8. 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.
9. A pre-application Consultation Event was held on 16th November 2010 at Eaton Park Community Centre, South Park Avenue, Norwich. This event was held from 2pm-4pm and 5pm-7pm with representatives from NCC Housing Dept, Orwell Housing and Barefoot and Gilles Architects. No response forms were received by the applicant from this event for the Lakenham Road site.
10. The consultation event showed a proposal for 7 units on this site; however, following discussions the density of development has been reduced to 4 units to respond to site limitations.

### **Equality and Diversity Issues**

There are no significant equality or diversity issues

### **The Proposal**

11. This particular application is for the provision of two pairs of semi-detached 3 bedroom houses. The scheme includes associated parking, servicing and garden areas. It also retains the footpath link to Hall Road past the southern end of the doctor's surgery.

## **Representations Received**

12. Advertised on site and adjacent and neighbouring properties have been notified in writing. No letters of representation have been received.
13. The Norwich Society: The Committee viewed the various garage sites that are to be developed for “affordable” housing. As the ratio of garages occupied is low it seems sensible to use the land for housing. As a committee, we generally approve of the designs, though they are safe without much inspiration on the whole.

## **Consultation Responses**

14. Transportation: The service road which connects this site is part adopted highway, part housing owned. The extent of adoption of the service road runs up until the eastern plot boundary of no.s 134/136 Lakenham Road. The footpath which connects this plot to the rear of the surgery is housing owned and not adopted highway. Ideally, we should be aiming to achieve a turning head at the end of this short cul-de-sac to facilitate turning by the refuse lorry etc, but this is not practically possible on this constrained site without severely impacting on the development potential and site layout. If the intention is that the roadway into this site is adopted, then it will need some adjustment to make it acceptable, In particular a defined 8 sq.m. turning area, and a clear definition between the adopted and private areas. It is; however, acceptable as a private access.
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 the following conditions for a site investigation to determine this. I have also suggested conditions for noise and light nuisance, along with informatives for the demolition and construction phases. Given the timing during which the noise assessment was carried out it is suggested that the worst case scenario should be adopted for this site when determining the necessary noise reduction requirements under BS8233.
16. Arboricultural Officer: The proposal is achievable but any permission should have appropriate conditions applied. These should ensure that:- there is a pre demolition and pre construction site meeting between the developer's appointed consulting arborist, construction site agent, and the Council's tree protection officer; there is a detailed specification and AMS for the surface reinstatement proposed within the RPAs; the development should be carried out in full compliance with the AIA & AMS; the tree protection barriers shall consist of an agreed specification; all demolition and construction works carried out within any RPA should be carried out under arboricultural supervision; and that should be an auditable system of arboricultural site monitoring implemented to the approval of the Council's tree protection officer.
17. Strategic Housing: The Housing Development team fully support the application for 4 new houses at the Lakenham Road garage site. 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 garages on 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.

18. 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 Lakenham Road development will go some way to help meet this need. The property mix of three bedroom houses was agreed with the housing development team and meets the identified need within the strategic housing market assessment.
19. A public consultation was held on 16<sup>th</sup> November at Eaton Park Community Centre, South Park Avenue, Norwich with garage tenants and local residents prior to the application. The consultation was for four sites within the vicinity including this one and a total of 198 residents were invited. There were no feedback forms completed for this site.
20. This site currently consists of 30 garages of which 17 are currently occupied. Once the future of the sites with garages in this vicinity are decided the council will offer any remaining garages for rent to local residents which will hopefully alleviate the existing parking issues in the area. The addition of these dwellings should not put any undue strain on existing facilities and amenities within the area.
21. 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.
22. Natural Areas Officer: The proposed retention of existing trees (and, more specifically, the shrub belt at the front of the proposed development that provides cover for small birds) is welcomed. New planting should include a significant proportion of native trees/shrubs, and/or species that provide flowers or berries for birds and insects.

## **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

Energy Efficiency and Renewable Energy SPD adopted – December 2006

Accessible and Special Needs Housing SPD – June 2006

## **Principle of Development**

### **Policy Considerations**

- 23. National policy in PPG13 has recently changed to remove the requirement for councils to limit the number of parking spaces allowed in new residential developments and placing the onus on councils and communities to adopt policies appropriate for their area. Currently saved and adopted local plan policies remain in place which set out maximum parking standards for the City. There are no planning policies which seek the retention of parking or garaging provision. However, it is appropriate on a case by case basis to consider whether the loss of the garaging provision would have other material or detrimental effects on the locality.
- 24. In this case the garages in question are believed to be approximately 57% void. Other garage and parking spaces are available and it is not therefore considered that the loss of the garages would have any significant implications in terms of highway congestion or safety.
- 25. The proposals will provide 4 houses within an area currently used as a car park. The re-use of land is encouraged under policy and the scheme provides 4 houses at approximately 40 dwellings to the hectare. The scheme is laid out to respect amenity and landscape features in the area and 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**

- 26. The adjoining older properties have relatively long gardens but given the change in ground levels the agents were advised that amenity will be an issue especially from any intensive or three storey development. The scheme at pre-application has been reduced in numbers from 7 dwellings to 4 dwellings to take account of site constraints and topography.
- 27. Behind the garages along the southern edge of the site lie residential gardens for properties on Hall Road. These are at a lower level than the site and at present are protected from view by the existing retaining wall formed by the rear of the garages. The relationship of new development to these properties together with No.s 134 and 136 has been designed to provide appropriate distances between new and existing buildings and appropriate boundary treatments.
- 28. The buildings are limited to two storeys in height and situated reasonably central and away from side boundaries and as a result does not create an overbearing impact or overlooking problems to existing properties. The established Surgery is sited to the east of the site and the relationship of the development with this existing use is arranged to maximise security along the shared boundary. The building has existing windows which are proposed to be screened by new planting to avoid any

overlooking issues.

29. The scheme provides a good standard of living and garden spaces which would provide an attractive living environment and which would integrate well with the character of the area. Retention and where possible enhancement of landscape screening along the main road should create a relatively secluded development with reasonable amenity levels. The proposed landscaping around the site should additionally provide further separation between new and existing properties.

## **Design**

### **Layout**

30. The proposed layout has been revised following negotiations and shows 2 blocks of semi detached houses fronting onto a central green space and parking area. Each house has a relatively large garden to the side with additional landscape screening to provide attractive private spaces. The entrance points to the houses lead into the centre and create an active frontage onto the area. The footpath link itself is retained and adjusted slightly to make a more attractive link between the adjacent housing and Hall Road. The entrance to parking bays and service areas is positioned to make best use of the space available and with the proposed additional landscaping will relate well to the street scene.

### **Form**

31. The 2 proposed blocks are appropriate in scale and form and maintain a relatively simple two storey form of domestic dwellings. The buildings use simple pitched roofs and 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 and subject to these details the design is considered to be appropriate.
32. The development should enliven the character of the area and provide an attractive living environment and safe route for pedestrians. The development also seeks to retain some of the mature trees and hedging on and around the site which will be enhanced by additional landscaping. Again details are suggested covering hard and soft landscaping for the site to ensure an acceptable final finish.

## **Transport and Access**

### **Vehicular Access and Servicing**

33. One of the issues which arises from the application is the resolution of a satisfactory layout and form of access and parking which adequately serves both the existing and proposed residential units without causing highway safety or parking issues. The scheme provides a single access point which links onto the end of the adopted highway and links into the new parking area within the centre of the site. This helps maximise site potential and creates an attractive and overlooked parking space for future residents.
34. Alternative access and parking along Lakenham Road is largely unaffected. Other on street parking can still take place within the area without detriment to safety or access. The new access although not being to adoptable standards is adequate for the purposes and numbers involved in the development. As it does not serve more than 8 dwellings then scheme would equate to being a mews court. There is no requirement in design standards for the road to be to adoptable levels and is regarded as being of an acceptable design and size for the development proposed.

### **Car Parking, Servicing and Cycling Parking**

35. 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.

36. Each property has been designed with sufficient space to accommodate the bin requirement for the dwelling. A collection point is provided within the development which is within easy access of the adopted highway and each property and as such makes an adequate provision for servicing. Some turning space is available at a size of 6.5 x 7.5 metres.
37. Adequate cycle storage has also been built into the scheme with access to storage space straight into gardens 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.

### **Pedestrian Links**

38. The scheme includes the retention of the footpath through to Hall Road and to doctor and other facilities within the area. The layout improves the openness of the footpath route and attractiveness and the safety and surveillance of this area.
39. The layout and entry point of the footpath is acceptable as now revised. However, the developers will need to liaise with the Council to arrange for the continued rights of access. The laying out of the parking area and surfacing is suggested as a condition of any permission and should additionally cover the finish of the footpath and roadway to provide an acceptable and well defined final finish.

## **Environmental Issues**

### **Energy Efficiency and Renewable Energy**

40. 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.

### **Site Contamination and Remediation**

41. 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**

42. In terms of noise impacts from road traffic noise, these have been assessed as part of the application and a report 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.
43. 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 bedroom and living room windows to be insulated in accordance with a scheme to be approved by the Council to provide protection from road traffic noise.

### **Lighting**

44. On site lighting to external spaces needs to be changed to reflect the realigned footpath and access. Such lighting and individual lights to the proposed houses could potentially cause amenity and design issues for the area and it is suggested that conditions are imposed requiring details to be agreed for the final scheme to ensure appropriate location and levels of illumination.

## **Trees and Landscaping**

### **Loss of Trees or Impact on Trees**

45. The trees and planting along the north boundary are a valuable amenity asset in the area and the development has had regard to their protection and retention. The scheme retains all trees and landscaping adjacent to the site; however due to the requirement to revise access alignment and remove existing garages below tree canopies careful monitoring and agreed process will be required during the course of construction. As set out in the arboricultural officer's comments it would appear that development is possible within this site but further detail will be required to ensure adequate tree protection takes place. Conditions are therefore suggested in terms of additional information and site monitoring.

### **Replacement Planting**

46. The scheme provides considerable potential for additional landscaping and tree planting to enhance the setting of the development and amenity of the area. The site layout is designed around a central space which provides parking and turning for the development as well as continuing a pedestrian link through to Hall Road.
47. An indication is given for trees to be provided along south, east and west boundaries which should enhance the use of the area and existing site linkages. Additional planting is also proposed to Lakenham Road which has the potential to close the hedge gap adjacent to the site and further enhance the visual amenity of Lakenham Road.
48. The proposed planting would improve the street scene and add value to landscape diversity within the area and the sites linkages to the east. Conditions are therefore suggested requiring new landscaping and the replacement of trees and landscaping in accordance with a scheme to be agreed to ensure that these enhancements are delivered.

## **Conclusions**

49. The proposed scheme provides an arrangement of 4 houses with associated parking and servicing. The buildings respond to the constraints and topography of the site, retains existing trees and would lead to an attractive development in accordance with local and national policy.
50. The development of 4 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 10/02197/F Land and Garages adjacent to 136 Lakenham Road, Norwich and grant planning permission, subject to 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. Details of scheme for Arboricultural Method Statement; Tree Protection Plan; Tree Protection methods; arboricultural site monitoring
5. Arboricultural site meetings
6. Compliance with AIA and Tree Protection Scheme implemented prior to commencement
7. Retention of tree protection
8. Details of Landscaping, planting and site treatment works



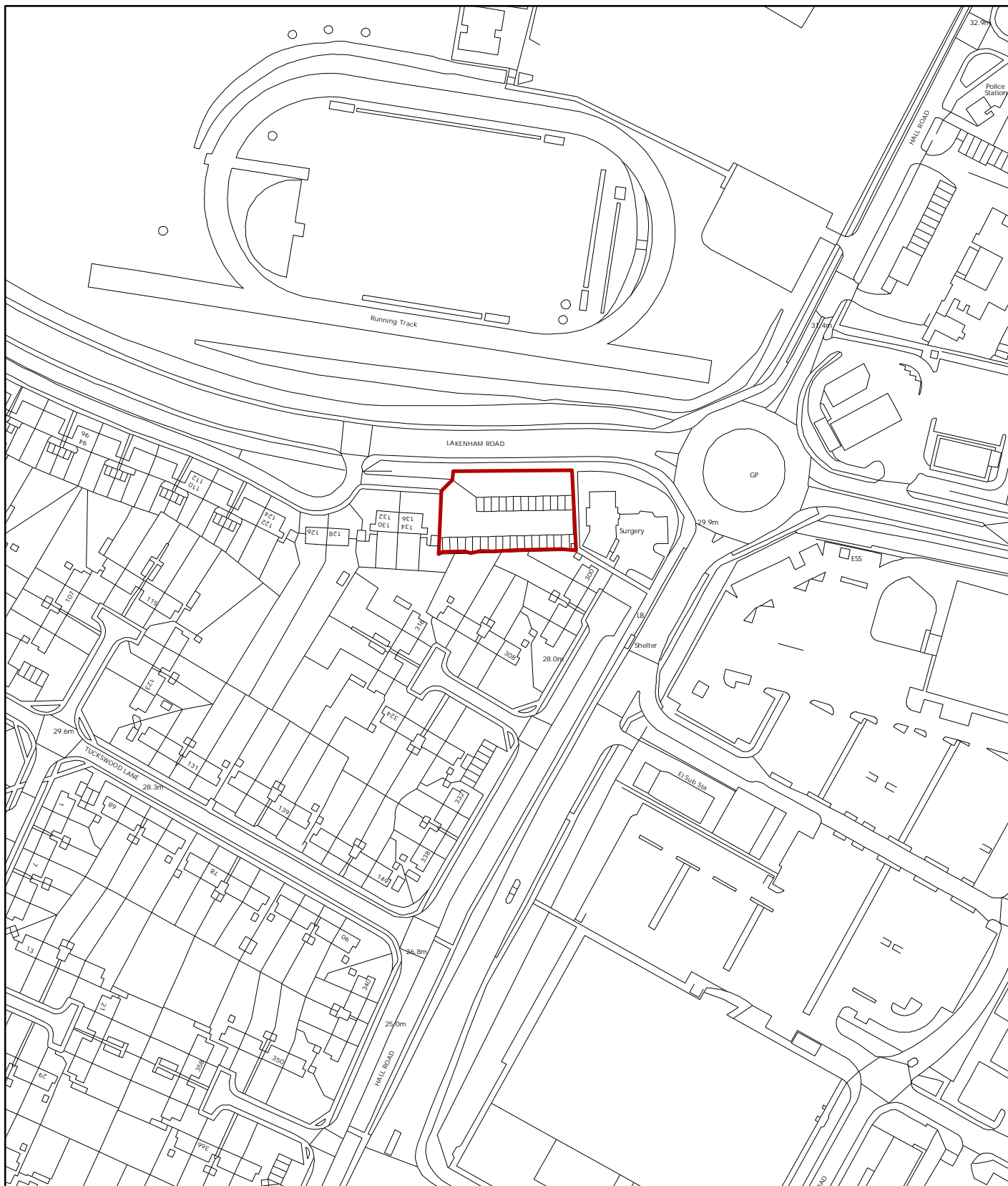
9. Landscape maintenance
10. Details of noise reduction joinery/glazing
11. Site contamination investigation and assessment to be carried out and if contamination is found a scheme of remediation and mitigation to be agreed and carried out. Should during development, contamination not previously identified be found development is to cease pending details to deal with contamination.
12. Details of biodiversity enhancements

Reasons for approval:

The development of 4 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 footpath links in the area. The scheme is laid out to retain existing trees 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.



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Planning Application No - 10/02197/F

Site Address - Land and garages adjacent to 136 Lakenham Road

Scale - 1:2,000



**NORWICH**  
City Council

PLANNING SERVICES



