

Report to Planning applications committee

Item

19 December 2019

Report of Area development manager

Subject Application no 19/01511/F - Garages adjacent to 83
Belvoir Street, Norwich

4(a)

Reason for referral Objections

Ward:	Nelson
Case officer	Maria Hammond - mariahammond@norwich.gov.uk

Development proposal		
Demolition of 8 garages. Construction of 2 No. dwellings with associated works.		
Representations		
Object	Comment	Support
2	0	0

Main issues	Key considerations
1	Principle of demolishing garages and constructing dwellings
2	Design
3	Amenity
4	Trees
5	Transportation
6	Biodiversity
7	Flood risk
Expiry date	24 December 2019
Recommendation	Approve

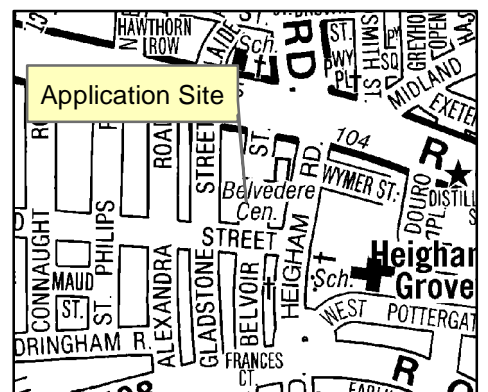


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Planning Application No 19/01511/F
 Site Address Garages adjacent
 83 Belvoir Street
 Scale 1:1,000



NORWICH
 City Council
 PLANNING SERVICES



The site and surroundings

1. The application site is located on Belvoir Street, off Stafford Street, west of the city centre. It occupies land to the west of the road at the dead end of this part of Belvoir Street. The site is occupied by eight garages, a small communal amenity area, an access route to the rear of the adjacent terrace and an area of grass verge.
2. Along the northern boundary there are mature trees within a strip of grass that separate the site from adjacent sports courts. A footpath runs along the eastern side of these courts providing pedestrian access from this part of Belvoir Street towards the Belvedere Community Centre and Dereham Road.
3. The terrace of two storey dwellings to the south dates from the 1960s and is distinct in character from the largely Victorian terraces in the surrounding area. On the opposite side of the road, there is a recently built terrace designed to reflect the local Victorian architecture and a car park serving these dwellings.

Constraints

4. The site is in a critical drainage catchment and at risk of surface water flooding.
5. A small portion of the site (approximately 36 square metres) is identified as open space protected by Policy DM8.

Relevant planning history

6.

Ref	Proposal	Decision	Date
33167	The erection of eight type 111 houses, eight garages, play space and layby	Approved	06/09/1967
19/00845/F	Demolition of 8 garages. Construction of 2No. dwellings with associated works.	WITHDN	16/09/2019

The proposal

7. It is proposed to demolish the existing garages and build two new dwellings on the site. This pair of two storey semi-detached dwellings would each have two bedrooms. Three parking spaces would be provided at the front of the site with a small front garden between these and the dwellings. In appearance they would be similar to the recently built terrace on the opposite side of the road which has the proportions and features of local Victorian terraces.
8. Rear access to the existing terrace would be retained and a new gate would be provided to secure this.
9. This application follows a previously withdrawn application and includes amendments to the layout and design with revised supporting information.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	Two
No. of affordable dwellings	There is no policy requirement for affordable housing in a development of this scale, however it is proposed to offer both dwellings for shared ownership.
Total floorspace	158 sqm (79 sqm each dwelling)
No. of storeys	Two
Max. dimensions	8.8m high by 9.6m wide and 10m deep
Density	41dph
Appearance	
Materials	Brick, plain tiles, stone cills and heads, UPVC windows and composite doors.
Transport matters	
Vehicular access	As existing
No of car parking spaces	Three
No of cycle parking spaces	Sheds proposed in each garden for secure cycle storage spaces
Servicing arrangements	Bin storage identified in each garden

Representations

10. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Two letters of representation, including one from a ward councillor, 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
<p>Number of parking spaces has increased from 3 to 4 (from previous withdrawn application). Consider this number to be in excess of City's parking standards in an area which is within easy walking and cycling distance of the city centre and close to two major bus routes.</p>	<p>See main issue 4 - since consultation the proposal has been amended and reverted to three spaces</p>
<p>Would it be possible for the new occupants to use the existing off-road parking site (opposite) if they need extra parking over and above 1 car parking space per dwelling.</p>	<p>See main issue 4</p>
<p>More car parking means less land for soft landscaping and biodiversity. The front gardens to the existing properties opposite have been provided with longer front gardens planted with hedging and a small tree per front garden.</p>	<p>See main issues 4 and 6</p>
<p>Proposed ecological mitigation is wholly inadequate. Also object to the rear garden and site boundary treatments as a lost opportunity for enhancing biodiversity.</p>	<p>See main issue 6</p>
<p>The ecology report is dismissive about hedgehogs. There are opportunities to provide better biodiversity enhancements and to link in with the surrounding small areas of green space and trees. Irrespective of whether there are gaps in the current boundaries to facilitate movement of hedgehogs and amphibians, the proposed development ought to make provision through the boundary treatments and landscaping to encourage biodiversity.</p>	<p>See main issue 6</p>
<p>The new ecological survey makes reference to the ponds in the locality. It also states that as the proposed development site is bounded by a brick wall there is no ingress or egress points for amphibians. The survey seems to have looked only at the site and not the immediate surroundings as there is a nearby chainlink fence (permeable to amphibians) which allows access into the development area and should be considered.</p>	<p>See main issue 6</p>

Issues raised	Response
<p>Still states that there will be limited overlooking of all adjacent property which is incorrect. Nothing new has been proposed to mitigate this. There will be a direct impact onto existing surrounding properties which again has not been taken into account. A similar design to a recent nearby development on Stafford Street (09/00401/F) should be considered here.</p>	<p>See main issue 3</p>
<p>The proposed development still does not follow the strong building line, with the proposed new houses still being dropped back from the existing line. The proposed roof line of the new dwellings is also out of keeping with the existing properties on the same side of the street, instead being vastly elevated by comparison. This is alleged to match the design on the opposite side of the street - why not be in keeping with the same side instead?</p>	<p>See main issue 2</p>

Consultation responses

11. 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.

Environmental protection

12. The Desk Study produced by Rossi Long indicates that there is the potential for contamination to exist and that additional site investigation is required. Therefore I recommend conditions and informatives.

Highways (local)

13. No objection on highway grounds. Informative: These dwellings will not be entitled to on-street parking permits

Landscape

14. No objection to the proposal in landscape terms.
15. I am in agreement with the approach to drainage as set out within the supporting documents, paving should be permeable where possible and this should be conditioned as part of any approval if given. I would suggest water butts are also provided for the properties.

16. Although the front gardens shown are small, these are consistent with the size of other on Belvoir Street. However as these are not sufficiently large to plant trees in, I would suggest that small trees are included within the rear gardens. Landscape details can be conditioned as part of any approval if given.

Ecology

17. The Ecology report meets guidelines and is acceptable. The revised report considers the ponds in the gardens of the terrace of seven houses on Gladstone Street to the west of the application site. It concludes that as the site is separated from these gardens by a high wall, which is to be retained, the ponds are not a major constraint.

18. Mitigation - The recommendations of 7.2 Best practice measures are supported and could be included in an ecological condition.

19. Enhancement - The provision of one bird box and one bat box would be acceptable. It would be preferable for these to be integrated into the building design rather than fixed onto the structure afterwards.

20. Planting as suggested by the report would also represent enhancement.

21. If there are any opportunities for making openings in the existing boundary walls or proposed boundary treatments this would cater for movement of wildlife particularly amphibians and hedgehogs.

22. I suggest use of conditions: Mitigation Programme, Bird Nesting Season and Small mammal access. A Landscape condition could remind of the need for inclusion of wildlife-friendly plant species.

Tree protection officer

23. No objections, however, retained trees could be vulnerable to damage during demolition/construction. In addition to the recommendations contained within the AIA and method statement, I would like to suggest that an Arboricultural Supervision condition is applied, to ensure that the CEZ is respected, and the trees remain unaffected by the project.

Local Lead Flood Authority

24. I can confirm that the County Council as Lead Local Flood Authority has no comment to make.

Assessment of planning considerations

Relevant development plan policies

25. **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
 - JCS6 Access and transportation

26. 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
- DM8 Planning effectively for open space and recreation
- 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

27. Relevant sections of the National Planning Policy Framework February 2019 (NPPF):

- NPPF2 Achieving sustainable development
- NPPF9 Promoting sustainable transport
- NPPF5 Delivering a sufficient supply of homes
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF15 Conserving and enhancing the natural environment

28. Supplementary Planning Documents (SPD)

- Trees, development and landscape SPD adopted June 2016

Case Assessment

29. 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

30. Key policies and NPPF paragraphs – DM8, DM12, NPPF section 5.

31. The existing Council garages on the site are largely vacant and three remaining tenants have been reserved alternative garages in the next street. There is permit controlled on-street parking along one side of Belvoir Street for existing residents so it is not considered there would be a significant loss of parking and replacing the

garages with two new dwellings is considered to have benefits which outweighs their loss.

32. At the rear of the existing garages there is a communal amenity space which is accessible by neighbouring dwellings. It is currently neglected and underused, but offers little more than a space to sit and it is not considered that its loss as a result of the development would unacceptably affect the amenity of existing residents who have the benefit of private gardens and the public amenity space adjacent to the Belvedere Centre.
33. The communal amenity space is not protected by any policy. However, a small area of grass verge between the road and garages is included within the boundary of the defined open space which covers the courts and play space to the north. Whilst Policy DM8 seeks to resist the loss of open space, other than in exceptional circumstances, the fact that the existing area offers nothing more than a grass verge, only 7 square metres would be lost and the remainder would be provided with shrub planting offering visual amenity and biodiversity benefits, this loss is immaterial and not unacceptable.
34. The site is appropriate for residential development in accordance with Policy DM12, subject to the proposal satisfying the policy criteria as considered below.

Main issue 2: Design

35. Key policies and NPPF paragraphs – JCS2, DM3, NPPF section 12
36. The proposal seeks to replicate the form and design of the terrace on the opposite side of the road which has been constructed for the same applicant in the last ten years. This takes inspiration from the local Victorian terraces and includes high quality details such as stone heads and cills to windows and doors. It is acknowledged that this would be taller than and contrast with the adjacent 1960s terrace, however the proposed dwellings would be set behind the building line of this so appear less dominant in the streetscene and the design is considered to reinforce the positive characteristics of the area in accordance with Policy DM3.

Main issue 3: Amenity

37. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraph 127.
38. Each dwelling would comply with minimum space standards and have gardens of a size consistent with those in the surrounding area. The northernmost dwelling has a larger garden and much of it would be overshadowed or overhung by surrounding trees, but it is considered there would be sufficient space to provide an acceptable standard of amenity.
39. There would be a distance of 23 metres to the rear of the terraced dwellings on Gladstone Street. First floor windows in the rear elevation would be to bedrooms and it is considered the nature of the use of these rooms and the distance to the neighbouring properties mean there would be no unacceptable overlooking or loss of privacy. The rear gardens would be overlooked to a greater extent than accommodation, however these are bisected gardens to terraced dwellings which are overlooked by existing neighbouring properties. Whilst there are existing properties on Gladstone Street which currently enjoy open views across the application site framed by trees and have no dwellings or windows immediately to

their rear, it is not considered the introduction of two storey dwellings on the site would unacceptably affect their amenity.

40. There would also be views to the gardens of the dwellings to the south, however these would be at an oblique angle and not overlook the gardens any more than existing dwellings in the terrace. The existing end of terrace dwelling south of the site has no windows in the end elevation so the windows in the proposed dwelling facing this would not overlook it. The siting of the dwellings north of the existing terrace and at a sufficient distance to neighbouring dwellings to the west means there would be no significant overshadowing or loss of light.

Main issue 4: Trees

41. Key policies and NPPF paragraphs – DM7, NPPF paragraph 170.
42. There are four trees to the north and one to the west just outside the boundaries of the site. Existing boundary walls to the west and partway along the northern boundary will be retained and this will offer some protection to the trees during construction work. Further protection measures are also proposed and these plus arboricultural supervision should be secured by condition.

Main issue 5: Landscaping

43. Key policies and NPPF paragraphs – DM3, DM8, NPPF paragraph 170.
44. The site is currently almost entirely built over and the design incorporates areas for soft landscaping to the front of each dwelling and rear gardens. Therefore there will be a considerable increase in soft landscaping and permeable surfaces across the site. The provision of trees in the rear gardens has been added to the proposal.
45. The amendment which has been made since consultation increases the area of shrub planting to the frontage which will enhance the appearance of the site, the streetscene and, subject to agreeing appropriate species and management by condition, biodiversity.

Main issue 5: Transport

46. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 9
47. There is no highway objection to the proposal.
48. The proposed three parking spaces would provide one dedicated space to each dwelling, plus a visitor space. Previously two spaces per dwelling were proposed but the application was amended to reduce this, retain the designated open space and provide additional shrub planting. Maximum standards for this area would allow 1.33 spaces per dwelling so the proposed provision is broadly in line with this and considered acceptable.
49. There is dedicated space within each site for cycle and bin storage and this should be secured by condition.

Main issue 6: Biodiversity

50. Key policies and NPPF paragraphs – JCS1, DM6, NPPF section 15.

51. Representations have queried the submitted ecology survey. This is however considered to have been carried out correctly and its content is acceptable.
52. Specific concerns have been raised about hedgehogs and amphibians which may be able to move through the site at present. Existing boundary walls to the north and west will be retained, with new closeboard fences proposed to complete the boundaries of each dwelling. The provision of gaps at regular intervals to allow for small mammal and amphibian access can be secured by condition to retain permeability through the site and soft landscaping of the gardens and frontage will provide more habitat than currently exists on site.
53. The inclusion of integrated bat and bird boxes is considered an appropriate enhancement as is soft landscaping with species to attract wildlife to further enhance biodiversity opportunities. These can be secured by condition.

Main issue 8: Flood risk

54. Key policies and NPPF paragraphs – JCS1, DM5, NPPF section 14.
55. The site is in a critical drainage catchment and within a wider area at risk of surface water flooding. At present there is 77% impermeable site coverage which drains direct to the public sewer. The proposal would reduce the impermeable area to 19.6% and water butts on the rear roof slope would attenuate the flow to the sewer. Overall, the proposal would result in a significant reduction in the impermeable area and therefore have a positive impact on the management of surface water and risk of flooding.
56. As the risk of flooding from water flowing across the site cannot be avoided, measures are proposed to mitigate the risk of the dwellings flooding internally. Standing advice from the Local Lead Flood Authority suggests that floor levels should be set 300mm above the anticipated flood level. This would result in a floor level 1.2 metres above ground level which would have practical and aesthetic implications. Therefore, the floor levels are proposed to be raised 300mm above the external ground level and flood resistant and resilient measures would be incorporated for the 900mm above this. It is considered necessary to condition the details of these measures and also a flood warning plan to alert and prepare occupants to the risk.

Compliance with other relevant development plan policies

57. 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
Water efficiency	JCS 1 & 3	Yes subject to condition
Contamination	DM11	A Desk Study has indicated there is a risk of contamination on site so further site investigation should be secured by condition.

Equalities and diversity issues

58. There are no significant equality or diversity issues.

Local finance considerations

59. 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.
60. 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.
61. In this case local finance considerations are not considered to be material to the case.

Conclusion

62. The proposal would replace existing largely vacant garages and a small amenity space with two new houses. Alternative facilities are available and the benefits of the housing are considered to outweigh their loss and that of a small area of designated open space.
63. The dwellings have been designed to reinforce the positive characteristics of the local area and it is not considered there would be any unacceptable impacts on the amenity of neighbouring occupiers. Subject to appropriate conditions, the proposal is acceptable with regards contamination, trees, biodiversity, landscape, drainage and flood risk.
64. The development is in accordance 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. 19/01511/F - Garages Adjacent 83 Belvoir Street, Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Contamination site investigation;
4. Previously unidentified contamination;
5. Compliance with AIA;
6. Arboricultural supervision;
7. Materials;
8. Landscaping;
9. Imported material;
10. Small mammal access in boundary treatments;
11. Biodiversity enhancement;
12. Drainage scheme;

13. Flood resilience/resistance measures;
14. Flood warning notices;
15. Water efficiency

Article 31(1)(cc) statement

The local planning authority in making its decision has had due regard to paragraph 38 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 to the layout and flood resilient design, the application has been recommended for approval subject to appropriate conditions and for the reasons outlined in the officer report.



- LEGEND**
- Denotes 2200 x 1750mm timber garden shed for cycle storage etc. to have a permanent lock to BS 3621:2004. Shed to be securely fixed to concrete base.
 - Denotes 3 No 240 litre wheeled bins. General domestic waste & Recycling / food waste provided & collected by the Local Authority on a weekly rotation basis.
 - Provide min 1800mm high impregnated close boarded anti-drift fences with concrete gravel boards & concrete posts to boundaries between private gardens & public spaces and an privacy screen.
 - Provide 900mm black metal railing fence, with matching gate where necessary.
 - Denotes proposed shrub planting - final details/specification to local authority approval.
 - Denotes permeable block pavings to parking bays and turning areas - finish laid in accordance with engineers details. Permeable paving blocks to be Best Omega Floor, Colour: Charcoal or similar approved.
 - Denotes permeable block pavings to paths and patio areas - finish laid in accordance with engineers details. Permeable paving blocks to be Best Omega Floor, Colour: Burnt Oak or similar approved.
 - Grassed area - to be turfed in accordance with Employers Requirements.
 - Asphalt finish to engineers specifications.
 - Denotes standard 150 litre polythene water butt with childproof lid & stand receiving discharge from rain downpipes. Provide draw off tap for water & automatic overflow pipe into adjacent sew gully. Downpipes must be easily detachable for clearing of interior.
 - Denotes proposed tree planting - final positions and specification to be approved by the Local Authority.

- Flood Resilient Measures to be provided / adhered to:**
- Ground Floor Level to set at a minimum of 300mm above external ground levels.
 - All walls to ground floor rooms are to be finished with hardwall plaster (no plasterboard linings to be used at ground floor).
 - All skirting's and architrave's within ground floor rooms are to be softwood (not MDF).
 - All electrical sockets are to be fitted a minimum of 900mm above FFL (i.e. 1.2m above external GL).
 - No floating floor constructions are to be used, ground floors are to consist of screed finish over PIR insulation.
 - Provide flood doors (front doors and patio doors) - such as uPVC flood doors by Lakeside Flood Solutions.

Date	Revision	Description	Drawn	Checked
04.12.19	G	Flood Resilient Measures added	ash	PW
05.11.19	F	Commented by planning officers comments	ash	PW
14.11.19	E	Clarified to include leaving the rear of adjacent properties.	ash	PW
20.10.19	D	Updated to clients comments.	ash	PW
23.05.19	C	Updated to clients comments.	ash	PW
15.05.19	B	Updated for planning application submission.	ash	PW
14.05.19	A	Boundary treatment amended.	ash	PW

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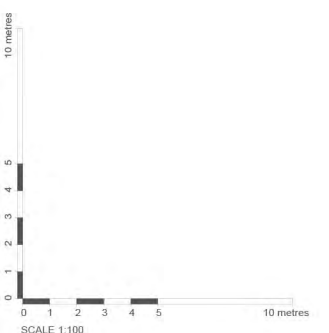
Project: NCC Garage Site, Belvoir Street, NR2 3AZ

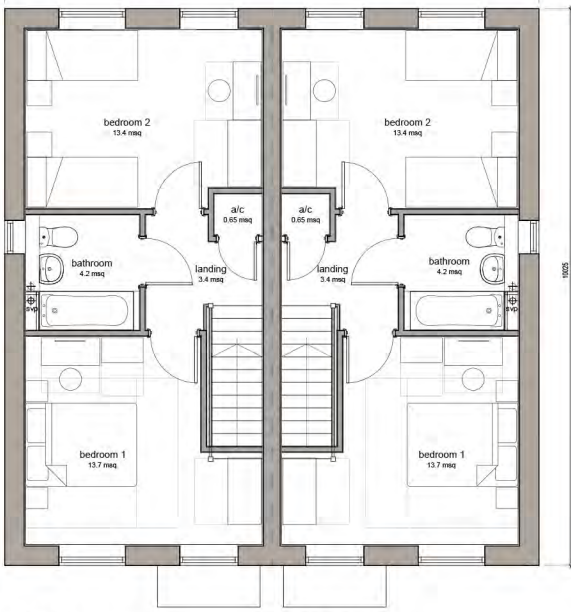
Proj Title: Proposed Site Plan

Client: Orwell Housing **Proj Status:** Planning

Date: May 2019 **Scale:** 1:100 @ A1 **Proj No.:** PW763_PL02 **Revision:** G

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Plot 1 First Floor Plan

Plot 2 First Floor Plan



Plot 1 Ground Floor Plan
2b4p House
79m² GIA

Plot 2 Ground Floor Plan
2b4p House
79m² GIA



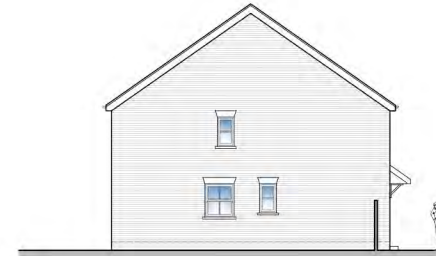
proposed east elevation 1:100



proposed north elevation 1:100

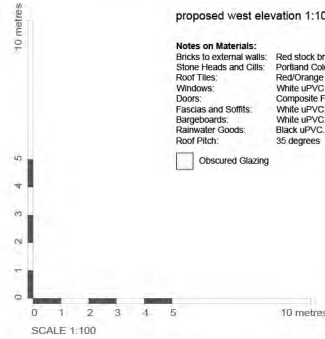


proposed west elevation 1:100



proposed south elevation 1:100

- Notes on Materials:**
- Bricks to external walls: Red stock bricks.
 - Stone: Heads and Chills: Portland Colour Cast Stone.
 - Roof Tiles: Red/Orange concrete interlocking plain format roof tiles.
 - Windows: White uPVC Double Glazed Units.
 - Doors: Composite Front Doors and White uPVC Rear Doors.
 - Fascias and Soffits: White uPVC.
 - Bargeboards: White uPVC.
 - Rainwater Goods: Black uPVC.
 - Roof Pitch: 35 degrees.
 - Obscured Glazing



Date	Revision	Description	Drawn	Checked
04.12.19	D	Ground floor raised 300mm above external ground level, as a flood resilient measure.	AW	PW
20.05.19	C	Updated to planning comments.	AW	PW
20.05.19	B	Updated to clients comments.	AW	PW
15.05.19	A	Updated to planning application submission.	AW	PW

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Project: NCC Garage Site, Belvoir Street, NR2 3AZ

Dwg Title: Proposed Plans & Elevations

Client: Orwell Housing Dwg Status: Planning

Date: May 2019 Scale: 1:50 / 1:100 @ A1 Dwg No.: PW763_PL03 Revision: D

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