

Report to Planning applications committee

Item

10 November 2016

Report of Head of planning services

Subject Application no 16/01354/O - Land at Corner of Knox Road and Plumstead Road, Norwich, NR1 4LQ

Reason for referral Objection

4(c)

Ward:	Crome
Case officer	Kian Saedi - kiansaedi@norwich.gov.uk

Development proposal		
Erection of 9 dwellings with associated works.		
Representations		
Object	Comment	Support
3	0	1

Main issues	Key considerations
1 Principle	Principle of residential development at site, loss of commercial use, impact on community use.
2 Design	Layout, impact upon character of surrounding area.
3 Transport	Highway safety, car/cycle parking, traffic.
4 Amenity	Overlooking/ privacy, overbearing, loss of outlook, overshadowing, noise, space standards.
5 Flood risk	Impact on surface water flooding.
Expiry date	12 November 2016
Recommendation	Approve



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Planning Application No 16/013540

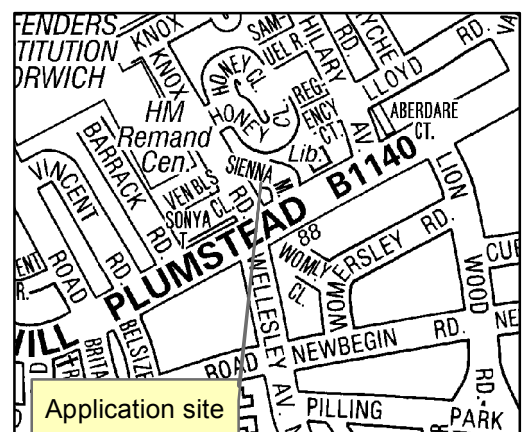
Site Address Knox Road

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. The larger part of the application site is currently used as a car washing business, which was granted planning consent in 2015. A large steel container is located on the site which serves as an office and waiting room associated with the car washing business. The smaller part of the application site to the north currently serves as a car park and outdoor seating area associated with the Windmill public house.
2. The western boundary contains a mature hedge with residential properties on Venables Road to the other side of Knox Road which runs parallel to the application site. The eastern boundary comprises a close boarded fence with a mature hedge with residential properties to the other side of the boundary.
3. Adjoining the rear of the site is a parking area and external seating area serving the pub.

Constraints

4. The site is located within a critical drainage area.
5. The site previously featured a Sycamore tree planted in the north-east corner of the site which was served by a Tree Preservation Order (TPO). It is understood that this tree has since been felled following consent being granted in 2007 for works to the tree. The consent was conditioned to require a tree of the same genus to be planted in its place. It does not appear as though this condition was ever satisfied and the opportunity to plant a sycamore tree as part of the landscaping for the current application will therefore be explored.

Relevant planning history

6.

Ref	Proposal	Decision	Date
15/01487/F	Change of use of part of existing car park to car wash including erection of office and waiting room building.	APPR	27/11/2015

The proposal

7. The application seeks outline planning consent with all matters reserved except for access and layout.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	9
No. of affordable dwellings	N/A
Density	47 dwellings p/ha
Transport matters	
Vehicular access	Vehicle access from Knox Road. The existing vehicle access to the site from Plumstead Road is to be closed off.
No of car parking spaces	9
No of cycle parking spaces	To be agreed by condition.
Servicing arrangements	Communal bon store to be provided adjacent to Knox Road.

Representations

8. Adjacent and neighbouring properties have been notified in writing. Four letters of representation have been received, one of which is submitted on behalf of the Honey Close, Knox Close, Knox Avenue and Knox Road Residence Association. Three of the letters object to the proposal and one offers general support for the proposal. The letters of representation are 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
Objecting to the proposal	
Loss of privacy/overlooking	Main issue 4
Noise disturbance to future occupants from the activities of the pub	Main issue 4
The proposal will increase traffic which is already high	Main issue 3

Issues raised	Response
Impact on car parking in surrounding area/inadequate parking	Main issue 3
Highway safety	Main issue 3
Could Venables Close become permit parking only?	Main issue 3

Assessment of planning considerations

Relevant development plan policies

9. 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
- JCS5 The economy
- JCS6 Access and transportation
- JCS7 Supporting communities
-
- JCS12 The remainder of the Norwich urban area including the fringe parishes
- JCS20 Implementation

10. 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
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM22 Planning for and safeguarding community facilities
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing

Other material considerations

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

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy

- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment

12. Supplementary Planning Documents (SPD)

- Trees, development and landscape SPD adopted June 2016

Case Assessment

13. 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

14. Key policies and NPPF paragraphs – DM12, NPPF paragraphs 49 and 14.

15. The principle of residential development is acceptable on this site under policy DM12 subject to the criteria in the second part of DM12 and subject to the other policy and material considerations detailed in the table below given that:

The site is not designated for other purposes;

The site is not in a hazardous installation notification zone;

The site is not in the late night activity zone;

It does not involve the conversion of high quality office space; and

It is not in the primary or secondary retail area or in a district or local centre.

16. The surrounding area is predominantly residential and the site is located within walking distance of the Plumstead Road District Centre where a variety of shops and services are available to the local community. The site is also accessible in terms of being adjacent to bus stops connecting to the city centre and wider area.
17. There is no objection to the loss of the car wash service and the car washing facility does not provide the type of business premises protected under policy DM17 of the *local plan*.
18. DM22 of the *local plan* seeks to prevent the loss of community facilities in the interests of promoting healthy communities. The car park serving the public house has previously been subdivided to accommodate the car wash facility. The current proposal involves no greater loss of the public house car park and retains nine

customer car parking spaces. This is considered to be adequate and will not harm the functioning of the public house. The public house sign will be retained at the front of the site to direct motorists from Plumstead Road. It is therefore considered that the proposal will not contravene DM22 in any way.

Main issue 2: Design

19. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
20. The application is for outline consent and matters of scale and appearance are reserved. However, details of layout are included and the application states that it is not intended that the height of the development will go beyond two-storey and will achieve a scale sympathetic of the existing character of the local area.
21. The proposal respects the surrounding building line by stepping back from the neighbouring property to the west. In stepping plots 1-6 back in this way, the bulk of the massing will also be broken up which will enable a better visual relationship with the street scene.
22. Car parking is provided to the rear of plots 1-6 where natural surveillance will be provided from the associated flats. The block of flats will wrap around the corner with Knox Road where a residential frontage will be continued in the proposed row of terraced properties (plots 7-9).
23. The layout of the site is successful in creating a strong residential frontage with the street, avoiding any car-dominated frontage and providing landscaping/external amenity space for residents. A communal bin store for occupants of the flats is provided adjacent to the highway, which will allow ease of collection.
24. It is important that the scale and appearance of the development respect and enhance the character of the surrounding area. These details will be conditioned and will need to be assessed under a reserved matter application.

Main issue 3: Transport

25. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
26. The proposal involves blocking off the existing vehicle access from Plumstead Road and instead, providing vehicle access via Knox Road. The existing vehicle access is adjacent to a pelican crossing which raises certain implications in terms of highway safety, especially for pedestrians using the adjacent pelican crossing. Providing the vehicular access from Knox Road and closing off the existing will improve highway safety for vehicles existing the site and will improve the surrounding pedestrian environment.
27. Parking is provided on a 1:1 basis and the level of provision satisfies the standards set out in the *local plan*. It is not anticipated therefore that there will be any significant overspill into the surrounding area and there is not therefore any justification to require parking controls to restrict such activity. Additionally, the site is located within walking distance of a district centre and adjacent to a bus stop where regular services are provided to the city centre and wider area. The high

accessibility of the application site is such that there should be a much lower car dependency.

28. The levels of traffic associated with the proposed residential development are not likely to be greater than that created in association with the car wash and in addition to the improved vehicular access to the site the proposal is likely to reduce traffic impacts in the highway.
29. The application states that cycle storage will be provided in the residential car park area. Further details will be conditioned to ensure adequate specification and capacity.
30. Disabled car parking is provided both in the residential car park and in the car park serving the public house.

Main issue 4: Amenity

31. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.

Neighbouring amenity

32. At this stage the level of detail contained within the current outline application would indicate that the amenity impacts of the proposed development are very low.
33. The layout of the development is such that adequate separating distance exists between neighbouring properties to avoid any significant impact of overlooking and loss of privacy. In terms of rear to rear distances between neighbouring properties located at Sienna Mews, this is measured at ~24 metres and front to front distances between properties at Venables Close is measured at ~28 metres. These separating distances easily accord with the recommended standards set out by the BRE.
34. The proposed layout respects the building line of neighbouring properties and there is no significant impact of overbearing or loss of outlook. The upper floor side window on the west elevation of number 6 Sienna Mews is understood to serve a landing and not a habitable room.
35. The extent of overshadowing cannot be fully understood until matters of scale have been submitted and can be properly assessed. However, any overshadowing is likely to be minor and would only affect the rear gardens of neighbouring properties at Sienna Mews during late afternoon/early evening hours.

Future residents

36. It is noted that proposed 'plot 9' will be the immediate neighbour to the public house to the north. Furthermore, Plumstead Road generates significant traffic flows which in turn produce a significant source of noise that could affect future residents at the site, in particular those living within the block of flats at the front of the site. Conditions will therefore be imposed requiring adequate sound insulation in the new development. A noise impact assessment will need to be undertaken and a scheme for mitigation submitted to the local planning authority for approval, which will then need to be incorporated into build out prior to occupation.

37. While floor plans have not been submitted, the site plan indicates bedroom numbers and dwelling sizes, which appear to comply with local and national space standards. Additionally, future occupants will all benefit from external amenity space and cycle parking.

Main issue 5: Flood risk

38. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
39. The site is located within a critical drainage area where there is a requirement under policy DM5 of the *local plan* to ensure that adequate and appropriate consideration has been given to mitigating surface water flood risk.
40. The application includes a comprehensive 'Floor Risk Assessment and Surface Water Drainage Strategy' and the applicant has independently consulted Norfolk County Council as Lead Local Flood Authority (LLFA) for advice on the proposal. In their response the LLFA state that development may need to "pay extra attention to the design and method of surface water disposal due to the higher downstream flood risk", but that they are "not aware of any flooding from ordinary watercourses, groundwater or from surface water flooding at this location".
41. To prevent any adverse impacts upon the surface water regime of the surrounding area, the application proposes a surface water drainage strategy.
42. The existing site is covered predominantly by impermeable hardstanding, which the proposal will reduce by two thirds via a combination of green space and through the introduction of permeable paving to any areas of hardstanding. Even prior to the introduction of other mitigation measures this will significantly reduce the amount of surface water discharging from the site compared to the existing situation.
43. Additionally, the surface water runoff from the impermeable roof area will discharge via an attenuation system, which will outfall via a flow control into the local sewer system. Permeable areas will be linked to the drainage network to ensure overflows can flow into the piped surface water drainage system, but via a flow control system which will vary the discharge rate into the main sewer system depending on the extent of the storm event. Furthermore, rainwater harvesting will be encouraged via rainwater butts to be installed at each of the terraced properties, and a swale is to be created to the front of the site which will provide exceedance storage in the event of storm events greater than the 1 in 100 year storm event with climate change.
44. The drainage strategy is comprehensive and not only will the proposed scheme decrease the current levels of surface water runoff, but will also reduce flows from the site by more than 70%.
45. Subject to compliance with the drainage strategy and accompanying maintenance schedule, the proposed scheme is considered to accord with policy DM5 of the *local plan*.

Compliance with other relevant development plan policies

46. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

Requirement	Relevant policy	Compliance
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition
Trees	DM7	Yes subject to condition The site previously featured a Sycamore tree planted in the north-east corner of the site which was served by a Tree Preservation Order (TPO). It is understood that this tree has since been felled following consent being granted in 2007 for works to the tree. The consent was conditioned to require a tree of the same genus to be planted in its place. It is not clear as to whether this condition was ever satisfied and the opportunity to plant a sycamore tree as part of the landscaping for the current application will therefore be explored. The applicant has agreed to this solution.
Landscaping and open space	DM3 & DM8	Landscaping details make up a reserved matter to be determined at a future date. The landscaping scheme should include details of the trees to be planted including a Sycamore tree to replace that which was previously felled.
Biodiversity	DM6	Yes subject to condition
Contamination	DM11	Yes subject to condition

Other matters

47. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation: List relevant matters.

Equalities and diversity issues

48. There are no significant equality or diversity issues. The application includes provision for disabled parking both in the resident's car park and associated with the public house.

Local finance considerations

49. 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.
50. 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.
51. In this case local finance considerations are not considered to be material to the case.

Conclusion

52. Subject to conditions the development will accord with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

Recommendation

To approve application no. 16/01354/O - Land At Corner Of Knox Road & Plumstead Road Norwich NR1 4LQ and grant planning permission subject to the following conditions:

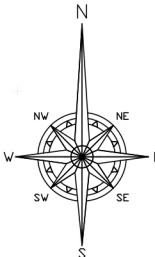
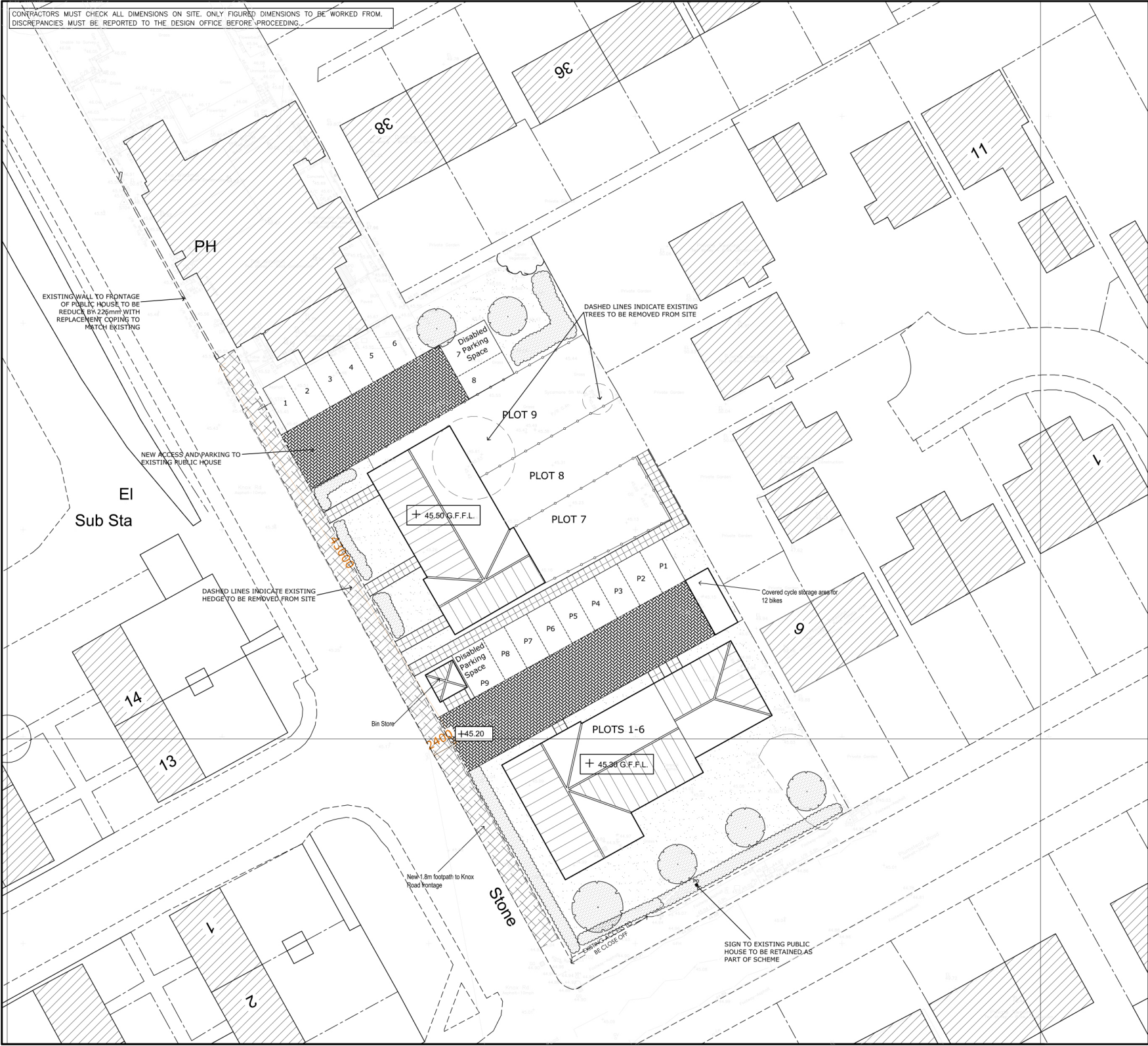
1. Standard time limit;
2. No development shall take place in pursuance of this permission until approval of the reserved matters has been obtained. The reserved matters shall relate to external appearance, landscaping and scale;
3. In accordance with plans;
4. Contamination – risk assessment;
5. Contamination – verification, monitoring and maintenance;
6. Contamination – discovery of unknown contamination;
7. Contamination – imported material;
8. Details – car parking (including one electric charging point in communal car park), cycle parking, servicing;
9. Noise – attenuation to properties to prevent noise disturbance from activities associated with the public house and traffic noise from Plumstead Road;

10. Development to be carried out in accordance with the surface water drainage strategy and associated maintenance schedule;
11. Compliance with recommendations of ecology report;
12. Water efficiency.

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.

CONTRACTORS MUST CHECK ALL DIMENSIONS ON SITE. ONLY FIGURED DIMENSIONS TO BE WORKED FROM. DISCREPANCIES MUST BE REPORTED TO THE DESIGN OFFICE BEFORE PROCEEDING.



Plot Schedule	
Plot No.	HOUSE TYPE
1	2 Bed Flat 61m2
2	2 Bed Flat 61m2
3	2 Bed Flat 70m2
4	2 Bed Flat 70m2
5	2 Bed Flat 70m2
6	2 Bed Flat 70m2
7	3 Bed Terrace House 96m2
8	3 Bed Terrace House 96m2
9	3 Bed Terrace House 96m2
Total	
690m2	

DRAWING REVISIONS

Rev	Date	Details
A	22-07-16	Site layout over-laid on topographical survey
B	19-08-16	Ground Floor levels added
C	01-09-16	Additional parking added
D	05-09-16	Additional landscaping added
E	21-10-16	Disabled parking bays added and note regarding retention of existing public house sign



Project:
PROPOSED DEVELOPMENT
WINDMILL PUBLIC HOUSE
KNOX ROAD NORWICH

Drawing:
Site Plan Scheme D

Drawing File Location:
DRAWING-FILE-LOCATION

Drawn by: MWS Scale: 1:250@A2 Date: 26-04-16

This drawing is © copyright protected.
All dimensions to be checked on site.
Any discrepancies to be reported to
the Architect immediately.
This drawing should not be scaled.

Drawing no: 350/SK/04 Revision E