

Report to Planning applications committee

Item

12 January 2016

Report of Head of planning services

Subject Application 16/01742/F– Land and garages rear of 2 to 20 Hanover Road

Reason for referral Application affecting City Council owned land and objections received.

4(b)

Ward:	Town Close
Case officer	Robert Webb - robertwebb@norwich.gov.uk

Development proposal		
Demolition of existing garages. Erection of 4 No. two bed houses and 5 No. one bed flats.		
Representations		
Object	Comment	Support
18	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
2 Design and Heritage	Impact on character of the area and adjacent conservation area and locally listed buildings, 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 Flood risk	Consideration of impact on flooding within the critical drainage area.
Expiry date	20 January 2016 (agreed timescale)
Recommendation	Approval subject to conditions.



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Planning Application No 16/01742/F

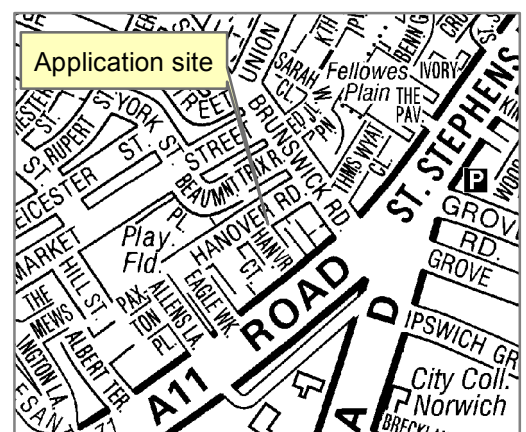
Site Address Land and garages rear of
2 to 20 Hanover Road

Scale 1:1,674



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The site consists of a garage block and surface car park owned and managed by Norwich City Council and accessed from Hanover Road. It is within the Town Close area of the city.
2. The garage block contains 12 garages and there is parking for a further 29 cars using a parking permit system.
3. To the south-east of the site are residential properties dating from the Georgian period which front onto Newmarket Road. To the south-west are some two storey flats dating from the late twentieth century. To the north-west are Victorian terrace properties and their gardens, and to the north-west bungalows within Hanover Court which date from the mid-twentieth century.

Constraints

4. The garage/parking court is not within the Conservation Area however the footpath access from Newmarket Road and adjacent properties on Newmarket Road which adjoin the site are part of the Conservation Area. These properties are all locally listed, and so is the Doctor's surgery which is adjacent to the footpath.
5. The site is also within a Critical Drainage Area as designated by the Norwich Local Plan.

Relevant planning history

6. There is no relevant planning history held by the city council.

The proposal

7. The proposal relates to 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 is seeking to deliver 66 affordable units across the city overall 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.
8. This application seeks to demolish the garage block and develop the site to provide 2 no. two bedroom houses and 2 no. 1 bedroom bungalows. The homes would be arranged in two semi-detached pairs. Each property would have an allocated parking space and a private garden. The proposal also allows for 9 parking spaces for general use by all residents in the area and a new soft landscaped area. Each property would benefit from solar photovoltaic panels helping to produce at least 10% of the energy requirements of the development.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	4
No. of affordable dwellings	4
Total floorspace	The 2 bed houses would have a floor space of 72.4m ² . The 1 bedroom bungalows would have a floor space of 46.2m ² .
Appearance	
Materials	Walls – red stock facing brickwork. Roof –concrete pantiles. Windows – uPVC white. Entrance doors – composite material.
Energy and resource efficiency measures	Solar PV panels, low energy lighting, gas condensing combination boiler with flue gas heat recovery system.
Transport matters	
Vehicular access	From Hanover Road.
No of car parking spaces	13 (one for each of the proposed dwellings and 9 further general parking spaces).
No of cycle parking spaces	Cycle shed for each property within the garden.

Representations

9. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 18 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
Concern about loss of parking and increased parking congestion	See main issue 4.
Concern about overlooking and loss of privacy	See main issue 4.
Concern about overshadowing and loss of light	See main issue 4.

Issues raised	Response
Impact on highway safety	See main issue 4.
Access to the site for delivery vehicles and emergency vehicles.	See main issue 3.
The design of the properties is out of keeping with the character of the area	See main issue 2.
Loss of vehicular access to rear of properties in Newmarket Road.	See main issue 4.

Consultation responses

10. 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.

NCC Environmental Protection

11. To be reported.

Highways (local)

12. No objection on highway/transportation grounds. The proposed development and layout is acceptable with regard to vehicular access and typical user needs of the site.

Lead Local Flood Authority

13. The development falls below the threshold for which we would provide detailed comments.

Conservation Officer

14. This is not an application that I intend to provide conservation and design officer comments on because it does not appear on the basis of the application description to require our specialist conservation and design expertise. This should not be interpreted as a judgement about the acceptability or otherwise of the proposal.

Norwich Society

15. This is an underwhelming design and the loss of residents' parking will cause issues in the surrounding streets.

Assessment of planning considerations

Relevant development plan policies

- 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
- JCS7 Supporting communities
- JCS9 Strategy for growth in the Norwich policy area

2. 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
- DM9 Safeguarding Norwich's heritage
- 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

Other material considerations

3. 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
- NPPF12 Conserving and enhancing the historic environment

Case Assessment

4. 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 council's standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following sections provide an assessment of the main planning issues in this case in relation to the relevant policies and material considerations.

Main issue 1: Principle of development

5. Joint Core Strategy (JCS) Policy 4, supports housing delivery within the Norwich Policy Area, within which this site falls. 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.

6. Policy DM12 of the Norwich Development Management Policies Plan supports new residential development within the city boundary except in specific circumstances, none of the exceptions apply to this application site.
7. Paragraph 14 of the NPPF emphasises there should be a presumption in favour of sustainable development and that local planning authorities should positively seek opportunities to meet the development needs of their area, unless any adverse impacts would significantly and demonstrably outweigh the planning benefits. The NPPF also encourages the effective use of land by reusing land that has been previously developed.
8. The site constitutes previously developed land and is in a sustainable location for new housing within walking distance of the city centre and close to a main public transport route, Newmarket Road. In addition the proposal would provide further planning benefits by providing new affordable housing.

Main issue 2: Design

9. Key policies and NPPF paragraphs – JCS2, DM3, DM9 and NPPF paragraphs 9, 17, 56 and 60-66, and guidance within chapter 12 of the NPPF.
10. The design for the houses is one of a red brick two storey pair of semi's with simple elevations and a hipped roof. The bungalows would also be red brick with simple elevations and a hipped roof. The site layout has been amended during the course of the application resulting in an improved parking layout and the addition of soft landscaping which would provide a welcoming entrance to the site from Newmarket Road.
11. Concern has been raised about the impact of the proposed houses on the character and appearance of the area. Whilst it is noted that the dwellings would be in close proximity to the Conservation Area and a number of locally listed buildings, the character of the site is one of a car park with a flat-roof garage block and regard is had to the fact there is a varied mix of dwelling types and sizes surrounding the site. Given the 'backland' nature of the site and the relatively modest size and scale of the buildings proposed, it is concluded that the proposal would not cause material harm to the setting of the Conservation area or locally listed buildings, or general character of the area.
12. The two bedroom houses proposed would have an internal floor area of 72.4 square metres and are intended as two bedroom four person houses. The floorspace is therefore below the national space standards figure of 81 square metres for this level of occupation. It is recognised however that if the dwellings were occupied by three people, then the minimum space standard of 72m² would be met. Similarly the two bungalows are slightly below the recommended standard of 50m² at 46m². However they too would meet the standard of 40m² based on single occupancy.
13. Whilst the failure to meet the recommended minimum space standards is regrettable, on balance it is not considered in itself a reason to warrant refusal of the application, given that the development is otherwise well-designed and would lead to significant benefits through the delivery of affordable housing in a sustainable location. The design, layout and materials proposed are considered to be acceptable.

Main issue 3: Transport

14. Key policies and NPPF paragraphs – DM2, DM11, NPPF chapter 4.
15. The proposal would provide car and cycle parking for the new houses in accordance with the council's standards set out within the local plan, as well as some additional parking to partly mitigate the loss of the garages and car park. The access and turning within the site is acceptable and no objection is raised by the highway officer on highway safety grounds. The proposal provides a turning head suitable for the use by larger delivery vehicles if required.
16. It is intended that the remaining parking spaces would be managed by the city council and available for local residents to use using a permit system. The issue of the loss of parking is dealt with under main issue 4.

Main issue 4: Amenity

17. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
18. One of the main concerns raised by residents is the issue of loss of parking and increased parking congestion. The applicant has sought to mitigate this impact by maximising the number of spare parking spaces within the site that would be available for local residents to use under a permit system. As a result 9 spare parking spaces are proposed. It is recognised that this would represent a significant reduction in parking spaces and therefore it is important to consider the impact on residential amenity that might occur.
19. In terms of the impact on parking, surveys carried out by the city council show that in June 2016, all 12 garages were occupied. There were a further 11 garages available within 800m walk of the site. The surveys indicate the car park is not heavily used during daytime hours, with no more than 10 cars recorded at any one time, meaning that only a third of the available spaces appear to be regularly used during the day. At night time and weekends a slightly higher number of cars were recorded, however the highest number recorded, 14, represents less than 50% of the available spaces. The surveys recorded that there were generally on-street parking spaces available within Hanover Road and the car park to the rear of no. 42 Hanover Road.
20. It is appreciated that the car park is a very useful facility for local residents and their visitors and that some harm would occur to local amenity as a result of its redevelopment. However this must be weighed against the significant benefits of delivering new affordable housing, both in the context of an urgent need for more affordable dwellings and also the lack of a five-year land supply of housing in the Norwich Policy Area. Regard is also had to the fact the proposal does provide for some additional parking to partly mitigate the loss of spaces, and that there would appear to be alternative parking available within walking distance of the site.
21. Taking all of this into account, and having regard to guidance within paragraph 14 of the National Planning Policy Framework, it is considered that the loss of the parking would not *significantly and demonstrably* outweigh the benefits of the

proposal. It is therefore considered the application should not be refused on the basis of loss of parking.

22. With regard to concerns about loss of vehicle access to properties on Newmarket Road adjoining the site, it is understood that the proposal maintains vehicle access to those properties which have legal rights of access. The proposal also maintains pedestrian access to the rear of all the properties.
23. Regarding concerns about overshadowing and loss of light, it is considered the separation distances of the two storey houses from the existing houses, together with the hipped roof design would result in a satisfactory relationship that would not cause a material loss of light or overshadowing. Similarly the siting and low profile of the bungalows would ensure material harm to neighbouring occupiers would not arise in terms of loss of light and overshadowing. In terms of privacy, whilst some oblique overlooking of neighbouring gardens and properties would be possible, no material harm from direct overlooking would occur due to the siting and as a result of obscure glazed windows on the side elevations.
24. The proposal provides for a good standard of residential amenity for the proposed users, including private gardens, cycle storage and energy efficient housing.

Main issue 5: Flood risk

25. Key policies and NPPF paragraphs – JCS1, DM5, NPPF Chapter 10
26. The site is within Flood Zone 1 and therefore at a low risk from flooding from rivers, however it is within a critical drainage area where there is a higher risk of surface water flooding. The application is accompanied by a Flood Risk Assessment which states that the development would maximise the use of soft landscaping and incorporate permeable paving. There would be a significant reduction of surface water run-off compared to the existing situation. The proposal complies with the relevant policies.

Other matters

27. Conditions can be imposed to ensure the proposal is acceptable in terms of land contamination issues and energy efficiency measures.

Conclusion

28. The proposed development would deliver four new energy efficient, affordable homes in a sustainable location. Whilst it is recognised that the loss of the garages and some parking spaces would impact upon local residents and result in some loss of amenity, it is not considered to represent significant and demonstrable harm when weighed against the benefits of the proposal in the context of local and national planning policy and housing need. The proposal is considered to be acceptable in all other regards.
29. The development 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.

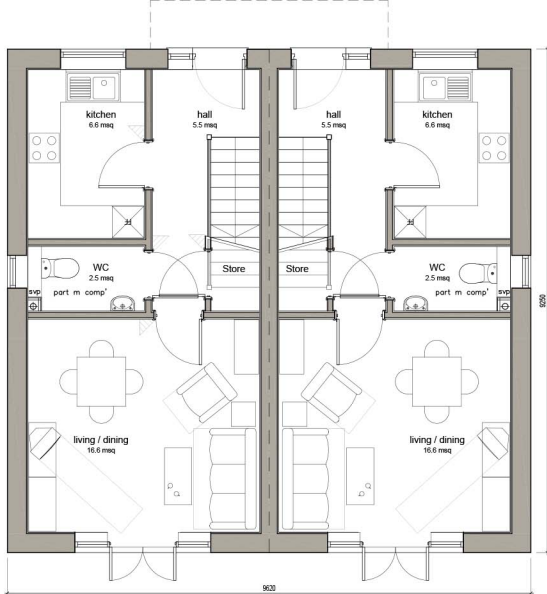
Recommendation

To approve application 16/01742/F and grant planning permission subject to the following conditions:

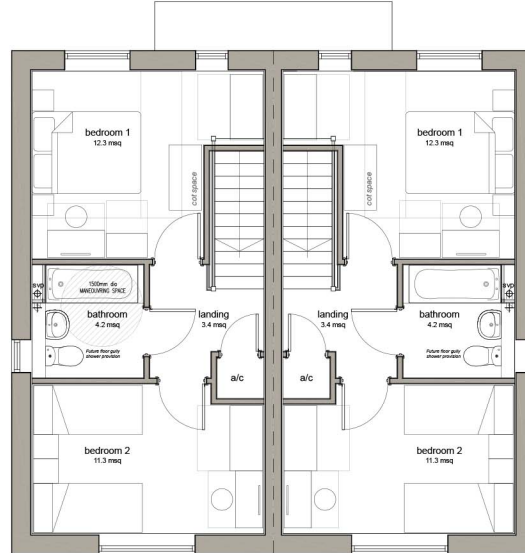
1. Standard time limit;
2. In accordance with plans;
3. Details of facing and roofing materials; windows; joinery; boundary treatments, walls and fences to be submitted
4. Details of hard and soft landscaping to be submitted
5. Water efficiency
6. Contamination risk assessment and report to be submitted
7. Unknown contamination to be addressed
8. Control on imported materials
9. Windows on first floor side elevations of proposed houses to be obscure glazed.

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

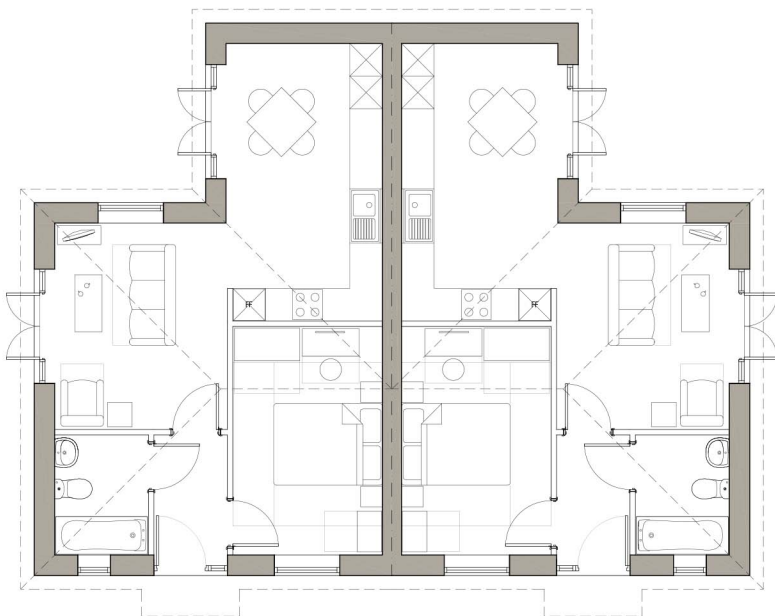


Plot 1 Ground Floor Plan
2b4p House
72.4m² GIA



Plot 1 First Floor Plan

Plot 2 First Floor Plan



Plot 3 Ground Floor Plan
1b2p Bungalow
46.2m² GIA

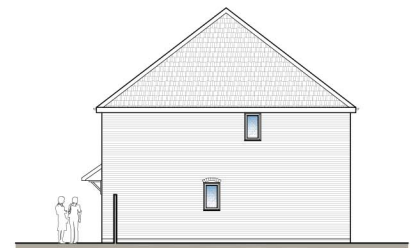
Plot 4 Ground Floor Plan
1b2p Bungalow
46.2m² GIA



Proposed North-East Elevation - Plots 1-2 - 1:100



Proposed South-West Elevation - Plots 1-2 - 1:100

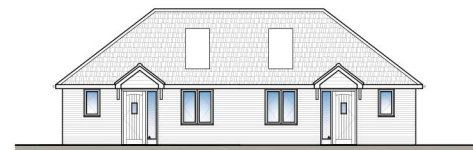


Proposed North-West Elevation - Plots 1-2 - 1:100



Proposed South-East Elevation - Plots 1-2 - 1:100

Roof Pitch 37.5 deg.
Concrete pantries to roof and porches
Fascia's, soffits & bargeboards uPVC colour: white
Windows uPVC colour: white
Entrance Doors, GRP / Composite
uPVC gutters & downpipes colour: black
Red Stock facing Brickwork
2no. 1173 x 2898mm PV30/500 Veridian Clearline PV panels per house
1no. 1173 x 2898mm PV30/500 Veridian Clearline PV panels per bung.



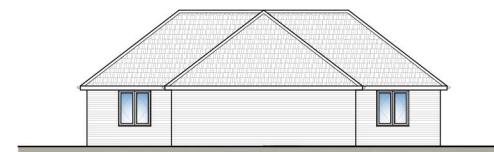
Proposed South-West Elevation - Plots 3-4 - 1:100



Proposed North-West Elevation - Plots 3-4 - 1:100



Proposed South-East Elevation - Plots 3-4 - 1:100



Proposed North-East Elevation - Plots 3-4 - 1:100



SCALE 1:100

Date	Revision	Description	Drawn	Checked
17/11/16	B	Amended to planners comments	AWB	PW
31/03/15	A	Amended to clients comments	AWB	PW

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Project: NCC GARAGE SITE, LAND TO REAR OF HANOVER ROAD, NR2 2HD

Client: ORWELL HOUSING

Proj. Title: PROPOSED FLOOR PLANS AND ELEVS

Proj. Status: PLANNING

Date: AUG 2016

Scale: 1:50/100 @ A1

Proj. No.: PB770-PL04

Revision: B

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Date	Revision	Description	Drawn	Checked
peterwellsarchitects office farm, ketteringham, woodbridge, suffolk, IP13 7RA - 01728 745396 - info@peterwellsarchitects.co.uk				
Project: NCC GARAGE SITE, LAND TO REAR OF HANOVER ROAD, NR2 2HD				
Client: ORWELL HOUSING				
Dwg Title: EXISTING SITE PLAN (TOPO)		Dwg Status: PLANNING		
Date: AUG 2016	Scale: 1:100 @ A1	Dwg No.: PW770-PL02	Revision: /	

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