

Report to Planning applications committee
13 October 2016

Report of Head of planning services

Subject 16/01098/F - Garages adjacent 56 Sotherton Road,
Norwich

**Reason
for referral** Objections and application affecting City Council land.

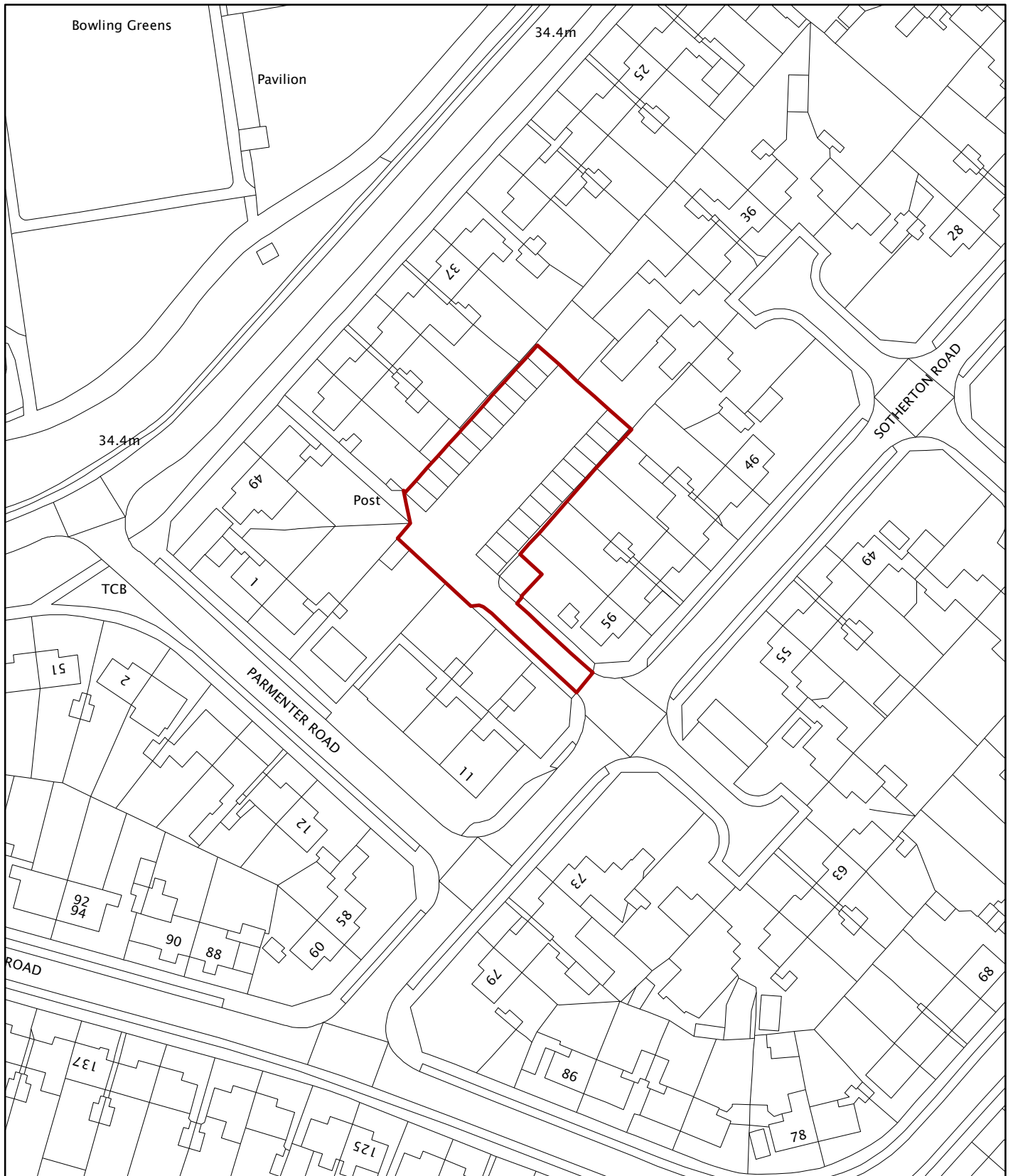
Item

4(e)

Ward:	Eaton
Case officer	Robert Webb

Development proposal		
Demolition of 14 No. garages and erection of 2 No. two bed dwellings.		
Representations		
Object	Comment	Support
4+petition signed by 29	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
2 Design/ Heritage	Impact on character of the area, scale, form, massing and appearance.
3 Transport	Accessibility of site, impact on car parking, traffic, highway safety, cycle parking, servicing.
4 Amenity	Impact on neighbouring occupiers, loss of parking
5 Trees and Landscaping	Consideration of landscaping, impact on trees
Expiry date	20 October 2016
Recommendation	Approval subject to conditions.



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Planning Application No 16/01098/F

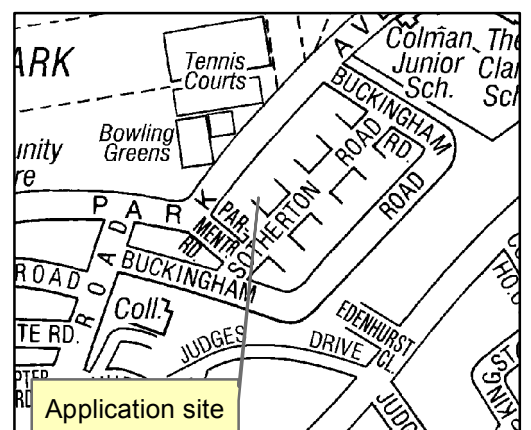
Site Address Garages adjacent 56 Sotherton Road

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site is owned by Norwich City Council and currently comprises two garage blocks with a total of 26 garages which are available for public rent. The blocks are between Sotherton Road and South Park Avenue and the site is surrounded by two-storey residential development. Eaton Park is a short distance to the north-west.

Constraints

2. The site is adjacent to a conservation area and a number of locally listed buildings.

Relevant planning history

3. No relevant planning history.

The proposal

4. The proposal is one of a number of sites identified by Norwich City Council as having the potential to accommodate new affordable housing to be developed by a registered provider, Orwell Housing Association. The Council are seeking overall to deliver 66 affordable units across the city as part of the current programme, and these would be designed to meet Homes and Communities Agency (HCA) design and quality standards. The dwellings would be available at social or affordable rent whilst meeting high environmental standards. All homes would be advertised using the City Council's choice based letting scheme.
5. In this case permission is sought for the demolition of an existing garage block which contains 14 garages and the erection of two semi-detached properties with associated gardens and parking. The land is currently owned and managed by Norwich City Council. Each of the proposed houses would have 1 parking space, with a further two spaces that would be allocated by the City Council according to local need. The development would maintain access to an electricity sub-station.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	2 x 2 bedroom dwellings
No. of affordable dwellings	2
Total floorspace	2 x 72.4 square metres (gross internal area)
No. of storeys	2
Density	17 dwellings per hectare

Appearance	
Materials	Walls – Red/Orange concrete pantiles, white uPVC windows, red stock facing brickwork, grp/timber entrance door.
Energy and resource efficiency measures	Solar pv panels, locally sourced materials, thermal bridging detailing, low energy light bulbs.
Transport matters	
Vehicular access	Access from Sotherton Road
No of car parking spaces	2 + 2 disabled spaces
No of cycle parking spaces	1 cycle shed per dwelling
Servicing arrangements	Bins storage to rear of properties, bin presentation area close to vehicle access.

Representations

6. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 4 letters of representation have been received citing the issues as summarised in the table below. In addition a petition opposing the proposal signed by 29 people has been received. 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 regarding the loss of parking facilities	See main issue 4
Loss of privacy	See main issue 4
Impact on ability to manage rear access to neighbours property	See main issue 4
The proposal would affect the ability to access private garage	See main issue 4
It may not be possible for vehicles to turn into the garages that are to be retained given that the doors open outwards and the turning area will be reduced by the proposal.	See main issue 4

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 on highway/transportation grounds. The development and site layout is acceptable, parking, refuse and cycle storage are acceptable.

NCC Environmental Protection

9. I have viewed the desk study provided for this application and agree with the recommendation that further intrusive works are required. If approval is given, I suggest that conditions are applied. The UXO risk may also require further consideration by a specialist due to the fairly close proximity of known WWII bomb drops.

NCC Housing

10. With regard to existing garage tenants, the home ownership team wrote to all tenants asking them to give an expression of interest for a garage if they wanted to continue using a garage at this site. Of the 26 tenants only 12 returned an expression of interest. The team wrote to all 26 tenants a second time to confirm these but no further expressions of interest were received. There are 12 garages being maintained so all existing tenants can be accommodated.

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)**
 - JCS2 Promoting good design
 - JCS3 Energy and water
 - JCS4 Housing delivery
 - JCS7 Supporting communities
 - JCS9 Strategy for growth in the Norwich policy area
12. **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
 - DM4 Providing for renewable and low carbon energy
 - DM5 Planning effectively for flood resilience
 - DM11 Protecting against environmental hazards
 - 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
- DM33 Planning obligations and development viability

Other material considerations

13. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- 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

14. 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

15. Joint Core Strategy (JCS) Policy 4, supports housing delivery within the plan area, which this site falls. National policy, as set out in the Core Principles of the NPPF encourages new housing development to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable. JCS policy 4 also encourages provision of affordable housing including of social rent and affordable rent tenure types as these are recognised and being particularly important in meeting housing need in the city.
16. Policy DM12 of the Norwich Development Management Policies Plan supports new residential development within the city boundary except in specific circumstances, and none of the exceptions apply to this application site.
17. The NPPF encourages 'the effective use of land by reusing land that has been previously developed'. This site constitutes previously developed land. The site is in a sustainable location for new housing with good public transport links to the City Centre. The proposals for housing are therefore considered to be acceptable in principle and in this case would have the planning benefits of providing new affordable housing subject to assessment against any other relevant policies or material considerations as outlined in the NPPF and the Development Plan. This is further set out below.

Main issue 2: Design

18. Key policies and NPPF paragraphs – JCS2, DM1, DM3, DM12 and NPPF paragraphs 9, 17, 56, 57, 60-66.
19. One of the constraints of the site is the need to maintain access to an electricity sub-station, which means that only part of this site would be redeveloped. As a result of this only two dwellings are proposed, and the design is a conventional pair of brick and tile semi-detached houses with a pitched roof. This would be in keeping with the general character of the wider estate and is considered acceptable.
20. Each property would have a large rear garden of approximately 125 square metres, a car parking space and a cycle parking space. The proposal complies with the relevant local plan policies in terms of design and parking requirements.
21. The dwellings proposed would have an internal floor area of 72.4 square metres and the dwellings are intended as 2 bedroom 4 person houses. The floorspace is therefore below the national space standards figure of 81 square metres for this type of property. It is recognised however that if the dwellings were occupied by 3 persons, then the minimum space standard of 72m² would be met. Notwithstanding this, whilst the failure to meet the minimum space standards based on a four person occupancy is regrettable, it is not considered in itself to warrant refusal of the application because the proposal is otherwise well-designed and would lead to the delivery of affordable housing in a sustainable location. The design, layout and materials proposed are considered to be acceptable.

Main issue 3: Transport

22. Key policies and NPPF paragraphs - JCS6, DM28, DM31. NPPF chapter 4.
23. The local policy requires a maximum of 1.33 parking spaces per dwelling and covered and secure cycle parking. The scheme would provide a parking space for each of the two dwellings and each house would have a cycle shed. The proposal is therefore policy compliant in this regard. No objection is raised by the Highway Officer

Main issue 4: Amenity

24. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
25. In terms of overlooking, the windows at first floor level of the side elevations would serve bathrooms and a condition is recommended requiring the one on the south-east elevation to be obscure glazed and fixed shut. Some overlooking to existing gardens in Sotherton Road could arise from the bedroom windows at the rear, however these would be oblique views. In addition there may be some overlooking possible from the bedrooms at the front towards the rear gardens of the properties in Parmenter Road, but these would be partly screened by the existing trees and the gardens are approximately 15 metres away which is a reasonable distance. On balance the level of overlooking would not cause material harm.
26. With regard to loss of parking, information provided by Norwich City Council indicates that in June 2016, 96% of the garages were occupied. The proposal would result in 14 of these being demolished. However in June 2016 there were 12 other garages within 800m walk of the application site which were available. It would therefore appear that alternative garage provision does exist in the locality. In addition two

disabled spaces would be provided to serve an identified need for existing residents and these would be managed by Norwich City Council.

27. In planning terms the harm caused by the loss of the parking facilities must be weighed against the significant benefit of providing two new affordable dwellings to address an identified housing need. In terms of the planning balance having regard to national and local planning policy, these benefits are considered to outweigh the loss of amenity, particularly given the alternative parking provision available.
28. There is no concern about material harm from overshadowing or an overbearing form of development given the scale of the proposal and the sufficient distance that would exist between the new and existing dwellings.
29. Concern has been raised that it may not be possible for vehicles to turn into the garages that are to be retained given that the garage doors open outwards and the turning area would be reduced by the proposal. The driveway immediately outside of the garages would be 6 metres wide so it should still be possible, however should a problem arise the Council could replace the doors with an 'up and over' style of door. This would not, therefore, be a reason to withhold planning permission.

Main issue 5: Trees and Landscaping

30. Key policies and NPPF paragraphs – DM3, DM8, NPPF paragraphs 9, 17 and 56.
31. There would be a mixture of hard paving and soft landscaping including new hedging to help enhance the current appearance of the site which is dominated by hardstanding and garages. Existing trees within neighbouring properties would be safeguarded through the development process. The proposal complies with relevant policies in this regard.
32. A resident has also raised concern that the development would obstruct access to their private garage at no. 5 Parmenter Road, in the respect that they can currently turn into the garage site and "sweep around" to drive into their garage. It is accepted that it would be necessary to turn and reverse into the garage, however it would then be possible to drive out in a forward gear as opposed to reversing out. This is considered acceptable and not a reason to withhold planning consent.

Other matters

33. The proposal is acceptable in terms of its impact on flood risk, biodiversity, land contamination and the energy efficiency measures proposed.

Equalities and diversity issues

34. There are no significant equality or diversity issues.

Local finance considerations

35. 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.

36. 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.
37. In this case local finance considerations are not considered to be material to the case.

Conclusion

38. The proposal for development in Sotherton Road would provide two new affordable homes in a sustainable location and is considered to be acceptable in planning terms. There would be some harm caused to residential amenity in terms of the loss of the existing garage block. However there is alternative provision within the area and this loss must be balanced against the benefit of the proposal in terms of providing much needed affordable housing. This benefit is considered to outweigh the loss of the site for parking, particularly given the presence of alternative garage provision within the locality.
39. The proposal is in accordance with the requirements of the National Planning Policy Framework and the policies of the Development Plan, and there are no material considerations that indicate it should be determined otherwise.

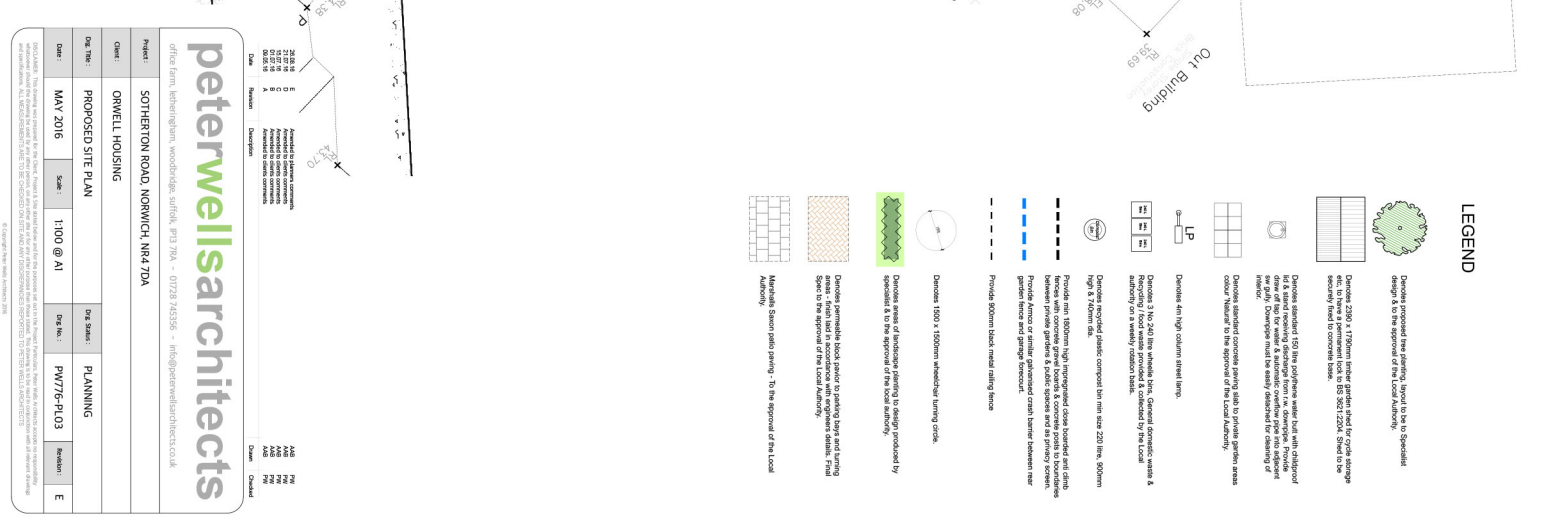
Recommendation

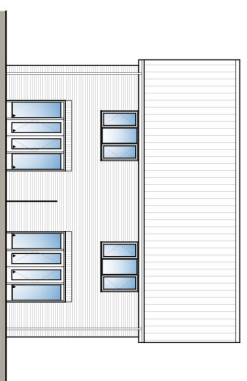
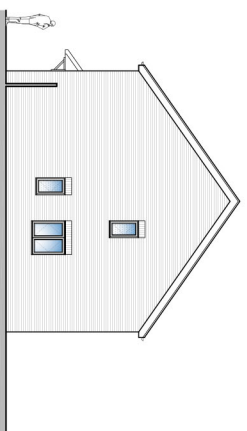
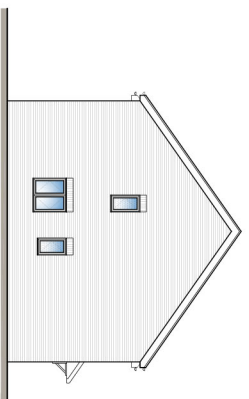
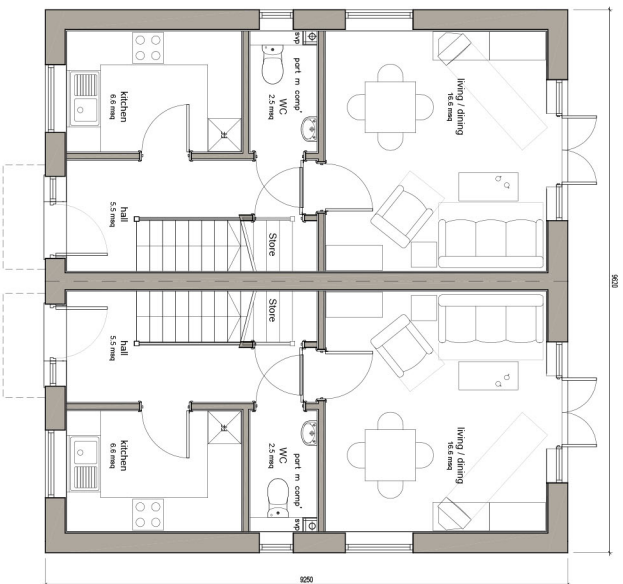
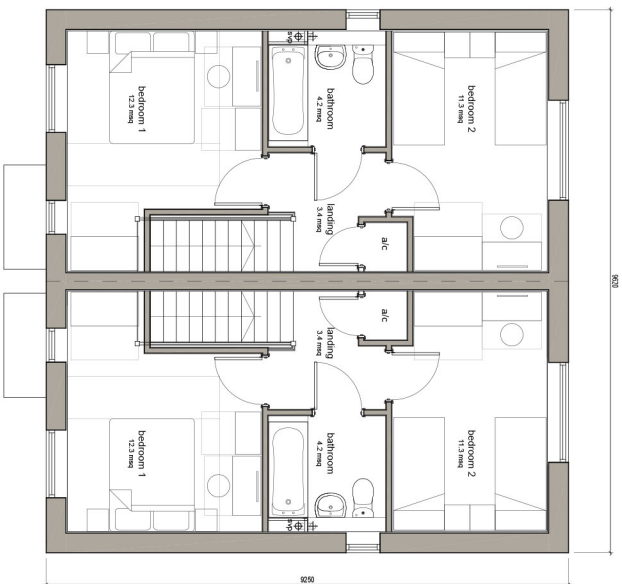
To approve application 16/01118/F and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Bathroom window on first floor south-eastern elevation to be obscure glazed and non-opening.
4. Details of facing and roofing materials; windows; joinery; boundary treatments, walls and fences; external lighting;
5. Details of hard and soft landscaping and planting
6. Water efficiency
7. Contamination risk assessment and report to be submitted
8. Unknown contamination to be addressed
9. Control on imported materials
10. Tree protection measures to be implemented

Article 35(2) statement

The local planning authority in making its decision 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 approved subject to appropriate conditions and for the reasons outlined in the officer report.





Roof Pitch 35.0 deg.
Red/orange concrete panillas
Facias, soffits & bargeboards uPVC colour: white
Windows uPVC colour: white
Entrance Doors, gpr./timber
uPVC gutters & dampers colour: black
Red Stock facing Brickwork
Zno. 1113 x 2896mm P/50/500 Verdian Clearline PV panels per unit