

Report for Resolution

Report to Planning Applications Committee
Date: 14th October 2010
Report of Head of Planning Services
Subject 10/01107/RM - Norwich City Football Club, Carrow Road,
Norwich, NR1 1JE

Item
5 (3)

SUMMARY

Description: Reserved Matters for the access, appearance, landscaping, layout and scale of the revised design of the second phase of the residential development (174 residential units) for outline planning permission (App. No. 4/2002/1281/O) 'Replacement of South Stand (8000 seats), new corner stand (1500 seats), hotel, decked car park and residential development with associated highway works'.

Reason for consideration at Committee: Objections and Major Development

Recommendation: Approve

Ward: Thorpe Hamlet

Contact Officer: Mr Rob Parkinson Senior Planning Officer
(Development)

Date of validation: 10th June 2010

Applicant: Taylor Wimpey East Anglia

Agent: Type3 Studio

INTRODUCTION

The Site

Location and Content

1. The site concerns the vacant, as yet undeveloped, rectangular tranche of the land fronting the River Wensum adjacent to the Norwich City Football Club, sited between the two blocks of existing flats and the gravel car park used by the Football Club.
2. The site is accessed from the north along Geoffrey Watling Way, which branches into the football club area from Kerrison Road, and from the west via the old Carrow Road at its join with the Carrow Bridge and Koblenz Avenue / King Street.
3. Neighbouring uses are the Football Club's east and south stands and offices within

the stadium's east stand, and restaurant in the south stand. One of the two existing 8-9 storey blocks of Riverside Heights apartments adjoin the site to the west. Car parking (for the stadium, offices, Carrow Road community football centre and the Holiday Inn hotel) lies opposite the site to the north, and temporary match-day car and coach parking uses the unmade gravel surface land in front of industrial buildings to the east. Although the site is bounded to the south by the River Wensum, the Carrow Works Britvic and Unilever site buildings on the opposite bank are located hard against the river; as a result these factory buildings are approximately 35m from the closest of the proposed buildings. An area of river-edge landscaping by the existing flats forms part of the Riverside Walk and this strip continues across the application site along the length of the river edge.

Planning History

4. There are very many recent planning permissions for this site, as on a number of occasions it featured as part of multiple successive redevelopment proposals for various parts of the football club stadium itself and its environs, and was historically within the Football Club's ownership. Of particular note are the following:

4/2001/0564/O - Replacement of South Stand and development of land with hotel, fitness and leisure club, decked car park and residential with associated highway works.(Revised Proposals) (Approved July 2002)

4/2002/1281/O - Replacement of South Stand (8000 seats), new corner stand (1500 seats), hotel, decked car park and residential development with associated highway works. (Approved May 2003)

4/2002/1282/RM - Redevelopment of site to provide 330no. residential apartments with associated access, parking and landscaping. (Part Conditions 1& 15 of Outline Planning Permission No. 4/2002/1281/O) (Approved May 2003)

03/00333/D - Condition 3(d): Phasing plan for previous outline planning permission 4/2002/1281/O. (Approved April 2004)

05/00077/D - Detail of condition 12: Details of Riverside Walk and associated works for previous planning permission 4/2002/1281/O (Replacement of South stand (8000 seats) new corner stand (1500 seats) hotel, decked car park and residential development with associated highway works). (Approved February 2006)

06/00012/VC - Variation of Condition 2: Approval of Master Plan for previous outline planning permission 4/2002/01281/O 'Replacement of South stand (8000 seats), new corner stand (1500 seats), hotel, decked car park and residential development with associated highway works' (Revised Scheme - Additional information received regarding Transportation). (Approved March 2008)

06/00891/D - Condition 26a: access road alignments; Condition 26b: surface treatment; Condition 26c levels; Condition 26g: traffic control measures for previous planning permission 4/2002/1281/O 'Replacement of South Stand (8000 seats), new corner stand (1500 seats), hotel, decked car park and residential development with associated highway works'. (Refused June 2008)

5. Overall, the site is part of an area of transition envisaged through a 'NCFC Masterplan' approved as part of previous planning permissions. At present, the

majority of the car parking to the north already has extant permission for comprehensive redevelopment to provide apartments and decked car parking, known as Masterplan Phase 1. This permission remains 'live'. The gravel car park area to the west, known as Masterplan Phase 2, has, through previous planning permissions, accepted the principle of a comprehensive residential development of the site to provide large apartment blocks, but the relevant planning permission for this part of the scheme is thought to have lapsed without implementation.

Constraints

6. The site is allocated in the Replacement Local Plan as a site for comprehensive regeneration and residential development (saved policies CC14 and HOU9). The site needs to include provision for the continuation of the Riverside Walk (policy SR11) and Strategic Cycle Network (policy TRA15). The site is not a part of the Conservation Area, although it does form part of the City Centre, including for transportation purposes. Koblenz Avenue also forms part of the Major Road Network (TRA18).

Topography

7. The site is entirely level but does include a small inlet within the river bank (the current use of which is unclear). Surrounding buildings are all high-rise.

The Proposal

8. The current proposal seeks permission to redevelop the unfinished site as an overlapping Reserved Matters application based on the principles established through the existing and part-implemented Outline Planning Permission (App. No. 4/2002/1281/O). Whilst the proposal is nominally for approval of access, appearance, landscaping, layout and scale of the revised design of the second phase of the residential development, it is now proposing 174 apartment units (99 no. 2-bed flats and 75 no. 1-bed flats) and associated car parking within 6 blocks. This is 30 more apartments than would otherwise remain to be built under the unimplemented balance of the previous Reserved Matters permission (App. No. 4/2002/1282/RM), and takes the 'on-site' total within the whole Riverside Heights scheme to 360 residential units with associated car parking.
9. Whilst it may be unusual to apply for overlapping Reserved Matters applications, the original Outline permission (or its successive variations) did not place a restriction on the number of apartments allowed within the subsequent Reserved Matters schemes. Nor does any approval of this application supersede, nor automatically cause to be revoked, the previously-permitted Reserved Matters scheme, and it should be noted that the applicant is still entitled to develop some, all or none of either the previous scheme, or, if permitted, this scheme. However, conditions attached to any permission here must still be relevant to the original outline scheme.

Representations Received

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

Issues Raised	Response
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It is vitally important to the operations at the Carrow Works site that the viability of their businesses is not jeopardised by developments at adjoining sites which might place restrictions on the operations of either of the two companies located there. The following concerns are expressed on behalf of Carrow Works:	See paragraphs 16-17, 54-57, 62 and use of conditions.
1) The apartments are proposed in close proximity to the Carrow Works site and could be susceptible to noise, light or odour emissions being generated by the factory site workings, which is a 24-hr operation, and which might in turn lead to complaints being made about the site. The scheme should demonstrate that it will not expose future residents to potentially harmful effects from nearby noise, light or odour emissions.	
2) The construction of the development could also give rise to dust being blown over to the Carrow Works site and causing complications with open-air food product storage, either by direct contamination or even through perception of product contamination, for example.	
3) The aquifers around the site which feeds boreholes used by the factory must not be allowed to be contaminated, nor the surface water become contaminated, for example by diesel.	See para 53, and use of conditions.
The existing inlet in the River Wensum is proposed to be redesigned and used for canoe launches and more of a leisure area, leading to a loss of habitat for nesting river wildfowl.	See paragraphs 20, 45 and use of conditions.

11. In addition, the applicant has undertaken a fairly extensive public consultation exercise, which included a week-long demonstration exhibition at the existing Riverside Heights apartments, as well as an ongoing website. Public feedback, comment and Frequently Asked Questions from these forums have been submitted.

Consultation Responses

12. **Environment Agency:** Part of the site lies within Flood Zone 3a, though most is within zone 2. The principle of development has already been accepted but a Flood Risk Assessment (FRA) is still needed. The submitted FRA did not originally provide sufficient consideration of either safe access in the event of flooding or flood risk as arising from the development (e.g. surface water flooding from run-off. Initially the Environment Agency objected to the proposals due to the inadequate survey.

13. However further technical analysis was provided to the Environment Agency on 8th September, sufficient to satisfy the Agency's concerns only on the provision that a number of suggested conditions are adhered to, provide details of flood proofing measures, emergency exit routes, flood defence walls and sustainable drainage systems, for example. In addition, the Agency highly recommend the use of a condition to require the provision of a Flood Warning and Evacuation Plan, to ensure that the safety of future inhabitants, and the safety of the basement car park, can be managed in all flood events up to the extreme 1 in 1000 year flood event.

14. Clarification is also requested on the foul drainage measures and sewerage capacity proposed, as well as requesting that conditions are used to require remediation and validation of contaminated land treatments. The sewerage capacity has since been confirmed. Contamination conditions will be used to assist the remaining issue.

15. **Emergency Planning Officer:** The proposals do not acknowledge the county flood

plan provisions that are already in place, nor follow the basic principle of evacuate and not rescue. The existing weather warning scheme that is in place gives various levels of alerts which if used correctly would allow evacuation before the event occurred, but at present the proposals do not reflect reference to this.

16. **Environmental Health, Pollution Control:** (i) The potential for contaminated land should be investigated prior to commencement of development through re-appraisal and site investigation, which can be required by conditions. (ii) There are likely to soon be two Air Quality Management Areas in the immediate vicinity and a busy road and aggregate works close by. As such a desk-top study of local air quality should be carried out and approved, prior to commencement of development. Ventilation systems for the car parking beneath the site should be subject to details being approved to ensure adequate fume discharge. (iii) Care must be taken over the dust and noise caused during construction, and external lighting should be controlled to avoid any subsequent impacts on residential amenity.
17. **Noise** (iv) There is significant background noise experienced at the site which has been verified and suitably recorded through an acoustic survey conducted during the course of this application. This is significantly contributed to by the operations of the Carrow Works factory site opposite, a 24-hr operation, often 7 days a week. There is potential for this to be considered a noise nuisance in the future for residents of the proposed development. Accordingly, all reasonable measures should be taken at the proposed development to minimise the exposure to noise which might affect future residents. Conditions are suggested to agree suitable provision of acoustic balustrades to the apartment balconies, acoustic glazing and means to provide adequate (forced or passive) ventilation to the interior. As such it is not considered necessary to either require the removal of balconies, or prevent the use of opening windows within apartments facing the Carrow Works site.
18. **Strategic Housing:** The 54 Affordable Housing units within a total 360 dwellings represent 15% of the total, despite the 'usual' current 40% requirement. The units should be constructed to appropriate design standards. There is currently no information as to the proposed tenure split between rent and shared ownership; the Norwich housing needs study would suggest 46 should be rented and 8 should be available for intermediate tenure or shared ownership. The affordable housing units should better reflect the overall mix of housing types in this proposal and as a result be given a larger share of 2-bed flats than 1-bed flats – a better reflection should be closer to 57% of 2-bed flats instead of the 44% currently proposed. Cycle parking provision for affordable housing is welcome at the 1:1 ration proposed, but in practice a housing association may require more car parking spaces for the affordable housing units as only 44% have access to a parking space (compared to the 63% provision amongst private dwellings) and the two figures should be equal. The design features and space standards are all welcome, as is the intended early start date. However, concern is raised that the last block to be constructed will be next to the affordable housing which could expose occupants to noise and dust.
19. **Norfolk Landscape Archaeology:** The site is within an area of archaeological interest and previous development investigations have found particularly significant remains and therefore conditions are suggested to ensure archaeological investigation and evaluation is undertaken to identify the presence and means of preservation of underlying archaeological deposits. If necessary the significance of the assets may need to be preserved through specially arranged foundation designs.

20. **Ecology and Natural Areas Officer:** The inlet's likely intensive use will reduce its value as a resting or nesting site for birds, and the increasing use of hard materials to built-up banks along the river marginalises the areas for wildlife. The detailed plans should make more provision for nesting/loafing areas for wildfowl, such as floating islands, ideally including both bare mud and vegetation cover. Any such mitigation measures would be valuable in maintaining the inlets value for wildlife.
21. **Broads Authority:** Concern is raised that the scale, bulk and form of the design are inappropriate to the location and will be detrimental to the character and value held to the river, and make no reference to the river location and are not sympathetic enough to the river by not being stepped back. It will create an over-dominance of uniform buildings of this type along the river and in this area and fails to meet Broads Authority objectives for riverside locations, not least because of the river being so much lower than the banks. The scheme has effectively turned its back to the river as there are inadequate views through the site to the river and little interaction with the ground floor level activity and the river.
22. **Norfolk County Council:** As Strategic Highway Authority, the County Council are satisfied that the scheme will not have a material impact on the strategic highway network over and above that already identified with the original outline permission.
23. **Norwich International Airport:** No concerns over the height of the buildings.

ASSESSMENT OF PLANNING CONSIDERATIONS

Relevant Planning Policies

Relevant National Planning Policies

PPS1 - Delivering Sustainable Development
PPS1 Supplement – Planning for Climate Change
PPS3 – Housing
PPS4 – Planning for Sustainable Economic Growth
PPS5 - Planning for the Historic Environment
PPG13 – Parking
PPS23 - Planning and Pollution Control
PPG24 – Planning and Noise
PPS25 – Development and Flood Risk

Saved Norfolk Structure Plan (1999) policies:

T.2 - Transport - New Development

Saved City of Norwich Replacement Local Plan (2004) policies:

NE4 – Street trees to be provided by developers
NE9 – Comprehensive landscaping scheme and tree planting
HBE7 – Evaluation of standing archaeology
HBE8 – Development affecting a Conservation Area
HBE12 – High quality of design, with special attention to height, scale, massing and form of development
HBE 14 - Gateways to the city
HBE19 – Design for safety and security including minimising crime

EP1 - Contaminated land
 EP5 – Air pollution emissions and sensitive uses
 EP6 – Air Quality Management Areas
 EP10 – Noise between residential and other uses
 EP16 – Water conservation and sustainable drainage system
 EP17 – Protection of watercourses from pollution from stored material, roads & car park
 EP18 - High standard of energy efficiency in new developments
 EP22 - High standard of amenity for residential occupiers
 EMP 15 – Kerrison Rd/ Hardy Rd
 HOU4 – Affordable housing
 HOU5 – Accessibility for wheelchair users
 HOU6 – Contribution for community needs and facilities by housing developers
 HOU12 – Allocation for housing
 HOU18 – Conversion of properties to houses of multiple occupation and building flats
 SR4 – Provision of open space to serve new development
 SR7 – Provision of children's equipped playspace to serve development
 SR11 – Footpath and cycling network along river corridor
 SR12 – Green links network, including provision by developers
 TRA3 – Modal shift measures in support of NATS
 TRA5 – Approach to design for vehicle movement and special needs
 TRA6 – Parking standards – maxima
 TRA7 – Cycle parking standards
 TRA8 – Provision for servicing
 TRA9 – Car free housing
 TRA11 – Contributions for transport improvements in the wider area
 TRA12 – Travel Plans
 TRA14 – Enhancement of the pedestrian environment and safe pedestrian routes
 TRA15 – Cycle network and facilities
 TRA16 – Public transport measures to increase efficiency and attractiveness
 TRA18 - Major Road Network
 TRA24 – Improving transport and environment in the city centre
 CC14 – Land adjoining football club

Supplementary Planning Documents and Guidance

Open Space and Play Provision (Adopted June 2006)
 Flood Risk and Development (Adopted June 2006)
 Transport Contributions (January 2006)
 Green Links and Riverside Walks (Adopted December 2006)

Principle of Development

Policy Considerations

24. The principle of this form of development at the site, along with a wider-scale regeneration of the surrounding area, has already been accepted through approval of the original Outline planning permission and 'NCFC Masterplan'. The broad nature of the design and density as proposed has also already been found acceptable through the prior approval of the part-implemented Reserved Matters permission in 2003.
25. The increase in overall numbers and density of homes at the site (i.e. the 30no. apartments over and above those already permitted) is also considered acceptable and appropriate for this location, given the good access to public transport (train

station, bus links and, in time, direct bus connections), leisure and retail (Riverside) and employment within the city centre (a 20 minute walk).

Other Material Considerations

26. Whilst the proposed scheme must be considered on its own merits, it is also important to recognise the existing permission at the site, which could be completed.

Housing Proposals

Affordable Housing

27. The scheme proposes to assign a block of 54 dwellings for Affordable Housing. This would be Block C, sited adjacent to existing apartments and, once the scheme is completed, this would effectively be at the centre of the development. It is a welcome design approach, and in terms of construction phasing will allow the affordable housing to at least be started, if not provided, first.
28. The existing Outline permission and its legal agreement requires 15% affordable housing provision. As there is no cap on the maximum number of dwellings allowed under that permission, and this is an application made pursuant to the content of the extant outline permission, it is not considered reasonable nor appropriate to impose a requirement for a higher proportion of affordable housing provision as part of this application. The 54 affordable housing dwellings proposed within the current application accounts for the 15% required from the previous scheme as well as 15% from the net increase in dwellings proposed here. This is considered appropriate provided that the affordable housing contingent is to be constructed first.
29. The previous Outline permission and subsequent existing Reserved Matters include a requirement within the associated Section 106 Agreement for the developer to have provided affordable housing as the next phase of construction should implementation of the existing permission be continued. If this were not to be possible a financial contribution would be required in lieu of the houses. The applicant of the proposed scheme recognises this obligation, and proposes to construct the affordable housing block as the first phase of this new development (albeit in tandem with some blocks of private housing). Obligations will be placed on the development as a part of the new or revised S106 Agreement to ensure the affordable housing will be available for occupation at the earliest feasible opportunity.
30. A phasing plan will need to be agreed as part of planning conditions to ensure Block C is commenced first, and the effects on occupants of later phased construction minimised. Further, obligations within the Section 106 Agreement will expect satisfactory arrangements to be made for the affordable housing to be available for occupation at the earliest possible opportunity whilst respecting the likely need for some private houses to be available for open-market sales also.

Housing Numbers and Density

31. Being a proposal made entirely of apartments, there is very little variety in housing types, comprising as it does 99 no. 2-bed flats and 75 no. 1-bed flats. Further, there is a noted discrepancy in the balance of units provided for affordable housing, which is more loaded with smaller unit types. However, on balance, and when assessing the combined Riverside Heights developments, the density of development is

Impact on Living Conditions

Noise and Disturbance

32. Subject to satisfactory measures to minimise future resident's exposure to high background levels of noise at the site, a number of steps have been taken to reduce the development's effects on surrounding developments.

Overlooking, Loss of Privacy, Overshadowing, Relationship to adjoining sites

33. The scheme has considered the need to be compatible with the existing apartments to the west and takes care not to cause overshadowing of these blocks. Although the scheme includes some single-aspect apartments on side elevations, these are positioned sufficiently well to avoid directly affecting existing or future residents within facing apartment blocks.
34. In particular, consideration has been given to the potential to redevelop the land adjacent to this site, to the east, along the river, where previous outline permission schemes at this site included apartment blocks, for example. Whilst there may have been a very slight easterly advance towards the boundary through siting of the easterly blocks within these proposals, the overall effect is marginal. The proposed scheme now reduces the number of apartments facing this site compared to the current extant permission, and is now a lot lower in its building height than its predecessor design. Notwithstanding these changes, it will still be just as necessary for any neighbouring development to account for this proposal's design in the future.

Design

Layout

35. Using more blocks instead of the previously permitted scheme, the design proposes a staggered building line along the river's edge, with a more uniform setting to the road to the north. This is considered a high quality of design appropriate to the site.
36. The layout has caused some concern in that it seems to address the road more than the river, but this is not considered the case. Instead, the layout allows maximum vantage of the river setting, to the benefit of future residents and public recreation along the Riverside Walk. The set-back from the river has increased somewhat from the previous permission, and allows a bit more clearance to the river, preventing the river from becoming squeezed and its historic and cultural significance minimised.

Form

37. The site is next to the Bracondale Conservation Area and its impact should be considered carefully, particularly given the prominent River Wensum location. Taken with the different alignments of blocks, the balconies provide relief to the blocks and variety to elevations. Southern aspect solar gain has been optimised and natural surveillance of both the private areas and public realm has been improved all round

the site, which is an improvement to the designs over the existing permission.

38. Using the inlet and creating a swale will maintain the historic character of the river and bring interest to the area and the riverside walk. It will be crucial that a satisfactory setting is provided to the scheme through landscaping and continued maintenance, which includes making the best use of roof-top garden areas. Ground floor facade treatments will also be particularly important in softening the development, and conditions are proposed to finalise these details. Screening to the car parks should be provided to improve the visual setting for residents in flats that overlook the car park areas. Conditions can be used to include these aspects in a landscaping scheme.

Height and Density

39. The proposed apartment blocks have no variation in height to the buildings which is considered regrettable as it may look overly uniform, although the heights are lower than that approved previously. In the context of wider site regeneration this may appear a bit more acceptable if the heights of buildings along the river were to lessen as distance from the city increases.
40. The reduced height also reduces the canyon effect and reduces the effects of noise reflecting off tall buildings. It opens up the private spaces within the amenity areas and gives them more light, improving living conditions for residents.

Landscape Strategy

41. The fairly massive scale of development and buildings will lead to the landscape being subservient to the overall picture. However, the scheme recognises the importance of the landscape setting and uses some positive and imaginative features to create successful features that both soften and enliven the development. Each block of apartments is afforded its own private 'courtyard' of physically-separated but visually-connected landscaped amenity space. These are integrated into a wider landscape strategy that brings recognisable identity to the site.
42. The public realm is a little marginalised, restricting access to the river to one or two routes (whereas perhaps greater permeability towards the river might have been allowed with a revised layout), but it does still accommodate the necessary Riverside Walk with interesting public features around the existing inlet and sculptural lawns along the riverbank setting, and potentially 'floating habitat' or planting boxes.
43. Away from the river, the landscaping strategy includes interesting gabion and facade features at the base of the apartment blocks surrounding and shielding the basement car parking. Whilst these could look overbearing and do present some security concerns at the existing blocks, it is an acceptable premise which can be finalised through conditions to establish a variety of materials and planting opportunities, such as within the car parks or green walls. This will be particularly important given that the area between the blocks and the road is so narrow.
44. On balance, the landscape masterplan principles are considered positively and will likely prove even more successful once the remainder of the Riverside Walk is provided. Conditions will be used to establish the finer details, such as maintenance schedules, materials palette, planting specifications, facade and gabion designs.

Habitat, Green Links and river connection

45. There has been some concern that the existing inlet offer a bird nesting habitat that would possibly be lost through the development bringing more human and mechanical activity to the site and deterring bird nesting. It is acknowledged that the hard edges to the river will reduce nesting potential, and this would continue along the river's edge as other riverside developments occur. Hopefully some mitigation will be possible through landscaping designs which aim to enhance the wildlife and habitat connections along the river, such as by using floating habitat boxes to replace the potential loss of nesting sites from the inlet. The loss of potential nesting sites would be regrettable, and the developer would need to be mindful of the requirement to avoid disturbing nesting species during construction, but on balance it is considered more appropriate to ensure public access and connection to the river particularly if the landscape scheme includes a workable canoe launch pontoon.

Building for Life

46. A Building for Life assessment found the scheme to have reached 14 points, demonstrating a high standard of both character of the development and streetscape planning for design, parking and pedestrianisation.

Transport and Access

Transport Assessment

47. There is no objection to the increased number of units nor consequent slight uplift in parking spaces as the Transport Assessment has demonstrated that there is actually a much-reduced car ownership rate at the existing apartments than was first anticipated at outline permission stage. Hence, the overall traffic impact is likely to be much lower.

Vehicular Access and Servicing

48. The bins for the apartments are housed within the parking basements, and provide an acceptable amount and layout, being close enough for ease of collection from the highway. General servicing to the apartments will be possible by using service bays.

Car Parking

49. Parking is provided in basement areas beneath each apartment block. There is not as much as 1:1 car parking because the detailed transport assessment submitted with the application found the current car ownership and use to be much lower than previously anticipated. Hence, residents of the new apartments will not automatically be provided with a car parking space, and will instead be able to apply for a space. This reduced parking has allowed for an improved site layout, whilst the car free element of housing is encouraged given the highly accessible location, the Car Club involvement and the smaller-sized housing units being less car-reliant.

Cycle Routes and Pedestrian Links

50. There is already reasonably good cycle and pedestrian access from the city centre to the site along the Riverside Walk, which will be extended further, to pass the site in due course (albeit as a requirement on other parties as part of earlier planning permissions). Cycle and walking routes from the north are less convenient but still

offer adequate connections. The scheme will also contribute to improved recreation access for residents of the 'Harbour Triangle' area to the east.

Cycling Parking

51. The scheme provides for 1:1 cycle parking for each apartment, located in the car park areas, and some visitor spaces, which is consistent with policy standards

Travel Plan

52. A Travel Plan has been submitted and is largely acceptable. Its content includes a range of measures to reduce car dependency; of particular note is the intention to provide Car Club membership to its residents, as well as actually purchasing a car for the Car Club Scheme too. The requirement to comply with the Travel Plan and to confirm the site of its parking location within the overall Riverside Heights scheme will be included by planning condition, whilst the obligations for providing Car Club membership to new residents forms a part of the Travel Plan. Financial commitments for providing a Car Club car will be included in the S106 Agreement.

Environmental Issues

Site Contamination and Remediation

53. It is acknowledged that some site investigation work has already been undertaken in preparation of the residential blocks already built, but it is considered necessary to revisit these in light of the time that has elapsed between construction phases. As such conditions are suggested to ensure that revised site contamination investigations and a re-appraisal are undertaken prior to commencement, and remediation measures should be implemented if necessary, whilst any unidentified contamination shall be treated and a validation report should be submitted and verified on completion of the development. Conditions will also be used to agreed and provide a groundwater protection measures within surface landscaping designs.

Noise

54. The effects to neighbours from noise created by this scheme is not likely to cause direct problems, however, the impacts experienced from neighbouring uses on future residents should also be considered.

55. Outline planning approval has already been granted at the site for a development with residential units with balconies adjacent to the river. In addition there are residential developments adjacent to Carrow Bridge where traffic noise delivers higher ambient noise levels than those measured at this site. The noise experienced at the site could be fairly considerable as consistent background noise, but is not as significant as the King Street / Koblenz Road area can become as a result of traffic noise.

56. An acoustic survey has been undertaken in order to understand the situation better, in accordance with national policy guidance PPG24. In circumstances such as this, where noise predominantly arises from industrial sources, assessment should revert to the relevant British Standard, which suggests that background noise heard at over 55dB within a dwelling could become a nuisance.

57. It is considered that the balance between protecting residential amenity against

noise from normal industrial operations can best be achieved by allowing future residents to manage their own noise environment by ensuring noise mitigation measures are in place so that they can be used as and when required. Although the designs of the apartment blocks include balconies that would be more exposed to the effects of noise, it is considered reasonable to use conditions to minimise the effects of noise reaching residents, through agreeing the designs of acoustic balustrades and acoustic glazing to the south-facing apartments, and ensuring that adequate forced or passive ventilation is provided to the interior even if windows are kept closed. In addition, as there are higher-than-normal external noise levels which prevail almost constantly, it is felt that prospective residents of this development should be forewarned of both the need for retaining the noise mitigation measures, and also the consideration that industrial noise is taken to form part of the existing background noise level. As such an advisory note will be added to any permission.

Air Quality

58. The existing Riverside Road Air Quality Management Area and the potential declaration of King Street also as an Air Quality Management Area in the near area are sufficient to cause concern over the effects of air quality for future residents, particularly as these could be exacerbated by the busy road and aggregate works sited close by. As such conditions are suggested to require an air quality study to be approved prior to commencement, to ensure that its results can inform detailed supporting strategies such as landscaping or travel plans if it would help to reduce any air quality impacts at the site. Conditions are also proposed for ventilation systems to be installed at the car parking areas beneath the apartment blocks to ensure adequate fume discharge.

Flood Risk

59. The site includes some areas of Flood Zone 3a, the high probability flood zone, although the remainder of the area is Flood Zone 2, the medium probability flood zone. For the most part, designs have accommodated these constraints and should be able to provide a means to overcome flood emergency problems, such as evacuation procedures.
60. The proposed development involves the construction of a raised defence through using the Riverside Walk retaining and raising the hard surfaced areas to suitable heights that allow this phase of the construction to tie into the defences constructed under Phase 1 so ensure that the entire development is defended in the event of a flood. The defence will ensure that the site is protected from flooding through overtopping of the defences. The previous outline permission included an assessment of the effect of the defences on the offsite flood risk which concluded that there would be no increase in flood levels elsewhere as a result.
61. Paragraph E2 of PPS 25 requires the proposed development to be safe in the event of a flood. The residential floor levels of the development will provide safe refuge in the event of an extreme 1 in 1000 year flood as required by PPS25. The Environment Agency had originally had concerns that the safety of the access route had not been determined. A topographical survey has been carried out along the access route, which shows that the majority of the access route would be dry in the 1 in 100 year flood event and those areas that aren't present only a very low hazard, if the defences breached. Consequently the Agency are satisfied that a safe route would be available from the development should it be required in the event of a

breach flood event.

62. However, in instances where flooding is at a 1 in 1000 year flood event severity, the access route would be flooded by over a metre of flood water, and the basement car parking would be flooded too. There is no need to provide a safe access route during these events, so long as an evacuation plan is in place and considered acceptable to the Local Authority Emergency Planner. Accordingly the Flood Risk Assessment (FRA) proposes to manage this through using both the refuge available in the properties and a Flood Warning and Evacuation Plan that will be included in the Flood Management Plan for the site. These will be agreed through conditions in liaison with the Local Authority Emergency Planning Officer, to ensure the safety of the proposed development in an extreme 1 in 1000 year flood event. The Emergency Planning Officer has expressed concern that at present the FRA proposals do not acknowledge the county flood plan provisions that are already in place, nor follow the basic principle of evacuate and not rescue, but this can be remedied through conditions, which can also require the evacuation management plan to include links to the existing weather warning scheme, the use of which will give various levels of alerts to allow evacuation before flood events.
63. Surface water drainage will need to be resolved prior to construction of the development, as it is very unlikely that infiltration drainage will be able to be used since it is probable that there are high groundwater levels and impermeable material on the site. As such, though infiltration testing will be undertaken, it is proposed to provide on-site underground attenuation storage tanks within the landscaped swale areas. There will be some above ground surface water flooding during 1 in 100 year rainfall events but there is sufficient space on site to enable the water to be stored and prevent it from flooding buildings or flowing offsite. The location and volumes of water flooding from the surface water pipes will need to be determined once the pipe network has been designed, dependent on infiltration testing, and so details of the underground attenuation storage and means of disposal within a final surface water drainage scheme are recommended to be agreed by conditions.

Archaeology

64. Given the particular archaeological interest at the site, conditions are suggested to ensure archaeological investigation and evaluation is undertaken to identify the presence and means of preservation of underlying archaeological deposits. If necessary the significance of the assets may need to be preserved through specially arranged foundation designs.

Energy Efficiency and Renewable Energy

65. An energy efficiency study has been submitted with the application and finds the scheme to offer high energy efficiency, in large part due to innovative construction techniques. Conditions will be imposed to allow final details of on-site renewable energy to be agreed and implemented.

Light and Odour

66. Light may be visible and odour detectable from the factory area opposite, but are considered unlikely to cause detriment to future residential amenity. Future provision of external lighting will need to be agreed first through conditions.

Planning Obligations

Transport Improvements

67. Provisions have been made in earlier permissions for transport contributions, but the obligations to include car club membership as part of the Travel Plan, and a Car Club vehicle will bring notable benefits to future residents.

Open Space and Play Equipment

68. These are not required as sufficient on-site provision was made at the site in the form of the community football facility at Kerrison Road, which provides for over and above even the uplift of 30 units currently proposed.

Library and Education Contributions

69. The County Council did not consider the outline development necessary to make contributions to education facilities although library contributions are required in the existing agreement that should be revised to reflect the new dwelling numbers. The County Council has confirmed it does not wish to impose new requirements on a Reserved Matters application when existing legal agreements are in place to cover the impact of the development.

Affordable housing

70. Affordable housing details will include agreement on tenure and release of housing for occupation in co-ordination with availability of open-market housing.

Conclusions

71. The development is proposed in a suitable sustainable and highly accessible location for such a high density scheme, further enhanced through proposed measures within the Travel Plan. The proposals provide a high quality design that is appropriate to the position in the city and the prominent location on the river, without causing detrimental impact to the setting of the nearby Conservation Area. With suitable facilities in the area and improved accessibility and recreation around the river location, the scheme will include a high standard of amenity for future occupants, and conditions can be used to provide adequate mitigation of noise and other environmental effects. Subject to the satisfactory completion of conditions, and fulfilment of the planning obligations, the proposal is considered suitable to be approved.

RECOMMENDATION

(1) To approve application 10/01107/RM at Norwich City Football Club, Carrow Road, Norwich, NR1 1JE, and **GRANT PLANNING PERMISSION** subject to the satisfactory completion of a Section 106 Agreement by 14th December 2010, to include affordable housing provision, sustainable transport measures and library contributions as appropriate, and subject to the following conditions:

- 1) Standard time limit;
- 2) Development to be in accordance with the approved plans;

Prior to commencement

- 3) Phasing plan to be agreed, to include construction of Block C / 54-unit Affordable Housing block first, and its subsequent completion being closely linked to provision of selected private / open-market dwelling blocks.
- 4) (a) Site contamination investigations and re-appraisal and report submission, and (b) remediation measures should be implemented as recommended, (c) any unidentified contamination shall be treated accordingly, (d) a validation report should be submitted and verified on completion of the development.
- 5) Air quality study to be provided and approved.
- 6) Details of how car park areas below residential blocks will be fitted with ventilation units to ensure dispersal of fumes, unless demonstrated that adequate natural ventilation will be provided.
- 7) Landscape strategy to be finalised and approved, and to include details of: all surface treatments and hard and soft landscape materials; inlet design, access, swale, and pontoon facilities; moorings; roof-top garden/amenity areas; screening to the car parks; sculptural lawns along the riverbank; floating habitat or planting boxes; Riverside Walk; maintenance schedules; materials palette; planting specifications; facade treatments; apartment amenity space planting and boundary treatments; and gabion designs.
- 8) Archaeology – site investigation and full evaluation, mitigation and recording.
- 9) Car Club parking bay site location to be arranged and agreed.
- 10) Details of secure and covered cycle stores for residents and visitor cycle stores to be agreed.
- 11) Design and details of acoustic glazing to units facing the factory to be agreed.
- 12) Design and details of acoustic balustrades to units facing the factory to be agreed sufficient to reduce noise to acceptable levels if sitting on balconies.
- 13) Details of providing adequate ventilation to the units facing Carrow Works to be agreed, sufficient to allow windows and doors to be closed to reduce exposure to noise whilst still allowing adequate ventilation to the interior.
- 14) Details and samples of facing material, colour and appearance to be agreed.
- 15) Development to incorporate the energy efficiency measures set out in the energy efficiency study.
- 16) Methods of on-site renewable energy shall be designed and agreed.
- 17) Treatment of the area between blocks 5 and 6.
- 18) Landscaping and surface water flooding dispersal, attenuation and infiltration strategy to be agreed and development implemented according to the details.
- 19) Details of groundwater protection scheme to be agreed for surface treatments, to include oil interceptors for example.
- 20) Details of any external lighting to be agreed prior to installation.
- 21) The development shall have a finished floor level of at least 5.80m AOD.
- 22) Details of flood proofing measures and their provision and implementation, shall be agreed, and such measures shall be provided prior to occupation.
- 23) A basement car park flood risk management scheme shall be agreed for situations where 1 in 1000 year flood events may occur.
- 24) Details of a safe exit route shall be agreed, which shall ensure it avoids adversely affecting the flood regime, and which shall land outside the 1 in 100 year floodplain. The route must be provided prior to first occupation.
- 25) A scheme to provide a raised flood defence measures shall be submitted and agreed, and the defences provided prior to first occupation.
- 26) A scheme for surface water drainage and its implementation and future management and maintenance shall be agreed. The scheme shall be installed prior to first occupation.

Prior to first occupation

- 27) Car Club parking bay to be provided, marked out and available for use.
- 28) Travel Plan to be implemented and carried forward, including provision of the Car Club car.
- 29) The acoustic glazing, acoustic balustrades and means of ventilation agreed by conditions 11, 12, 13 to be installed and made available for use.
- 30) Refuse stores to be provided and available for use.
- 31) Cycle stores to be provided, marked out and available for use.
- 32) Car parking areas to be provided, marked out made available for use.
- 33) Flood Warning and Evacuation Plan to be agreed and implemented, which shall detail safety of the inhabitants and the basement car parks up to a 1 in 1000-year flood event, and which shall include means to include use of the pre-evacuation early weather warning scheme.

Informative advisory notes:

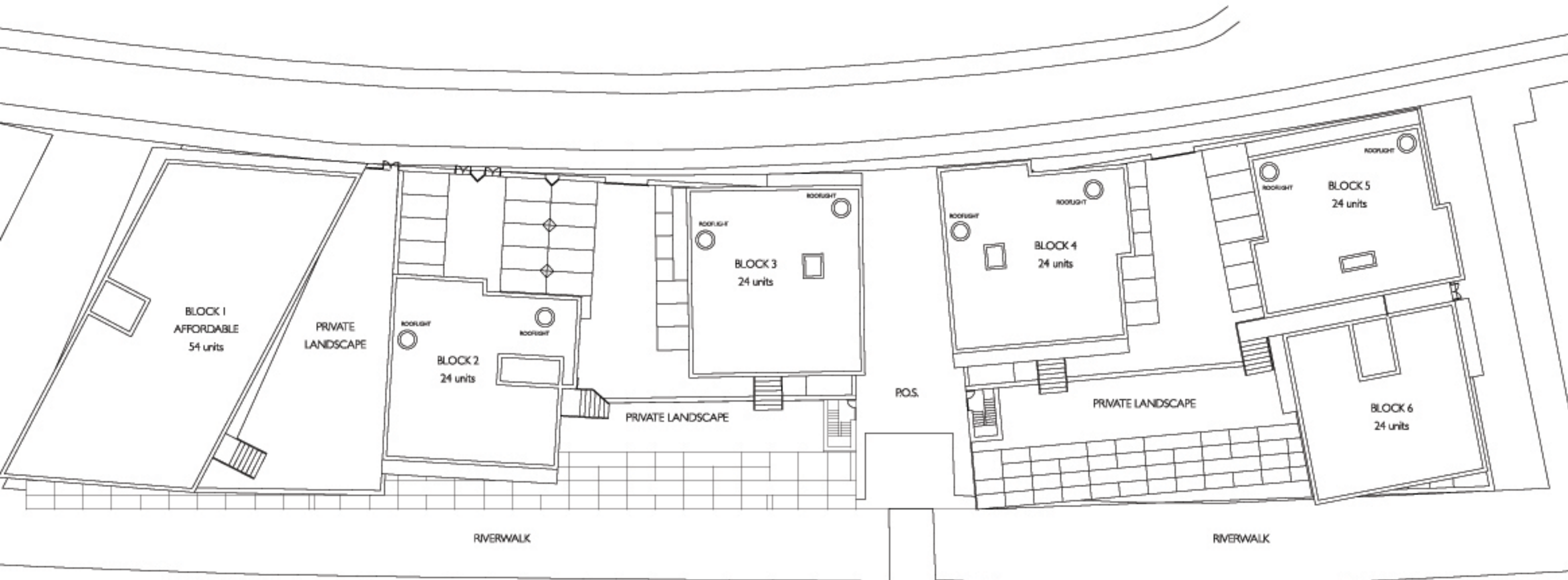
- 1 – Noise mitigation measures.
- 2 – Need for separate Flood Defence Consent.
- 3 – Construction practices recommendations.

Reasons for Recommendation:

The recommendation is made having regard to national and development plan policy and all material considerations. The development is proposed in a suitable sustainable and highly accessible location for such a high density scheme, further enhanced through proposed measures within the Travel Plan. The proposals provide a high quality design that is appropriate to the position in the city and the prominent location on the river, without causing detrimental impact to the setting of the nearby Conservation Area. With suitable facilities in the area and improved accessibility and recreation around the river location, the scheme will include a high standard of amenity for future occupants, and conditions can be used to provide adequate mitigation of noise and other environmental effects. Subject to the satisfactory completion of conditions, and fulfilment of the planning obligations, the proposal is considered suitable to be approved. As such the development is considered to comply with PPS1, PPS3, PPS4, PPS5, PPG13, PPS23, PPG24 and PPS25 and saved policy T2 of the Norfolk Structure Plan (Adopted 1999), and saved policies NE4, NE9, HBE7, HBE8, HBE12, HBE 14, HBE19, EP1, EP5, EP6, EP10, EP16, EP17, EP18, EP22, EMP15, HOU4, HOU5, HOU6, HOU12, HOU18, SR4, SR7, SR11, SR12, TRA3, TRA5, TRA6, TRA7, TRA8, TRA9, TRA11, TRA12, TRA14, TRA15, TRA16, TRA18, TRA24, and CC14 of the adopted City of Norwich Replacement Local Plan (November 2004).

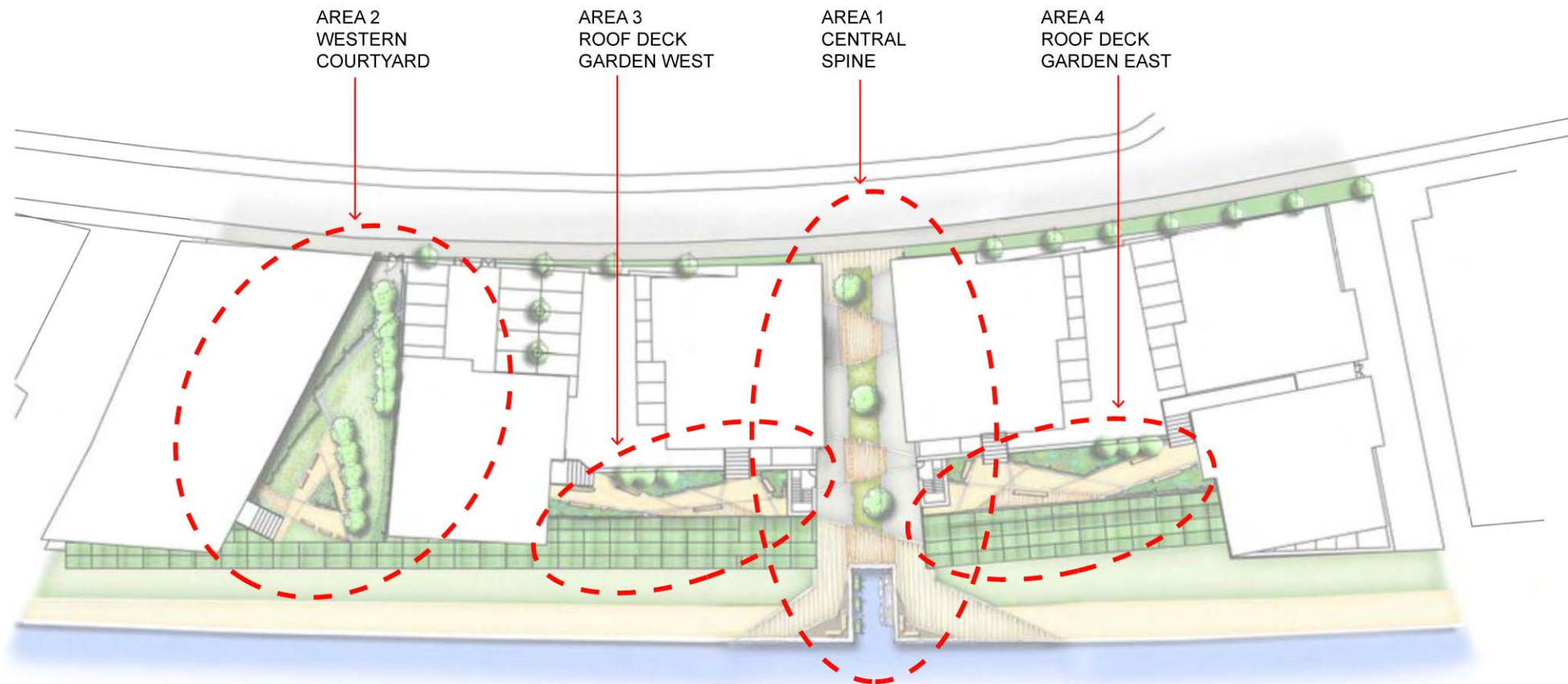
(2) In the event that completion of a satisfactory Section 106 Agreement is not achieved by 24th December 2010, to include affordable housing provision, sustainable transport measures and library contributions as appropriate, to delegate authority to the Head of Planning Services to refuse application 10/01107/RM at Norwich City Football Club, Carrow Road, Norwich, NR1 1JE, for the following reason:

In the absence of a legal agreement or undertaking relating to the provision of affordable housing, sustainable transport measures and library contributions the proposal is contrary to saved policies HOU4, TRA11 and HOU6 of the adopted City of Norwich Replacement Local Plan (November 2004).

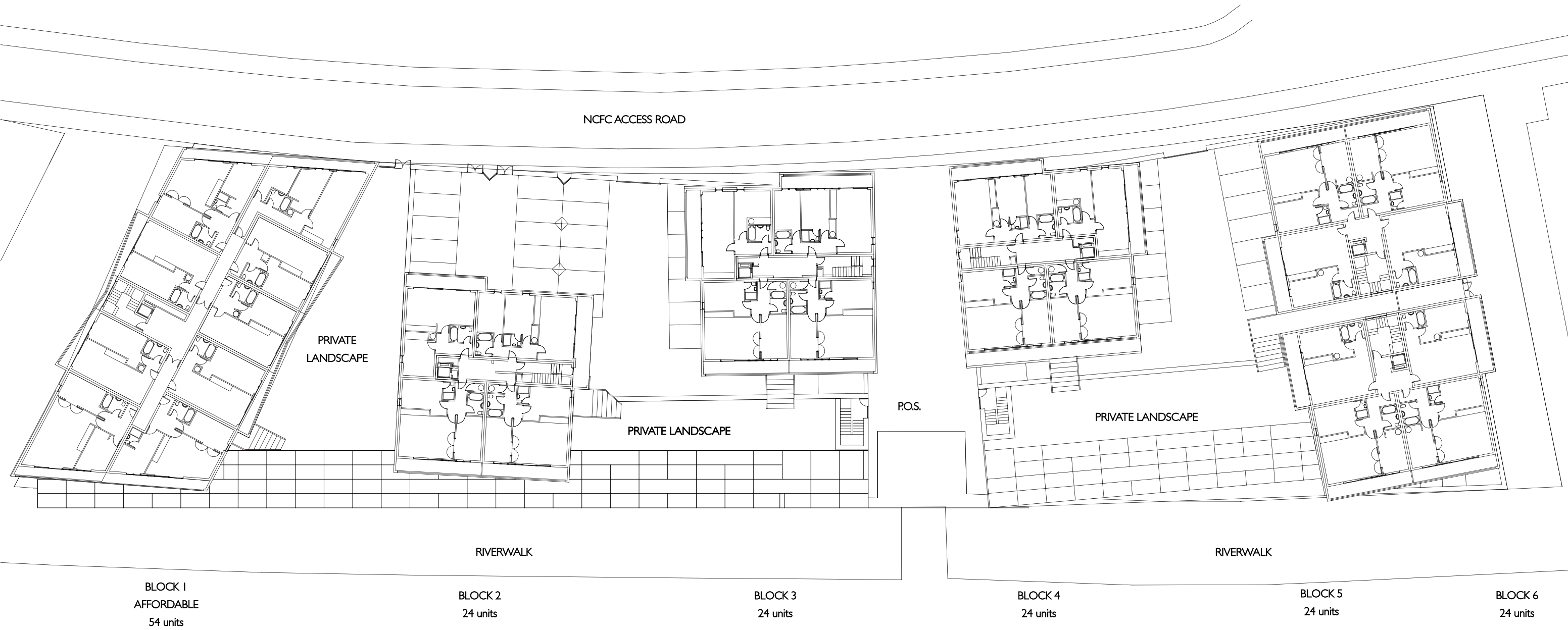


TYPICAL FLOOR PLAN

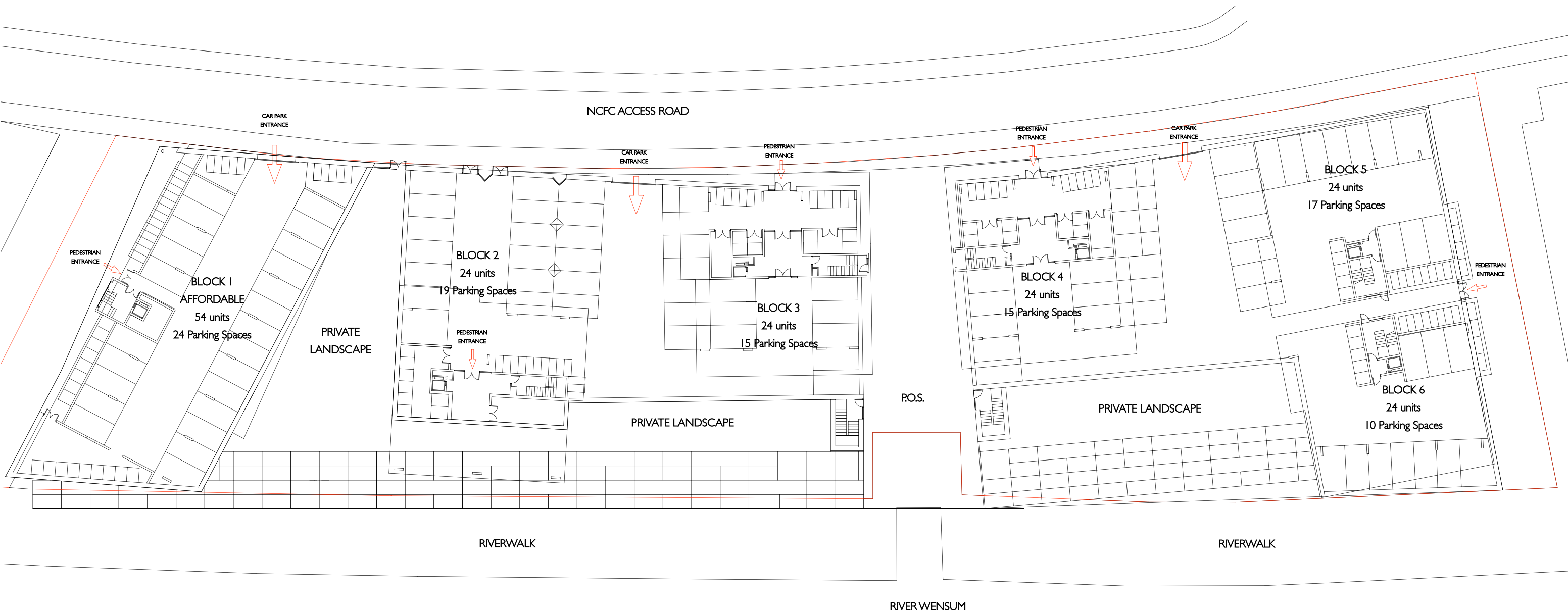
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	MARCH 2010
type3 studio	
50a Southampton Rd. London W14 9PS UK	
JOB Title	
RIVERSIDE HEIGHTS	
PHASE TWO DEVELOPMENT	
CAPTION BRIDGE	
NORTH	
Drawing Title	
SITE LAYOUT	
ROOF PLAN	
Drawing Status	
FOR PURSUING	
Scale	
1:200 @ A1 / 1:400 @ A0	
Drawing Number	Client/Version
9008 / AA / 0 / 0103	







Revision		DATE
		MARCH 2010
type3 studio		38a Southampton Rd. London NW5 4JR
Job Title		
RIVERSIDE HEIGHTS		
PHASE TWO DEVELOPMENT		
CARROW BRIDGE		
NORWICH		
Drawing Title		
SITE LAYOUT		
TYPICAL FLOOR PLANS (FLOORS 1 - 6)		
Drawing Status		
FOR PLANNING		
Scales		
1:200 @ A1 / 1:400 @ A3		
Drawing Number		Status Revision
9008 / AA / 0 / 0102		



GROUND FLOOR / CAR PARK PLAN

Revision		DATE
		MARCH 2010
type3 studio		38a Southampton Rd. London NW5 4JR
Job Title		RIVERSIDE HEIGHTS PHASE TWO DEVELOPMENT CARROW BRIDGE NORWICH
Drawing Title		SITE LAYOUT CAR PARK PLAN
Drawing Status		FOR PLANNING
Scales		1:200 @ A1 / 1:400 @ A3
Drawing Number		9008 / AA / 0 / 0100
		Status Revision



RIVER ELEVATION



STREET ELEVATION

Revision	DATE
MARCH 2010	
type3 studio 38a Southampton Rd. London NW5 4JR	
Job Title	
RIVERSIDE HEIGHTS	
PHASE TWO DEVELOPMENT	
CARROW BRIDGE	
NORWICH	
Drawing Title	
LONG SITE ELEVATIONS	
Drawing Status	
FOR PLANNING	
Scales	
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Drawing Number	Status Revision
9008 / AA / 0 / 0200	



BLOCK 1 - WEST ELEVATION



BLOCK 1 - EAST ELEVATION



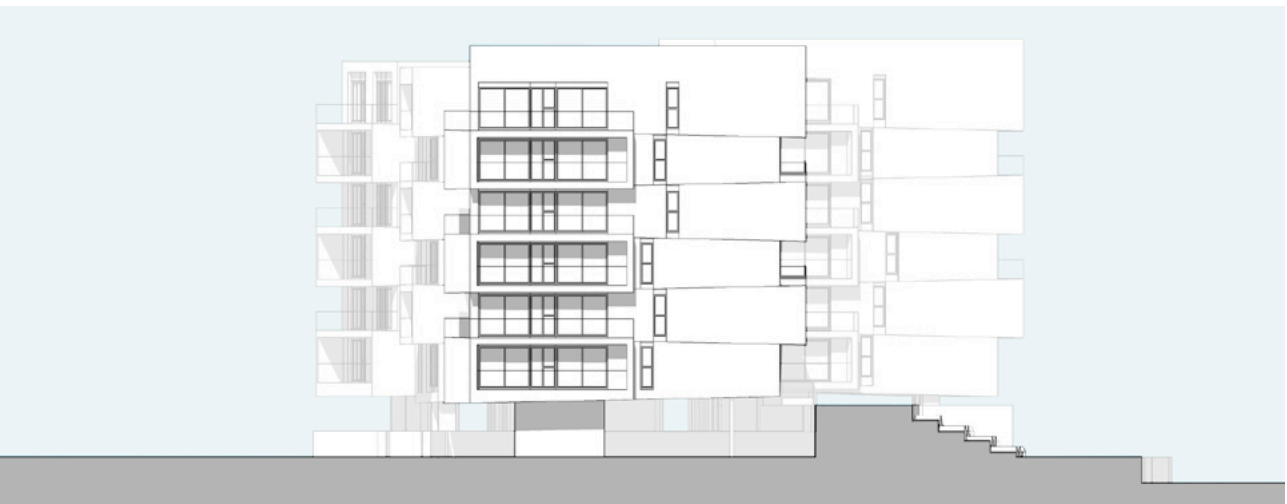
BLOCK 2 - WEST ELEVATION



BLOCK 2 - EAST ELEVATION

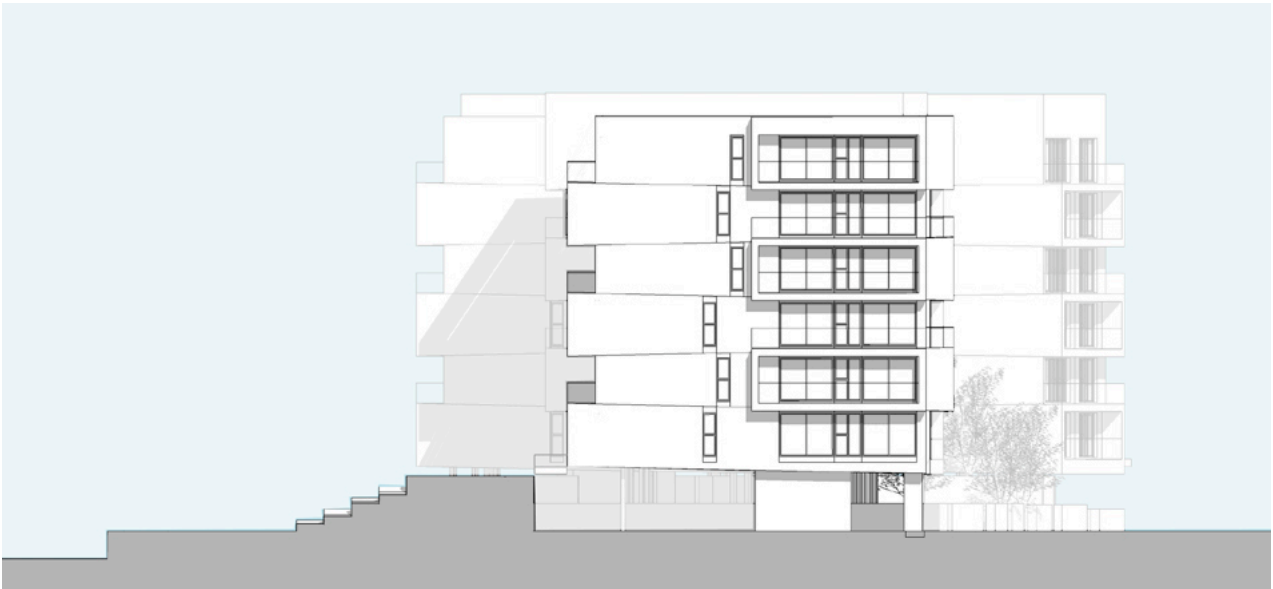


BLOCK 3 - WEST ELEVATION



BLOCK 3 - EAST ELEVATION

Revision	DATE
	MARCH 2010
type3 studio 38a Southampton Rd. London NWS 4JR	
Job Title	
RIVERSIDE HEIGHTS	
PHASE TWO DEVELOPMENT CARROW BRIDGE NORWICH	
Drawing Title	
SHORT ELEVATION / SECTIONS - BLOCKS 1, 2 & 3	
Drawing Status	
FOR PLANNING	
Scales	
1:200 @ A1 / 1:400 @ A3	
Drawing Number	Status Revision
9008 / AA / 0 / 0201	



BLOCK 4 - WEST ELEVATION



BLOCK 4 - EAST ELEVATION



BLOCKS 5 & 6 - WEST ELEVATION



BLOCKS 5 & 6 - EAST ELEVATION

Revision		DATE
		MARCH 2010
type3 studio		38a Southampton Rd. London NW5 4JR
Job Title		RIVERSIDE HEIGHTS PHASE TWO DEVELOPMENT CARROW BRIDGE NORWICH
Drawing Title		SHORT ELEVATION / SECTIONS - BLOCKS 4, 5 & 6
Drawing Status		FOR PLANNING
Scales		1:200 @ A1 / 1:400 @ A3
Drawing Number		9008 / AA / 0 / 0202
		Status Revision

CONTEXT – Completed Blocks A & B



EXISTING UNITS

APPROVED

330 Residential Units
213 Car Parking Spaces

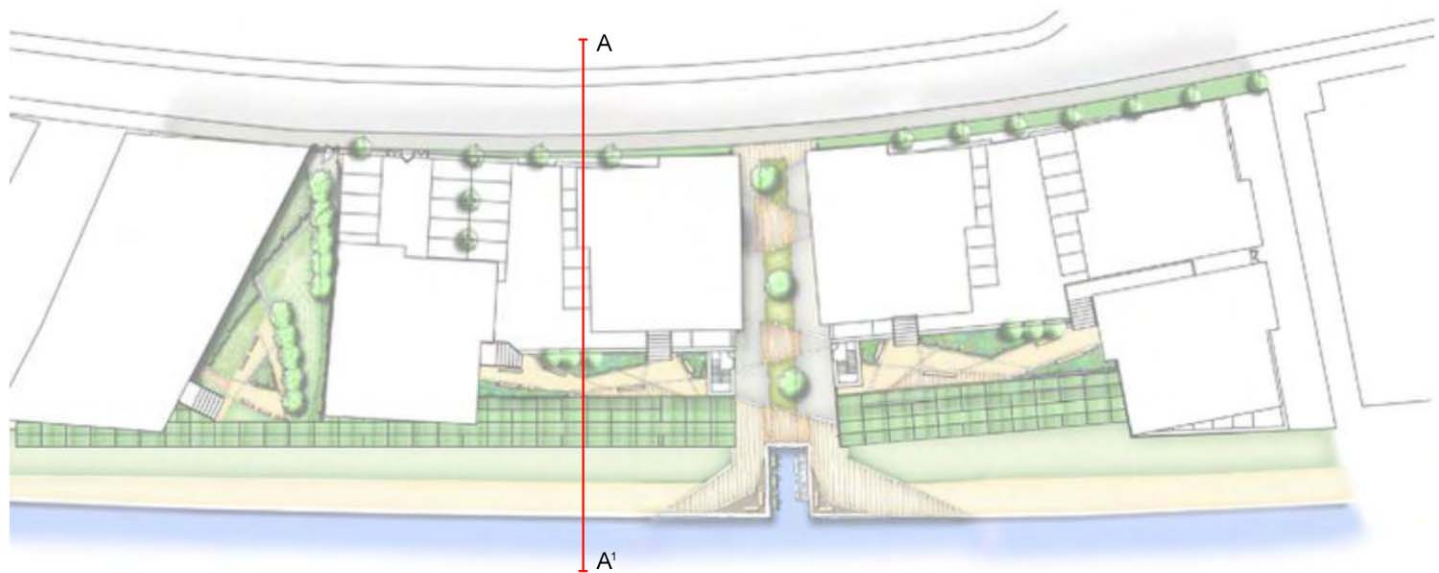
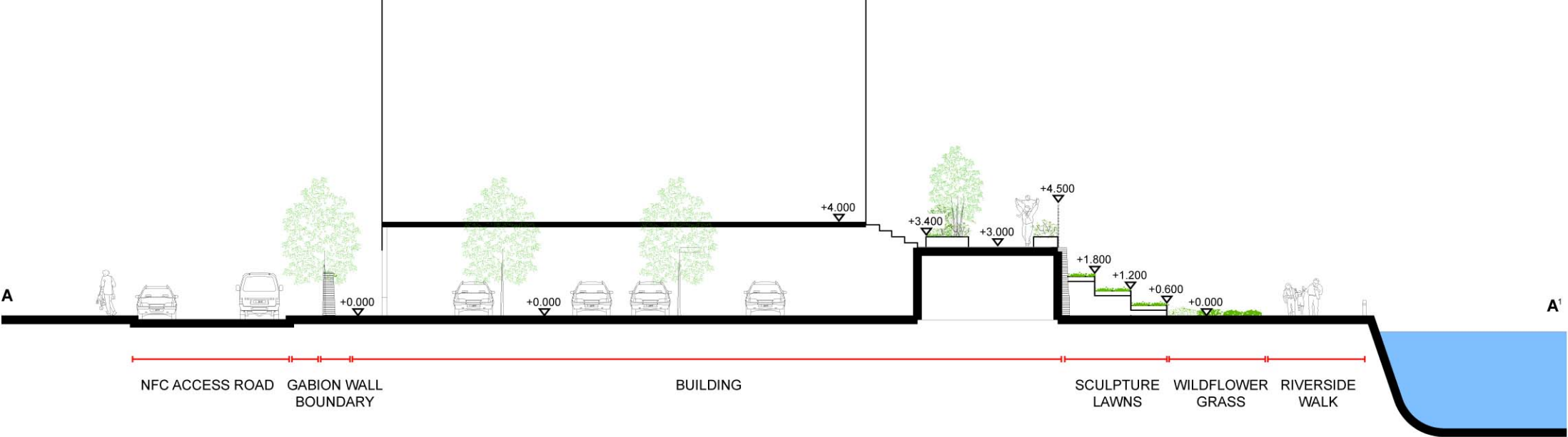
CONSTRUCTED TO DATE

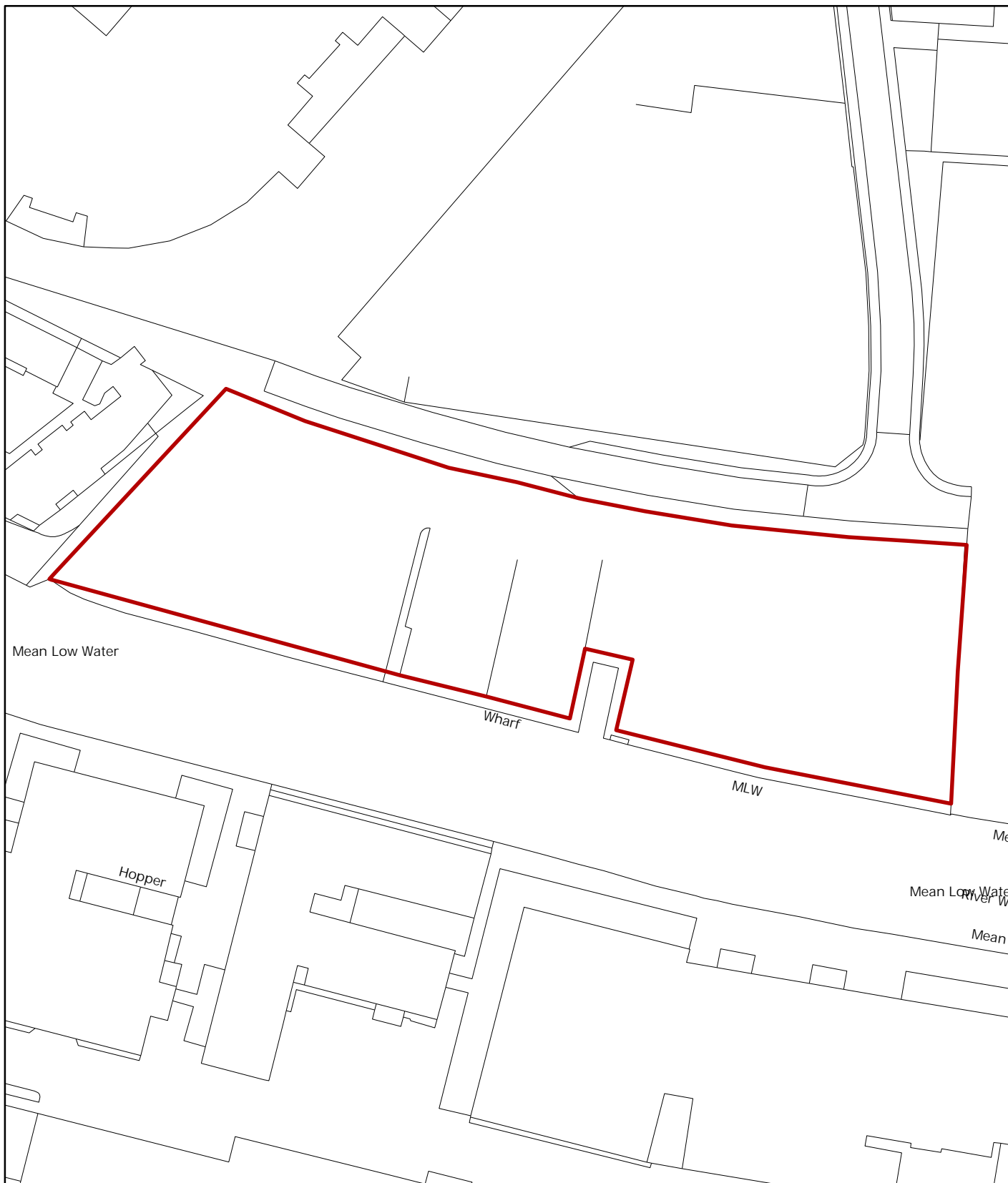
186 Residential Units
127 Car Parking Spaces

REMAINING UNDER CURRENT APPROVAL

144 Residential Units
86 Car Parking Spaces







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Planning Application No - 10/01107/RM
 Site Address - Riverside Heights
 Scale - 1:1,000



NORWICH
 City Council

PLANNING SERVICES

