Report to Planning applications committee

Report of	Head of planning services		
Subject	15/01527/F – Beckham Place, Edward Street		
Reason			
for referral	Objection		
Applicant	Norwich Estates		

Ward:	Mancroft
Case officer	Caroline Dodden – carolinedodden@norwich.gov.uk

Development proposal		
Demolition of remaining industrial unit and erection of a terrace of 7 no. dwellings to the south, a block of 12 no. flats to the west and either a terrace of 8 no. dwellings or 18 no. flats associated with the Norfolk & Norwich Association for the Blind.		
Representations		
Object Comment Support		
1		

Main issues	Key considerations
1.Principle of development	Use of site for residential development
2.Design	Visual impact in city centre conservation
	area
3.Access and transport matters	Access road and parking and servicing
4.Landscaping and trees	Replacement trees
5.Amenity	Relationship to neighbours and adjacent
	development sites. Quality of
	accommodation for future residents.
6.Affordable housing	Viability of scheme, affordable housing
	provision and commuted sum
Expiry date	29 July 2016
Recommendation	Approve subject to conditions and
	completion of a S106 agreement.

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Scale

1:1,000





PLANNING SERVICES



The site and surroundings

- The site is located off Beckham Place, to the north of Edward Street and Anglia Square. The site was formerly occupied by workshops, now demolished (with the exception of the range against the western boundary) and is currently used as a surface car park. It is located to the rear of another surface car park accessed off Edwards Street to the south of the site. The site does not have a street frontage, but is currently visible from Edward Street.
- 2. Immediately to the southwest of the site are two blocks of four storey flats. Access to the site is via Beckham Place a private road accessed from Edward Street. It should be noted that this residential scheme was developed by the Applicant.
- 3. To the east of the Beckham Place access is the Anglia Bowls Centre Limited (ABCL) and the Bradbury Activity Centre, which is a centre for blind and partially blind people.
- 4. To the north of the site is a 2 and 3 storey red brick development occupied by the Norfolk & Norwich Association for the Blind (NNAB), which provides residential care and supported housing. Further surface parking is located off Edward Street to the west of the development site.

Constraints

- City Centre Conservation Area Anglia Square characterisation area
- Critical drainage catchment area
- Area of archaeological interest
- Area of reduced public car parking

Relevant planning history

5.

Ref	Proposal	Decision	Date
4/1989/0830	Erection of three storey office block.	APCON	07/06/1990
10/01156/F	Demolition of existing industrial units and the erection of 9 No. three bed houses and 5 No. four bed houses, together with 248sqm of office space (Class B1).	APPROVED	23/03/2011
10/01157/C	Demolition of existing industrial units	APPROVED	23/03/2011
13/00923/NMA	Minor revision to line of footpath - non- material amendment to previous	APPROVED	25/11/2013

'Demolition of existing industrial units and the erection of 9 No. three bed houses and 5 No. four bed houses, together with 248sqm of office space (Class B1)'.
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The proposal

- 6. The proposed development is for the demolition of a terrace of remaining industrial units on the west side of the site to allow for the erection of a terrace of 7 no. dwellings to the south, a block of 12 no. flats to the west and either a terrace of 18 no. flats associated with the Norfolk & Norwich Association for the Blind (NNAB scheme) or 8 no. dwellings (private scheme) on the north side of the site with associated access and servicing.
- 7. The reason for the two schemes for the northern block is due to the outcome of negotiations on affordable housing, whilst the application was originally submitted as an all private scheme it has been identified that there is scope to transfer the northern block to the NNAB as a registered provider of affordable housing as a preference to the all private scheme. This matter is discussed further under main issue 6.

Proposal	Key facts	
Scale		
Total no. of dwellings	NNAB Scheme – 37	
	North Terrace – 18 x 1 bed flats	
	South Terrace – 7 x 3 bed townhouses	
	West Terrace – 4 x 2 bed, 8 x 1 bed flats	
	All Private Scheme – 27	
	North terrace – 8 x 3 bed townhouses	
	South and west terraces as above.	
No. of affordable	NNAB Scheme – 18 no. flats for the NNAB	
dwellings	Private Scheme – none, commuted sum payment	
No of storeys	3 storeys	

Summary information

Appearance		
Materials	Red facing bricks to ground and first floor, slate to roofs and walls of second floor, zinc sheet cladding to projecting dormers and bays	
Transport matters		
Vehicular access	Access from Beckham Place, a private road, on the north side of Edward Street	
No of car parking spaces	NNAM Scheme – 7 spaces for southern terrace of townhouses	
	Private scheme – 15 spaces for the north and south terraces of townhouses	
No of cycle parking spaces	NNAM scheme – 15 spaces for townhouses	
	Private scheme – 27 spaces for townhouses and flats	
Servicing arrangements	Separate bin storage for townhouses, communal bin store for flats.	

Representations

8. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. One letter of representation was received in relation to the original citing the issues as summarised in the table below. It should be noted that the objection has come from the owner of Anglia Bowls Centre Limited (ABCL) who also owns part of the Beckham Place access road. The representation is available to view in full at http://planning.norwich.gov.uk/online-applications/ by entering the application number.

Issues raised	Response
The development would require the unlawful use of land belonging to ABCL, by creating an access that would be a danger for pedestrians and its employees and visitors.	See main issue 3

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.

Norfolk Historic Environment Service

- 10. There is potential for significant medieval remains on site. Therefore, if planning permission is granted, we request that it be subject to conditions, in accordance with Paragraph 141 of the NPPF, requiring a written scheme of investigation and that no demolition/development takes place other than in accordance with the Written Scheme of Investigation approved. In addition, the development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved and the provision to be made for analysis, publication and dissemination of results and archive deposition has been secured.
- 11. The Historic Environment Service will provide a brief for the programme of archaeological works on request

Anglian Water

- 12. There are no assets owned by Anglian Water within the site boundary. There is available capacity for wastewater treatment and foul sewage. The preferred method of surface water disposal would be to a Sustainable Urban Drainage system (SUDs).
- 13. The surface water strategy/Flood Risk Assessment submitted with the application relevant to Anglian Water is unacceptable. Therefore, a condition with regards to surface water disposal is recommended to cover this issue.

Environment Agency

- 14. The site is underlain by a Secondary A aquifer (Alluvium) followed by a principal aquifer (chalk). A source protection zone 2 also underlies the site and is also in an EU Water Framework Directive Drinking Water Protected Area. The site is therefore considered to be in an environmentally sensitive location.
- 15. We have reviewed the application documents and consider that planning permission could be granted for the proposed development as submitted if a contamination condition requiring investigation, evaluation, mitigation and verification. Without this condition, the proposed development on this site poses an unacceptable risk to the environment and we would object to the application.

Highways (local)

16. The layout of the development in a cul-de-sac enables a high degree of surveillance over the street that is welcome. The provision of bin and bike storage to the front of

the townhouses is innovative. It is not clear from the application where bins and bikes will be stored for the flatted parts of the scheme. The proposed development is suitable in transportation terms.

- 17. Beckham Place will remain a private road, as such, the highway authority will not adopt the road, trees, drainage or lighting and therefore the residents would be responsible for their maintenance. The reason being that we do not adopt highway that is not contiguous with extant adopted highway.
- 18. The road must be built to adoptable standards to ensure it is fit for purpose, as such the city council does require that the design of the road is subject to condition and will offer advice on its construction on an informal basis without requiring S38 fees.
- 19. If approved, conditions with also be required with regards to refuse and recycling details, as well as informatives regarding parking permits, street naming and numbering and considerate construction.

Housing strategy

20. The Joint Core Strategy (JCS) requires 33% of dwellings to be affordable storage.

Environmental Protection

21. Broadly agree with the conclusions, subject to the agreement of the EA. The report includes some preliminary suggestions for remediation of the garden areas, and these may be acceptable from a human health perspective, but will need to be confirmed and verified once completed. Therefore, to ensure these measures are implemented and to minimise nuisance during construction, I recommend the imposition of conditions regarding contamination and imported material and informatives relating to construction working hours and asbestos.

Landscaping and trees

- 22. Details of mitigation tree planting should be submitted. The information should include a tree pit detail to deal with planting into hard landscape, along with details of the tree species and specification. Information should also be provided about the three trees shown in soft landscaped areas. Information should be submitted under condition to include boundary treatments, a specification for any soft edges between hard paving and building lines, details of materials, colour and lay pattern of hard surfaced areas. As well as a maintenance and management plan.
- 23. The scheme will require the cutting back/removal of a large semi-mature sycamore tree overhanging the site on the southern boundary. This tree is already compromised by existing flats and would not survive the proposed development. There is scope for new tree planting within the development, given this it is considered that suitable replacement trees are sought.

Lead Local Flood Authority

24. The Lead Local Flood Authority confirms that it has no comments to make.

Norfolk Constabulary

25. Advisory comments regarding Secured By Design, access control to flats, mail delivery, communal cycle storage and access to rear and cycle storage area.

Norfolk County Council

26. The County have requested the following:

- a) Education contributions to be funded through CIL
- b) 1 Fire Hydrant to be secured via condition
- c) Library infrastructure to be funded by CIL

Strategic Housing

27. The proposal for 18 one and two bed flats to be owned and managed by The Norfolk & Norwich Association for the Blind (NNAB) is welcomed and supported and ensures that the affordable housing requirements for this site are exceeded.

28. They go on to offer advice over the form of transfer and requirements for the NNAB.

Assessment of planning considerations

Relevant development plan policies

Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)

- JCS1 Addressing climate change and protecting environmental assets
- JCS2 Promoting good design
- JCS3 Energy and water
- JCS4 Housing delivery
- JCS6 Access and transportation
- JCS7 Supporting Communities
- JCS11 Norwich city centre

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 Renewable energy
- DM5 Planning effectively for flood resilience
- DM6 Protecting and enhancing the natural environment
- DM7 Trees and development

- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM22 Planning for and safeguarding community facilities
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

Other material considerations

- 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
- Supplementary Planning Documents (SPD)
 - Affordable housing SPD adopted March 2015

Case Assessment

- 29. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations
- 30. The principle of development has been established by the approval of the 2010 scheme and that the development will provide housing in accordance with the aims and principles as set out in Policy 6 of the NPPF and Development Plan policies JCS4 and DM12. Subject to this, further compliance with all other relevant policies is required. This is further set out below.

Main issue 1: Principle of development

- 31. Residential Key policies and NPPF paragraphs DM12, NPPF paragraphs 49 and 14.
- 32. The site is not allocated for a specific type of development in the current Local Plan. However, the site was identified as part of a larger site allocated for mixed and/or residential use within the Northern Area Action Plan (NAAP) March 2010 (policy

BP1), which has since expired. There is considered to be little material relevance of the Action Area Plan's policies in relation the assessment of this planning application.

- 33. A mixed office/ housing scheme was approved in February 2011 in line with the site allocation of the NAAP, for 14 dwellings and a two storey office building. Many of the industrial units that occupied the site were demolished after approval, apart from the remaining range of units on the west side of the site.
- 34. This is a former industrial site within the city centre conservation area. The remaining industrial buildings are of no architectural merit and contribute very little to the conservation area. As such, there is no objection to their demolition.
- 35. Given the 2011 planning consent, the criteria for residential development sites within Policy DM12 and the nature of the surrounding uses, it is considered that the principle of residential development is acceptable.

Main issue 2: Design

- 36. Key policies and NPPF paragraphs JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
- 37. The proposal is made up of 3, three storey terraces one each to the north, south and west sides of the site, positioned around a central shared surface access road and turning head. The terraced form of the housing reflects that found immediately to the north, although it is a contemporary take on the 19th century dwellings in the local area.
- 38. The dwellings would be red brick on the ground floor, with brick diagonal jetties at first floor (over-sailing the ground floor) supported by exposed steel columns and beams. The upper storeys and roof would be finished in slate. The roof would have uneven pitches with valleys, to reflect Norwich dormers.
- 39. The NNAB scheme would be slightly different in that the upper floors would not overhang the ground floor and there would be projecting steel balconies on both the north and south sides of the block. In addition, each end of the block would have a hipped roof.
- 40. Overall, the contemporary design and use of traditional materials would provide an interesting and important visual link between the site and the nearby historic terraces.
- 41. As the existing flatted development to the southwest is within the same ownership, it is proposed to create a pedestrian link between the sites. This would provide an alternative and more attractive pedestrian route to the site, where both steps and a ramp would be provided to the application site.
- 42. In sum whilst the scheme is relatively high density the design will provide for a site which once redevelopment would enhance the character of this part of the conservation area.

Main issue 3: Access and transport matters

- 43. Key policies and NPPF paragraphs JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
- 44. The scheme would incorporate a shared surface access road, where the colour of materials would be used to differentiate between the road/ turning head and footpaths. The layout allows for a large vehicle (refuse or removal lorry) to turn within the site.
- 45. Whilst the road will be constructed to adoptable standards it will remain privately owned. Although Beckham Place is narrow, it is considered to be sufficient for the relatively limited amount of traffic that is likely to use it, particularly when compared to the number of former commercial vehicles previously accessing the site. There is a pinch point in the road, but this is only for a limited distance (approximately 8.5 metres) and as such, is considered to be acceptable.
- 46. The NNAB has a pedestrian right of way along Beckham Place to an access point on its southern boundary, which also provides convenient access to the Bradbury Activity Centre from the NNAB site. The proposal incorporates a footpath along the southern edge of the proposed scheme to aid access to this pedestrian gate.
- 47. Each townhouse would be provided with one parking space and the flats would not have any allocated spaces. As such, the preferred scheme (incorporating 18 NNAB flats) would provide 7 parking spaces, while the other option would provide 15 spaces for the 15 townhouses. A condition would also be attached to require the provision of some electric car charging points.
- 48. A store for both refuse/ recycling bins and a bicycle would be located adjacent to the parking space for each townhouse. The flats would be provided with a communal bin store, situated close to the northern end of the turning head. In addition, the bin store and cycle store associated with the existing flatted development to the south west (in the Applicant's ownership) would be reconfigured as part of this residential development, to allowing collection from within this scheme.
- 49. Overall, the layout of the development in the form of a cul de sac would enable a high degree of natural surveillance over the street. Provided details are conditioned, particularly with regard to the shared surface access, it is considered that the scheme would provide suitable access and storage facilities in accordance with policies DM28, DM30 and DM31.

Main issue 4: Landscaping and trees

- 50. Key policies and NPPF paragraphs DM6, NPPF paragraphs 109 and 111.
- 51. The scheme will require the cutting back/removal of a large semi-mature sycamore tree overhanging the site on the southern boundary. This tree is already compromised by the existing flats and would not survive the proposed development.

- 52. Replacement trees are proposed within both schemes within the front external space to the townhouses and soft landscaped areas adjacent to the turning head. The details of the size, species and planting pits would be conditioned as part of a landscaping scheme for the site.
- 53. Each townhouse would have a rear garden and the ground floor flats in the western block would also have a courtyard garden. The NNAB scheme would remove the boundary treatment between the existing NNAB buildings to allow the proposed flats to take advantage of the existing garden area. The top of the proposed combination store to the front of the townhouses would also be used as planters.
- 54. Subject to conditions relating to the details of the replacement trees and landscaping and boundary treatments it is considered that both proposed options would provide visual interest and break up the built form of the development.

Main issue 5: Amenity

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

- 56. The relationship to neighbouring residents and sites has been a key consideration in negotiating proposals on the site. During the course of pre-application negotiations the proposals have been pulled away from the boundaries to provide both larger rear gardens and greater separation to neighbouring sites. The proposals are still considered to be on the limit of acceptability in terms of separation from boundaries however on balance the size of rear gardens and distance to boundaries is considered sufficient to offer acceptable amenity standards to both existing neighbouring residents and future residents of this site and future residents of potential neighbouring development sites.
- 57. The proposals will lead to some overshadowing and overlooking to the existing NNAB site to the north. In the NNAB scheme this is perhaps less problematic however even in the private scheme the proposals are considered to be acceptable and not unusual for a city centre location.
- 58. Internally the proposed flats are generally in line and on the cusp of internal space standards, however are considered to offer a satisfactory level of amenity to future residents.

Main issue 6: Affordable housing

- 59. Key policies and NPPF paragraphs JCS4, NPPF paragraph 50, Norwich Affordable Housing SPD.
- 60. The scheme was originally submitted as an all private scheme with a viability appraisal outlining how provision of affordable housing could not be viably achieved on the site. Following a review of the applicants viability appraisal it has been accepted that affordable housing would not normally be viable on the site and that in accordance with JCS policy 4 and the affordable housing SPD a commuted sum of £57,657 would be payable via a S106 agreement along with a mechanism to review

this figure if development has not commenced within 12 months and occupation has not taken place within a reasonable period from commencement.

- 61. However, the application has subsequently been amended to include a scheme which provides affordable housing for the adjacent NNAB site. The NNAB operate an existing supported housing facility and centre for blind and partially blind people immediately to the north of the site and are in great need of further accommodation and this site provides an excellent opportunity to expand. The NNAB are in the process of becoming a registered provider and the Council is supporting them in this process and is also investigating providing financial support to the NNAB to deliver further accommodation. The NNAB scheme would provide 18 one bed flats for the which would achieve 46% affordable housing in excess of targets.
- 62. It is accepted that the relationship to the NNAB is unusual specific to the site. If the NNAB scheme were to fall away it is considered unlikely that another registered provider would be interested in taking on affordable housing on the site given the small number which could viably be achieved. As such the recommendation is that any S106 agreement requires transfer to the NNAB and delivery of the NNAB scheme unless such agreement is not in place within a certain timeframe. Should the NNAB scheme and commuted sum, however this option would only be available once the ability to move the NNAB scheme forward had been exhausted.

Compliance with other relevant development plan policies

63. 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 The buildings are to be timber framed which will achieve a EPC B rating, with increased insulation; low energy lighting; maximising natural ventilation use of energy efficient boilers. The townhouses will have solar panels to meet the 10% renewable target.
Water efficiency	JCS 1 & 3	Yes subject to condition.

		The development is required to meet part G2 of the 2015 Building Regulations for water efficiency. This is to be achieved by minimising bath sizes; low flow taps and showers; double flush toilets; water butts for houses.
Sustainable urban drainage	DM3/5	Yes subject to condition mainly achieved through using permeable paviours for the shared surface.

Other matters

- 64. The site has historically been used for industrial purposes. The proposed development is for housing and gardens, which is the most sensitive use with regards to contamination. As such, a planning consent would be subject to conditions to ensure the implementation of suitable mitigation works and details of imported topsoil.
- 65. Part of Policy DM12 requires that 10% of all homes on sites of 10 or more dwellings be built to the Lifetime Homes standard (2011). The proposed NNAB scheme would provide 18 specialist built flats that would be accessed by lifts and would be wheelchair compliant. A condition would be attached to ensure that if the private scheme is implemented 10% of the dwellings provided would be built to the lifetime homes standard.

Community Infrastructure Levy (CIL)

66. Both proposed residential schemes would be CIL liable. As the 18 NNAB flats would be considered as affordable housing this part of the scheme would be CIL exempt subject to an application for exemption.

Local finance considerations

- 67. 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.
- 68. 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.
- 69. In this case local finance considerations are not considered to be material to the case.

Conclusion

- 70. Both housing schemes put forward would provide much needed housing within this part of the city centre. In particular, it is understood that the NNAB are in great need of additional residential accommodation and as such, the provision of 18 supported flats would be hugely beneficial.
- 71. The interesting contemporary design and traditional layout would provide a significant enhancement to the wider character of the area.
- 72. The proposals are considered to be in accordance with the development plan and the recommendation is to approve subject to the conditions and legal agreement details below.

Recommendation

To approve application no. 15/01527/F – Beckham Place, Edward Street and grant planning permission subject to the completion of a satisfactory legal agreement to secure those items listed at paragraph 55 and subject to the following conditions:

- 1. Standard time limit;
- 2. In accordance with plans;
- 3. Details of all materials for townhouses and flats
- 4. Standard contamination condition investigation/remediation and monitoring
- 5. Standard contamination condition imported topsoil
- 6. Standard archaeological conditions
- 7. Full details of SUDs and long term management arrangements
- 8. Contamination condition by EA requiring investigation, evaluation, mitigation and verification
- 9. Detailed landscape scheme for all hard and soft landscaping including biodiversity enhancements
- 10. Details of replacement trees and planting pits
- 11. Details of shared surface access road and turning head
- 12. Details of refuse storage, cycle storage, electric car charging points
- 13. Provision of parking spaces
- 14. Provision of one fire hydrant
- 15. At least 10% of dwellings built to be lifetime homes
- 16. Designed and built to meet water efficiency set out in part G2 of the 2015 Building Regulations for water usage.
- 17. Submission of renewable energy scheme.

Informative Notes

- Construction working hours
- asbestos
- no parking permits
- details of street naming and numbering

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.





