

Report to Planning applications committee

Item

14 April 2016

Report of Head of planning services

Subject Application no 16/00021/F - Land adjacent to 23 and 25 Mornington Road, Norwich

Reason for referral Objection

4(a)

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

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

Main issues	Key considerations
1 Principle of development	Suitability of site for residential development, housing supply
2 Design	Scale, form, layout, choice of materials, impact on character of the surrounding area and adjacent conservation area, impact on landscape value
3 Amenity	Provision of external amenity space, internal living space for future residents, impact of the proposal upon outlook, overlooking, overshadowing and daylighting of neighbouring properties
4 Transport	Car/cycle parking provision, accessibility, highway safety, servicing
Expiry date	31 March 2016 extended to 21 April 2016
Recommendation	Approve subject to conditions



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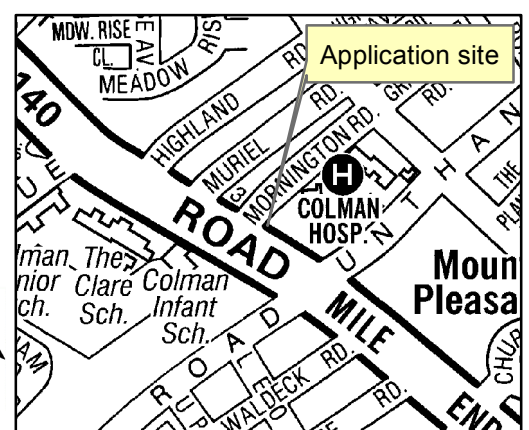
Planning Application No 16/00021/F
 Site Address Land adjacent to
 23 and 25 Mornington Road

Scale 1:1,000



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

1. The site sits at the end of a terrace of two-storey flats, adjacent to the corner of Mornington Road and Colman Road. To the north-east of the site are the buildings and grounds of Colman Hospital and to the west are the residential properties of Mornington Road.
2. The existing flats feature an area of landscaping at the front of the properties, servicing strip at the rear and a shared car parking/servicing forecourt is provided at the north end of the site. The proposed flats would connect to the south end of the terrace in an area which is currently hard-surfaced and enclosed by a 1.8 metre high brick wall.
3. The site is located just beyond the boundary of the Unthank and Christchurch Conservation Area to the east of the site.

Constraints

4. Critical Drainage Area (DM5).
5. The site is adjacent to the Unthank and Christchurch conservation area.

The proposal

6. The application is for the construction of two flats.

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	2
No. of affordable dwellings	0
Total floor space	145 sq.metres
No. of storeys	2
Max. dimensions	~5.2 metres to eaves, ~7.8 metres to ridge, 10 metres wide and 8.5 metres deep.
Appearance	
Materials	Red multi brick to match existing, pantiles to match existing and uPVC windows/doors to match existing
Transport matters	
Vehicular access	Vehicular access as existing

Proposal	Key facts
No of car parking spaces	2 additional (the 8 spaces for the existing flats are to be retained)
No of cycle parking spaces	10
Servicing arrangements	Two 'euro' style bins to be located adjacent to site entrance and screened behind timber panel.

Representations

7. Adjacent and neighbouring properties have been notified in writing. Three letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Harm to character of area	Main issue 2
Overdevelopment of the site	Main issue 3
Loss of amenity space	Main issue 3
Reduction of daylighting to neighbouring properties	Main issue 3
Inadequate car parking/will increase parking congestion in the surrounding street	Main issue 4
Harm to highway safety	Main issue 4
Loss of view	The nearest opposing residential property is separated from the proposed block of flats by a distance of 21 metres and screened by a row of trees on the boundary of the application site. Any loss of view would be minimal and would not significantly harm residential amenity.

Consultation responses

8. 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.

Highways (local)

9. No objection on transportation grounds. The site can accommodate the additional development and the car parking can be successfully altered. The provision of cycle parking is very welcome. Bins should be stored adjacent to the vehicle access to the site from Mornington Road.

Assessment of planning considerations

Relevant development plan policies

10. **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
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS10 Locations for major new or expanded communities in the Norwich
 - JCS12 The remainder of the Norwich urban area including the fringe parishes
 - JCS20 Implementation
11. **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
 - DM9 Safeguarding Norwich's heritage
 - DM12 Ensuring well-planned housing development
 - DM28 Encouraging sustainable travel
 - DM30 Access and highway safety
 - DM31 Car parking and servicing

Other material considerations

12. **Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**
 - NPPF0 Achieving sustainable development
 - 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

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, JCS4, NPPF paragraphs 49 and 14.
15. The site is located in an established residential area, within walking distance of a local retail centre which will provide shops and services for future residents and the site is also adjacent to a regular bus route serving the UEA and city centre.
16. 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 discussed 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.
17. The creation of two dwellings will contribute to an identified housing supply shortage in the city area.

Main issue 2: Design

18. Key policies and NPPF paragraphs – JCS2, DM3 and DM9 NPPF paragraphs 9, 17, 56 and 60-66.
19. The proposed block of two flats has been designed to assimilate sympathetically to the existing terrace in respect its layout, scale, form and choice of materials.
20. The only exception to the materials proposed for the construction of the new flats is with regard to the projecting copper coloured bay window located on the gable end fronting Colman Road. The design of this part of the building, with a projecting bay and recessed brick panels, is welcomed for creating a stronger frontage onto the street and marks an improvement from the blank gable of the existing development. The use of copper coloured cladding will also add visual interest to the street scene.
21. The proposal necessitates the loss of a very small patch of grass, but otherwise the existing vegetation on the site is to be retained, which will ensure that the landscape value of the site is protected.

22. The design of the scheme is therefore acceptable and relates positively to the character and distinctiveness of the local area. In turn, this will ensure that the significance of the adjacent conservation area is preserved and not harmed in any way.

Main issue 3: Amenity

23. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
24. The proposal involves the loss of a small area of hard standing, which currently features a rotary dryer and is available to all residents as amenity space.
25. It is difficult to gauge the extent to which this area is utilised by residents, but the area does not benefit from any level of natural surveillance from the flats and is situated at the end of terrace as opposed to a more central and inviting location. It is not therefore considered that this area serves as an amenity space of significant quality. While the loss of this space is regrettable, the existing residents will still benefit from adequate remaining external amenity space both at the front and rear of the flats, which would offer low level recreational and clothes drying opportunities if required. The site is also located within close walking distance of Eaton Park which is located west of the application site and will provide additional recreational opportunities both for existing and future residents at the site. The loss of this space is therefore considered to be acceptable and given the external space that will remain following construction, the proposal is not considered to amount to an over-development of the site.
26. The proposal is for two 2-bed flats, one at ground floor and one at first-floor level. Both flats satisfy the internal spaces standards set out by Central Government and locally within the supporting text of DM2 of the *local plan*.
27. The proposal will not result in any significant harm to neighbouring amenity in terms of overshadowing, overlooking, overbearing or loss of outlook. The nearest residential property on the opposing side of Mornington Road is 21 metres from the development and this separating distance is sufficient for ensuring that any loss of daylighting would be minimal.
28. The existing trees provide screening between the application site and other properties along Mornington Road and these are to be retained. Even so, given the 21 metre separating distance between opposing dwellings there would be no significant issue of overlooking during autumn/winter months when leaves have fallen.

Main issue 4: Transport

29. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
30. Each of the flats is to be provided with one on-site parking space and all existing on-site parking spaces are to be retained. This level of provision accords with *local plan* standards and will avoid any significant additional pressure on parking availability in the surrounding street, which is not controlled by permit. The site is also highly accessible, within walking distance of a local retail centre and adjacent to regular bus services, which makes the site locationally sustainable and non-dependent on car ownership. The proposal also introduces secure and covered

cycle parking for both residents of the proposed flats and for the occupiers of the existing flats at the site.

31. The refuse storage has been moved adjacent to the vehicle access to the site and is to be screened with timber panels to minimise visual impact. This location is acceptable and will provide ease of collection from the highway. Servicing arrangements for the existing flats will remain unchanged.
32. The entrance to the site is splayed and provides adequate visibility onto the surrounding pavement for vehicles leaving the site to ensure that highway safety will not be harmed as a result of the scheme.

Compliance with other relevant development plan policies

33. 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
Energy efficiency	JCS 1 & 3 DM3	Not applicable
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes. The scheme will result in only a minor increase in the non-permeable surfacing at the site and not to a level that will significantly increase the risk of surface water flooding to the surrounding area
Trees	DM7	Yes, subject to compliance with the arboricultural method statement and tree protection plan. The proposal will not involve the loss or harm to any of the trees on site.

Equalities and diversity issues

34. There are no significant equality or diversity issues.

Local finance considerations

35. 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.

36. 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.
37. In this case local finance considerations are not considered to be material to the case.

Conclusion

38. Subject to conditions 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. 16/00021/F - Land adjacent to 23 and 25 Mornington Road, Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Materials to match existing (bricks, roof tiles and windows);
4. Development to be carried out in accordance with the arboricultural impact assessment, method statement and tree protection plan;
5. No occupation until cycle parking has been provided in accordance with the approved plans;
6. Water efficiency.

Informatives:

- 1) Purchase of refuse and recycling bins;
- 2) Street naming and numbering;
- 3) Considerate construction;

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.



ACCOMMODATION SCHEDULE

PLOT NO.	ACCOMMODATION	TENURE	APPROX. G.I.A (m ²)	Dwelling Type
P1	2b	private sale	70m ²	flat
P2	2b	private sale	75m ²	flat



CAR PARKING

1 Dwelling	1 spaces
Total Parking	10 spaces (including 2 new spaces)

DRAWING LEGEND

- indicative soft landscaping scheme (subject to detail design)
- Existing Flats
- Proposed Flats

E	13.03.16	Reduction of bin storage area following planning officer feedback.	DG
D	24.02.16	Reduction of bin storage area following planning officer feedback.	DG
C	02.02.16	Reduction of bin storage area.	DG
B	04.01.16	Bin storage area amended.	DG
A	21.12.15	Updated floor plan.	DG
REV DATE	DESCRIPTION	DRAWN	CHECKED BY
21.12.15	Updated floor plan.	DG	NM

Planning

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Proposed Site Plan

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