

Report to Planning applications committee

Item

14 May 2015

Report of Head of planning services

Subject Application no 15/00464/VC - Land Adjacent to Novi Sad Bridge, Wherry Road, Norwich

4 (C)

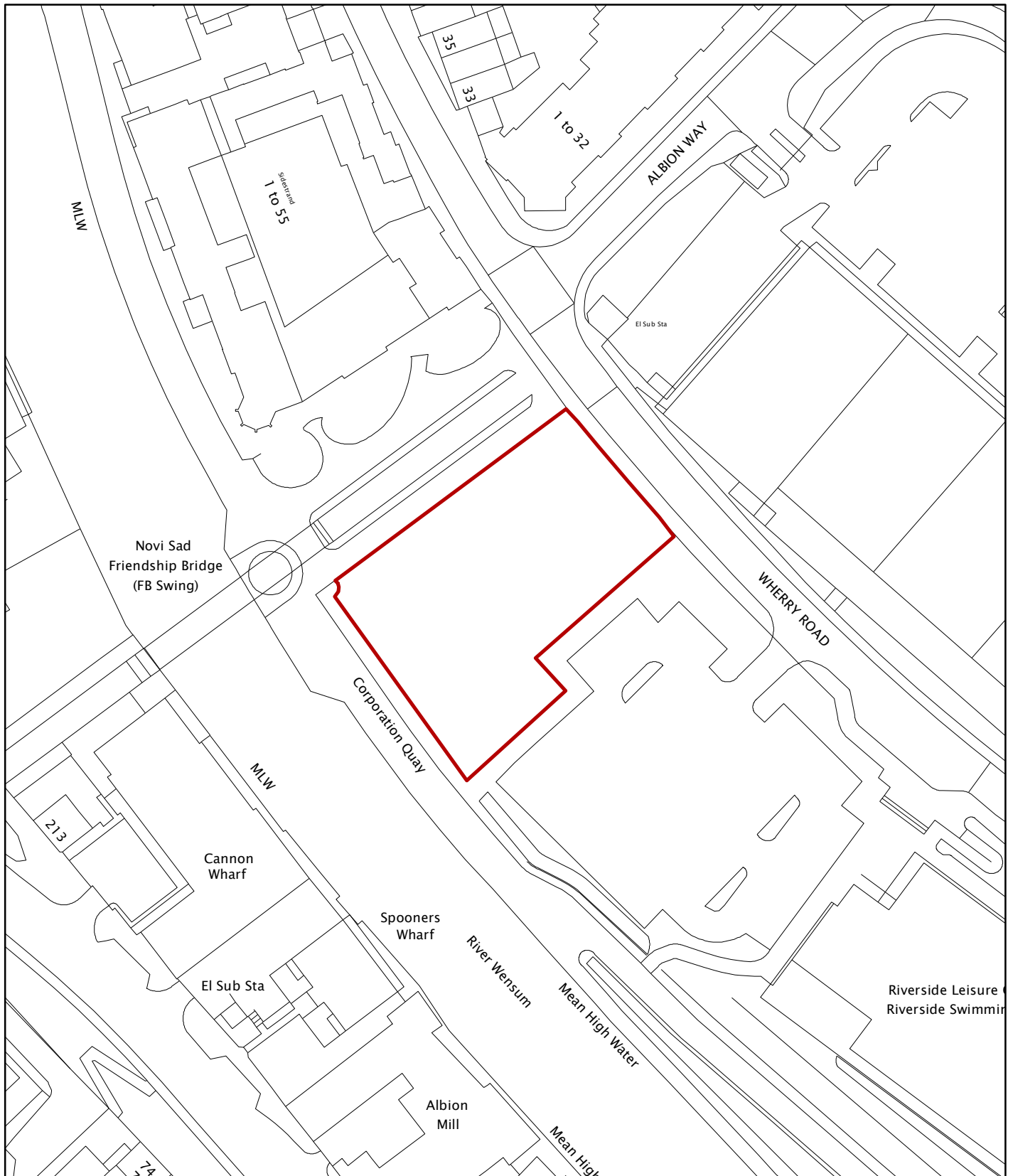
Reason for referral Objection

Applicant Grafik Architecture

Ward:	Thorpe Hamlet
Case officer	James Bonner - jamesbonner@norwich.gov.uk

Development proposal		
Amendments to approved plans by variation of condition 2 of permission 11/02236/F.		
Representations		
Object	Comment	Support
4		

Main issues	Key considerations
1 Design and heritage	Increased mass; impact on conservation area
2 Amenity	Overshadowing, overlooking, loss of outlook and daylight; occupier amenity
3 Transportation	Cycle storage
Expiry date	24 June 2015
Recommendation	Approve



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Planning Application No 15/00464/VC

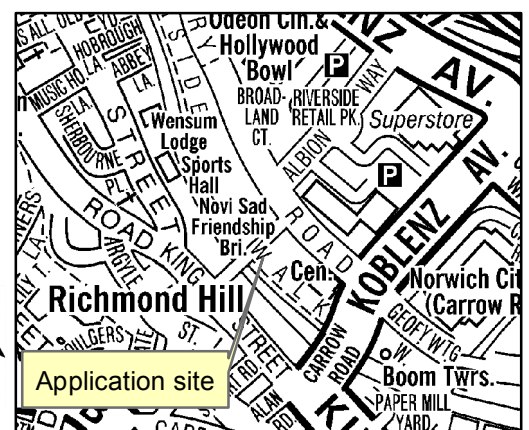
Site Address Land adjacent to Novi Sad Bridge
Wherry Road

Scale 1:1,000



NORWICH
City Council

PLANNING SERVICES



The site and surroundings

1. In February 2013 planning permission was granted (11/02236/F – see appended committee report for a full site description) for the redevelopment of the site with a single block of 66 units comprising 60 two bed flats and 6 one bed flats with vehicle access from Wherry Road into a ground floor car, cycle and refuse parking/stores. In October 2014 members agreed changes to the S106 agreement to remove the overage clause in exchange for an additional affordable unit on site, taking the total of on-site affordable units to six. The review mechanism was retained and as the extant permission was implemented on 11 July 2014, occupation will need to take place within 30 months of that date to avoid a further review of viability.

Constraints

2. The site is not within a conservation area but is adjacent to the City Centre conservation area which covers the west/south side of the river but also the Riverside Walk between the site and the river. On the opposite side of the river from the site there are a number of locally and statutory listed buildings such as Spooners Wharf (locally listed) and the City Flour Mill buildings, Ferry Boat Public House and 213 King Street (all grade II).
3. As part of the adopted local plan the 0.23 hectare site is allocated (CC12) for housing development at a minimum of 65 dwellings with other uses also being acceptable, including office, leisure uses or hotel development. It is required that the design of the development should enhance the river gateway to the city centre.
4. The entire site is within flood zone 2.

Relevant planning history

5. See paragraph 1 above

The proposal

6. The applicant seeks to vary condition 2 and amend the approved plans. The scheme remains broadly the same with the main changes being:
 - The replacement of the two bedroom ground floor room with a plant room (relocated from the seventh floor) and rentable storage units;
 - On the north west corner on the sixth floor the introduction of a two bedroom flat on the sixth floor with terrace.
 - Several external internal and external alterations including:
 - repositioning of internal cycle and refuse stores;
 - removal of projecting stairwell on south eastern elevation (facing leisure centre) adjacent to the river and removal of setback windows on floors four and five above this;
 - removal of balconies on the same elevation adjacent to Wherry Road and replacement with vertical line of windows;

- slight enlargement in size of triple row of tall windows on the north east (Wherry Road) elevation;

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	66 (unchanged)
No. of affordable dwellings	6 (unchanged)
No. of storeys	7
Max. dimensions	22m high
Density	287 dwellings per hectare (unchanged)
Appearance	
Materials	Various colour renders (majority white), various coloured cement panels, black brick.
Energy and resource efficiency measures	As per paragraph 41 of appended report.
Transport matters	
Vehicular access	Wherry Road
No of car parking spaces	60 (53 internal, 7 external)
No of cycle parking spaces	66
Servicing arrangements	Internal storage, collection via Wherry Road

Representations

7. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 4 letters of representation from 3 individuals 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
As with the original scheme, the cycle parking is inadequate in the space provided.	Cycle parking - see main issue 3.
Drawings are confusing. Hopefully the lowest part of the staggered end of the building is towards the bridge like Cannon Wharf at the other side of the river.	Visualisations have been sent on to clarify that as with the previous approval, the highest part of the corner by the bridge, stepping down away from the bridge along the river frontage. Design and heritage – see main issue 1.
<p>Revised elevation to Sidestrand Flats is too high in relation to existing buildings. Block sided solid vision gives ugly appearance of a concrete monstrosity overpowering the neighbouring 3 storey structure.</p> <p>The stepping elsewhere in the building would be better suited to both the riverside and side adjacent to the bridge to reduce this impact as the far side does not face a residential area.</p> <p>Would cause privacy issues to these flats also. A fresh look at the entire project should be taken.</p> <p>Following visualisations:</p> <p>Continue to object to out of scale proposal in its impact on Sidestrand – intrusive and blocks light.</p>	<p>Design and heritage – see main issue 1.</p> <p>Amenity – see main issue 2.</p>

Consultation responses

- 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.

Design and conservation

- Changes to stair tower are generally an improvement (including reduction in height), the previous appearing as a 'gap'. Condition requiring materials. Scheme would be better without increase in height of sixth floor but due to height of element and setback there will be relatively limited long views and the impact is acceptable. Setback materials should be changed from white render to a light grey slightly metallic finish to mitigate impact. Removal of balconies on south east elevation: at the least windows should be introduced.

Historic England

10. Mostly concerned with alterations to scale and massing of building and how this would relate to the conservation area across the river. We do not consider the changes would be such as to have a harmful impact upon the heritage asset. No detailed comments to make – defer to council to consider the detailing and materials to ensure a high quality building.

Environmental protection

11. Changes are acceptable providing recommendations or original noise report are implemented.

Broads Authority

12. No objection.

Norfolk police (architectural liaison)

13. Several comments made on Secure by Design, including access to underground parking and cycle stores.

Assessment of planning considerations

Relevant development plan policies

14. **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
 - JCS9 Strategy for growth in the Norwich policy area
 - JCS11 Norwich city centre
 - JCS18 The Broads
 - JCS20 Implementation
15. **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
 - DM6 Protecting and enhancing the natural environment
 - DM9 Safeguarding Norwich's heritage
 - DM11 Protecting against environmental hazards
 - DM12 Ensuring well-planned housing development
 - DM13 Communal development and multiple occupation
 - DM28 Encouraging sustainable travel

- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

16. Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)

- CC12 Land at Wherry Road

Other material considerations

17. 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

18. 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.
19. The principle of the residential block here is accepted through 11/02236/F and in comparison to the scale of this development, the scale and nature of the proposed changes do not differ substantially from the scheme approved and this Section 73 application for minor material amendments is considered appropriate. This report should be read alongside the appended original committee report as the vast majority of the assessment is covered in this.

Main issue 1: Design and Heritage

20. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66. Heritage key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.
21. The original design was informed by a number of factors, including the riverside and Wherry Road aspects being the main frontages with the Novi Sad bridge elevation being the secondary. Gradual stepping down of the building toward the north east and south west corners of the site allows a more urban scale while creating a ‘Landmark Block’ and preventing the creation of a corridor effect with the river. The principle of the design remains the same, as does its main impact on the most important riverside elevation and adjacent conservation area. The increased visual

impact that is apparent is the additional extension on the 6th floor running parallel with the Novi Sad Bridge. Although this is not as aesthetically positive as the approved scheme due to the increased perception of mass, its actual impact is reduced by the setback of the extension. This means the additional floorspace will not be as apparent as the face-on elevations suggest and in reality its prominence will be restricted in many views, for instance by the Sidestrand flats when approaching along the Riverside Walk from the north.

22. Where it is more visible, such as in close views along Wherry Road, the colour of the setback section has been changed to a lighter grey colour as opposed to white to further reduce its appearance as a single entity. Alongside the setback this will adequately mitigate the negative aspect of increasing the height here. In longer views the scale of the additional floorspace is relatively minor in relation to the approved block and the various steps and material changes will render its impact acceptable.
23. The changes to the stair tower, including the removal of the 7th floor plant room, are generally positive as the previous stair tower treatment gave the impression of a gap in the elevation. The new treatment relates better to the rest of the materials and the framing (including its material) can be agreed via condition. The replacement of the residential unit on the Novi Sad/Wherry Road north west corner with the plant room/storage units means a removal of active frontage on an important corner which is unfortunate. The elevational treatment ensures some fenestration is retained and given the mass of activity on upper floors, the change is acceptable, assisted by the superior amenity standards of the replacement flat.
24. On the south east elevation facing the leisure centre the removal of the stairwell is acceptable, as is the removal of the setback on floors four and five given their height. The removal of the balconies on the element adjacent to Wherry Road is more visible but the use of fenestration continues to add interest and break up the elevation. The other changes, such as the changes to the windows, are relatively minor and do not undermine the visual acceptability of the scheme. The majority of the materials have been agreed through 14/00863/D and the conditions reflect this.
25. While the scheme would arguably be a better one without some of the changes proposed, particularly the ground floor corner and the additional floorspace at 6th floor level, on balance the changes do not undermine or substantially degrade the visual quality and acceptability of the scheme to the point there would be any unacceptable harm for the development's appearance within the street scene, the character of the wider conservation area or for the setting of any nearby listed buildings.

Main issue 2: Amenity

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

Neighbouring amenity

27. The principle of residential units this close to those neighbouring at Sidestrand flats has been accepted and the alterations to windows, the new windows of the 6th floor flat and its terrace raise no substantial opportunities for increased overlooking or loss of privacy over and above what already has permission. The same can be said for the overbearing impact of the development and loss of daylight and direct

overshadowing. Although there will be a slight increase in overshadowing and loss of light/outlook for some units in Sidestrand, when compared to the amenity impact of the approved scheme, the amenity implications are relatively minor and are not severe enough to warrant refusal.

Occupier amenity

28. The shaded balconies being removed on the south east elevation provided minimal amenity space for occupiers and their removal does not undermine overall amenity standards. With its terrace and greater outlook the 6th floor flat provides a greater level of amenity than the ground floor flat it replaces and overall occupier amenity remains acceptable.

Main issue 3: Transport

29. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
30. The level of and room for cycle storage was accepted as part of the previous application – all are internal and therefore secure. The specification for the cycle stands was agreed at detail stage (14/00863/D) and the layout and provision remains acceptable subject to condition.
31. One additional car parking spot is proposed – this raises no significant issues. The refuse storage has been reconfigured to consolidate it into two separate stores instead of the previous four. The level of provision remains acceptable, as does the servicing arrangements. The changes result in no significant transportation concerns.

Compliance with other relevant development plan policies

32. 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 subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to conditioned sustainability strategy.
Sustainable urban drainage	DM3/5	Not applicable. Surface water strategy agreed through 14/00863/D

Other matters

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

- Landscaping: as per the original scheme with details agreed through 14/00863/D.
- Flooding: The same conditions relating to finished floor levels of habitable rooms and compensatory flood storage will be applicable as the previous application. The water / plant room is not elevated like the previous ground floor room was and will be at risk from a 1 in 1000 year flood event. However the likelihood and lack of direct risk to human life render this tolerable.

Equalities and diversity issues

34. There are no significant equality or diversity issues.

S106 Obligations

35. The on-site affordable housing provision (six units) and the transportation and open space contribution remain, subject to a deed of variation to link the obligations to this new permission.

Local finance considerations

36. 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.
37. 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.
38. In this case local finance considerations are not considered to be material to the case. It is worth noting that any increase in floorspace above what was previously approved would be subject to a CIL charge.

Conclusion

39. The conclusions of the original approval are still relevant here and worth repeating in full:

The proposals provide for the residential redevelopment of a vacant brownfield site in an accessible City Centre location. The proposals have a distinctive contemporary character and architectural style which is considered to be acceptable given the mixed character of surrounding development. The proposals height would not obstruct any significant building within any identified corridor of vision, it would however help to balance the riverscape of the two banks and help

to define the streetscape around Novi-Sad bridge. The layout of the site is considered to be efficient given the fairly high density of the proposals and satisfactorily provides for the necessary parking, servicing and amenity requirements of the site. Whilst the proposals would have some implications on the amenity of neighbouring properties, the impact is not considered to be significant and not considered to warrant refusal of the application.

40. Despite not providing a scheme as visually ideal as before, the relatively minor changes proposed as part of this application do not undermine the positives previously identified and the recommendation is one of approval. 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. 15/00464/VC - Land Adjacent To Novi Sad Bridge Wherry Road Norwich and grant planning permission subject to the completion of a satisfactory deed of variation for the previous legal agreement and subject to the following conditions:

1. Within 2 months of this decision, details of the following shall be submitted to and agreed in writing with the local planning authority:
 - a. External finish for sixth floor setback (including sample, colour, finish, manufacturer);
 - b. External finish for stair tower on north west elevation (including sample, colour, finish, manufacturer)
 - c. Glazing system for stair tower on north west elevation (including scaled drawings, materials, finish).
2. In accordance with the approved plans
3. Previously agreed external materials in accordance with the details agreed in 14/00863/D
4. In accordance with the landscaping scheme as approved through 14/00863/D.
5. Details of PV panels
6. Details of CCTV system
7. Provision of refuse storage
8. Cycle storage in line with the details agreed through 14/00863/D
9. In accordance with approved Flood Risk Assessment
10. In accordance with the flood warning and evacuation plan agreed in 14/00863/D
11. In accordance with the surface water strategy approved in 14/00863/D
12. Provision of fire hydrant/s in accordance with the details approved in 14/00863/D
13. Vehicle crossover to the southeast corner of the site shall be provided in full accordance with the details as approved in 14/00863/D

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.



- Type A2
Area 32.15m² / 345.81ft²
- Type A3
Area 32.15m² / 345.81ft²
- Type B
Area 32.15m² / 345.81ft²
- Type B2
Area 32.15m² / 345.81ft²
- Type B3
Area 32.15m² / 345.81ft²
- Type C1
Area 32.15m² / 345.81ft²
- Type C2
Area 32.15m² / 345.81ft²
- Type C3
Area 32.15m² / 345.81ft²
- Type D
Area 32.15m² / 345.81ft²
- Type D1
Area 32.15m² / 345.81ft²
- Type D2
Area 32.15m² / 345.81ft²
- Type E
Area 32.15m² / 345.81ft²
- Type F
Area 32.15m² / 345.81ft²
- Type G
Area 32.15m² / 345.81ft²
- Type H
Area 32.15m² / 345.81ft²
- Type J
Area 32.15m² / 345.81ft²
- Type K
Area 32.15m² / 345.81ft²

Legend

- Application Boundary
- Parking Space
- Indicative Trees
- Main Entrances
- Vehicle Entrances
- Secondary Entrances / Exit
- Refuse Store Access
- 1x Cycle Space
- Dry River

Note:
Indicative trees indicating only
Ruler to Landscape Architects
drawings for details of proposed
Landscaping Scheme and
Engineering drawings for all level
information.

No.	Date	Amendment	Initials	No.	Date	Amendment	Initials
P1	23.04.15	Windows to flat types B2 and F updated	MRG				

Client : Generator Real Estate Solutions LLP

Project : Wherry Road, Norwich

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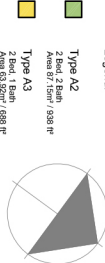
Drawing : 1st Floor Plan

Scale : 1:200 @ A3

Date : March 2014

Status : Planning
Dwg No : 09-1686-121
Rev : P1

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Legend:	
	Type A2 2 Bed, 2 Bath Area 67.15sqm / 7238 sq'
	Type A3 2 Bed, 1 Bath Area 63.52sqm / 6868 sq'
	Type B 2 Bed, 2 Bath Area 76.25sqm / 8270 sq'
	Type B2 2 Bed, 2 Bath Area 72.11sqm / 7762 sq'
	Type B3 2 Bed, 2 Bath Area 67.15sqm / 7238 sq'
	Type C1 2 Bed, 2 Bath Area 67.15sqm / 7238 sq'
	Type C2 2 Bed, 2 Bath Area 67.15sqm / 7238 sq'
	Type C3 2 Bed, 2 Bath Area 67.15sqm / 7238 sq'
	Type D 2 Bed, 2 Bath Area 63.52sqm / 6868 sq'
	Type D1 2 Bed, 1 Bath Area 77.66sqm / 8396 sq'
	Type D2 1 Bed, 1 Bath Area 60.47sqm / 6511 sq'
	Type E 2 Bed, 1 Bath Area 62.38sqm / 6711 sq'
	Type F 1 Bed, 1 Bath Area 50.75sqm / 5466 sq'
	Type G 2 Bed, 2 Bath Area 73.48sqm / 79034 sq'
	Type H 2 Bed, 2 Bath Area 77.66sqm / 8396 sq'
	Type J 2 Bed, 2 Bath Area 63.52sqm / 6868 sq'
	Type K 2 Bed, 2 Bath Area 67.15sqm / 7238 sq'

Legend:	
	Application Boundary
	Parking Space
	Indicative Trees
	Main Entrances
	Vehicle Entrance
	Secondary Entrance / Exit
	Refuse Store Access
	1x Cycle Space
	Dry Riser

Note:
Proposed trees indicative only.
Refer to Landscape Architects
drawings for details of proposed
landscaping and planting.
Engineering drawings for all level
information.

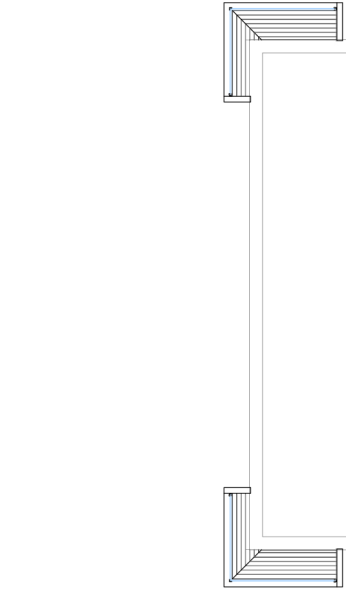
No.	Date	Amendment	Initials	No.	Date	Amendment	Initials
Client : Generator Real Estate Solutions LLP							
Project : Wherry Road, Norwich							
Drawing : 6th Floor Plan							
Scale :	1:200 @ A3	Status :	Planning	Rev :	-		
Date :	Aug 2015	Dwg No :	09-1686-126				

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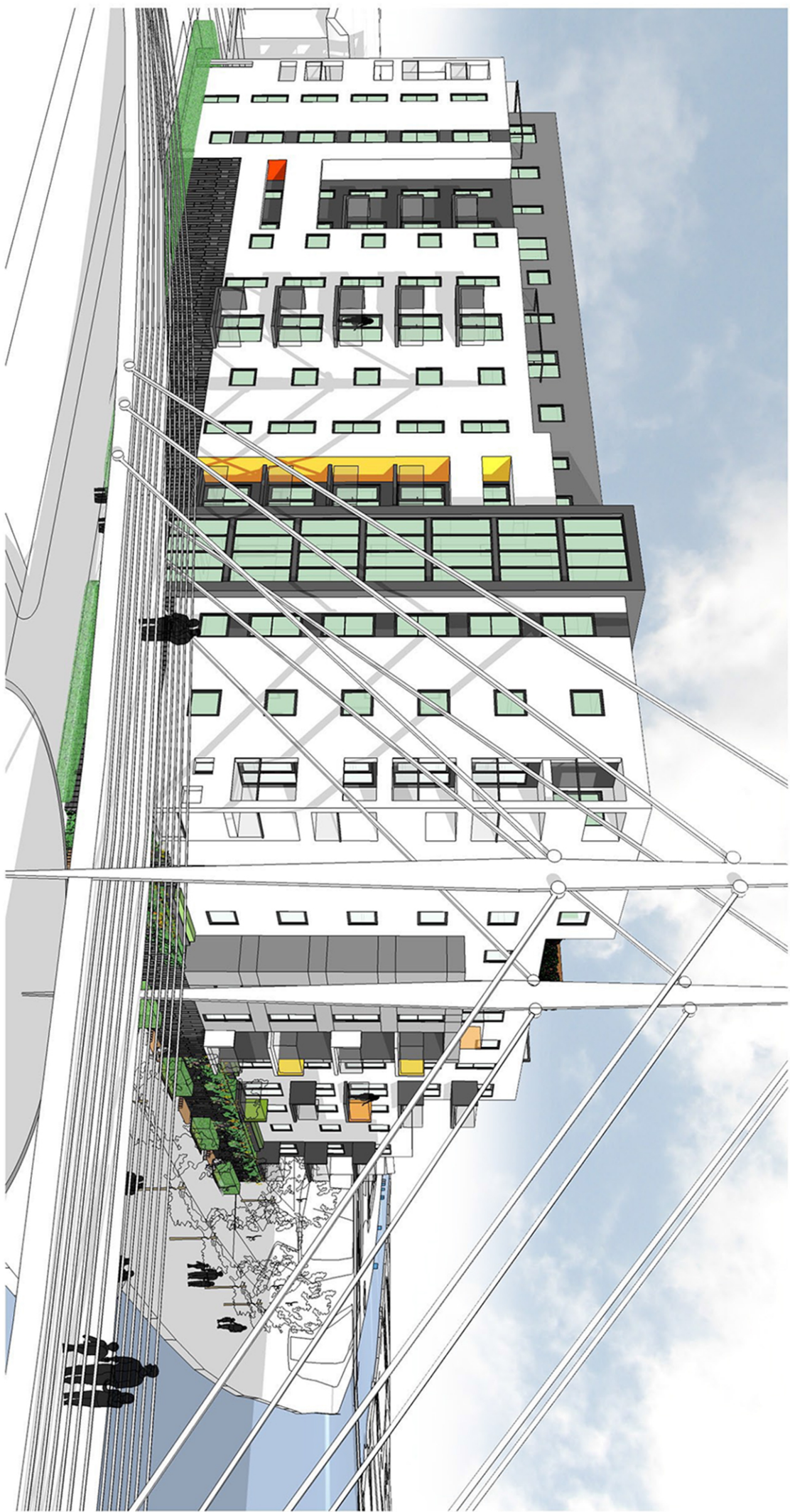
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Perspective 4



Perspective 3





Perspective 1



Report for Resolution

Report to Planning Applications Committee
Date 01 March 2012
Report of Head of Planning Services
Subject 11/02236/F Land Adjacent To Novi Sad Bridge Wherry Road Norwich

Item
5(3)

SUMMARY

Description:	Erection of residential development to provide 66 No. apartments, with associated amenity areas, car and cycle parking and pedestrian and vehicular access.
Reason for consideration at Committee:	Objection
Recommendation:	Approved subject to S106 agreement and conditions
Ward:	Thorpe Hamlet
Contact Officer:	Mark Brown Senior Planning Officer 01603 212505
Valid Date:	24th December 2011
Applicant:	Wherry Road Norwich Property Company Limited
Agent:	Generator Real Estate Solutions LLP

INTRODUCTION

The Site

Location and Context

1. The site is located on Wherry Road within the City Centre to the east of the River Wensum, which forms part of the Broads, directly adjacent to and to the southeast of Novi Sad Bridge. To the east beyond Wherry Road is the riverside retail area consisting of retail warehouses with surface parking. To the South is the riverside swimming complex and car park, beyond which are Norwich City Football Stadium and the Riverside Heights flatted development. To the west beyond the river are the Read Mills flatted development and more specifically Cannon Wharf located on King Street. To the north beyond the bridge footings are the Sidestrand flats.
2. The site itself is vacant, hard surfaced and currently surrounded by 2m high fencing on all sides. The site has been vacant for a considerable amount of time since the wider area was cleared as part of the riverside redevelopment in the 90's. Prior to this the site was part of the wider works of Boulton and Paul and occupied by rail sidings which ended in the rough location of the site surrounded by industrial sheds. The site was used temporarily as a car park by the former owners for a short period towards the end of 2008 before enforcement action was taken to cease the use. Whilst not completely clear from the historical information available the site may have been used as a car park by Boulton and Paul during the early 90's.

Planning History

3. 4/1996/0583/O – Approved in June 1997, this granted outline planning consent for the redevelopment of the wider riverside area to the southwest of the main rail lines (or what is now Koblenz Avenue).
4. Consent 4/1999/0948 revised by 4/2000/0100 granted consent for the erection of Novi-Sad Bridge.
5. 4/2000/0182/O – Outline planning consent granted in February 2003 for the riverside swimming centre and housing on the application site.
6. 4/2001/0125 – Full planning permission granted for the erection of the riverside swimming centre. The riverside swimming centre was implemented in line with this full consent and not the above outline consent.
7. 03/00220/RM – Reserved matters of outline consent 4/2000/0182/O granted in June 2004 for the erection of a 5-7 storey block of flats on the site providing 72 x 2 and 3 bed flats with 49 parking spaces at ground floor. The outline consent to which this relates was never implemented and as a result expired in February 2008.
8. 08/01226/F – retrospective application for the temporary use of the site as a short stay car park for six months – Application refused January 2009 and enforcement action taken to cease use.

Equality and Diversity Issues

9. There are no significant equality or diversity issues.

The Proposal

10. The application seeks consent for the erection of a single block of 66 flats comprising 60 two bed flats and 6 one bed flats. Car, cycle, refuse and servicing areas are provided at ground floor level. Space is provided for 60 car parking spaces and 66 cycle spaces. Access to the site is from Wherry Road to the southeast corner of the site.
11. All properties are provided with private balconies or terraces and an external landscaped amenity area is provided in the centre of the site at first floor level above the ground floor car park. The block wraps around this central amenity space on the west, north and east sides of the site stepping south to north from 4 to 7 storeys in height.

Representations Received

12. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 5 letters of representation have been received citing the issues as summarised in the table below.

Issues Raised	Response
Concern over the impact of overlooking to properties at Sidestrand (north of the site).	See paragraphs 45-47

Loss of light to properties at Sidestrand	See paragraphs 46-47
The building is not in keeping with the more traditional form of buildings to the north of the site.	See paragraphs 27-34
The height of the building is unsympathetic to neighbouring properties on the east side of the river and in particular flats at Sidestrand.	See paragraphs 29-33
A building of this height would disturb the coherence of the existing skyline and detract from the prominence of the City's historical infrastructure such as the cathedral and Railway Station.	See paragraphs 35-36
Development will increase the number of vehicles in the area.	See paragraph 48
Concern that properties without on site parking could increase pressure for parking elsewhere.	See paragraph 48
Properties on Wherry Road to the south of the bridge are commercial so why is residential being considered.	See paragraphs 24-26
Concerns over inaccuracies in the submitted documents as follows: <ul style="list-style-type: none"> - the supporting document refers to the site being used as a car park which is incorrect; - the construction and materials statement refers to 50 parking spaces where as other documentation refers to 60 car parking spaces. 	<p>With regard use as a car park this is clarified at paragraph 2 above.</p> <p>There is an error in the construction and materials statement the plans are however clear and propose 60 parking spaces, the proposals are assessed on this basis.</p>
Whilst the redevelopment of the site is welcomed, wondered if the design could be flipped so the highest part faced the riverside complex.	See paragraphs 29-33
Recommend that any consent be subject to a condition requiring the provision of the refuse storage.	See paragraph 52
Concern over the level of pre-application community consultation. Commenting that whilst Cannon Wharf residents association was contacted the Riverside Walk Residents Association was not contacted.	Whilst pre-application consultation has taken place it is not clear from the submitted documentation the full extent of consultation. It is unfortunate if the applicant has not contacted the residents association or alternatively the residents of Sidestrand. However this is not in itself considered to be a reason for refusal of the application.

Consultation Responses

13. Anglia Water – Recommend the following condition form part of any consent:

- a. No development shall commence until a surface water strategy has been submitted to and approved in writing by the Local Planning Authority. No dwellings shall be occupied until the works have been carried out in accordance with the surface water strategy so approved unless otherwise approved in writing by the Local Planning Authority.
14. Environment Agency – No objection subject to the flood risk sequential test being applied and subject to conditions. The response also comments on emergency planning, surface water flood risk and efficient construction which are discussed further in the assessment below.
15. Norfolk County Council Planning Obligations – No education or library contributions are sought. Norfolk Fire Service has indicated that the development will require 1 hydrant which will need to be provided and paid for by the developer.
16. Norwich Cycling Campaign – have concerns over the cycle parking plan and that the space allocated for cycle storage is large enough to accommodate the number of cycles indicated. Would like assurance that wheel bender or butterfly racks will not be used and that there will be the ability to properly lock cycles. Some concern over the sharing of an access with the refuse storage area and a separate entrance and exit for cyclists would be of benefit.
17. Historic Environment Service – No comment
18. English Heritage – The site lies immediately adjacent to the Norwich Central Conservation Area. From the information set out in the Design and Access Statement it is clear that the design has evolved over a number of months in response to advice and comments provided by the City Council and others. The current scheme has the potential to provide an appropriate contemporary structure, though it is slightly disappointing to see the design for the ‘chequered’ courtyard wall has had to be simplified on cost grounds.

In the event that the City Council is minded to approve this development it will be important to ensure that the scheme is well detailed, so that there is no weathering or staining of the white rendered elevations. To that end it will be important to ensure a robust coping detail at the parapet walls. Too often one observes streaking down rendered walls from joints in thin aluminium verge trims. One feature of the design is the small areas of strong primary colours. These are generally located in balcony reveals, on areas that some residents might regard as their private domain. In order to retain the external appearance of the building it will be necessary to ensure these coloured areas are retained and re-painted in a consistent manner (not relying on redecorating by individual residents, which would risk a patchy appearance).

19. Broads Authority – The Authority welcomes the redevelopment of this prominent site on the Norwich waterfront and would not wish to raise any objection to the design, scale or massing of the proposal. Furthermore, it is not considered that the proposal would have any detrimental impact on the character of the Broads area or the navigation of the river.

The Broads Authority offered comments on the proposal at pre-application stage and it is encouraging to see that some of the points raised in our comments have been incorporated into the final proposal. Specifically, the introduction of seating and landscaping on the riverside (Corporation Quay) frontage is welcomed, as is the revised design of the landscaping and retaining wall to emphasise the entrance to the

building from the riverside walk.

The desire to see these elements incorporated into the scheme arises from an aspiration to promote active frontages along the river's edge and to promote interaction between the built form, pedestrians, residents and the riverbank. Whilst the proposed scheme identifies the ground floor as parking space it is recognised that this has benefits in terms of flood risk and the use of an innovative design, landscaping, alterations to the entrance from the riverside walk and the provision of bench seating along the elevation all help to offer interest and engagement to passersby.

Landscaping along the river facing front of the site should, if possible, reflect the urban riparian context and further details of this and seating design could be secured by condition, should consent be granted.

20. Norfolk Constabulary – Make a number of comments/recommendations with regard to the security of the design as summarised below:

- a. Parking spaces 1-7 appear extremely vulnerable with minimal amounts of natural surveillance over the area, the area will only be overlooked from occupants of rooms at first floor level and above, the occupants of these rooms are likely to look over the top of cars at this level;
- b. There is insufficient information on access control to the car park beneath the building;
- c. There is anecdotal evidence that communal cycle stores can suffer thefts or damage to peddle cycles, the stores should be secure in a self contained room.
- d. Locking mechanisms on front doors should be certified to a high standard and communal entrance doors should be fitted with automatic closing and deadlock mechanisms.
- e. The ramp besides the entrance door creates a recessed area which with the planting scheme provides a covered area with little natural surveillance; this area could attract graffiti and inappropriate loitering or provide a hiding place.
- f. Glass in any door or ground floor window should be laminated to a minimum 6.4mm thickness;
- g. Doors opening outwards should be enhanced with hinge bolts;
- h. Secure post boxes are recommended.

The comments also identify that the police are currently drawing together information on the impact of development on policing costs and it is anticipated that the scale of the development proposed and considering future development in the greater Norwich area it is anticipated that financial contributions may be required towards delivering police services. It is requested that this be documented as part of the consideration process.

21. Design and Conservation – The site lies adjacent to Novi Sad Bridge to the SE on the eastern bank of the River Wensum. The east bank was formerly the works of Boulton and Paul, which consisted of relatively low lying industrial sheds and railway sidings. Prior to late C19 the area was low lying floodplain/meadows.

The west bank was historically more important with development dating back to medieval times, with the C17 Ferryboat lying diagonally opposite on the other side of the bridge. Directly opposite the site is new Reads Mill Development which consists primarily of new development with the existing C19 mill building integrated (approximately the row along the west bank of the photo including 211/213 King Street which is the small house in the left hand corner of the photo.) This is quite high

in parts reaching 8 storeys. On the eastern bank to the north is the relatively low late C20 riverside redevelopment of 3-4 storeys, to the south the riverside leisure complex and to the east a retail park. In contextual terms the site is an area dominated by late C20/early C21 development. Within the immediate setting of the site to the north is the path to the bridge, to the west the river/riverside walk, to the east Wherry Road, and to the South a car park. The decision was therefore taken that the site could be developed in a new architectural style, which although designed to take into account the character of existing context in terms of scale, height and massing, could have a distinctive and contemporary character architectural style of its own. This was consistent with the approach taken for the design of the last development proposal for the site.

With regard to taking into account the scale, height and massing the key elements were the bridge, the river, and the development on the opposing bank. It was considered that an increase in height could be achieved in relation to the development to the north, east and south because of the wide breaks in building around the site. The articulation of the building should however emphasis both the NE corner and the NW corner in order to landmark the approach to the bridge, whilst ensuring that visually the building did not out compete and dominate the bridge as the principal landmark feature. Because of the extent of recent 'building up' of the height on the west bank consideration was also given to ensuring that the building should not have too much of a continuous high elevation fronting the riverbank, thereby avoiding the creation of a 'canyon effect'. The proposal has taken into account these considerations so that the overall form maintains a strong and distinctive sense of scale, but with a reduction in the sense of bulk through breaks, projections and recessions in the massing and variation in height, and the required emphasis achieved in the right places. The west façade of the building maintains a strong presence fronting the river, but the breaks in height and articulation in the elevation so that it drops down to the South, means that it does not lead to a canyon effect. At a secondary scale the architecture of the building has been further broken down through variation in fenestration and the introduction of coloured elements.

The site wraps around an area of amenity space which is at the core of the development. This is an open court to the east, rather than being enclosed, and therefore does not compromise any potential redevelopment of the adjacent parking area, as this could potentially be developed with blocks fronting the river and Wherry Road to complete the perimeter block. The area has been landscaped so that it is low maintenance and useable by residents. Although the elevations are quite high fronting onto the space, the overall impact of bulk has been reduced through using a variety of colours in the cladding.

At basement level the building relates to the existing paths. The parking is screened by blocks, but these are left partly open so that there is some interest at basement level rather than a solid wall. A flat has been included at ground floor level in the NE corner in order to provide a more active frontage and overlooking of paths. The three access points, on Wherry Road and in the NE and SW corners, form three service clusters with facilities such as cycle storage and bin stores to ensure that they are used.

With a design of this nature it will be important to ensure all design elements are conditioned, for example materials, balconies (balcony rails etc), colours, exterior landscaping etc. One area where I am slightly concerned about landscape detail is the top edge of the basement car parking fronting the river. This shows a flat area and

then overhanging planting, and being a important façade of the building overlooking public space (the riverside walk) it will be important to ensure a scheme is implemented here that provides durable and easily maintained planting. The flat area could also be an untidy litter trap...more detail required. At ground level are planters and benches and these will have to be carefully designed to be durable and vandal proof.

The hard landscaping elements to the inner courtyard are also important to get right in terms of detail, and to ensure adequate drainage etc. so the yard is well used rather than neglected. The plans do not appear to show any natural lighting of the car parking area below and it would be a good idea when the landscaping scheme is fully worked up to include some natural light wells.

Although the design has taken into account roof top servicing it will be important to condition for this to avoid any harm resulting from roof top services (and for that matter any services such as external flues/satellite dishes for individual flats on elevations).

With regard to the history of the site, Boulton and Paul factory was an important local employer and it would be useful to get some historic interpretation even if this is just the name of the buildings. The steel sections for the R101 were welded together in the sheds, which one I am unsure of, and that would require further investigation. It is recommended that the applicants consult with HEART with regard to possible interpretation.

22. Environmental Health – No comments.

23. GNDP Design Review Panel – Proposals were presented to the design review panel at pre-application stage. Since their comments the proposals have evolved significantly, key aspects of their comments were:

- a. The panel recommended resolving the sustainability design as part of the design process and not have bolt on extras further down the planning process. The panel recommended investing in the build structure of the apartments for the long term energy efficiency of the development. If a sustainability strategy is set early on in the process to demonstrate efficiencies this will help when marketing the apartments.
- b. The success of the building will be very reliant on a successful landscape strategy. The landscape terracing on the buildings should be treated as an integral part of the landscape and architectural strategy and designed in parallel.
- c. The panel agreed that any addition to this part of Wherry Road would enhance the area and increase footfall. However they felt there is a need for a strong corner on Wherry Road to give more identity to this part of the road. The panel suggested having the main massing on the side of the swimming pool car park and use breaks in the building height along the river edge.
- d. The panel liked the aspiration of the contemporary design ideas, with the rough brick work and recognised the interesting detailing concepts.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1 – Delivering Sustainable Development
PPS3 – Housing
PPS23 – Planning and Pollution Control
PPG13 – Transport
PPG24 – Planning for Noise
PPS25 – Development and Flood Risk

Relevant policies of the adopted East of England Plan Regional Spatial Strategy 2008

ENV6 – The Historic Environment
ENV7 – Quality in the Built Environment
ENG1 – Carbon Dioxide Emissions and Energy Performance
WM6 – Waste Management in Developments
NR1 – Norwich Key Centre for Development and Change

Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011

Policy 1 – Addressing Climate Change and Protecting Environmental Assets
Policy 2 – Promoting Good Design
Policy 3 – Energy and Water
Policy 4 – Housing Delivery
Policy 7 – Supporting Communities
Policy 11 – Norwich City Centre
Policy 18 – The Broads
Policy 20 – Implementation

Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004

NE9 – Comprehensive Landscaping
HBE4 – Other Locations of Archaeological Interest
HBE12 – High Quality Design
HBE13 – Protection of Major Views and Height of Buildings
HBE14 – Gateways to the City
EP1 – Contaminated Land
EP16 – Water Conservation and Sustainable Drainage Systems
EP17 – Protection of Watercourse from Pollution
EP18 – High Standard of Energy Efficiency
EP20 – Sustainable Use of Materials
EP22 – Amenity
HOU2 – Mix of Uses Including Housing on Sites in the City Centre
HOU6 – Contribution to Community Needs and Facilities by Housing Developers
HOU13 – Proposals for Housing Developments on Other Sites
AEC1 – Leisure Area
SR4 – Open Space to Serve New Development
SR7 – Children's Equipped Playspace to Serve Development
SR11 – Riverside Walks
SR12 – Green Links

TRA5 – Approach to Design for Vehicle Movement and Special Needs
TRA6 – Parking Standards Maxima
TRA7 – Cycle Parking Standards
TRA8 – Servicing
TRA9 – Car Free Housing
TRA11 – Contributions for Transport Improvements
TRA15 – Strategic Cycle Network

Supplementary Planning Documents and Guidance

Transport Contributions Supplementary Planning Document Draft for Consultation 2006
Open Space and Play Provision Supplementary Planning Document 2006

Other Material Considerations

Draft National Planning Policy Framework July 2011
Written Ministerial Statement - Planning for Growth March 2011
Interim statement on the off-site provision of affordable housing December 2011

The Localism Act 2011 – S143 Local Finance Considerations

Principle of Development

24. Local plan policies HOU13 and HOU2 are the principle policies against which to assess the proposals. Policy HOU13 allows for residential developments on sustainably located sites such as this in principle subject to a number of criteria and policy HOU2 seeks a mix of uses including housing on City Centre sites.
25. The site is located within the City Centre Leisure Area and as such saved policy AEC1 applies. This does not specifically allocate the site solely for leisure uses but identifies the area as one within which leisure uses would be acceptable. In this case the proposals are all residential, the need for a mix of uses on the site has been considered and whilst this may be desirable in some respects it is not considered necessary on this site for a number of reasons. These are that the site is in a mixed use area with retail, A2, A3 and leisure units in close proximity; the original wider site did provide a mix as this included high density flats and the riverside swimming complex also the sites size is limited and therefore provision of a viable mix may be difficult to achieve.
26. Therefore the principle of residential development on the site is considered to be acceptable subject to other material and policy considerations as discussed further below.

Access, Layout, Scale and Design

27. The proposals involve a footprint covering the majority of the site at ground floor level. Given the site and constraints this is considered acceptable, particularly given the particular design which incorporates communal external amenity space at first floor. Given the density of the site (287 dwellings per hectare), the layout needs to be efficient maximising the use of the site particularly at ground floor where there is high demand for parking and servicing areas. The proposals submitted represent an extremely efficient design providing 60 car parking spaces, 66 cycle parking spaces, sufficient refuse storage and the access cores at ground floor. Sufficient amenity space has been provided via a first floor terrace with south facing aspect and balconies to all flats.

28. Access to the site was relocated during pre-application discussions to the southeast corner. This was in order to avoid conflict with the vehicular and pedestrian routes at the junction of Novi-Sad Bridge, Wherry Road and Albion Way.
29. The massing of the block is influenced by the location of the access, achieving a south facing aspect to the amenity spaces, the need to provide some stepping to the river frontage to avoid a 'canyon effect' and respect the context of the Broads, the desirability to emphasis the key node and path of the bridge to aid legibility of the area and the improved viability of flats with river views to the northwest.
30. In contextual terms the area is dominated by late C20 early C21 development. The west bank which forms part of the City Centre Conservation Area has been historically more significant with development dating back to medieval times. The area is extremely mixed and lacks a defined character. Within the immediate context of the site, historic assets include Albion Mill, 213 King Street and the Ferry Boat all on the west bank within the City Centre Conservation Area. These in themselves show the diverse history of the area. The late C20 and early C21 development ranges from medium to high rise flats of both traditional and contemporary form, retail warehouses and commercial premises.
31. The proposals have a distinctive contemporary character and architectural style, given the sites mixed context it is considered that the site leads itself to such a proposal. This is consistent with the approach taken for the design of the last development proposal for the site.
32. With regard to height the proposals are seven storeys to the northwest corner. The immediate context includes the Sidestrand flats to the north rising to four storeys (approximately 30m from the site), Cannon Wharf rising to eight storeys to the west (approximately 35m from the site), retail warehouses to the east and the riverside swimming complex to the south. Currently the east bank to the north of Carrow Bridge is relatively low rise. South of Carrow Bridge the Riverside Height flats rise to nine storeys. In the context of recent approvals and the former approval on the site it is not considered that the height is unacceptable as a matter of principle. Impact on public views is considered further in the sections below. The buildings on the east bank of the river immediately adjacent to the site are somewhat lacking when it comes to design and it is considered that a building of the height proposed would help to balance the riverscape of the two banks and help to define the streetscape around Novi-Sad bridge, an area which is somewhat lacking at the junction of Albion Way and Wherry Road where the sense of enclosure falls away.
33. The proposals have taken into account the need for articulation to emphasis the northeast and northwest corners of the site in order to create a landmark at the approach to the bridge which is identified as a gateway to the City. This approach is considered to be consistent with saved policy HBE14. The overall form maintains a strong and distinctive sense of scale, but with a reduction in the sense of bulk through breaks, projections and recessions in the massing and variation in height, and the required emphasis achieved in the right places. The west façade of the building maintains a strong presence fronting the river however the breaks in height and articulation in the elevation, so that it drops down to the South, means that it does not lead to a canyon effect. At a secondary scale the architecture of the building has been further broken down through variation in fenestration and the introduction of coloured elements.

34. At basement level the building relates to the existing paths. The parking at ground level screens the parking and provides a solution to flood risk. Vertical breaks in the treatment of the ground floor elevation helps to create interest. A flat has been incorporated into the north east corner of the ground floor in order to provide active frontage to the node of the bridge and Wherry Road. Other than at basement level the building is proposed to be rendered white, primary colours are used to draw the eye around and to particular parts of the building. With a design of this nature it will be important to ensure all design elements are conditioned, for example materials, balconies, balcony rails, colours etc. Conditioning details to avoid staining of the rendered walls (as identified by English Heritage) is also considered necessary.

Public Views & Corridors of Vision

35. Saved policy HBE13 requires the design of new buildings to pay particular attention to the need to protect and enhance major views into and out of the City Centre. The site is within two fields of vision identified in HBE13 one from the Ber Street ridge and the other from Lower Clarence Road. Given the low level of the site the building would not obstruct views of any significant building identified in the corridors of vision in policy HBE13. Within the immediate context of the site the building would not block views of the cathedral or train station or any other significant building identified.

36. It should be noted that the loss of private views are not normally a material planning consideration.

Landscaping

37. A landscaping strategy has been developed for the site. With regard to the central amenity area, although a large space the landscaping seeks to divide this up into numerous smaller areas to provide a degree of privacy and improve usability. The specific landscaping details will need to be conditioned.

38. Elsewhere a landscaping strip is included along the river walk with planting cascading down the ground floor elevation. Again this is considered acceptable in principle however further details and management arrangements will be required via condition.

39. The police have raised concern that the planting adjacent to the ramp to the main entrance could create a hiding area or area for anti-social behaviour. Again further details of the landscaping can be conditioned with a view to ensuring that this is low enough to enable natural surveillance of the area from the street.

40. With regard to ecology the site in its current state has no particular features that would support wildlife, the proposal have some opportunity to provide ecological enhancements primarily through the landscaping.

Energy Efficiency and Renewable Energy

41. The proposals have been submitted with a sustainability statement, which outlines the strategy for the site. The site is a brownfield site located in a central location within walking distance of the City Centre, the Riverside Retail Area, bus links and the train station. The site is also located adjacent to the Strategic Cycle Network and National Cycle Route 1. The sustainability strategy outlines the following measures:

- a. Improvements in insulation over and above the U values set out within Building Regulations;
 - b. Energy efficient light fittings;
 - c. Drying lines above baths with improved mechanical ventilation;
 - d. Energy efficient white goods where provided and information leaflets where not provided;
 - e. Water efficient fixtures and fittings to restrict water usage to the required code for sustainable homes level 4. This is a policy requirement under JCS policy 3 and as such should be conditioned;
 - f. General commitments to encourage the use of locally sourced and more energy efficient materials.
42. With regard to renewable energy the statement has investigated various forms of renewable energy and proposes photovoltaic panels as the preferred method of decentralised renewable energy provision. The panels would be located on the flat roofs of the site and the statement indicates that 12.33% of the sites anticipated energy would be provided by the panels. Certain aspects of the submitted information would need to be clarified and certain further specific information would be required via condition. However it is considered that the submitted information provides sufficient information to allow the determination of the application subject to a condition.

Amenity

43. With regard to the amenity of future residents of the site, the flats in question are a good size for 1-2 bedroom flats. Each property has its own external terrace and a central communal amenity area is provided. For a high density development of 1-2 bed properties in the City Centre the amount and potential quality of external amenity space is considered to be significant.
44. Given the sites location on a busy pedestrian route in relatively close proximity to the late night activity zone a noise assessment has been requested and submitted with the application. This identifies that there would be no significant detrimental impacts as a result of noise from the surrounding area.
45. With regard to neighbour amenity the main implications to consider are those concerning the impacts on Sidestrand to the north and Cannon Wharf to the west. With regard to overlooking, these flats are approximately 30 and 35m from the site respectively; in the context of the City Centre such distances are fairly significant even taking into consideration the scale of the building and are a result of the separation granted by the bridge and river. It is not considered that there would be any significant detrimental impact in terms of loss of amenity as a result of overlooking.
46. The proposals would also result in some overshadowing particularly to Sidestrand to the north, however given the context of the site in a City Centre location and the distances in question it is not considered that such an impact would be significantly detrimental nor would result in an overbearing impact through loss of outlook.
47. It should be noted that the impacts on neighbour amenity do not vary significantly from the implications of the previously approved scheme on the site which was considered acceptable and granted consent prior to the occupation of either Cannon Wharf or Sidestrand.

Parking, Refuse and Servicing

48. The site provides 60 car parking spaces for the 66 flats on the site. Maximum parking provision in this part of the City and for this size of property is one space per dwelling. The proposals are consistent with this and saved policy TRA6. Six of the flats will be car free and therefore TRA9 applies which allows for car free dwellings in locations such as this where 24hour on street parking controls are in place.
49. 53 of the car parking spaces are provided within the covered secure basement car park. The remaining 7 spaces are adjacent to the access. Whilst these are not overlooked at ground floor level there are living room windows at upper levels overlooking these parking spaces. With the other services that need to be located adjacent to the access (in particular bin storage) it is not feasible to achieve ground floor overlooking of these spaces. A CCTV plan has been submitted with the application and the area is covered by CCTV.
50. Secure access to all entrances of the building can feasibly be provided within the parameters of the current proposals.
51. 66 cycle parking spaces are provided within the proposals at 4 different locations. Again these areas are covered by CCTV on the submitted plans, although further details will need to be obtained via condition. The cycle racks indicated in the proposals are vertical racks. Exact details of the racks can be conditioned to ensure that the system selected allows for the number of cycles and allows cycles to be individually locked. The areas are of sufficient size to accommodate the number of cycles indicated and such storage solutions are necessary in high density schemes such as this.
52. Refuse storage is provide at each of the stair cores and the stores are large enough to accommodate the necessary refuse and recycling storage. Their provision prior to first occupation should be a condition of any consent.

Contamination & Archaeology

53. There have been extensive decontamination works and archaeological investigations carried out across the wider riverside site in the past and as such no further decontamination or archaeological investigations are required.

Flood Risk

54. The site is mainly located within flood zone 2 and a small part of the site is located within flood zone 3a (1:100 year probability) when an allowance is made for climate change. A fluvial flood risk assessment has been submitted with the application and its recommendations are considered to be acceptable. The Environment Agency has reviewed this and have no objection subject to conditions.
55. The flood risk sequential test has been undertaken and the development is considered to be compatible and there are no reasonably available alternative sites within the identified search area, which in this case has been restricted to the riverside and King Street regeneration areas.

56. It is recommended that a flood warning and response plan form a condition of any consent.
57. Limited opportunities have been identified for SUDS given the extent of sites development. Landscaped areas will provide some limited provision. On the basis of the flood risk assessment and Anglian Water response, there appears to be some confusion over the existing surface water sewers in and around the site, the responsibility for them and therefore the discharge solution. However given the site is currently impermeable and the proposals will not increase the potential for surface water flood it is considered that the detailed surface water drainage can be conditioned.

Local Finance Considerations

58. The localism act 2011 amended S70 of The Town and Country Planning Act 1990 to require local planning authorities to have regard to local finance considerations in the determination of planning applications, alongside the development plan and other material considerations.
59. In this case the proposals if granted would return council tax receipts as well as new homes bonus.

Planning Obligations

60. The proposals would trigger affordable housing under policy 4 of the JCS at a rate of 33% with a split of 85% social rented and 15% intermediate tenures. In addition to affordable housing the proposals would trigger the following contributions:
- a. Contribution of £18,621.19 under local plan policy TRA11 to the city wide transport improvement programme, in this particular case the monies are likely to be spent in one of a number of areas, the bus gate/pedestrian crossing to the Football Ground, the implementation of strategic cycle network improvements in the immediate area or pedestrian and cycle network signing improvements.
 - b. Contribution of £33,990.00 under local plan policy SR4 towards the provision/improvement and maintenance of publically accessible open space, in this case the monies are likely to be used towards improvements to the area known as the Wilderness located to the north of Carrow Hill, just over 400m walking distance from the site (adjacent to the City Wall and Black Tower).
 - c. The proposals trigger a contribution under local plan policy SR7 towards the provision/improvement and maintenance of children's equipped play space. This amounts to £72,480.00. However on discussion with Open Space the nearest location for the monies to be spent is at Marion Road which is some 1.3km walking distance from the site with some significant topography. The nearest play area to the site and therefore most likely to be utilised by residents is at King Street 300m from the site. The King Street site is not in need of funding. On this basis it is not considered that the obligation would be necessary and meet the tests for planning obligations set out at regulation 122 of the Community Infrastructure Levy regulations. It is therefore not recommended that this is sought.
61. Given the location of the site in the City Centre and given capacity at local schools there are no County obligations towards library's or education.

Development Viability and Deliverability of Affordable Housing

62. The applicant has made a case that all the planning obligations which would normally be sought would render the development unviable and has subsequently submitted viability assessments to support this.
63. The viability of the scheme has been independently and externally verified by the District Valuer Service. This indicates that the full package of contributions would not be viable and that in order to make the development viable, affordable housing would need to drop significantly.
64. JCS policy 4 seeks the provision of 33% affordable housing with approximate tenure mix of 85% social rented and 15% intermediate tenures, which in this case would equate to 22 units comprising 19 Social Rented and 3 intermediate tenure. The policy allows for the proportion of affordable housing sought to be reduced and the balance of tenures amended where it can be demonstrated that site characteristics, including infrastructure provision, together with the requirement for affordable housing would render the site unviable in prevailing market conditions, taking account of the availability of public subsidy to support affordable housing.
65. This policy ties in the with objectives at national and regional level to achieve viable development which achieves a mix of housing including affordable housing which meets market needs and helps to create mixed communities.
66. There is also an issue with the deliverability of affordable housing on this site in terms of attracting a registered provider of affordable housing (RP's) to take on the affordable units. Strategic Housing have approached RP's to identify interest, only one RP has shown any interest and has subsequently raised a number of significant issues due to the particular characteristics of the site, including the following:
 - a. Due to the small numbers and likely service charges shared ownership and shared equity are not considered to be viable options for an RP;
 - b. An RP would insist on 1:1 parking provision for the affordable units, which would result in 6 market dwellings being car free, which would likely decrease the market value of those 6 again reducing the viability of the whole scheme;
 - c. Due to likely service charges social rented housing is unlikely to be much more affordable for a tenant than affordable rent;
 - d. Again due to likely service charges affordable rented housing is unlikely to be much more viable or deliverable for an RSL.
67. These issues are particular to the form of development proposed, i.e. City Centre high density flatted development.
68. This situation was acknowledged to an extent within reports to the Sustainable Development Panel and to Cabinet on the 02nd and 14th December respectively. The result of these reports was a resolution by Cabinet to endorse an interim statement on affordable housing which would be given weight in the determination of planning applications. The statement sets out circumstances where the provision of a contribution to allow affordable housing to be provided offsite may be acceptable. These circumstances are as follows:
 - a. On any site where after an open-book viability assessment has been conducted (and accepted by the Council after independent assessment) that demonstrates that a site is not sufficiently viable to enable the provision of a single social rented dwelling on the site;

- b. On relatively small sites proposed for flatted developments (typically developments of 15 or fewer units on sites of 0.2ha or less) where it can be demonstrated that RPs are reluctant to take on the management of a small number of affordable units. In these cases developers will be expected to provide written evidence that no RP is willing to take on the unit(s). The housing development team will contact the relevant RPs on behalf of the developer if requested.
- c. On small to medium sites with exceptional factors which would not be attractive to RPs (evidence of this will be required), such as inappropriate floor areas or high service charges, and where it is capable of using contributions in lieu to deliver more affordable units off-site than would have been provided on-site (or the same number of units but in a form that better meets established local needs) elsewhere in the local area.

69. Under the interim statement the total off site commuted sum towards affordable housing for a site of this size and location would be £1,764,418.10.

70. The result of the viability assessment is that the maximum number of social rented units which can viably be provided on the site is 5, this represents 7.6% affordable housing. Other forms of tenure would in theory viably provide a larger number of units. However the greatest housing need is for social rented and investigations by strategic housing suggest that other forms of tenure are either unlikely to be more deliverable (i.e. taken on by a registered social landlord) or would not meet identified housing needs.

71. Currently it appears that delivery of the 5 social rented units on site is likely to be difficult due to the ability of attracting a registered social landlord at a rate close to or above the rate used for the viability assessment.

72. On this basis, the viable level of commuted sum for an all private scheme has been assessed. Given that profit is based on a percentage of development value, the development value and therefore profit would increase under an all private scheme. It is not considered appropriate for a higher level of profit to be achieved via the commuted sum route. Therefore the commuted sum has been assessed on the basis of retaining the profit at the same level (not percentage) as would be provided via on site provision (based on the findings of the viability assessments). This gives a commuted sum of £546,000.00 based on a trigger point of 1st occupation.

73. Such a commuted sum would be spent to provide affordable housing within the vicinity (it is suggested within 1km of the site). The principle of accepting an off-site contribution sum instead of provision on site is finely balanced in this case. Notwithstanding the interim statement referred to above it must also be considered whether the particular proposal will result in a development contribution to essential social infrastructure in the local area and if it will promote social cohesion. In this instance officers tend to the view that the off-site contribution is only acceptable as there are a number of sites in close proximity to the development site where the funds could be utilised. The exact site would depend on the timing of receipt, however potentially this could assist the delivery of sites such as Argyle Street which is 150m from the site.

74. The suggested viable solution is therefore to word a S106 agreement for the provision of 5 social rented properties on site at a value of £1000/m² to a registered provider. If following an extensive exercise of trying to attract a registered provider at/above or

extremely close to this rate, to the agreement of the Local Planning Authority, no registered provider is found an off site commuted sum of £546,000.00 is paid on 1st occupation.

75. It is recommended that any approval on this basis include provisions within the S106 agreement for an overage clause which seeks to claw back lost planning obligations where reality is better than predicted in the viability assessments. This would operate so to claw back 50% of any profit in excess of 20% of the gross development value up to a cap set via the total commuted sum. Where 5 social rented dwellings are provided on site the cap would be £1,359,593.40, where the commuted sum is paid the cap would be £1,218,418.10. It is also recommended that a review mechanism be built into the agreement to require a review of the level of affordable housing and commuted sum: a) where there is no commencement within 18 months of the consent; and b) where first occupation has not occurred within 30 months of commencement.
76. In coming to a decision on the acceptability of the scheme with affordable housing at the levels indicated above it is important that a balanced decision is made with due regard to policy, local finance and other material considerations.
77. In this case the site is a brownfield site which has been vacant for a considerable period of time and is the last remaining site within the former riverside redevelopment (strategic development initiative) area. It is therefore considered that the redevelopment of the site is desirable. On the basis of the scheme proposed it is not considered that there are any other reasons for recommending the refusal of consent, or indeed that there are any particularly finely balanced matters other than the issue of affordable housing. It is considered that any issues identified within the report above can be overcome via condition. In addition the following considerations are relevant:
- a. The general need for market housing as identified by JCS policy 4;
 - b. The emphasis on the promotion of economic activity and bringing forward housing provision within the National Planning Policy Framework;
 - c. The local financial considerations outlined above.
78. The above needs to be weighed against the need to provide affordable housing a key piece of infrastructure for which there is significant demand and the desire to provide balanced communities as required by JCS policy 4. However, in the context of the viability appraisals undertaken for the scheme the alternative to allowing a scheme with affordable housing as low as that indicated above would be to leave the site undeveloped for potentially a considerable period of time until the market changes. In the current economic climate and with the likely introduction of the Community Infrastructure Levy this is unlikely to happen in the near future.
79. On balance and given the wording of JCS policy 4 which allows for lesser provision of affordable housing where the scheme is found to be unviable (see paragraph 64 above), the viability evidence submitted and the above material considerations summarised at paragraph 77, it is considered that the proposals are acceptable subject to the provision of affordable housing as per paragraph 74 above, the financial contributions to transport and open space and the conditions detailed within the recommendation below.

Conclusions

80. The proposals provide for the residential redevelopment of a vacant brownfield site in an accessible City Centre location. The proposals have a distinctive contemporary character and architectural style which is considered to be acceptable given the mixed character of surrounding development. The proposals height would not obstruct any significant building within any identified corridor of vision, it would however help to balance the riverscape of the two banks and help to define the streetscape around Novi-Sad bridge. The layout of the site is considered to be efficient given the fairly high density of the proposals and satisfactorily provides for the necessary parking, servicing and amenity requirements of the site. Whilst the proposals would have some implications on the amenity of neighbouring properties, the impact is not considered to be significant and not considered to warrant refusal of the application.

81. One of the main considerations in this case has been the viability of the proposals and ability of the scheme to provide for affordable housing. Based on the viability appraisals undertaken it is recommended that a S106 agreement secure 5 (7.6%) social rented properties on site and if following an extensive exercise of trying to attract a registered provider, to the agreement of the Local Planning Authority, no registered provider is found an off site commuted sum of £546,000.00 is paid on 1st occupation. On balance, given in particular:

- the wording of JCS policy 4 which allows for lesser provision of affordable housing where the scheme is found to be unviable;
- the desirability of redeveloping this brownfield site which has been vacant for a considerable period of time;
- the sites prominence in the townscape;
- the acceptability of the proposals in all other respects;
- the need for market housing as identified by JCS policy 4; and
- the emphasis on promoting economic activity and bringing forward housing development within the draft National Planning Policy Framework.

It is considered that the proposals are acceptable subject to the recommended S106 provisions of affordable housing, transport contributions and opens space contributions and the conditions detailed within the recommendation below.

RECOMMENDATIONS

To approve Application No (11/02236/F Land Adjacent To Novi Sad Bridge Wherry Road Norwich) and grant planning permission, subject to the completion of a satisfactory S106 agreement to include the provision of:

- a. Provision of 5 social rented properties on site at a value of £1000/m² to a registered provider. If following an extensive exercise of trying to attract a registered provider at/above or extremely close to this rate, to the agreement of the Local Planning Authority, no registered provider is found an off site commuted sum of £546,000.00 is paid on 1st occupation;
- b. An overage provision to claw back 50% of any profit in excess of 20% of the gross development value up to a cap set via the total commuted sum. Where 5 social rented dwellings are provided on site the cap would be £1,359,593.40, where the commuted sum is paid the cap would be £1,218,418.10.
- c. Contribution of £18,621.19 under local plan policy TRA11 to the city wide transport improvement programme;
- d. Contribution of £33,990.00 under local plan policy SR4 towards the

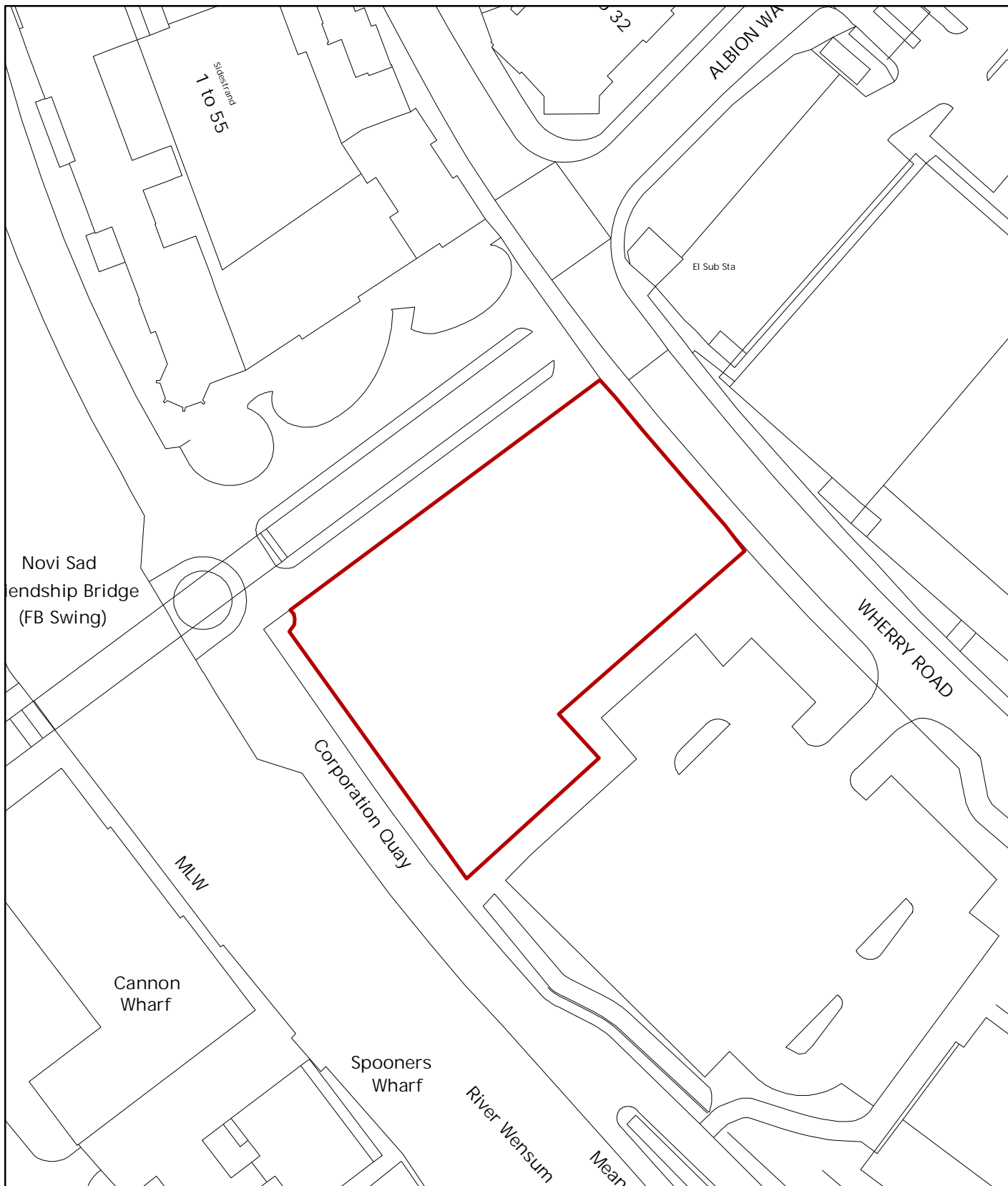
provision/improvement and maintenance of publically accessible open space.
and subject to the following conditions:

1. Standard 3 year time limit;
2. Development to be carried out in accordance with the approved plans;
3. Details of all external materials including samples and large scale section drawings;
4. Landscaping details, maintenance and management arrangements;
5. Details for the provision of photovoltaic panels;
6. Details of CCTV system;
7. Provision of refuse storage;
8. Details and provision of cycle storage;
9. In accordance with the the flood risk assessment, including finished floor levels and compensatory flood plain storage;
10. Flood warning and response plan;
11. Details of surface water drainage strategy;
12. Details for the provision of fire hydrants;
13. Details of the vehicle crossover;

(Reasons for approval: The decision has been made with particular regard to policies ENV6, ENV7, ENG1, WM6, NR1 of the adopted East of England Plan Regional Spatial Strategy May 2008, policies 1, 2, 3, 4, 7, 11, 18 and 20 of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk March 2011, saved policies NE9, HBE4, HBE12, HBE13, HBE14, EP1, EP16, EP17, EP18, EP20, EP22, HOU2, HOU6, HOU13, AEC1, SR4, SR7, SR11, SR12, TRA5 , TRA6, TRA7, TRA8 , TRA9, TRA11 and TRA15 of the adopted City of Norwich Replacement Local Plan November 2004, local finance considerations, PPS1, PPS3, PPS23, PPG13, PPG24, PPS25 and other material considerations.

The proposals provide for the residential redevelopment of a vacant brownfield site in an accessible City Centre location. The proposals have a distinctive contemporary character and architectural style which is considered to be acceptable given the mixed character of surrounding development. The proposals height would not obstruct any significant building within any identified corridor of vision, it would however help to balance the riverscape of the two banks and help to define the streetscape around Novi-Sad bridge. The layout of the site is considered to be efficient given the fairly high density of the proposals and satisfactorily provides for the necessary parking, servicing and amenity requirements of the site. Whilst the proposals would have some implications on the amenity of neighbouring properties, the impact is not considered to be significant and not considered to warrant refusal of the application.

One of the main considerations in this case has been the viability of the proposals and ability of the scheme to provide for affordable housing. Viability appraisals of the scheme have been undertaken and the level of affordable housing reduced to reflect these. On balance, given in particular wording of joint core strategy policy 4 which allows for lesser provision of affordable housing where the scheme is found to be unviable, the desirability of redeveloping this brownfield site which has been vacant for a considerable period of time, the sites prominence in the townscape, the acceptability of the proposals in all other respects, the need for market housing as identified by joint core strategy 4 and the emphasis on promoting economic activity and bringing forward housing development within the draft National Planning Policy Framework, it is considered that the proposals are acceptable in this case. The proposals are therefore considered acceptable subject to the provisions secured via S106 agreement and the conditions imposed.)



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Planning Application No 11/02236/F

Site Address Land adjacent to Novi Sad Bridge Wherry Road

Scale 1:750



NORWICH
City Council

PLANNING SERVICES







Legend:

- Type A
2 Bed, 2 Bath
Area 83.08m² / 894 sq'
- Type A2
2 Bed, 2 Bath
Area 87.15m² / 938 sq'
- Type A3
2 Bed, 1 Bath
Area 63.50m² / 688 sq'
- Type B
2 Bed, 2 Bath
Area 70.60m² / 760 sq'
- Type B2
2 Bed, 2 Bath
Area 62.02m² / 667 sq'
- Type B3
2 Bed, 2 Bath
Area 80.52m² / 867 sq'
- Type C1
2 Bed, 2 Bath
Area 75.12m² / 809 sq'
- Type C2
2 Bed, 2 Bath
Area 68.70m² / 738 sq'
- Type C3
2 Bed, 2 Bath
Area 69.70m² / 750 sq'
- Type D
2 Bed, 2 Bath
Area 83.02m² / 893 sq'
- Type D1
2 Bed, 1 Bath
Area 77.65m² / 836 sq'
- Type D2
1 Bed, 1 Bath
Area 60.47m² / 651 sq'
- Type E
2 Bed, 1 Bath
Area 62.35m² / 671 sq'
- Type F
1 Bed, 1 Bath
Area 50.75m² / 546 sq'
- Type G
2 Bed, 2 Bath
Area 94.42m² / 1016 sq'
- Type H
2 Bed, 2 Bath
Area 89.02m² / 958 sq'
- Type J
2 Bed, 2 Bath
Area 87.77 / 945 sq'

Legend:

- Application Boundary
- Parking Space
- Indicative Trees
- Main Entrances
- Vehicle Entrance
- Secondary Entrance / Exit
- Refuse Store Access
- Recycle Store Access
- 1x Cycle Space
- Dry Riser

Note:
Proposed trees indicative only.
Refer to Landscape Architects
drawings for details of proposed
Landscaping Scheme and
Engineering drawings for all level
information.

S 20/10/2011 Refuse Room below shown
Notes Added

HvN

No.	Date	Amendment	Initials	No.	Date	Amendment	Initials
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Client : Generator Real Estate Solutions LLP

Project : Wherry Road, Norwich

Drawing : 1st Floor Plan

Scale : 1:200 @ A3	Status : Planning	Rev : S
Date : 16 Aug 2011	Dwg No : 09-1686-021	

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