

**Report to** Planning applications committee

**Item**

8 February 2018

**Report of** Head of planning services

**Subject**

Application no 17/01647/VC - Land North of Carrow Quay  
Kerrison Road, Norwich

**4(a)**

**Reason**

**for referral**

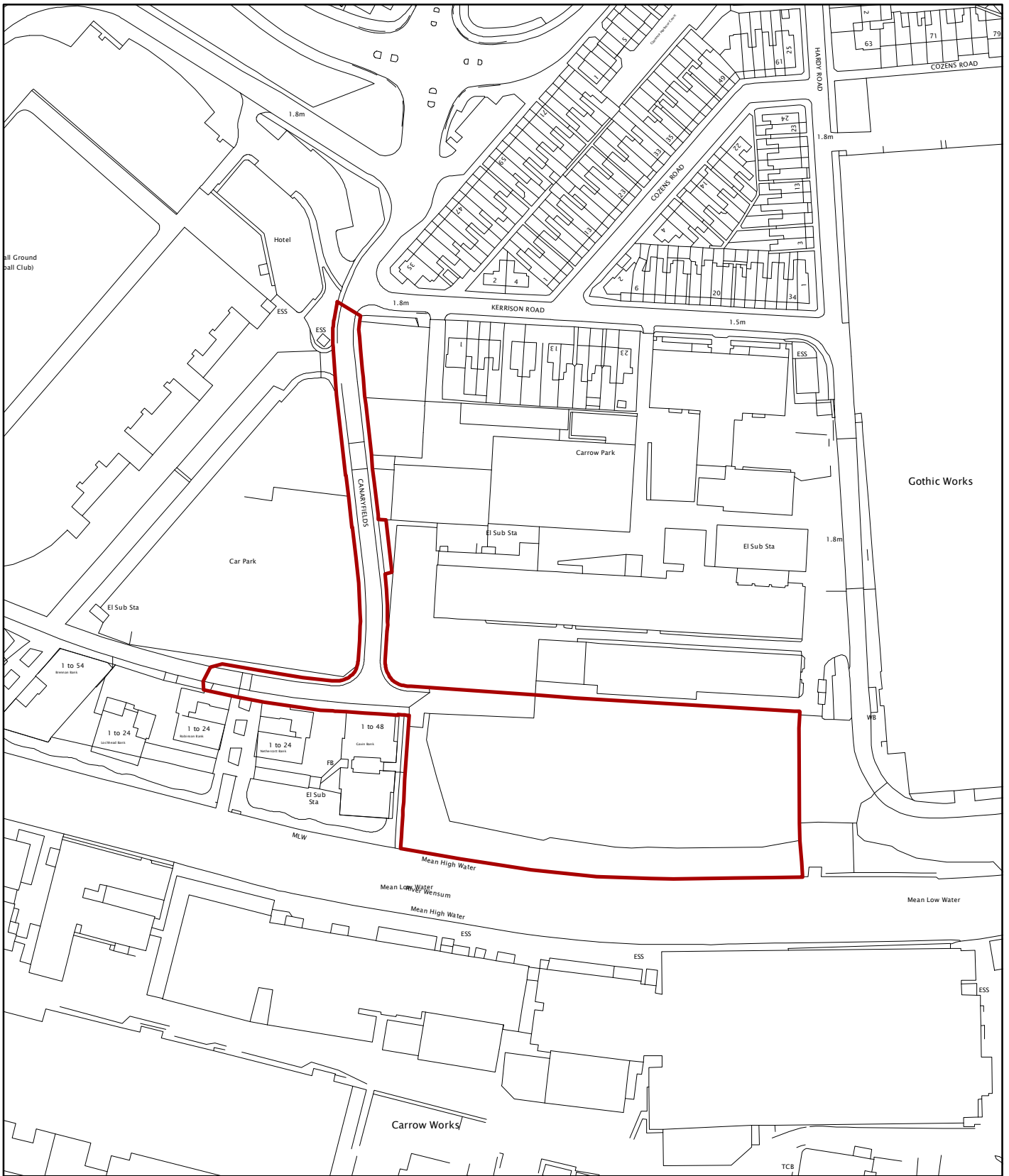
Objection

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<b>Ward:</b>	Thorpe Hamlet
<b>Case officer</b>	Lee Cook - <a href="mailto:leecook@norwich.gov.uk">leecook@norwich.gov.uk</a>

<b>Development proposal</b>		
Variation of Condition 1 of previous permission 13/01270/RM to allow revised plans.		
<b>Representations</b>		
Object	Comment	Support
1	0	0

<b>Main issues</b>	<b>Key considerations</b>
1 Principle	applications 11/02104/O and 13/01270/RM; allocation CC16; nature of changes
2 Design and Landscaping	Scale, massing, layout, detailing. Impact on amenities of neighbouring properties and future residents. Communal space area designs.
3 Energy and water	Type of energy provision
4 Transport	Parking and temporary access
<b>Expiry date</b>	12 January 2018
<b>Recommendation</b>	Approve

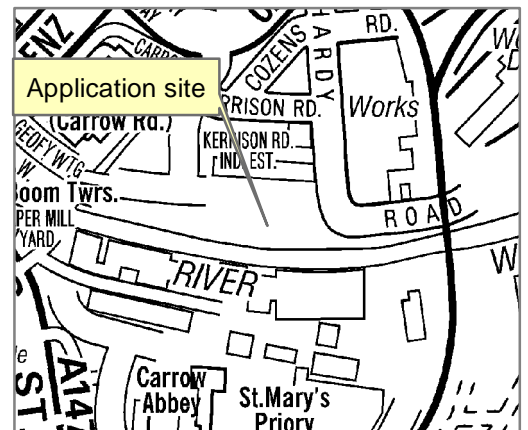


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Planning Application No17/0647/VC  
 Site Address Land North of Carrow Quay  
 Kerrison Road  
 Scale 1:2,000



**NORWICH**  
 City Council  
 PLANNING SERVICES



## The site and surroundings

1. The development site is on the gravel car park site on the land north of the River Wensum, accessed from the east end of Geoffrey Watling Way, off Carrow Road / Kerrison Road, close to the football club.
2. Carrow Road to the north / west and Kerrison Road to the north comprise part of the major road network. The NR1 residential flats are adjacent to the west, the river and Carrow Works industrial complex to the south, and the car park and industrial buildings of the Gothic Works site to the east, beyond which is the rail bridge.

## Constraints

3. The Bracondale conservation area lies mainly across the river to the south – east and the site lies within the area for main archaeological interest. The site forms part of an existing site allocation for mixed use development to include residential, leisure, community, office and ancillary small retail uses under CC16 - Land adjoining Norwich City Football Club, Kerrison Road and is adjacent to allocation R11 to the north and east for Kerrison Road / Hardy Road, Gothic Works. The site is relatively level and lies within parts of identified flood areas for flood zone 2 and at its east end for flood zone 3.

## Relevant planning history

4. .

Ref	Proposal	Decision	Date
11/02104/O	Outline application with full details of access for residential-led development of between 200 and 250 No. residential flats (Use Class C3) and 140 car parking spaces with commercial office space (Class B1a), groundsman's facilities (Class B8), community uses (Class D1/D2) and associated works including Riverside Walk and access road.	Approved	28/06/2013
13/01270/RM	Reserved Matters with full details of external appearance, landscape, layout and scale of development, to provide 250 No. residential flats (Class C3), 113sqm offices (Class B1a), 279sqm groundsman's facilities (Class B8), and 401sqm of flexible office space (Class B1a) and community uses (Class D1/D2) with 126 No. parking spaces, associated highways works and provision of a Riverside Walk, consequent to previous outline planning permission 11/02104/O The proposals include details for approval of Conditions 1(a), 1(b), 2(b), 3, 4(a),	Approved	05/11/2013

Ref	Proposal	Decision	Date
	4(b), 4(c), 5, 6, 7, 8(a), 8(b), 12, 20, 22(a), 22(b), 22(c), 22(e), 25, 26, and 30(a) of outline planning permission 11/02104/O applicable to the form of development as proposed in these Reserved Matters.		
14/00543/D	Details of Conditions 11) Access road construction specification, and 39) Access road provision, of previous planning permission 11/02104/O.	Approved	21/10/2014
15/01038/D	Details of Conditions 10: Phasing Plan; 16: Japanese knotweed eradication plan; 19: Site-wide construction management plan; (i) details of site layout; (ii) construction traffic access route plan; (iii) details of servicing arrangements during construction; (iv) vehicle wheel washing facilities; (v) dust control and materials storage; (vi) details of site boundary treatments; 23: Flood resilience construction methods; 28: Water conservation (non-residential); and 37: Fire hydrants of previous permission 11/02104/O.	Approved	23/10/2015
15/01313/D	Details of Condition 2a: drainage scheme and pipe network of previous permission 13/01270/RM.	Approved	24/11/2015
15/01403/D	Details of Conditions: 13 - contamination, 17 - imported soils, 18 - foundation/piling plans and archaeology, 21 - flood barrier link to adjoining site, 24 - provision of pollution control, 29 - design security and CCTV and 35 (k) - Riverside Walk shared surface from previous 11/02104/O.	Approved	23/11/2015
17/01091/F	Demolition of groundman's hut and construction of 73 flats with associate parking, landscaping and highways works.	Pending	
17/01774/D	Details of Conditions 2: drainage scheme and pipe network; 4: Moorings strategy; 5: sound insulation to ceilings floors and 8: cycle hoops of previous permission 13/01270/RM.	Pending	
17/01775/D	Details of Conditions 2: Drainage, 10: Phasing plan, 18: Foundation/piling plans and archaeology, 19: Construction management plan, 20: Car park flood risk precautions, 21: Flood barrier link to adjoining site, 22: Parking and cycle	Pending	

Ref	Proposal	Decision	Date
	storage, 23: Provision of flood resilience, 24: Provision of pollution control, 29: Design, security and CCTV, 31: Plinth wall design, and 32: Acoustic mitigation design of previous permission 11/02104/O.		

## The proposal

- Application to vary plans approved under Condition 1 of Planning Permission Ref: 13/01270/RM.
- A Reserved Matters application was approved in November 2013 (Planning Permission Ref: 13/01270/RM) with works to implement the consent (the construction of the site access road) taking place in the summer of 2015. The applicant's intention is, following the appointment of RG Carter as main contractor, to recommence works on site in early 2018 with a phased construction programme to deliver on a block by block basis.
- The principal changes relate to construction of the main structure, the energy strategy, mix of units, floor space provision and architectural design changes. In addition, there is a minor variation to the unit mix in response to the way in which affordable housing is funded by central government with a move to more 2 bed three person accommodation rather than 2 bed four person flats and also some minor amendments to layouts following recent revised guidance in relation to the fire strategy.

## Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	250 dwellings - Unit Type 1 bed 2person (1bd2p) previously at reserved matters application 91 (36%) now under current Section 73 application 90 (36%); 2bd3p previously 69 (28%) now 95 (38%); 2bd4p previously 90 (36%) now 65 (26%)
No. of affordable dwellings	Flats secured as 33% of scheme total through S106 agreement on the original outline permission
Total floorspace	Use Class B1(a) Offices previously at reserved matters application 113(m <sup>2</sup> ) now under current Section 73 application 103(m <sup>2</sup> ) giving difference -10(m <sup>2</sup> ); B8 Groundsman's Hut previously 279 now 279 (unchanged); C3 Residential previously 23,477 now 22,859 difference -618; Flexible (D1/D2/B1) previously 401 now 195 difference -206.
No. of storeys	Unchanged
Max. dimensions	Repositioning of the building resultant from reduction in overall footprint/ layout amendments including; Block R1 positioned circa 0.8m further away (east) from west site

<b>Proposal</b>	<b>Key facts</b>
	<p>boundary (i.e. further away from existing NR1 development); Block R5 positioned circa 0.9m further away (west) from east site boundary; Block R3 positioned circa 1.1m further away (north) from south boundary (i.e. further from river. The other residential block footprints are consistent with their position at the Reserved Matters stage on this boundary, although the car park podium is circa 1m closer to the south boundary, but outside of 8m easement required by the Outline planning consent.</p> <p>Reduction of standard floor-to-floor height of 60mm, reducing overall height of development (Overall building height reduction across blocks, between circa 650-1100 mm).</p>
Density	Unchanged
<b>Appearance</b>	
Energy and resource efficiency measures	Revised energy strategy to provide a centralised boiler plant which includes a CHP (Combined Heat and Power) unit that generates electricity and, as a by-product, heat which is used within the development's heating system.
<b>Transport matters</b>	
Vehicular access, parking and servicing	Unchanged – access via Geoffrey Watling Way to ground level parking and servicing areas

## Representations

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 1 letter of representation has been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

<b>Issues raised</b>	<b>Response</b>
The plans for the new development are not intuitive and it is not clear what is planned with this variation.	A design and access statement has been submitted which detailed proposed changes to the scheme. This information has been made available on the Councils website.
I want to know what the council are planning by way of development which will affect the area. There are already problems of road access now and there are several bottlenecks. The plan for the new build includes 140 new parking spaces. Has the traffic flow been modelled to see the impact on the movements around the area.	<p>Para 3, 36.</p> <p>Two sites have been allocated for development within the area including CC16 which includes the application site.</p>

Issues raised	Response
<p>Parking is already a problem for residents in the blocks of flats along Geoffrey Watling Way. Due to the Grenfall Tower tragedy residents park on the application site. This is a Health and Safety problem, not simply from the perspective of fire regulations, but also for the safety of residence parking in an often waterlogged, pothole pitted, dimly lit rubbish tip. Not sensible to allow new development until the current problems have been properly concluded.</p>	<p>This matter is understood to have been resolved with Broadland Housing now making under croft parking for the existing flats available following safety improvements to their building and the application site is soon to be cleared to allow progression of development.</p>

## Consultation responses

9. 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.

### Broads Authority

10. No objection in principle. Given the minor nature of the revisions and reduction in scale would not have anything further to add to previous design comments. Essential that detailed design specifications are agreed for the riverside walk and planting schemes to ensure no navigation issues or encroachment into navigable areas arise. Suggest provision of safety features to provide a safe means for people to get out of the river.

### Highways (local)

11. No objection in principle. Provided detailed comments on traffic regulation order to be implemented (pedestrian zone restriction); servicing; parking; secure access to the car park; external lighting in the absence of street lighting; and informative to show that new residents will not be eligible for parking permits in the wider area.

### Landscape

12. No objection in principle. Provided comments on request to clarify boundary treatments / retaining wall and podium wall design.

### Norfolk historic environment service

13. Dealing with matters under discharge of condition application 17/01775/D.

### Norfolk County Council – Local Lead Flood Authority

14. The 'Planning and Design and Access Statement' provided by Broadland Development Services Ltd in October 2017 (304278) advises that the principle changes relate to construction of the main structure, the energy strategy, mix of units and architectural change, none of which relate to the drainage. Therefore, the LLFA have no further comments to make

## **Tree protection officer**

15. Has no comment to make.

## **Assessment of planning considerations**

### **Relevant development plan policies**

#### **16. 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
- JCS7 Supporting communities
- JCS9 Strategy for growth in the Norwich policy area
- JCS11 Norwich City Centre
- JCS12 The remainder of the Norwich urban area including the fringe parishes
- JCS18 The Broads
- JCS20 Implementation

#### **17. 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
- DM7 Trees and development
- DM8 Planning effectively for open space and recreation
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM17 Supporting small business
- DM22 Planning for and safeguarding community facilities
- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development

#### **18. Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)**

- CC16 - Land adjoining Norwich City Football Club, Kerrison Road
- R11 - Kerrison Road / Hardy Road, Gothic Works



## Other material considerations

### 19. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- 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

### 20. Supplementary Planning Documents (SPD)

- Affordable housing SPD adopted March 2015
- Heritage interpretation SPD adopted December 2015
- Landscape and trees SPD adopted June 2015
- Open space and play adopted October 2015

## Case Assessment

21. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

### Main issue 1: Principle of development

22. Key policies and NPPF paragraphs – JCS4, JCS9, JCS12, JCS20, DM1, DM12, DM13, DM33, SA CC16, NPPF paragraphs 9, 14, 17, 49, 73-75, 109 and 129.
23. The principle of redevelopment of the site has agreed under applications 11/02104/O and 13/01270/RM. All changes are within the parameters established by the original Outline Planning Application 11/02104/O on which the original Reserved Matters application was based. The proposal also follows guidance within the site allocation CC16.
24. The current application is submitted under Section 73 of the Act partly as a minor material amendment to the approved residential scheme and partly to allow variation of conditions to reflect the new form of development being proposed and phasing requirements for its implementation. This development has recently been commenced with all pre-commencement conditions having been submitted for discharge or subject to earlier permission. The construction works so far are for roadworks and riverside walk.

25. Recent appeal judgements refer to the whole character of a development having to be altered to render an amendment unacceptable. This is a high bar, and in the current application there are numerous basic aspects of the character of the proposal which have not changed. Examples of this are the access to the site and the nature of the access roads, the quantum and type of development, the locations of open space, landscape design principles and parking arrangements. These similarities result in the character changes being well below what could be considered to be the alteration of the whole character of the original permission. Accordingly, the amended submission is considered to be lawful and on the basis of the resultant impacts of the changes and compliance with policy is acceptable. Further assessment of design, landscape and energy requirements is given below.

## **Main issue 2: Design and Landscaping**

26. Key policies and NPPF paragraphs – JCS1, JCS2, DM2, DM3, DM8, NPPF paragraphs 9, 17, 56 and 60-66.
27. The proposed architectural changes are primarily because of design rationalisation to give economies in the structural arrangements and as a result of the revised energy strategy. This makes the development smaller than the approved Reserved Matters scheme (approximately 4% in floor area terms). In particular the revised scheme improves the separation to the east and west site boundaries over the approved scheme, improving the boundary amenity of neighbouring properties. The overall development has also reduced in height as a result of structural efficiencies, with reductions varying between 650mm and 1100mm depending on the block.
28. Submitted drawings show the revised typical footprint and height, compared against the implemented Reserved Matters scheme, dotted red on the plans and importantly the amendments retain the architectural philosophy of the consented development in terms of general arrangements and physical appearance. In addition, the changes will provide increased landscaping between the various blocks proposed as part of the development.
29. The design language of the external facades including fenestration is maintained, albeit with minor amendments to external features. Similarly, the landscape strategy remains consistent with the approved scheme, with minor area changes to accommodate building footprint revisions.
30. Following discussions with Norfolk Fire service, the fire strategy has been revised and physical changes made including; the provision of new secondary escape stairs (down to podium level) to southern end of blocks R1 and R3; changes to smoke ventilation strategy. In doing this the scheme has improved fire escape from the building whilst making limited impacts in design quality. The proposed layout introduces two new residential accesses and circulation cores to Blocks R2 and R4 making these independent addresses. The location of these entrances and their ground floor lobbies, significantly enhances the street level activity along Geoffrey Watling Way and assists with the urban design of the area.
31. Changes to unit mix since the Reserved Matters stage are given above. These are predominately a response to central government funding, which places greater emphasis on 2bed 3person units. Whilst the balance of 2 bed units has shifted (and increased by 1 in total), the overall 1 bed/2 bed unit percentage remains generally consistent with the Reserved Matters scheme.

32. Updates to the wider scheme layout include minor amendments to individual unit types in order to accommodate the revised structural arrangements, including several new types. Overall block areas have decreased in area but individual apartment areas are larger than those proposed at Reserved Matters stage with all unit types meeting national space standards outlined in Policy DM2, except 1 bed unit type A1 which demonstrates an increased floor area over the approved scheme.
33. Whilst the revised strategy requires an increase in the required plantroom area at ground floor level (with a subsequent reduction in non-residential floor space; increase in the number of perimeter louvre panels required; and the addition of an extract flue on block R5) These are designed in an appropriate manner and maintain a cohesiveness to building design. It also opens up the opportunity for a district heating system, which can also supply the proposed Carrow View development recently submitted for planning approval.
34. Non-residential use class areas have reduced in order to accommodate the provision of additional plant room space that was not required at the Reserved Matters stage, with the residential area subsequently increasing as a result. All changes to use class areas are within the parameters established by the original Outline Planning Application. Overall the suggested changes to design, building scales, detail and layout are considered to be acceptable and the end result will maintain a cohesive and attractive redevelopment scheme.

### **Main issue 3: Energy and water**

35. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 94 and 96.
36. The earlier permissions require that the development shall be constructed either in accordance with the high standard of energy efficiency inherent in designing along the principles of a Passivhaus system or shall feature the renewable energy measures. However, with recent building regulation changes, the client's objectives of reducing energy costs for tenants are now sought through an alternative policy compliant strategy without the enhanced costs for Passivhaus certification this improves the overall deliverability of the development for the applicant.
37. The revised energy strategy is to provide a centralised boiler plant which includes a CHP (Combined Heat and Power) unit that generates electricity and, as a by-product, heat is created which is used within the development's heating system. The centralised plant is a larger space and plant/equipment larger than at Reserved Matters stage - resulting in the changes to the floorspace detailed above. Efficiencies are said to be gained through having one plant area rather than a number of smaller plant rooms, which tends to magnify the size of equipment installations that are typically oversized to cope with peak demands.
38. From the plant room, heating mains will feed each of the blocks to serve heating and hot water, these mains are buried in subterranean ducts between blocks, or on the underside of the podium level with the blocks linked to the car park. The heating mains are insulated to prevent heat loss. The same approach is proposed at Carrow View (Planning Application Reference: 17/01091/F where the heating mains run from Carrow Quay, under Geoffrey Watling Way to Carrow View.

39. The revised energy strategy is in compliance with the original planning conditions, providing a policy compliant alternative to the originally proposed Passivhaus approach.

#### **Main issue 4: Transport**

40. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
41. Parking and access remains as envisaged with the earlier permissions. As a consequence of the project phasing, the only main change to car parking and access is in relation to access to the below-podium car park for residents of blocks R3 and R4 which will be compromised by the construction of the adjacent block R2. Therefore a new temporary access has been proposed from the R5 car park. This access will be retained in the permanent condition, but will be permanently locked and not used once the permanent car park access off Geoffrey Watling Way is in operation, allowing full occupation of the R5 car park.
42. In both the temporary and the permanent case, access to the car park will be controlled by access barriers during the day, with secure gates impeding pedestrian access closed at dusk and opened in the morning. This operation will be carried out in accordance with the security management strategy by the on-site concierge. Resident access through the barriers and the gates will be by key fob or a similar system as suggested by the transport officer.

#### **Compliance with other relevant development plan policies**

43. 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.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
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 condition
Sustainable urban drainage	DM3/5	Yes subject to condition

#### **Equalities and diversity issues**

44. There are no significant equality or diversity issues.

#### **S106 Obligations**

45. The scheme secures 33% of the dwellings as affordable housing through S106 agreement on the original outline permission. Subject to funding the applicant under

its operation as a registered housing provider is hopeful to increase this level of provision.

### **Local finance considerations**

46. 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.
47. 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. In this case local finance considerations are not considered to be material to the case.

### **Conclusion**

48. The principle of development and access has been established on the site by the previous planning permission. The proposed development provides an acceptable scheme in relation to those changes being made to the earlier permission and appropriately responds to design, access, amenity and landscape issues. Revisions as negotiated have improved the scheme and provision of an alternative form of policy compliant on-site energy provision is considered in the circumstances to be acceptable. 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. 17/01647/VC - Land North of Carrow Quay, Kerrison Road, Norwich and grant planning permission subject to the following conditions:

1. The development proposed within these reserved matters shall be built in accordance with the approved plans / details.
2. Details of the permitted surface water drainage system's pipe network, any resultant flood event contingency and management procedures including details of flood locations in the pipe network, volumes of flooding and flood water storage prior to dispersal.
3. Details of works to the river bank, to include the ecological mitigation measures for protection of the Depressed River Mussel as specified within paragraph 5.3.2 of the approved Ecological Survey.
4. Details of river bank mooring strategy.
5. Details of floor / ceiling sound insulation to be installed above the ground floor non-residential uses and first floor residential apartments within the development.
6. Details of the bird and bat boxes and brown roof hibernaculae.
7. Details of Arboricultural Implications Assessment including Arboricultural Method Statement (AMS) for the works to land in the vicinity the tree on the eastern boundary of the site.
8. Details of cycle storage/stands for non-residential parts of the development and their visitors, including possible storage within the Kerrison Cut area and Riverside

Walk, and details of cycle storage/stands provision for visitors within the access road along the northern boundary of the site.

9. Revised Travel Plan to be approved prior to first occupation shall include provisions to survey and monitor annual residential cycle use and demand and supply of residential cycle stores, and include means to satisfy the unmet need to provide secure and covered storage within the development as may be appropriate.
10. Details of bus stop installed and made operational in the location shown on the landscaping strategy plans for the north-south access road.
11. Details of the renewable energy measures.
12. Control on any amplified music system within the non-residential parts of the development.

### **Article 31(1)(cc) 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 at the pre-application and application stage the application has been approved subject to appropriate conditions and for the reasons outlined within the committee report for the application.

### **Informative Notes**

1. Relationship of permission to earlier applications.
2. Restriction on permit parking.



Proposed Landscape Plan



Plan showing proposed typical residential level, including Carrow Quay (under construction)





Carrow Quay development  
(under construction)



River Elevation of proposed development beyond Carrow Quay