

Report to Planning applications committee

Item

10 November 2016

Report of Head of planning services

Subject Application no 16/01374/F – Garages adjacent to numbers 245, 247, 269 & 271 Bowers Avenue, Norwich

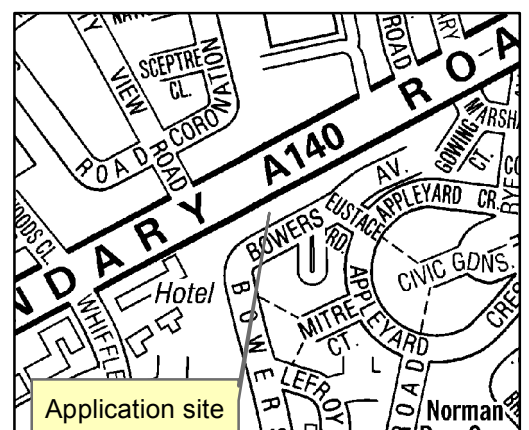
Reason for referral Application affecting City Council owned land.

4(f)

Ward:	Mile Cross
Case officer	Robert Webb - robertwebb@norwich.gov.uk

Development proposal		
Demolition of existing garages and construction of 8 no. flats.		
Representations		
Object	Comment	Support
1	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for flats
2 Design	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
Expiry date	17 November 2016
Recommendation	Approval subject to conditions.



The site and surroundings

1. The site is in Bowers Avenue which is in the Mile Cross area of the city and consists of garages owned and managed by the City Council. The garages are situated at the end of several rows of terraced houses between Bowers Avenue and Boundary Road. The terraced properties are two storey and have a relatively low profile. On the opposite side of Bowers Avenue are three and four storey flat developments.

Constraints

2. There are no planning constraints affecting the land. There is a conservation area on the opposite side of Bowers Avenue but the site itself is not within a conservation area.

Relevant planning history

3. There is no relevant planning history held by the City Council.

The proposal

4. 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 are 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.
5. This application seeks to develop the site to provide 8 no. new affordable 1 bedroom flats, arranged over two storeys in four separate buildings. Each building would have a mono-pitched roof and would be higher than the existing adjacent flat roof terraced properties. Each flat would have an allocated parking space with a further 16 spaces for the use of existing residents or visitors. The ground floor properties would have dedicated outdoor amenity space.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	8
No. of affordable dwellings	8
Total floorspace	Floorspaces range between 46.9 sqm – 55.11 sqm.
No. of storeys	2

Proposal	Key facts
Appearance	
Materials	Walls – red stock facing brickwork and ivory coloured acrylic render. Roof – Concrete slate interlocking tiles (dark grey). Windows – Upvc white. Doors GRP/Timber.
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	Direct from Bower Avenue.
No of car parking spaces	24 (8 for the flats and 16 spare spaces).
No of cycle parking spaces	8
Servicing arrangements	Communal bin stores to serve the development

Representations

6. Advertised on site and in the press. 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. 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 sunlight and privacy to no. 271 Bowers Avenue.	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.

NCC Environmental Protection

8. To be reported.

Highways (local)

9. No objection

Natural Areas Officer

10. The mitigation measures outlined in the ecology report should be followed. Any new landscaping should, as recommended in the report, include a high proportion of native species (some non-native species/varieties of equivalent wildlife value could also be included).
11. If feasible, one or more bird nest boxes could be positioned between north and east elevations on the new buildings. House sparrow, a bird of conservation concern, is known to occur in this area so a sparrow terrace is recommended. The Schwegler company offer several different sparrow terrace models that are commonly used by developers on new builds.

Norwich Society

12. We object as the design is too dominating and the proposed car parking loses the current green space.

Assessment of planning considerations

Relevant development plan policies

13. **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
14. **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

Other material considerations

15. **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

16. 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 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

17. Joint Core Strategy (JCS) Policy 4, supports housing delivery within the plan area, 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.
18. 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.
19. 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. The NPPF encourages 'the effective use of land by reusing land that has been previously developed'.
20. The site constitutes previously developed land and is in a sustainable location for new housing with public transport links to the city centre. The proposed development is therefore considered to be acceptable in principle, subject to assessment against any other relevant policies or material considerations as outlined in the NPPF and the Development Plan.

Main issue 2: Design

21. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
22. The proposal is for four modern blocks with mono-pitched roofs and a combination of brick and rendered walls. They would contrast with the adjacent flat roofed terraced properties both in terms of scale and appearance. The flats would however be similar in appearance to ones which were recently developed further to the east along Bowers Avenue. In terms of design they would add interest and variety to the street scene in an area which already has a variety of types and sizes of dwellings.
23. With regard to the comments from the Norwich Society, whilst it is acknowledged that some of the small green areas around the garages would be developed, the proposal does make provision for new landscaping as well as retaining a number of existing shrubs. The overall landscaping and layout of the scheme is considered

acceptable, particularly when bearing in mind the benefits of delivering affordable housing whilst helping to alleviate the parking pressures in the road.

24. The flats proposed would have an internal floor area of between 46.9 and 55.11 square metres and are intended as 1 bedroom 2 person properties. The floorspace for the ground floor flats is slightly below the national minimum space standards figure of 51.5 square metres for this level of occupation. The four first floor flats are above the minimum recommended size. It is recognised however that if the ground floor flats were occupied by 1 person, then the minimum space standard of 40m² would be met.
25. Whilst the failure to meet the minimum space standards for the ground floor flats based on two person occupancy is regrettable, on balance it is not considered in itself to warrant refusal of the application, given that the development 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

26. Key policies and NPPF paragraphs – DM2, DM11, NPPF chapter 4.
27. The proposal would provide car and cycle parking in accordance with the Council's standards set out within the local plan. A number of car parking spaces would be provided that could be used by existing residents which would assist in alleviating parking pressure. The access and turning within the site would be acceptable and no objection is raised by the Highway Officer.

Main issue 4: Amenity

28. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
29. Concern has been raised by one local resident regarding the potential for loss of sunlight and privacy. Having assessed these matters it is considered that whilst some overshadowing may occur, it would not be of a level that would cause material harm. In addition whilst the development may allow for some overlooking, the flats have been designed in such a way that the main living areas and Juliet balconies are positioned on the far end of the blocks, away from the adjacent terraced properties. The level of overlooking would therefore not be unacceptable.
30. The flats would be significantly higher than the existing houses (partly because the houses are unusually low) but given their positioning it is not considered they would be unacceptably overbearing.
31. A total of 24 garages would be removed as part of the proposal, however in June 2016 only 9 of these were actually occupied. There were a further 8 garages available within 800m walk, and the development provides for 16 spare parking spaces. Some harm would occur as a result of the loss of the garages but the provision of new spaces would help mitigate this and significant weight is attached to the benefits of the providing new affordable housing.
32. No objection is raised by the Highway Officer.

Other matters

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

Conclusion

34. The proposed development would deliver eight new energy efficient affordable homes in a sustainable location without causing material harm to neighbouring occupiers or highway safety. The design and layout of the proposal is acceptable and significant weight is attached to the benefit of helping to address housing needs. The garages in Bowers Avenue are not well used and the proposal would be a more efficient use of the land, whilst providing new parking spaces for existing residents and visitors.

35. 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.

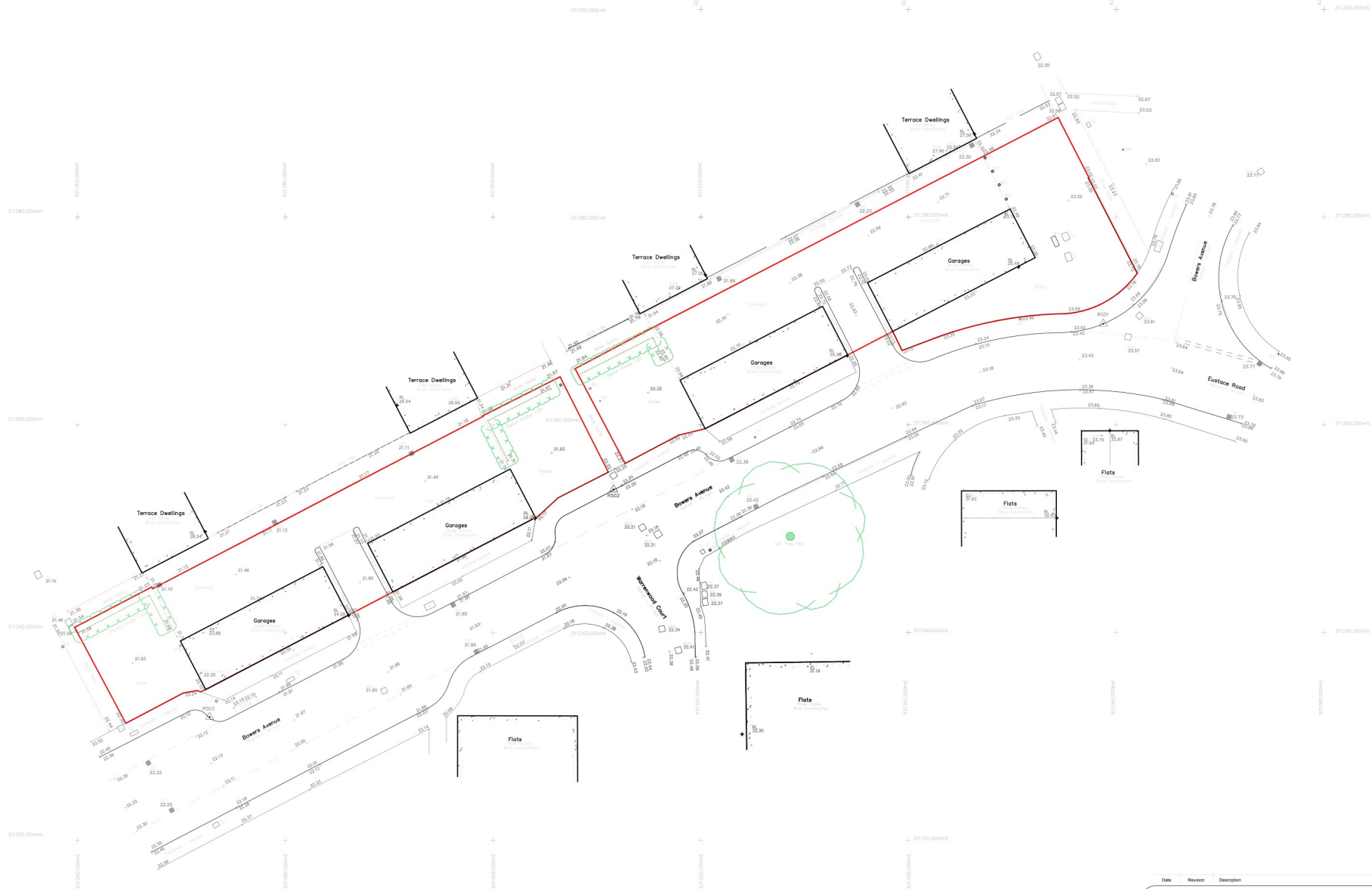
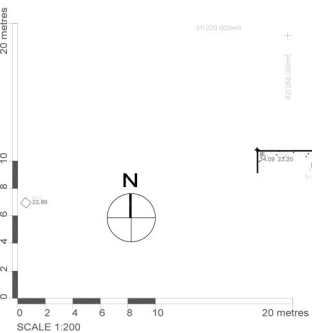
Recommendation

To approve application 16/01374/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; external lighting;
4. Details of hard and soft landscaping and planting
5. Water efficiency
6. Contamination risk assessment and report to be submitted
7. Unknown contamination to be addressed
8. Control on imported materials
9. Tree protection measures to be implemented in accordance with approved plans
10. Ecology measures to be agreed and 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 is recommended for approval subject to appropriate conditions and for the reasons outlined in the officer report.



Date	Revision	Description	Drawn	Checked
peterwellsarchitects office farm, letheringham, woodbridge, suffolk, ip13 7RA - 01728 745358 - info@peterwellsarchitects.co.uk				
Project :	GARAGE SITES 5 & 6, BOWERS AVENUE, NORWICH, NR3 2PP			
Client :	ORWELL HOUSING			
Drp. Title :	EXISTING SITE PLAN (TOPO)		Drp. Status :	PLANNING
Date :	JUN 2016	Scale :	1:200 @ A1	Drp. No. : PW764-PL02
				Revision : /

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LEGEND



Denotes rotary linen line/dryer



Denotes proposed tree planting, layout to be to Specialist design & to the approval of the Local Authority.



Denotes 2390 x 1790mm timber garden shed for cycle storage etc, to have a permanent lock to BS 3621:2204. Shed to be securely fixed to concrete base.



Denotes standard 150 litre polythene water butt with childproof lid & stand receiving discharge from r.w. downpipe. Provide draw off tap for water & automatic overflow pipe into adjacent sw gully. Downpipe must be easily detached for cleaning of interior.



Denotes standard concrete paving slab to private garden areas
colour 'Natural' to the approval of the Local Authority.



Denotes 4m high column street lamp.



Provide min 1800mm high impregnated close boarded anti climb fences over low height brick retaining wall.



Provide min 1200mm high impregnated close boarded anti climb fences with 600mm trellis to top.



Denotes 1500 x 1500mm wheelchair turning circle



Denotes areas of landscape planting to design produced by specialist & to the approval of the local authority.

Denotes permeable block pavior to parking bays and turning areas - finish laid in accordance with engineers details. Final Spec to the approval of the Local Authority.

Marshall's Drivesett Tegel paving with an edging kerb - colour/type to the approval of the Local Authority.



Marshall's Saxon patio paving - To the approval of the Local Authority.



Schedule of Accommodation

Schedule	Beds/Person	Detached / Semi-detached / Flat	Storey Height	Internal Fl. Area sqm	Parking Arrangement
Plot 1	1b/2p	Flat	1	46.91	1 parking bay
Plot 2	1b/2p	Flat	1	55.11	1 parking bay
Plot 3	1b/2p	Flat	1	48.57	1 parking bay
Plot 4	1b/2p	Flat	1	55.11	1 parking bay
Plot 5	1b/2p	Flat	1	48.57	1 parking bay
Plot 6	1b/2p	Flat	1	55.11	1 parking bay
Plot 7	1b/2p	Flat	1	46.91	1 parking bay
Plot 8	1b/2p	Flat	1	55.11	1 parking bay

Western Plot Site Area = Approx. 567 sqm

Eastern Plot Site Area = Approx. 676 sqm

16no. additional spare parking spaces provided to serve local needs to be owned and managed by NCC

13.09.16	D	Amended to planners comments	asb	PW
31.08.16	C	Amended to clients comments	asb	PW
03.08.16	B	Amended to clients comments	asb	PW
07.07.16	A	Amenity spaces and entrance doors amended.	klw	PW
Date	Revision	Description	Drawn	Checked

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office farm, letheringham, woodbridge, suffolk, IP13 7RA - 01728 745356 - info@peterwellsarchitects.co.uk

Project :	GARAGE SITES 5 & 6, BOWERS AVENUE, NORWICH, NR3 2PP
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Client :	ORWELL HOUSING
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Org. Title : PROPOSED SITE PLAN

Org. Status:	PLANNING
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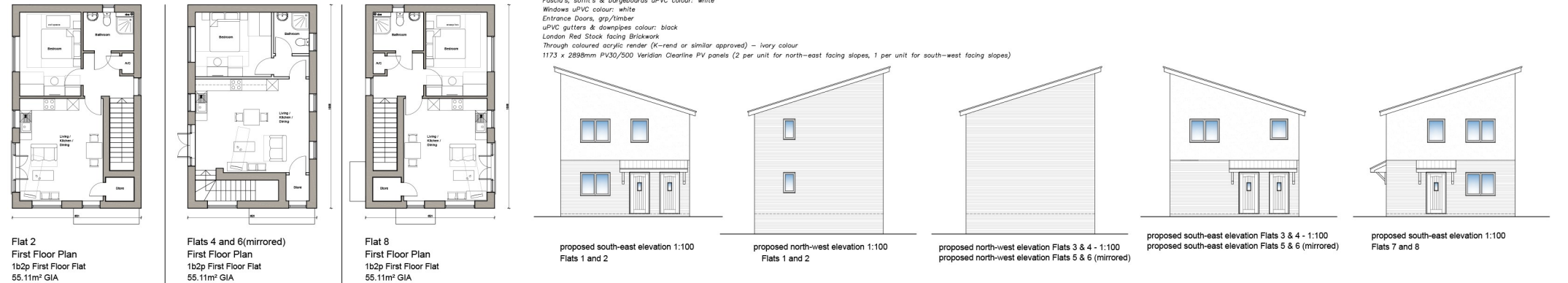
Date :	JUN 2016
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Drg. No. :	PW764-PLO
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Revision :	
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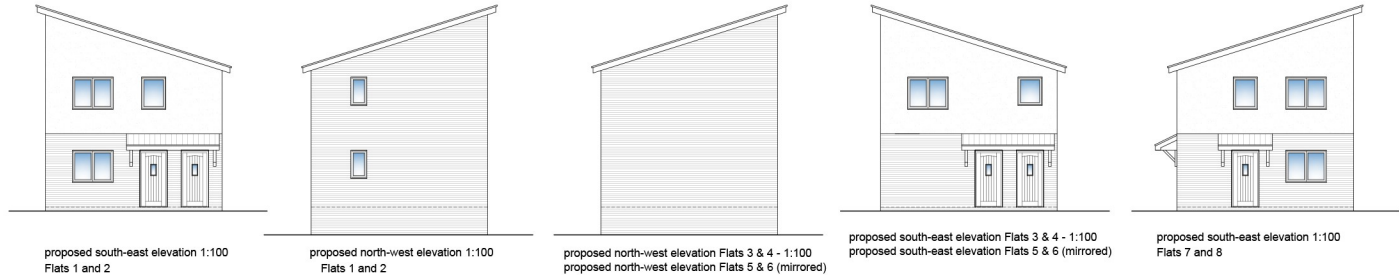
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Flat 2
First Floor Plan
1b2p First Floor Flat
55.11m² GIA

Flats 4 and 6(mirrored)
First Floor Plan
1b2p First Floor Flat
55.11m² GIA

Flat 8
First Floor Plan
1b2p First Floor Flat
55.11m² GIA



proposed south-east elevation 1:100
Flats 1 and 2

proposed north-west elevation 1:100
Flats 1 and 2

proposed north-west elevation Flats 3 & 4 - 1:100
proposed north-west elevation Flats 5 & 6 (mirrored)

proposed south-east elevation Flats 3 & 4 - 1:100
proposed south-east elevation Flats 5 & 6 (mirrored)

proposed south-east elevation 1:100
Flats 7 and 8



Flat 1
Ground Floor Plan
1b2p Ground Floor Flat
46.90m² GIA

Flats 3 and 5(mirrored)
Ground Floor Plan
1b2p Ground Floor Flat
48.57m² GIA

Flat 7
Ground Floor Plan
1b2p Ground Floor Flat
46.90m² GIA



proposed south-west elevation Flats 1 & 2 - 1:100
proposed north-east elevation Flats 7 & 8 (mirrored)

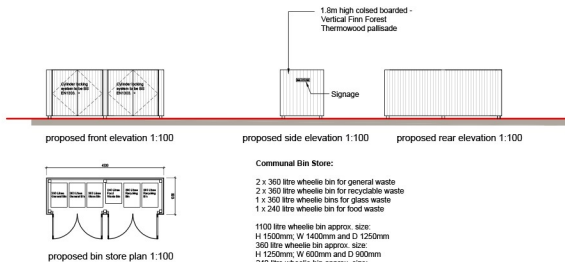
proposed south-west elevation Flats 3 & 4 - 1:100
proposed north-east elevation Flats 5 & 6 (mirrored)

proposed north-west elevation 1:100
Flats 7 and 8

proposed north-east elevation 1:100
Flats 1 and 2

proposed north-east elevation Flats 3 & 4 - 1:100
proposed south-west elevation Flats 5 & 6 (mirrored)

proposed south-west elevation 1:100
Flats 7 and 8



Communal Bin Store:

- 2 x 360 litre wheellie bin for general waste
- 2 x 360 litre wheellie bin for recyclable waste
- 1 x 360 litre wheellie bin for glass waste
- 1 x 240 litre wheellie bin for food waste

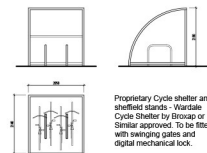
- 1100 litre wheellie bin approx. size: H 1500mm; W 1400mm and D 1250mm
- 360 litre wheellie bin approx. size: H 1250mm; W 600mm and D 900mm
- 240 litre wheellie bin approx. size: H 1100mm; W 600mm and D 750mm

Note: The above refuse bin provisions are as agreed with the planners officers during pre-application consultation.

Gates positioned along the access route with a minimum clear opening of 1.5m wide. Gate must be operable from both side and in accordance with Secured by Design standard.

Any pathways making up part of the inclusive access route must be firm, slip resistance and reasonable smooth, with minimum width 1.2m. Access route are designed to be level with dropped kerbs as necessary to allow manoeuvring of large bins to/from refuse lorries.

There must be space for turning circle of 1.5m diameter for wheelchair user and easy access over the threshold.



proposed cycle store details - 1:100

13.05.16	1:100	Amended to planners comments.	ash	PW
23.05.16	1:100	Amended to planners comments.	ash	PW
03.06.16	1:100	Site info. Cycle store amended.	ash	PW
07.07.16	1:100	Entrance doors and roof pitches amended.	ash	PW
Date	Revision	Description	Drawn	Checked

peterwellsarchitects
office farm, Itheringham, woodbridge, suffolk, IP13 7BA - 01728 745356 - info@peterwellsarchitects.co.uk

Project:	GARAGE SITES 5 & 6, BOWERS AVENUE, NORWICH, NR3 2PP			
Client:	ORWELL HOUSING			
Dwg Title:	FLOOR PLANS AND ELEVATIONS	Dwg Status:	PLANNING	
Date:	JUN 2016	Scale:	1:100 @ A1	
Dwg No.:	PW764-PL04	Revision:	D	

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