

Report for Resolution

Report to Planning Applications Committee

Item

Date 20 January 2011

6(8)

Report of Head of Planning Services

Subject 10/01969/F - Land and buildings at rear of 2 Durham Street, Norwich, NR2 2ED.

SUMMARY

Description:	Demolition of outbuildings and the erection of 1 No. two storey two bedroom town house.	
Reason for consideration at Committee:	Objections	
Recommendation:	Approve	
Ward:	Town Close	
Contact Officer:	Mr Rob Parkinson	Senior Planning Officer (Development) 01603 212765
Date of receipt:	10th November 2010	
Applicant:	Ms Isobel Ford	
Agent:	Mr Kelvin Harley	

INTRODUCTION

The Site

Location and Content

1. The site frontage is on the south-eastern side of Durham Street, within the rear curtilage of a corner shop and 2 flats located on the corner of Durham Street and Onley Street. The shop opens on to the corner with the ground floor flat behind, with its front entrance siding onto Durham Street adjacent to the site, and the other flat at first floor level above this and the shop. The ground floor flat has an adjoining external toilet outbuilding on Durham Street, used by the shop.
2. The main building proposed to be demolished is an old single storey brick with tile pitched-roof, stable-type workshop building. The street elevation has a ground floor carriage double door and single door, and attic store access above. There are two lean-to outbuildings adjacent. The building has no curtilage of its own however, and adjoins the courtyard at the rear of the shop currently accessed via a passage to Onley Street and providing access to the rear gardens of the neighbouring terraces along Onley Street.

3. To the north are two single-storey garages under separate ownership and outside the site, use by the butchers at the corner of Durham Street and Gloucester Street. To the east are the rear gardens of two-storey terraced housing along Gloucester Street and Onley Street. Opposite, on the north-west of Durham Street is a similar single plot 'infill' house. In the near area there are a good range of shops on Unthank Road and on Durham Street itself.

Constraints and topography

4. The site is not within a Conservation Area nor is the workshop building nationally or locally-listed. The site is level.

Planning History

5. Two redevelopment proposals at the site have been considered relatively recently, both of which proposed the demolition of the brick and tile storage building, removal of timber storage buildings and construction of 2 no. 1 bedroom flats as a two storey building.
6. Application **08/00821/F** was **refused** in September 2008, because: (1) The overdevelopment of the site would provide insufficient useable amenity space for both the proposed dwellings as well as the existing flats within the curtilage; (2) there was no cycle storage and inadequate bin storage; and (3) inadequate outlook to the ground floor windows and loss of privacy to neighbours from the first floor windows.
7. Subsequently a revised proposal, application **09/00246/F**, was **refused** in May 2009 as the scheme still constituted overdevelopment with insufficient amenity provision and had no cycle storage and inadequate refuse storage.

Equality and Diversity Issues

There are no significant equality or diversity issues.

The Proposal

8. To demolish the outbuildings, workshop, lean-to and shop toilet and provide on the site of the workshop a two-storey 2-bed house fronting, and accessed from, Durham Street, with enlarged courtyard amenity space and new cycle store, refuse store and boundary walls. No car parking is proposed on site.
9. No separate consent or permission is needed for removal of the outbuildings.

Representations Received

10. Adjacent and neighbouring properties have been notified in writing. 1 letter of representation has been received citing the issues as summarised in the table below.

Issues Raised	Response
This will lead to overdevelopment of the site.	See paragraph 12.
The proposal does not appear to tie in with the surroundings and will harm the visual amenity of the area.	See paragraphs 19-21.
Access to the courtyard appears to be via the passage on Onley Street which causes noise and disturbance.	See paragraph 13.
Would the new house also be responsible for maintenance of the passage?	This is not a planning matter.
An extra house will exacerbate problems of noise and anti-social behaviour.	See paragraph 13.
Rear windows will erode the privacy of nearby gardens.	See paragraphs 14-16.

Consultation Responses

11. The Norwich Society – As they did with the previous proposals at the site, the Society object to the demolition of the workshop and believe it would be more appropriate to build the proposed house on the site of the two flat-roofed garages adjacent, to the north.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1 - Delivering Sustainable Development
PPS3 – Housing
PPS5 – Planning for the Historic Environment
PPG13 - Transport

Relevant Local Plan Policies

NE9 - Landscaping
HBE12 - High Quality of Design
EP18 - High Standard of Energy Efficiency
EP22 - Residential Amenity
HOU13 - Housing Proposals on other sites - criteria
TRA7 - Cycle Parking Standards
TRA8 - Servicing Provision (Including refuse)
TRA9 - Car Free Housing

Principle of Development

Policy Considerations

12. The principle of residential development at an appropriate scale and with adequate facilities is considered acceptable in this instance. This is an infill development within an existing housing area and the development should result in an improved frontage of Durham Street. However, given the development is a car free development, it is subject to the criteria of policy TRA9 of the Replacement Local Plan.

Impact on Living Conditions

Noise and Disturbance

13. The scheme provides a front door to the house on Durham Street and separate access to the courtyard through an adjoining new access in a new Durham Street 1.8m-high brick boundary wall, which will also provide refuse bin access, so avoiding the need for access to come via the existing passageway on Onley Street. That access will remain in place and will be unimpeded by the new development. Current noise from using the passage to Onley St may in fact be diminished by some access using the new gate to Durham Street.

Overlooking and loss of privacy

14. There are no windows at first floor level on the south-east rear elevation so the scheme will not provide direct views over the adjacent rear gardens. Three windows to bedrooms and the stair landing are provided at first floor in the south elevation. These will provide oblique views of the rear of no. 16 and 18 Onley Street, and the two existing flats at the site, but the rooms that may be affected are mainly secondary bedrooms or bathrooms.
15. Conditions are proposed for providing obscure glazing to the first floor stair case landing window and the ground floor bathroom window to protect privacy of residents without compromising light reached to bedrooms. Overlooking is considered to be minimal and any detrimental effect on amenity is acceptable. No windows are proposed on the north side. A condition is proposed to require any external lighting to avoid nuisance to neighbours.

Overshadowing

16. The existing courtyard at the site will be the most affected by overshadowing due to the increased height of the house, but it is not well used at the moment and the proposed increased size and improved landscaping will compensate this and increase its useability. The garden of 16 Onley Street will experience some more overshadowing but the difference in effect is considered acceptable and will still gain good levels of light for all but the mid-day sun.

Design

Layout

17. Together, the workshop, outbuildings, lean-to, shop toilet and boundary walls all currently create a continuous but cluttered and unattractive street frontage with interrupted street line. The proposal gives a slight set-back to the building line of the new house, and a shallow area for bins storage behind the new brick wall in line with the existing Durham Street garden curtilage of the existing flats. This is a considerable improvement to the existing situation and is considered appropriate.
18. The amenity area provided is an enlarged shared courtyard for the new house and the two existing flats, and is considered acceptable and a significant improvement on the existing situation. A small area of public open space is also available a short walking distance away at Bury Street/Newmarket Street.

Form

19. Gloucester Street and Onley Street are typical late 19th century terraced streets in an area characterised by two-storey brick and pantile terraces. Durham Street by comparison is a relatively short street and forms a link between these two more prominent streets. The existing building on site is smaller in scale and height than its adjacent counterparts. It is considered that the scale, height and massing of the proposed dwelling is acceptable, and still shows a slightly lower and deferential roofline than its neighbours.

20. The elevational treatment to the new building is rather basic in appearance but is considered appropriate and still adopts some design techniques from the neighbouring terraces, such as lintels and a vertical emphasis to the fenestration, whilst a modern design to the porch canopy and the upper window ensure some variation to the surroundings.
21. The existing workshop/stables building clearly has some historic merit but is not especially significant to the overall heritage of the city, and is not a locally-listed building, nor is the site within a conservation area. Whilst specific permission would not be needed for its removal, national policy HE8 within PPS5 might interpret this as a 'non-designated heritage asset'. The heritage significance of such assets can be significant and it is considered in this instance that conditions should be used to require a level of investigation and recording prior to its removal. On balance however, the benefits of development are considered to outweigh the benefits of retaining the non-designated heritage asset, and the most appropriate way forward would be to ensure recording the structure is carried out and the report submitted to the Norfolk Historic Environment Records, in line with PPS5 Policy 12.3.

Transport and Access

Vehicular Access and Servicing

22. The proposed refuse storage area along the Durham Street frontage, to be screened by a new 1.8m brick wall, is considered acceptable and will provide improved facilities for the two existing flats as well as the proposed house.

Car Parking

23. No car parking is provided on site and should perform well against the criteria of Local Plan policy TRA9 (Car Free Housing). This normally includes providing visitor and disabled parking spaces, but in this instance the constraints of the site are such that this isn't possible. However, there are on-street short-stay parking bays around the site for visitors.
24. The development will not be eligible for on-street car parking permits, and an informative advisory note will be added to any permission to confirm this.

Cycle Routes and Pedestrian Links

25. The site is closely linked to the strategic cycle network and bus routes along Unthank Road, which also contains the Local Centre retail area. This high degree of pedestrian accessibility is a benefit to the site and ensures car-free development will be acceptable.

Cycling Parking

26. Car free housing requires high standards of cycle parking. Adequate space is proposed at the rear of the house for a covered area for four cycles, which includes space for the two existing flats and a visitor space. Conditions will be used to agree the design, security and provision of the stores prior to occupation.

Trees and Landscaping

27. No trees will be affected by the development, and a landscaping scheme will be required by condition to ensure the site is given an appropriate landscaped setting for the amenity space and street scene, whether hard landscaping or soft landscaping.

Conclusions

28. The scheme will provide a necessary new dwelling with a suitable form of design and a layout sufficient to provide adequate shared amenity space for the proposed single dwelling and the two existing flats. Subject to the conditions, improving the appearance of the site, the appearance to Durham Street, and the amenity of the local area are considered sufficient to overcome the loss of the potential heritage value within the existing workshop stable building. This brownfield site is in a sustainable location and benefits from close proximity to a range of local shopping facilities and bus and cycle network connections to the city centre, and taken with the adequate cycle storage proposed on site, will justify the inability to provide on-site car parking. Notwithstanding the increased height of development at the site the impacts on neighbouring amenity will be small and minimised further by the appropriate use of conditions.
29. Overall the scheme is considered acceptable and in accordance with national policy PPS1, PPS3 and PPS5, and saved policies HOU13, HBE12, EP22, NE9, TRA7, TRA8 and TRA9 of the adopted City of Norwich Replacement Local Plan (November 2004).

RECOMMENDATIONS

To approve Application No (10/01969/F - Land and buildings at rear of 2 Durham Street, Norwich, NR2 2ED) and grant planning permission, subject to the following conditions:-

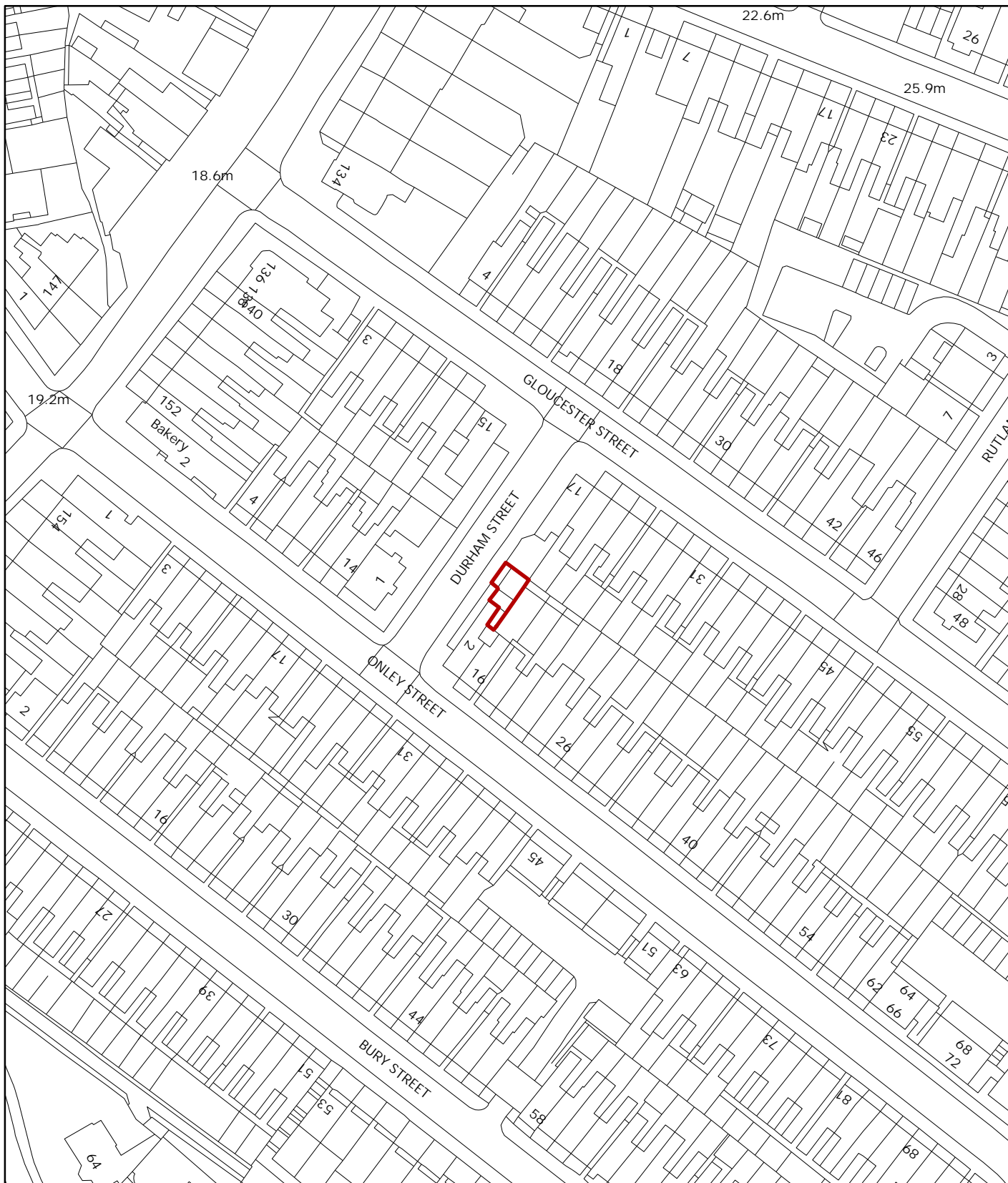
- 1 – Standard time limit;
- 2 – Development to be in accordance with approved plans;
- 3 – Prior to removal of the stables / workshop, a historic appraisal and recording of the building and its heritage value will be undertaken and provided for agreement with the LPA and thereafter shall be submitted to the Historic Environment Record service.
- 4 – Prior to development, details of materials to be agreed, including: bricks, tiles, lintels and cills, porch canopy, window and gate details;
- 5 – Prior to occupation, details of cycle store to be agreed and facility provided;
- 6 – Prior to occupation, details of refuse store to be agreed and facility provided;
- 7 – Prior to occupation, landscaping scheme to be agreed and to be provided;
- 8 – Prior to occupation, all boundary treatments to be agreed and provided;
- 9 – Obscure glazing shall be provided to ground floor bathroom and first floor stairwell;
- 10 – Any external lighting provided shall be such as to avoid causing disturbance to residents and neighbouring properties.

Informative advisory notes:

- 1 – Car parking permits will not be issued to the new development;
- 2 – Standard construction provisions.

(Reasons for approval: The decision is taken with regard to national policy and the local development plan and all material considerations. The scheme will provide a necessary new dwelling with a suitable form of design and a layout sufficient to provide adequate shared amenity space for the proposed single dwelling and the two existing flats. Subject to the conditions, improving the appearance of the site, the appearance to Durham Street, and the amenity of the local area are considered sufficient to overcome the loss of the potential heritage value within the existing workshop stable building.

This brownfield site is in a sustainable location and benefits from close proximity to a range of local shopping facilities and bus and cycle network connections to the city centre, and taken with the adequate cycle storage proposed on site, will justify the inability to provide on-site car parking. Notwithstanding the increased height of development at the site the impacts on neighbouring amenity will be small and minimised further by the appropriate use of conditions. Overall, the scheme is considered acceptable and in accordance with national policy PPS1, PPS3 and PPS5, and saved policies HOU13, HBE12, EP22, NE9, TRA7, TRA8 and TRA9 of the adopted City of Norwich Replacement Local Plan (November 2004).)



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Planning Application No - 10/01969/F

Site Address - Land and buildings at rear of 2 Durham Street, Norwich

Scale - 1:1,000



NORWICH
City Council

PLANNING SERVICES



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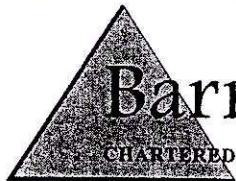
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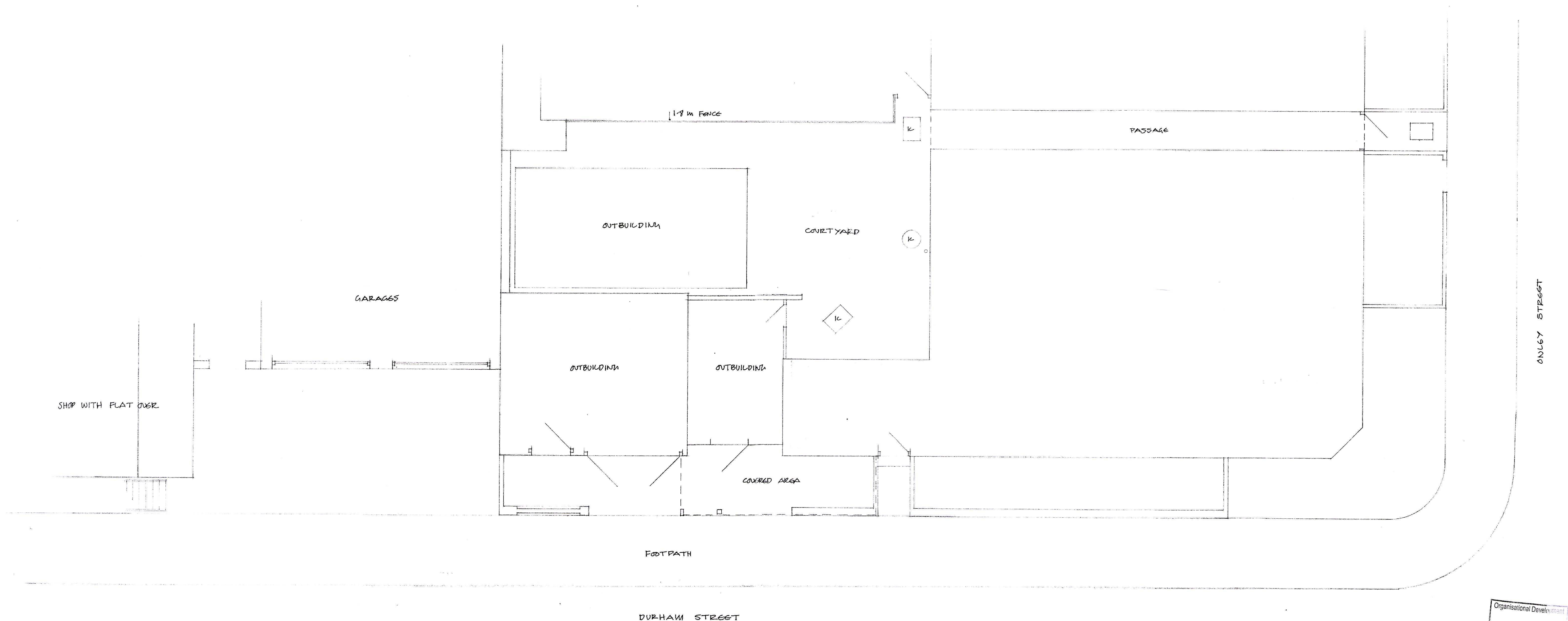
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CHARTERED ARCHITECTS & PLANNING CONSULTANTS

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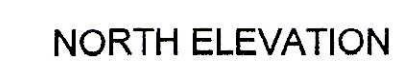
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Proposed Town House Durham Street Norwich for

Floor plans & elevations as proposed

Scale	As indicated
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DURHAM STREET