

Report to Planning applications committee

Item

8 December 2016

Report of Head of planning services

Subject

Application no 16/01371/F– Car Park adjacent to no. 125 West Pottergate, Norwich

4(b)

Reason

for referral

Application affecting City Council owned land.

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

Development proposal		
Construction of 2 no. dwellings		
Representations		
Object	Comment	Support
1	0	0

Main issues	Key considerations
1 Principle of development	Principle of redevelopment for housing
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
5 Flood risk	Consideration of impact on flooding within the critical drainage area.
Expiry date	15 December 2016
Recommendation	Approval subject to conditions.

The site and surroundings

1. The site is in West Pottergate, to the west of the city centre near Earham Road and consists of a surface-level car park owned and managed by the City Council. The car park contains 14 parking spaces. To the north of the site is a care home that at the time of writing was nearing completion, to the east a three storey block of flats and to the south is a larger car park and residential garden. To the west is a pair of two-storey Victorian houses.

Constraints

2. The site is adjacent to a conservation area which covers land to the south and west of the site. The land is within a critical drainage area as designated by the Norwich Local Plan.

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 2 no. new affordable 2 bedroom houses. They would take the form of a pair of semi-detached houses. Each property would have a private garden with cycle shed and an allocated parking space. Each house would have two solar photovoltaic panels.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	2
No. of affordable dwellings	2
Total floorspace	Each dwelling would have a floorspace of 72.4 sqm.
No. of storeys	2

Appearance	
Materials	Walls – red stock facing brickwork. Roof – Red/Orange concrete pantiles. 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 access from West Pottergate
No of car parking spaces	2
No of cycle parking spaces	Cycle shed for each property
Servicing arrangements	Bin storage area within garden of each property

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
Concerns about overshadowing and overlooking to no.130 West Pottergate	See main issue 4.
Concern about loss of parking, including for disabled visitors.	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. 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 the conditions are applied to secure this.

Highways (local)

9. No objection.

NCC Arboricultural Officer

10. The application does not consider the trees off site to the north west of the plot. The site plan shows the area becoming a garden but I assume there will be work lifting the asphalt in the RPA's of these trees. I would like to see a Tree Protection Plan to protect these trees while development takes place and a method statement of how the asphalt will be removed.

Lead Local Flood Authority

11. No comments.

Assessment of planning considerations

Relevant development plan policies

12. **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
13. **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

14. **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

15. 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 Policy 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

16. 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 as being particularly important in meeting housing need in the city.
17. 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.
18. 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, within walking distance of the City Centre. The proposal is 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.

Main issue 2: Design

19. Key policies and NPPF paragraphs – JCS2, DM3, DM12, NPPF paragraphs 9, 17, 56 and 60-66.
20. The design shown is that of a conventional pair of semi-detached properties with red bricks and red/orange concrete pantiles. The scale and simple appearance of the properties would integrate well with the varied character of the surrounding residential neighbourhood and would not cause harm to the nearby conservation area.
21. The dwellings proposed would have an internal floor area of between 72.4 square metres and are intended as 2 bedroom 4 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 3 persons, then the minimum space standard of 72 square metres would be met.

22. Notwithstanding this, whilst the failure to meet the minimum space standards based on four 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

23. Key policies and NPPF paragraphs – DM2, DM11, NPPF chapter 4.
24. The proposal would provide a single car parking space for each property and cycle parking in accordance with the Council's standards set out within the local plan. No objection is raised by the Highway Officer with regard to the layout or loss of parking proposed.

Main issue 4: Amenity

25. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
26. Whilst some concerns have been raised by the occupants of no. 130, it is considered that the proposal would not cause material harm in terms of overshadowing or loss of privacy to this property due to the orientation and siting of the houses, the use of obscure glazing and the separation distance proposed.
27. There is the potential for impacts on the care home to the north, which is approximately 13 metres away from the rear of the proposed dwellings at the closest point and therefore steps have been taken to minimise directly facing windows and overlooking from the upstairs floors. A combination of velux and side windows would be used for the upstairs bedroom windows, one of which would be obscure glazed to avoid overlooking to the house at no. 130, and some planting is proposed at the rear to increase privacy and screening over time. The most prominent window on the care home is a circulation area and not a habitable room which assists in terms of reducing overlooking issues.
28. With regard to the loss of parking, recent surveys carried out by the City Council indicate the car park is usually less than half full during the day. At night time occupancy levels increase to approximately two-thirds full, although a high number of alternative vacant spaces elsewhere in the street were recorded.
29. Some harm would inevitably occur as a result of the loss of the parking but there are on-street parking spaces available within the street and addressing housing need is considered to be of greater importance than providing off-road parking spaces, particularly in a location which has good links to public transport and is within walking distance of the city centre. It is therefore recommended that the application should not be refused on the grounds of loss of parking.

Main issue 5: Flood risk

30. Key policies and NPPF paragraphs – JCS1, DM5, NPPF Chapter 10.
31. The site is within Flood Zone 1 and therefore is at low risk of 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 and therefore the proposal would not increase flood risk.

Other matters

32. Subject to the imposition of conditions, the proposal is acceptable in terms of its impact on trees, biodiversity, land contamination and the energy efficiency measures proposed.

Conclusion

33. The proposal would deliver two new energy efficient and affordable houses in a sustainable location without causing material harm to neighbouring occupiers or highway safety. The design and layout of the proposal is acceptable and the loss of the parking would be outweighed by the significant planning benefits of helping to meet affordable housing needs.
34. 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.

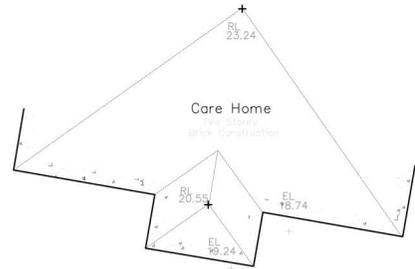
Recommendation

To approve application 16/01371/F and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. First floor window on west elevation to be obscure glazed and fixed shut.
4. PD rights for first floor windows on rear elevation removed.
5. Details of facing and roofing materials; windows; joinery; boundary treatments, walls and fences
6. Details of hard and soft landscaping and planting
7. Tree Protection Plan and Arboricultural Method Statement to be approved and implemented
8. Water efficiency
9. Contamination risk assessment and report to be submitted
10. Unknown contamination to be addressed
11. Control on imported materials

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.



Shrub/Tree planting to northern boundary to provide screening / privacy.
 Proposals shown indicative only, final details to be confirmed by specialist landscape designers and to local authority approval.

LEGEND

-  Denotes proposed tree planting, layout to be to Specialist design & to the approval of the Local Authority.
-  Denotes 2390 x 1700mm timber garden shed for cycle storage etc. to have a permanent lock to BS 3521:2004. 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.
-  Denotes 3 No 240 litre wheeled bins. General domestic waste & Recycling / Food waste provided & collected by the Local authority on a weekly rotation basis.
-  Denotes recycled plastic compost bin min size 220 litre, 900mm high & 740mm dia.
-  Provide min 1800mm high impregated close boarded and climb fences with grave boards & concrete posts to boundaries between private gardens & public spaces and as privacy screen.
-  Provide min 600mm high impregated timber pallisade fence.
-  Provide 600mm high timber knee rail fence
-  Provide 1200mm black metal railing fence
-  Denotes 1500 x 1500mm wheelchair turning circle.
-  Denotes areas of landscape planting to design produced by specialists & 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 Saxon patio paving - To the approval of the Local Authority.

308800.000mN

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10 metres
 0
 1
 2
 3
 4
 5
 6
 7
 8
 9
 10 metres



Date	Revision	Description	Drawn	Checked
14.06.16	F	Amended to planner's comments	AAB	PW
31.05.16	E	Amended to clients comments	AAB	PW
31.05.16	D	Amended to clients comments	AAB	PW
15.05.16	C	Amended for planning submission	AAB	PW
12.05.16	B	Car parking arrangements amended	AAB	PW
13.07.16	A	Amended to DnS house scheme	AAB	PW

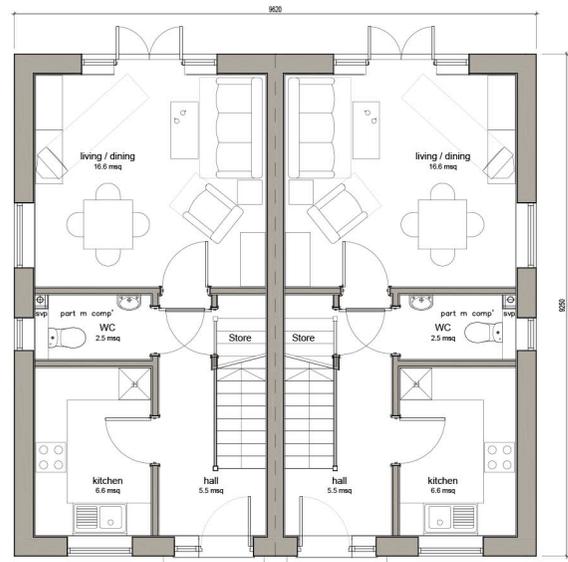
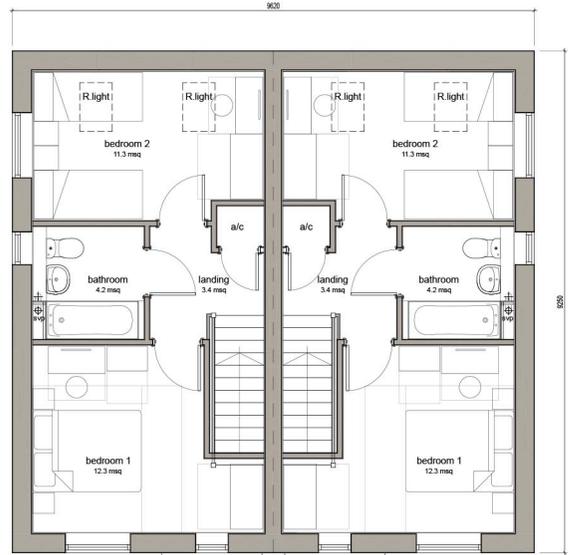
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Project: NCC Garage Site, West Pottergate, NR2 4BW
 Dra Title: Proposed Site Plan
 Client: Orwell Housing
 Dra. Status: Planning
 Date: June 2016
 Scale: 1:100 @ A1
 Dra. No.: PW780_PL02
 Revision: F

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Roof Pitch 35.0 deg.
 Red/orange concrete pantiles
 Fascia's, soffits & bargeboards uPVC colour: white
 Windows uPVC colour: white
 Entrance Doors: grey/limber
 uPVC gutters & downpipes colour: black
 Red Stock facing Brickwork
 2no. 1173 x 2898mm Pv30/500 Veridian Clearline PV panels per unit



Plot 1 Ground Floor Plan
 2b4p House
 72.4m² GIA

Plot 2 Ground Floor Plan
 2b4p House
 72.4m² GIA



proposed south elevation 1:100

- ▲ Toughened Safety Glazing
- Laminated Glazing
- Obscured Glazing



proposed west elevation 1:100



proposed east elevation 1:100



proposed north elevation 1:100

Date	Revision	Description	AS	PW
14/09/16	B	Amended to planner's comments	AS	PW
15/09/16	A	Amended for planning submission	AS	PW

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Project:	NCC Garage Site, West Pottergate, NR2 4BW		
Proj. Title:	Proposed Plans & Elevations		
Client:	Orwell Housing	Proj. Status:	Planning
Date:	June 2016	Scale:	1:50, 1:100 @ A1
Proj. No.:	PW780_PL03	Revision:	B

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