

**Report to** Planning applications committee

**Item**

13 September 2018

**Report of** Head of planning services

**Subject** Application 18/00112/F - Land between 18 and 20  
West Parade, Norwich

**4(d)**

**Reason  
for referral** Objections

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<b>Ward:</b>	Nelson
<b>Case officer</b>	Katherine Brumpton - <a href="mailto:katherinebrumpton@norwich.gov.uk">katherinebrumpton@norwich.gov.uk</a>

<b>Development proposal</b>		
2 No. four bedroom dwellings with new access road, parking, amenity spaces and landscaping.		
<b>Representations</b>		
Object	Comment	Support
16	2	0

<b>Main issues</b>	<b>Key considerations</b>
1	Principle
2	Design and Heritage
3	Trees
4	Landscaping
5	Transport
6	Amenity
7	Flood Risk
8	Biodiversity
<b>Expiry date</b>	22 May 2018
<b>Recommendation</b>	Approve

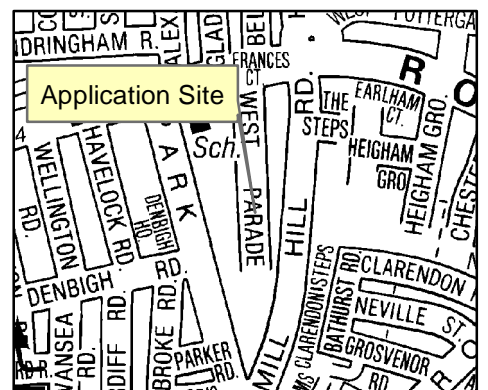


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Planning Application No - 18\_00112\_F  
 Site Address - Land between 18 and 20 West Parade  
 Scale - 1:1,000



**NORWICH**  
**City Council**  
 PLANNING SERVICES



## The site and surroundings

1. West Parade is a private road off Earlham Road. The site contains several garages/store buildings which are all in a somewhat dilapidated state and are largely constructed from timber, corrugated roofing and breeze blocks.
2. One tree is on the site, but there are 3 others within close proximity which overhang the site. Land falls slightly to the rear (west).
3. Area largely comprises residential dwellings with several locally listed. Dwelling to the north (no.18) is semi-detached 2 ½ stories, with accommodation within a gabled roof. To the south lies a detached building which has been converted into flats. To the rear borders are gardens serving Park lane dwellings.

## Constraints

4. Conservation Area; Heigham Grove
5. Article 4 Direction along much of the road including dwellings either side of the site and opposite.
6. Several Locally Listed properties, including properties to the rear, either side and opposite.
7. Critical Drainage Area

## The proposal

8. To demolish the existing timber garages and erect a pair of 3 bedroom semi-detached dwellings. The building would be attached to a side extension of no. 20 to the south.
9. The new dwellings would have 2 stories, with accommodation in the roof. The ground floor would be larger than the upper floors, extending an additional 3m to the rear. Accommodation in the roof would be served by dormer windows to the rear.
10. Following negotiations and amended plans have been formally submitted and re-advertised. A revised arboricultural impact assessment was also requested and submitted.
11. The amended plans are for a semi-detached building with accommodation in the roof. The roof would be hipped with dormer windows to the rear. Both dwellings would have 2 storey bay windows to the front elevation, with flat roofs.
12. The proposed houses would sit between no. 18 and 20 with the principal elevation (minus the bay windows) in line with no. 18. The bay windows would sit slightly forward of no. 20's principal elevation. The two storey section would lie 1m further west of the main rear wall of no. 18, and nearly in line with no. 20. At 10.5m high the roof ridge would be higher than that of no. 18 but lower than no. 20.

## Summary information

<b>Proposal</b>	<b>Key facts</b>
<b>Scale</b>	
Total no. of dwellings	<b>2</b>
No. of storeys	<b>2, with accommodation in roof</b>
Max. dimensions	<b>2 storey section; 10.5m high, 12.9m wide and 11.6m deep. Single storey section; 3m high, 12.9m wide and 3m deep</b>
<b>Appearance</b>	
Materials	<b>Pan tiled roof, light brown bricks and white casement windows</b>
<b>Transport matters</b>	
No of car parking spaces	<b>2 per dwelling (4 total)</b>
No of cycle parking spaces	<b>2 per dwelling (4 total)</b>
Servicing arrangements	<b>Access to dwelling to the south via a path running along the boundary of the garden serving the dwelling to the north.</b>

## Representations

13. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 18 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

<b>Issues raised (Original Plans)</b>	<b>Response</b>
Development is too wide and oversized. It should not extend further back than the neighbouring properties and more space should be left between properties.	See main issue 2.
Valuable turning space would be lost, which is used by emergency vehicles which regularly visit the hostel on West Parade as well as delivery drivers.	This is an unofficial turning space and its loss is not a planning matter.

<b>Issues raised (Original Plans)</b>	<b>Response</b>
Development would also create parking problems from the potential multi-occupancy (plans do not seem like family homes).	Two additional dwellings are not anticipated to significantly increase the traffic along West Parade.
Create substantial loss of privacy and light to dwellings in Park Lane and no.18. Exacerbated by the close proximity of the glazed single storey section and the elevated position of the ground floor (300mm).	See main issue 6.
Front dormer windows and rear balconies are out of keeping with the area. Overall design is a somewhat uninspired pastiche of Victorian Architecture. Fenestration of the rear elevation doesn't respect, enhance or respond to the character of the area.	See main issue 2.
Tree report is inaccurate and concerned that the existing trees would be harmed. Tree Officer needs to be consulted. The trees act as living soakaways which make them even more important to protect.	See main issue 3.
Block paving is impermeable and out of character with the Victorian pavement. Front enclosure should be included.	See main issue 2.
Concerns regarding the impact upon surface water flooding. Existing foul water and surface water capabilities are already insufficient for existing users. Any surface water should be disposed of via SUDS.	See main issue 7.
Anglia water should confirm if there is capacity for two more dwellings.	Anglia Water does not comment on development proposals for less than 10 dwellings due to the low level of impact.
Landscaping needs to be sympathetic to the character of the area.	See main issue 4.
<i>Issues raised (Amended Plans)</i>	<i>Response</i>
Proposed dwelling does not follow the footprint of the neighbouring properties. Most properties along the road are detached or semi-detached. Site is large enough for one detached dwelling not two. The proposed creates a cramped appearance and even a terrace; existing dwellings are all separated, and by larger gaps than that proposed.	See main issue 2.

Issues raised (Original Plans)	Response
Area is within a Conservation Area and there are numerous locally listed dwellings nearby. Proposal would be harmful to the character and appearance of the Conservation Area representing a pastiche of a generic Victorian design.	See main issue 2.
Ground floor glazed section will overlook the gardens of the dwellings to the rear along Park Lane and also create noise pollution.	See main issue 6.
Tree Survey not sufficient; 2 tree's RPAs are within the building's foundations and there are inaccuracies.	See main issue 3.
No front boundary wall which is out of character of the Conservation Area. An article 4 directive removed PD with emphasis on front boundary walls - why should new dwellings be permitted without them?	See main issue 2.
Original Victorian kerbstones should be retained rather than permitting dropped kerbs.	Condition would be added.
Local problem with surface water flooding is still not addressed. Block paving, even if permeable, should not be allowed because of this.	See main issue 7.
The road is a private road and so any damage needs to be rectified by the developers and coordinate with the West Parade Association. The only service connected to the site is water so the road will need to be dug up.	Noted.
Road is a relatively safe place for children to play; the development would significantly increase the danger to pedestrians in addition to the disruption during the build.	Two additional dwellings are not anticipated to significantly increase the traffic along West Parade.
There might be historical chalk workings beneath the garages; any development should not lead to subsidence of existing properties.	Noted.
Proposed right of way along the rear of one of the gardens is ugly.	See main issue 4.

<b>Issues raised (Original Plans)</b>	<b>Response</b>
Proposed bay windows feature a flat roof which is uncharacteristic of West Parade; multi pitched would better reflect the local vernacular.	See main issue 2.
Proposal would significantly compromise the outlook from the only window serving an attic bedroom in no. 18 and impact upon the daylight and sunlight it receives.	See main issue 6.
Dwelling would create overshadowing to the rear garden of no.18 and be overbearing.	See main issue 6.
Further amendments should be sought which; reduce the width of the building, include a multi pitch roof to the bays and increase enclosure to the street.	See main issue 2,
Construction work should be limited to during certain hours to reduce the impact upon neighbours.	Noted.
Loss of a turning space would inconvenience all the other vehicle owners in the street.	This is an unofficial turning space and its loss is not a planning matter (see above).

## **Consultation responses**

14. Consultation responses are summarised below the full responses are available to view at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

### **Design and conservation**

15. This is not an application that I intend to provide conservation and design officer comments on because it does not appear on the basis of the application description to require our specialist conservation and design expertise. This should not be interpreted as a judgement about the acceptability or otherwise of the proposal.

### **Lead Local Flood Authority (LLFA)**

16. This development would be classed as minor development and so specific advice will not be given.

### **Highways (local)**

17. No objection. Please note that West Parade is not included within the adjacent Controlled Parking Zone as it is a Private Road.

## Citywide

18. The existing garage area does not appear to be big enough for refuse trucks to turn around in as there are parked cars in front of the garages. As such the refuse trucks reverse in from Earlham Road and this proposal should not change this. Only concern is that if cars are parked on both side of the road this could cause difficulties and prevent access.

## Tree protection officer

19. Updated AIA and AMS show an accurate RPA for the trees.
20. Proposed pruning to T1 should be discussed with the owner of the tree.
21. Condition requested controlling the vehicle movements to be outside of the RPA during build unless permission has been first received by the Local Planning Authority (LPA).

## Assessment of planning considerations

### Relevant development plan policies

22. **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
  - JCS9 Strategy for growth in the Norwich policy area
  - JCS12 The remainder of the Norwich urban area including the fringe parishes
23. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
  - DM1 Achieving and delivering sustainable development
  - DM2 Ensuring satisfactory living and working conditions
  - DM3 Delivering high quality design
  - DM5 Planning effectively for flood resilience
  - DM6 Protecting and enhancing the natural environment
  - DM7 Trees and development
  - DM9 Safeguarding Norwich's heritage
  - DM12 Ensuring well-planned housing development
  - DM28 Encouraging sustainable travel
  - DM30 Access and highway safety
  - DM31 Car parking and servicing



## Other material considerations

### 24. Relevant sections of the National Planning Policy Framework July 2018 (NPPF):

- NPPF0 Achieving sustainable development
- NPPF4 Decision making
- NPPF5 Delivering a sufficient supply of homes
- NPPF9 Promoting sustainable transport
- NPPF11 Making effective use of land
- NPPF12 Achieving well-designed places
- NPPF14 Meeting the challenge of climate change, flooding and coastal change
- NPPF15 Conserving and enhancing the natural environment
- NPPF12 Conserving and enhancing the historic environment

## Case Assessment

25. 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 Council's 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

26. Key policies and NPPF paragraphs – DM12 and NPPF section 5.
27. DM12 permits new residential dwellings throughout the district if certain criteria are met. The first set of criteria are considered to be met in this case because: the land is not allocated for non-residential purposes; the site is not within a specified distance from a hazardous installation; it is not within or adjacent to a Late Night Activity Zone; and it is not within a primary or secondary retail area to local centre.
28. As such whether the principle of residential development is acceptable here depends upon meeting criteria a) to f) as set out within DM12.
- (a) Proposal would comply as it would not compromise the delivery of wider regeneration proposals.
  - (b) This is discussed in more depth below, which requires proposals to have no detrimental impact upon the character and amenity of the surrounding area.
  - (c) The site is relatively small and would provide two additional dwellings within a primarily residential area. Whilst the proposal would not result in diversifying the uses within the area due to the heritage and design constraints the proposal is considered acceptable.
  - (d) The proposal would provide two 3 bedroom dwellings, similar to others within the immediate area. Again due to the heritage and design constraints this is considered acceptable rather than a more diverse provision.

(e) The density reflects the character of the area.

(f) The proposal is for less than 10 dwellings so this point is null.

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

29. Key policies and NPPF paragraphs – JCS2, DM3, DM9 and NPPF sections 12 and 16.
30. The Heigham Conservation Area identifies West Parade as an area characterised by C19th villas. It also identifies the site as currently containing detrimental buildings.
31. This part of the Conservation Area largely includes medium sized houses set within fairly tight plots often with boundary treatment to the front, although some properties also include parking and/or the boundary treatments have been eroded. Dwellings are often classical in style with symmetrical principle elevations. Several dwellings in the area dating from later in the C19th are either semi-detached or terraced, but built in the same style.
32. The design of the dwellings is considered to reflect the character of West Parade and the wider Conservation Area. Hipped roofs, flat roofed dormers and bay windows are all features that are found within the immediate area. The detailing above the windows is now considered to be in keeping with the character of the area too.
33. The Article 4 Direction relates to;
  - (a) Enlargement, improvement or alteration to a house where it fronts the highway.
  - (b) The erection, construction, improvement or alteration (including demolition) of a fence, gate, wall or other means of enclosure which front the highway.
  - (c) The painting of the exterior of a house where it fronts the highway if the building has not already been painted.
  - (d) The demolition of a chimney stack visible from the highway.
  - (e) The replacement of windows and doors on parts of the building that face a highway.
34. Retention of the Victorian kerbstones would be welcomed and has been informally agreed by the agent, although it is not shown on the revised plans. A condition requesting details of the access would allow for this to be achieved.
35. With suitable conditions the amended plans are considered to be acceptable and to comply with the above policies. Consequently, the proposal preserves the character of the conservation area in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990.

### **Main issue 3: Trees**

36. Key policies and NPPF paragraphs – DM7, NPPF section 15.

37. An amended Arboricultural Implications Assessment (AIA) and Arboricultural Implications Statement (AMS) have now been submitted.
38. The report indicates that 4 trees within the site and immediate area have an root protection area (RPA) that extends into the site. None of the root protection area within the building's footprint, but are within areas to include hard landscaping. It concludes that the development should be able to go ahead with all 4 trees to remain.
39. The report recommends a Construction Exclusion Zone to the rear of the site (west) to be fenced off.
40. It is recommended that T1 would need to have its crown lifted to no more than 3m from ground level (it is currently 2.5m) and that the area within its RPA is hand dug and finished with non-compactible material. No heavy plant should be parked within this part of the site.
41. Any excavation work within the RPAs required as part of the demolition of the buildings should be undertaken with hand tools only and advice sought from a qualified arborist if required.
42. With suitable conditions the impact upon the trees is considered acceptable. Gaining permission for works to T1 is a civil matter.

#### **Main issue 4: Landscaping**

43. Key policies and NPPF paragraphs – DM3, DM8, NPPF section 12.
44. A landscaping condition would be added to request further details. However the proposed site plan indicates an acceptable layout and sufficient amenity space for the future residents. Front boundary treatment was encouraged during the negotiations but due to the access required for parking this has been limited to pedestrian gates and brick piers. Additional planting has been shown within the front of the site which includes hedging along the shared boundaries which will add to a sense of enclosure found elsewhere within the Conservation Area. Although more treatment along the front boundary would be preferred, this would likely result in the loss of parking space. Given that the proposed is similar to some neighbouring dwellings; it is not considered to be a sufficient reason for refusal.

#### **Main issue 5: Transport**

45. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF section 9.
46. Located within a private road there is no permit parking. West Parade is located off Earlham Road which is well served with public transport. There is no objection to the proposal from NCC highways.
47. The provision of 2 car parking spaces and 2 cycle spaces complies with DM28, DM30 and DM31.

#### **Main issue 6: Amenity**

48. Key policies and NPPF paragraphs – DM2, DM11, NPPF section 12.
49. The amended plans have reduced the scale of the development to better reflect the built form found locally. As such the main mass of the building above ground floor sits roughly in line with the neighbouring buildings, reducing the level of any overshadowing. The hipped roof reduces the scale further and importantly pulls the roof away from a bedroom window in the attic space of no. 18. The single storey section now sits 12.7m from the rear boundary.
50. The impact upon the building to the south (no.20) is considered to be acceptable. There are no windows within this property facing towards the site and due to the orientation there are no concerns that significant overshadowing would occur.
51. The impact upon no.18 is greater (to the north), but also considered acceptable. No. 18 has 3 windows facing the site, of particular note is a window serving a bedroom within the attic space. The bedroom window is the only window serving this room. The original plans had gable ends to the building, leading to this window being sited 2m from a blank wall. The hipped roof brings this part of the building much further away, allowing a significant level of light to still reach the bedroom.
52. By extending an additional 1m from the rear wall of no.18 the main mass of the building will create some degree of overshadowing but is not considered to be significant. The single storey section will sit relatively high as the ground floor is of a continuous height from the front, which most buildings appear to do along this section of West Parade. No.18 has a mono pitched outbuilding lying along this boundary, with the highest section on the boundary. In addition there is a mixture of brick walls and boarded fences. As such the boundary with no.18 to the rear ranges from 2.68m in height to 3.45m. The proposed single storey section would therefore not be considerably higher than the boundary treatments already in place, measuring 3.8m alongside the 3.45m section.
53. The proposal would have some impact upon the residents to the rear along Park Lane. The removal of the rear balconies results in any overlooking at height being comparable to that from neighbouring properties, which also have first windows and dormer windows. The single storey section, whilst located 12m from the rear boundary would be located approximately 33m from the closest Park Lane neighbouring dwelling. As such the impact upon the gardens would be most significant. The details of the rear boundary treatment are yet to be submitted but the retention of two trees would provide some screening and noise absorption. One immediate neighbour to the rear has an outbuilding running along the length of the boundary, which would also serve to screen and absorb some noise. The area is largely residential and there is to be expected some impact from neighbouring properties. The level that would occur from the proposed development is not considered to be significant or would it lead to significant harm to the amenity of neighbouring residents. However it is noted that extending the dwellings further west may not be appropriate and therefore PD rights would be removed in this respect.

#### **Main issue 7: Flood risk**

54. Key policies and NPPF paragraphs – JCS1, DM5, NPPF section 14.

55. The site falls in a Critical Drainage Area and the rear of the site is at risk from surface water flooding. A flow path from surface water flooding appears to run between Park Lane and West parade, affecting mostly rear gardens in the immediate area. A Flood Risk Assessment was submitted, and further discussion with its author had.
56. Although the LLFA did not formally comment on the application informal discussions were had. Changes have been made to the design in response to these discussions so that the proposed ground floor is raised, at 300mm above the adjacent road levels on West Parade (thus at a minimum of 12.57m AOD). This is above the water levels on the road and in the rear garden during the 1 in 1000 year surface water flood event, and will ensure that the dwellings are adequately protected against surface water flooding.
57. Soakaways are proposed to the rear of the site, however following discussions with the LLFA these may need to be sited to the front. There is considered to be room at the front. Although results from percolation tests have not been submitted as part of the application they are underway, and these will inform the location and design of the soakaways. With a suitable condition the soakaways would alleviate concerns that the development may increase the risk to surface water flooding elsewhere on the site.

#### **Main issue 8: Biodiversity**

58. Key policies and NPPF paragraphs – JCS1, DM6, NPPF section 15.
59. An Ecological Appraisal was submitted with the application. The impact upon biodiversity is considered acceptable with suitable conditions. Some of the garages were inaccessible at the time of the survey but they have all been classed as having a negligible bat roost potential (the lowest classification). Whilst this is not ideal and all areas should be surveyed prior to determination given the level of risk and level of surveying already completed it is considered acceptable on this occasion.
60. The site is currently suitable for nesting birds, foraging/commuting bats, and foraging/commuting hedgehogs.
61. Conditions would include avoidance of nesting season when the site is cleared, a restriction on external lighting, small mammal access holes in any hard landscaping, provision of bird nest boxes and bat boxes and a pre-demolition inspection of the garages that were inaccessible at the time of the initial survey, to confirm that no bats are present.

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

62. 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	<b>Yes subject to condition</b>
Car parking provision	DM31	<b>Yes subject to condition</b>
Refuse Storage/servicing	DM31	<b>Yes subject to condition</b>
Energy efficiency	JCS 1 & 3 DM3	<b>Yes subject to condition</b>
Water efficiency	JCS 1 & 3	<b>Yes subject to condition</b>
Sustainable urban drainage	DM3/5	<b>Yes subject to condition</b>

### **Equalities and diversity issues**

63. There are no significant equality or diversity issues.

### **Local finance considerations**

64. 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.

65. 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.

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

### **Conclusion**

67. 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. 18/00112/F - Land between 18 and 20 West Parade, Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. Bird Nesting Season;

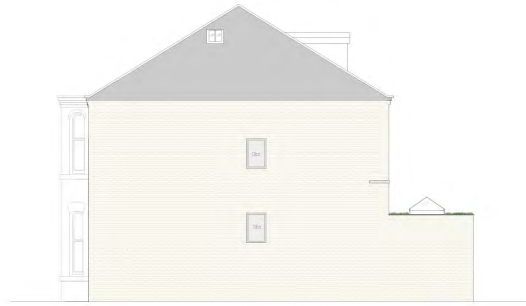
4. Small mammal access;
5. Bird and Bat box provision;
6. Pre-demolition inspection;
7. External materials;
8. Water efficiency;
9. SUDS Details submission and implementation;
10. Landscaping Details;
11. Submission parking/cycle/bin storage;
12. Details of access including retention/re-use of Victorian kerb stones;
13. Removal of Permitted Development rights;
14. Control of vehicle movements;
15. Works on site in accordance with AIA and AMS

Note

1. DRAWINGS MUST NOT BE SCALED; WORK ONLY TO FIGURED DIMENSIONS
2. CHECK ALL DIMENSIONS ON SITE BEFORE ORDERING MATERIALS OR PUTTING WORK IN HAND
3. DIMENSIONS MUST BE VERIFIED ON SITE BEFORE PREPARATION OF SHOP DRAWINGS
4. SHOP DRAWINGS OF MANUFACTURED ITEMS MUST BE APPROVED BY THE ARCHITECTS BEFORE WORK IS PUT IN HAND
5. THE ARCHITECT MUST BE NOTIFIED OF ANY DISCREPANCIES IMMEDIATELY



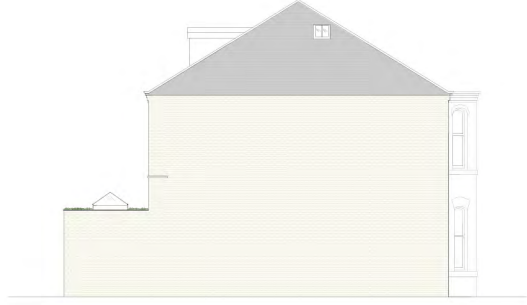
FRONT ELEVATION



SIDE ELEVATION (NORTH)



BACK ELEVATION



SIDE ELEVATION (SOUTH)

No. | Date

CLIENT  
COCKSEGE

PROJECT  
LAND BETWEEN 18-20 WEST PARADE,  
NORWICH

TITLE  
PROPOSED ELEVATIONS

DRAWING STATUS  
PLANNING

DRAWN	NM	CHECKED	CS
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SCALE 1:200 @ A3

DATE JULY '18

4 BELMONT PLACE  
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CB1 1AR



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1739	PL-2-02	E



- Note
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No. | Date

CLIENT  
COCKSEGE

PROJECT  
LAND BETWEEN 18-20 WEST PARADE,  
NORWICH

TITLE  
PROPOSED SITE PLAN

DRAWING STATUS  
PLANNING

DRAWN	NM	CHECKED	CS
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SCALE 1:100 @ A2

DATE JULY '18

4 BELMONT PLACE  
CAMBRIDGE  
CB1 1AR



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1739	PL-1-01	C