

Report to Planning applications committee
13 July 2017

Item

Report of Head of planning services

Subject Application no 15/01928/F - St Peters Methodist Church,
Park Lane, Norwich, NR2 3EQ

Reason for referral Objection and application history. The proposal was presented to members on 22 September 2016, but deferred for the following reason:
“to allow members to digest the information circulated at the meeting and for further information to be provided in response to the issues raised by the Lead Local Flood Authority (LLFA) (Norfolk Council) regarding the applicant’s flood risk assessment and in late representations from local members and residents regarding the viability assessment provided by the applicant.”

4(a)

Ward:	Nelson
Case officer	Kian Saedi - kiansaedi@norwich.gov.uk

Development proposal		
Demolition of modern extensions and conversion to provide 20 residential units (class C3).		
Representations		
Object	Comment	Support
172	0	0

Main issues	Key considerations
1 Principle of development	Principle of residential conversion, loss of community facility, lack of five year housing land supply.
2 Design/heritage	Impact on character of the conservation area, impact on the locally listed heritage asset, scale, form, massing and appearance.
3 Transport	Accessibility of site (suitability of low car development), impact on car parking, traffic, highway safety, cycle parking, servicing.
4 Amenity	Daylighting/overshadowing, overlooking/loss of privacy, outlook, noise/smell/activity disturbances, overbearing, internal space standards, provision of external amenity space.
5 Affordable Housing	Delivery of affordable housing/commuted sum in lieu in accordance with JCS4.
5 Flooding/drainage	Flood risk to future occupants, impact of the proposal upon surface water drainage, impact on foul sewerage network
Expiry date	21 July 2017
Recommendation	Refusal



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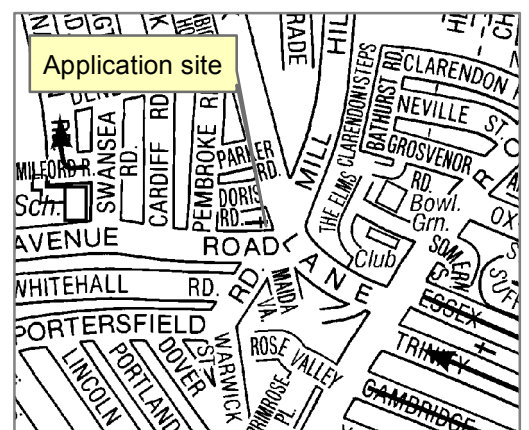
Planning Application No 15/01928/F
 Site Address St Peter's Methodist Church,
 Park Lane

Scale 1:1,000



NORWICH
 City Council

PLANNING SERVICES



The site and surroundings

1. Park Lane Methodist Church is a prominent and locally listed building within the Heigham Grove conservation area. Originally there was an older Wesleyan chapel on the site which now forms the Methodist church hall. Part of the site also features the Boy's Brigade building which was built around or just after the first Methodist church.

2. The local listing is as follows:

"1939. Buff brick with brown brick detail to windows. Designed by local architect Cecil Yelf in a simple but monumental style.

Importance: Important community and landmark corner building in a style evocative of its time."

3. The main Methodist church building is typical of the interwar 1930's style. Brown brick features heavily along with strong horizontal and vertical lines. Geometric shapes heavily influence the design. The windows are leaded with brick mullions and reveals. Some stained glass also features which is reputedly by either Webb or Skeat. The glass is of high quality and depicts Christ flanked by St Peter and St John. The rest of the materials which feature within the church are largely of a high quality including the organ cover screen which feature fine fretwork cut into the timber.
4. The adjacent church hall was formerly a Wesleyan Chapel and was built by Edward Boardman in 1894. It was completely refaced with modern buff brick in the 1960's. Some of the original brickwork can still be seen at lower levels along with elements of the rear façade. The Boys Brigade building shares some features with similar detailing to the original chapel.
5. Several later additions have been added to the building including a mid to late 20th century flat roof extension to the rear of the hall and also to the front. A linking extension and new entrance was built during the 1990's which linked the Methodist Church to the Church hall.
6. The surrounding area is characterised by late 19th century terraced properties along with later early 20th century development to the south and south west. There is some street planting on the surrounding streets and significant views. It is located within sub area 'H' as identified within the Conservation Area Appraisal which is largely made up of medium size buildings. The main Methodist church is identified as a significant local landmark and there are positive views to be had down Park Lane from Unthank Road in which the chapel building features prominently in.
7. Pedestrian access to the site is currently provided at the main entrance on the eastern boundary, of Park Lane, and also at the southwest corner of the site, from Avenue Road, near the entrance with the Boys Brigade building. Pedestrian access is also provided from the rear yard at the north-west corner of the site.
8. The buildings are separated from the street frontage by landscaping along the Avenue Road frontage of the site and by car parking between the public footpath on the Park Lane frontage.

9. There is a significant change in levels across the site with the external ground levels dropping a full-storey height from east to west.

Constraints

10. Heigham Grove Conservation Area, locally listed building, critical drainage area and parts of the site identified at risk of surface water flooding.

Relevant planning history

- 11.

Ref	Proposal	Decision	Date
4/1989/0886	Infill of yard area at front of church.	Approved	30/11/1989

The proposal

12. The application seeks permission to demolish the modern extensions to the building, erect a two-storey extension to the existing two-storey flat-roofed extension at the rear of the church hall building and associated external alterations to facilitate the conversion to create 20 units of accommodation.

13. The proposed conversion would lead to the creation of the following size of units:

One-bed flats x 6

Two-bed flats/maisonettes x 6

Three-bed flats/maisonettes x 6

Two-bed house (Boys Brigade) x 1

Four-bed flat/maisonette x 1

Summary information

Proposal	Key facts
Scale	
Total no. of dwellings	20
No. of affordable dwellings	It has been determined that the scheme can viably deliver affordable housing at a policy compliant level. This equates to seven affordable units on-site or a commuted sum of £507,000 towards off-site provision. The applicant has provided evidence demonstrating that there is no interest from registered providers for the take-up of affordable housing on-site and the council would therefore accept a commuted sum in lieu. It is recommended to approve the

Proposal	Key facts
	application subject to the applicant entering into a Section 106 agreement securing a commuted sum towards off-site provision of affordable housing. This matter is discussed in more detail under Main Issue 5.
Total floorspace	1,853 square metres
No. of storeys	Church Hall and Methodist Church (four-storeys), Boys Brigade (1.5-storey)
Density	132 dwellings per ha.
Appearance	
Materials	Re-use of existing from demolition where possible, zinc standing seam cladding to new extensions, existing slate tiles to be re-used during re-roofing of all three buildings.
Energy and resource efficiency measures	PV panels on south facing roof of church hall building, heat recovery ventilation, upgrade of fabric of building to improve thermal efficiency.
Transport matters	
Vehicular access	As existing
No of car parking spaces	11
No of cycle parking spaces	34
Servicing arrangements	Mixture of communal and private refuse storage points. Management company to be responsible for putting out and bringing in communal bins for collection.

Representations

14. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 172 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.

Issues raised	Response
The premises have only been marketed for a short period of time	Main issue 1

Issues raised	Response
Loss of community use	Main issue 1
High density development is out of character with the surrounding area	Main issue 2
The use of zinc cladding is out of character with the conservation area	Main issue 2
Poor design/out of character with the conservation area	Main issue 2
Out of scale development	Main issue 2
The extension at the rear will give rise to a large, tall and bulky mass, which will increase the bulk and massing of the building to an unacceptable degree and will appear as a bulky and incongruous mass from the surrounding area	Main issue 2
"This building is only a landmark building due to its community value and not architectural merit"	Noted Main issue 2
No provision for the elderly and disabled	The application had previously sought to design three of the lower ground floor units as suitable for disabled users. However, in response to the objections raised by the LLFA and the need to provide means of safe refuge at levels above the flood risk, these units are no longer suitable for disabled users. Given the restrictions on the building and value in bringing it back into viable use, the lack of disabled provision is considered to be acceptable in this instance, though regrettable.
Poor surveillance of the amenity space between the church hall and church building	Main issue 2
Absence of lifts within the buildings	Main issue 2
Inadequate car parking (contrary to national parking guidelines), which will increase parking pressures in the surrounding area	Main issue 3
Increased traffic	Main issue 3
Parking spaces are too small/cars will	Main issue 3

Issues raised	Response
overhang the pavement	
The cycleway will be compromised	It is not considered that the proposal will compromise the cycle way in any way
Inadequate refuse storage	Main issue 3
Inadequate cycle storage	Main issue 3
If the proposal is approved the council should consider 24hr parking for residents in the area	Main issue 3
Describing the development as car free is misleading. There are plenty of neighbouring streets where residents would be able to park without restriction	Noted
The existing CPZ restrictions will do little to deter parking	Main issue 3
Loss of privacy/overlooking	Main issue 4
Noise disturbance (especially from terraces, communal refuse storage, cycle stores and access paths adjacent to neighbouring properties)	Main issue 4
Sense of intrusion resulting from activity of people using shared accesses adjacent to neighbouring property	Main issue 4
Poor outlook from several of the flats	Main issue 4
Loss of light/overshadowing to neighbouring properties	Main issue 3
'Right to Light' – A neighbouring property has objected on grounds of loss of light and states that they are exercising their 'right to light' under the Prescription Act 1832	<p>The 'right to light' constitutes a private matter between neighbouring landowners and cannot therefore be considered as a material planning issue.</p> <p>The daylight and sunlight impacts of the proposal are material planning issues and are considered under Main Issue 3.</p>
The engineering consultant responsible for the daylight study did not visit neighbouring properties to take measurements nor did they conduct a daylight distribution test.	Please refer to response 14 outlined in the engineer's 'Responses to queries raised by daylight/sunlight report' supporting statement

Issues raised	Response
Lack of outdoor amenity space for future residents	Main issue 4
Inadequate internal living space for future occupants	Main issue 4
Disturbance and disruption from construction	Main issue 4
Over dominant/overbearing development	Main issue 4
Poor daylighting to new flats	Main issue 4
Smell disturbance (especially from communal refuse storage)	Main issue 4
Overcrowded form of development	Main issue 4
Lack of green space	<p>Main issue 4 – ‘amenity of future occupants’</p> <p>Please also refer to landscaping section of ‘Compliance with other relevant development plan policies’ section of report</p>
Lack of affordable housing	Main issue 5
Increased pressure on local resources/services	Main issue 1. Surrounding resources/services are plentiful and adequate to support 20 additional dwellings
Questionable as to whether there would be a demand for the units once constructed	There is an identified shortage in housing supply in the city area and the proposal would contribute to housing stock in accordance with JCS4
Concern over who will purchase the flats once constructed (could become buy to let)/concern about the development becoming unsupervised student accommodation)	The application states that the dwellings are not intended for buy to let, but rather ‘buy to live’. There is of course no control that the council can exert over who purchases the properties or who an owner may rent to in the future.
Uncertainty over how units will be managed	The application sets out a management strategy for servicing refuse collection which is considered satisfactory. A management company will be employed with responsibility for a number of duties outlined in Section 12 of the Design and Access Statement

Issues raised	Response
The developers have not been able to provide assurance that they will adequately provide for repair or compensation for damage to surrounding buildings caused by the construction process	The Party Wall Act will apply and any damage caused during the construction process would amount to a civil matter and cannot be considered materially in the planning assessment of the proposal
Harm to surrounding property values	Not a material planning consideration
The applicant (Interesting Building Company) is new and inexperienced with no track record for designing, building or managing such a complex project	Not a material planning consideration
Errors/inaccuracies in the daylighting study	Main issue 4 and please refer to the engineer's 'Responses to queries raised by daylight/sunlight report' supporting statement
The forecasts in the flood risk report are not true and do not give a true reflection of the storm conditions and back flow which is happening in the area	Main Issue 6 Anglian Water have stated that the sewerage system at present has available capacity to accommodate the proposed development
Increased risk of surface water flooding in the surrounding area	Main Issue 6
The applicant has not demonstrated whether existing infrastructure is adequate to handle increased pressure on sewage/waste disposal. The combined sewer in Earlham Road is undersized, and to approve further redevelopment will make this vulnerable area more widespread to soil water flooding/the existing sewage system is already running over capacity	Main Issue 6 Anglian Water have stated that the sewerage system at present has available capacity to accommodate the proposed development.

Consultation responses

15. 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

16. "The modifications to the front of the church hall will be an improvement and will enhance what is an otherwise blank façade clad with modern brickwork and a modern extension that does little to respond to the street scene or the surrounding

conservation area. The modifications will also take note from the previous historic planform and features. Therefore these modifications will be in line in terms of the NPPF paragraph 131;

“In determining planning applications, local planning authorities should take account of: the desirability of new development making a positive contribution to local character and distinctiveness”.

And also paragraph 137;

“Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.”

17. There will be an element of less than substantial harm to the undesignated heritage asset as a result of the works and the subdivision of the internal spaces. However converting the building and providing it with a long term viable use will ensure that the assets are retained along with the contribution they make to the surrounding conservation area. Retaining the contribution that the assets make to the conservation area along with enhancement through improved design will provide benefits to the surrounding area and therefore benefit the general public. As demonstrated by the NPPF paragraphs 134 and 135;

“Sometimes harm is necessary to enable change of use of the asset to its optimum viable use. The optimum viable use is either the sole viable use of the asset or, if there is more than one viable use, the use most consistent with its ongoing conservation. Enabling such a change of use can be a public benefit that outweighs the harm done.”

18. While its optimum use would be one that the building was originally intended for this has shown not to be viable and after a lengthy marketing exercise no alternate community use for the buildings could be found.
19. Sufficient recording should be undertaken of the buildings before the development commences due to the extent of the works and the way the works will impact on the internal space of the church buildings.”

Norwich Society

20. We note the public comments, especially with concerns regarding parking and over-looking. Whilst the Committee understands that the site buildings need to be developed, the proposed apartments are too "packed" and the project would benefit from a reduction in the property numbers.

Environmental Protection

21. “There is no history of contaminative uses on the site – informatives recommended in the event that any contaminants are discovered during construction.
22. It is likely that the facades of the residential units will be subject to high levels of road traffic noise. There are many reflective surfaces on this relatively busy junction, and combined with the gradient, will exacerbate the impact of traffic noise

– condition is recommended for sound insulation to take place to habitable rooms fronting Park Lane and Avenue Road in accordance with a scheme to be agreed by the council.”

23. Informative suggested to minimise nuisance from the demolition/construction phase.

Highways (local)

24. “The proposed development makes effective use of the buildings and site, the location is in close proximity to the Unthank Road local centre which has excellent bus accessibility to the UEA and city centre.
25. As new residential development in the controlled parking zone, none of the properties would be entitled to on street parking permits. Therefore this development will be a low-car scheme, with a fixed number of parking spaces for residents.
26. The surrounding CPZ operates Mon to Sat 8am to 6.30pm, parking is unrestricted outside of these hours. There is the risk that some residents with vehicles but without a parking space will wish to park locally. It is considered that the operational hours of the CPZ make this practice inconvenient, and the risk of off-site parking is relatively low compared to the number of parking spaces overall available in the locality. Should a resident wish to park a vehicle, garages are available to rent from the city council nearby at Suffolk Square.
27. A new vehicle access is proposed in the former Boys Brigade building facing Avenue Road, this is acceptable in principle. The guard railing may be removed (if it has not already been removed) and a dropped kerb installed and footway strengthened to our specification.
28. The provision for cycle parking meets Local Plan requirements. The provision for refuse and recycling storage is being assessed by City wide services. A presentation area near to Avenue Road would be advisable, rather than leaving bins on the footway which can be a hazard and obstruction.
29. No objection on highway / transportation grounds subject to agreement of detailed matters by condition.”

Landscape

30. Landscape comments are supportive of the proposals but a landscaping condition is recommended.

Norfolk Historic Environment Service

31. No objection. A photographic survey of the site is required prior to development taking place and a full set of relevant plans should be submitted to the HES. Planning permission to be conditioned accordingly.

Norfolk Police (architectural liaison)

32. Several design recommendations are made on the interests of improving security of the site.

Natural areas officer

33. "As survey work has revealed that parts of this building complex are being used by roosting bats, it is essential that the comprehensive mitigation measures outlined in Section 9 of the ecology report are implemented. I would also support the provision of bat boxes to further enhance the value of the complex for roosting. Although the survey evidence points to this roost being used by a relatively small number of individual bats, if the neighbourhood's bat population density is low then this roost may be of local importance"
34. It is also recommended that any lights being installed externally should be 'bat friendly' with minimal spillage, that bird nesting boxes could be installed on the building and that any landscaping scheme should include for plants of wildlife value. The landscaping condition shall encapsulate these recommendations.

Private Sector Housing

35. Two comments made with respect to fire escape and ventilation.
36. Recommendations are made for unit C5 in terms of improving fire escape although the current arrangements are considered to be acceptable.
37. In terms of ventilation, the lack of opening windows in several of the south facing units on the church building is highlighted as a potential hazard – The applicant has confirmed that where ventilation is not possible through an open window then there will be a requirement for mechanical ventilation. A condition will be added to any consent requiring a scheme to be submitted for the windows to habitable rooms fronting Avenue Road and Park Lane to ensure adequate noise protection from the road and also the requirement (where necessary) for acoustic vents (passive or forced) to enable ventilation without having to open windows.

Tree Protection Officer

38. No objections to the proposed development. "I am happy to see the application approved with a condition ensuring compliance with the submitted, revised, AIA".

Anglian Water

39. No objections are raised in response to the proposal. The sewerage system at present has sufficient capacity to accommodate the proposed development.
40. A condition is recommended to ensure that "no hardstanding is constructed until the works have been carried out in accordance with the surface water strategy so approved unless otherwise agreed in writing by the Local Planning Authority".

Lead Local Flood Authority (LLFA) (Norfolk County Council)

41. Norfolk County Council submitted an objection against the proposal on the 21st September 2016 as set out below:

"We object to this planning application in the absence of an acceptable Flood Risk Assessment (FRA) / Drainage Strategy relating to:

- The development changing vulnerability categories from less (a community building) to More Vulnerable (Housing) is at risk of flooding from surface water which has not fully been assessed.
- National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) has not been followed to show how the most vulnerable elements of the development has been placed in areas of lowest flood risk on the site.

Reason:

To prevent flooding in accordance with National Planning Policy Framework paragraph 103 by ensuring the satisfactory management of local sources of flood risk and ensure there is no adverse impact from flooding on the development (and is safe for its lifetime) or an increased risk of flooding elsewhere.”

42. The LLFA stated that it would consider reviewing the objection if a site specific assessment of surface water flooding was produced that informed mitigation and included a review of all mitigation strategies including avoidance.
43. A site specific FRA was subsequently undertaken and Norfolk County Council submitted additional comments on the 22nd May 2017. The LLFA recognise the mitigation measures that have now been set out in the FRA as well as the changes to the layout of the development which have meant that all living units affected by surface water flooding have now been provided with a means of egress or safe refuge at a level above the flood risk. However, the LLFA have maintained their objection to the proposal because they consider it is more appropriate to avoid the flood risk altogether.
44. In the event that planning permission is granted, the LLFA have recommended a condition to ensure the safety of occupants for the lifetime of the development and a suitable surface water drainage design.

Senior Development Officer (Norwich City Council)

45. Comments provided relating to the viability assessment.

Assessment of planning considerations

Relevant development plan policies

46. **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
 - JCS11 Norwich city centre
 - JCS12 The remainder of the Norwich urban area including the fringe parishes

- JCS20 Implementation

47. 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
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM28 Encouraging sustainable travel
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development viability

Other material considerations

48. 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

49. Planning Practice Guidance (March 2014)

50. Supplementary Planning Documents (SPD)

- Affordable housing SPD adopted March 2015
- Trees, development and landscape SPD adopted June 2016

Case Assessment

- 51.** 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

Principle of new residential development:

52. Key policies and NPPF paragraphs – DM12 and DM13, JCS4 and NPPF paragraphs 49 and 14.
53. Paragraph 50 of the NPPF supports delivery of a wide choice of quality homes, and policies JCS4 and DM12 support new housing which will help to meet housing needs in the city. The site is located within an established residential area, with regular bus services located nearby, and is adjacent to the Unthank Road local retail centre and within walking distance from the city centre. Future residents would be well supported by a wide range of local services and facilities available in the adjacent Unthank Road local centre and in the city centre which is within walking distance of the site. Additionally, the proposal delivers a good mix of units ranging between one to four bed properties.
54. New residential development at the site is therefore acceptable in principle, subject to other material planning considerations and policy requirements discussed later in this report.

Principle of loss of community use:

55. Key policies and NPPF paragraphs – DM22 and NPPF paragraph 70.
56. Services at the Methodist Church ceased in December 2013. The application states that congregation numbers had fallen to the 30s and a regular congregation of around 200 was required to make the use viable. It is also understood that a substantial amount of money would be required to bring the building into a condition suitable for public use as a community facility.
57. As such, the continued operation of St Peter's as a Methodist Church was considered to be non-viable. The congregation of St Peters was merged with the congregation at the nearby United Reform Church at Jessop Road and the application identifies that other Methodist churches exist in the nearby area, which ensure adequate alternative provision.
58. The property was extensively marketed as a church premises/community hall with potential for a range of alternative uses for a period of nine months before the offer from the applicant was accepted. The level of marketing is considered adequate and satisfies the 'meaningful period' cited in the supporting text of policy DM22 of the *local plan*.
59. The application includes a statement provided by the chartered surveyor responsible for marketing the property and whilst interest was received over the marketing period, only two other offers were received, one of which was substantially below the valuation price and the other (business-based) bid was accepted, but subsequently fell through due to finance not being secured. The lack of interest is attributed to the high associated costs of bringing the building into a state which would have been insurable and fit for public use, along with the annual

maintenance funds. The high costs would also most likely be unaffordable for any community use.

60. The marketing evidence submitted with the application is comprehensive and sufficiently justifies the loss of the community use with regards to the policy requirements of DM22.

Main issue 2: Design and heritage

61. Key policies and NPPF paragraphs – JCS2, DM3, DM9, NPPF paragraphs 9, 17, 56, 60-66, 128-141.
62. The site is located within the Heigham Grove conservation area and features the church and church hall building. The church is locally listed and prominently located at the junction with Avenue Road, Portersfield Road and Park Lane. In all new development there is a need to ensure a high quality design and where locally identified heritage assets are affected by development there is a need to retain their significance wherever reasonably possible. In addition it is important for any new development to preserve, enhance or better reveal the significance of the heritage asset and character/appearance of the area.
63. The main Methodist church is identified as an important landmark within the Heigham Grove conservation area appraisal with glimpsed views from the approach from Unthank Road. It is therefore important for any development to retain the significance of the heritage assets on the site in preserving the character of the surrounding conservation area.
64. The local listing cites both stylistic and community attributes of the Methodist Church building. While the loss of the community use will indeed be regrettable, the application justifies the loss of the community use and adequately demonstrates that the original use is no longer viable. The principle of converting the buildings is considered to be acceptable and conversion to residential likely to be one that secures the optimum viable use of the buildings, which would help to ensure its longer term conservation leading into the future. The conversion of the buildings involves the subdivision of key spaces, but this is unavoidable given the nature of the layout and the size and scale of the buildings.
65. The main external works involve the demolition of the later front extension to the church hall and link building between the church hall and Methodist Church. It is proposed to construct a zinc-clad porch at the front and a two-storey extension at the rear above the existing two-storey flat roofed structure, which is also to be clad in zinc. The application states that the scheme has been designed to maintain the essential character and appearance of the buildings and their setting.
66. The works carry the potential to greatly improve the appearance of the church hall building on the Park Lane frontage by revealing the brickwork of the original Boardman building if found to be in good condition. The porch itself takes reference from the original porch of the Boardman building and would replace what is largely a blank and unattractive gable frontage which does nothing to contribute to the character and appearance of the site and surrounding area. The new windows to be installed on the front of the church hall reflect a historic laced arch and have been configured to create symmetry and a formal façade that properly addresses the street frontage. The use of zinc as a contemporary facing material is considered

acceptable and details could be conditioned to ensure an appropriate specification. The works to the front of the church hall are therefore considered to be acceptable and would enhance the character of the surrounding conservation area.

67. The extension at the rear of the church hall largely continues the profile of the existing church hall roof which is welcomed in terms of enabling the new development to better assimilate with the church hall building. The ridge of the extension is set at a lower height than the main church hall building, enabling it to sit subserviently to the main building. The extension would be clad in zinc and the buff brick used for the existing extension will also be clad in zinc to provide coherence in the elevation. The use of a high quality modern material in this context is considered to be acceptable and would provide legibility between the old and new. The scale, form and massing of the rear extension is therefore considered acceptable in design terms. The amenity impacts of the extension are considered later in this report.
68. Externally, the Methodist Church building remains largely untouched with the exception of the parapet walls/balustrading associated with the external terraces and the window alteration/installation works. The glazing of the existing windows is a key element of the facades of the building and their replacement, whilst necessary to facilitate the conversion, is regrettable in terms of the impact upon the appearance of the building. The relocation of part of the existing stained glass from the south elevation to a new window serving the west facing stairwell is however welcomed in preserving the character of the church. Details of new windows and a method statement for the relocation of the existing stained glass window would be conditioned as part of any planning permission.
69. Brick parapets have been added to the external terraces to reduce the amount of glazing in key elevations and to retain the sense of the building as ecclesiastical. The current design strikes an acceptable balance between functionality and preserving the historic character of the church.
70. It is understood that much of the front porch will need to be rebuilt due to structural instability. The detail of how this will be achieved along with a structural report confirming that the porch needs to be taken down will be secured by condition.
71. The Boys Brigade building will be converted to a single dwelling and will involve the removal of part of the rear bay, installation of roof lights and the addition of a first floor terrace at the rear of the building facing onto Doris Road. Otherwise, externally, the building retains its existing character and appearance. The existing section of timber fencing leading to the rear service lane between Avenue Road and Doris Road is to be landscaped to continue the original brick pillar/railings of the site on the Avenue Road frontage.
72. The application proposes several measures for ensuring historical interpretation at the site which will contribute positively toward preserving the historical significance of the site. In addition to better revealing the original façade of the Boardman building, the application also proposes to integrate and display several artefacts within the new development. These include WW1 and WW2 memorial plaques formerly displayed within the main church, foundations and decorative stonework and decorative wooden fretwork panels forming part of the pipe chamber for the organ. A scheme for heritage interpretation would be secured by condition.

73. The scheme also provides an opportunity to respond more positively to the street scene along Park Lane through appropriate landscaping. This area currently provides car parking for staff and visitors to the site. The continued use of the area for parking is proposed, with soft and hard landscape works to better demarcate parking spaces and improve the appearance of the site. A detailed landscaping scheme would be secured by condition to ensure the works are completed to an acceptable standard.
74. The residential scheme is of high density, but as described above this is not considered to come at significant detriment to the historic character of the surrounding area.
75. In summary, it is considered that there would be an element of less than substantial harm to the undesignated heritage asset as a result of the external works, subdivision of the internal spaces and loss of the community use. However, converting the building and providing it with a long term viable use will ensure that the assets are retained along with the contribution they make to the surrounding conservation area
76. Securing a viable future for the building, combined with the potential for enhancements to better reveal the historic fabric of the building and the addition of 20 units of accommodation to the city's housing stock would provide benefits to the surrounding area as well as public benefits which are considered to outweigh any harm to the heritage assets.
77. Given the limited space available and the nature of the application involving the conversion of a historic building, it is not considered reasonable to expect lifts to be incorporated into the scheme, nor is it necessary under the Building Regulations.
78. The application states that 'secured by design' principles will be followed in the implementation of the scheme and private areas are to be gated to define the boundary between public and private spaces. The communal amenity spaces within the development benefit from a good level of natural surveillance afforded by the windows to the flats.

Main issue 3: Transport

79. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
80. It is clear from objections received that parking capacity at the site and the potential impact of the proposal on parking availability, traffic and highway safety in the surrounding area, represents a significant area of concern of local residents.
81. The application states that the site currently provides for seven car parking spaces although it is understood there is opportunity for more to park informally along the Park Lane frontage. The application proposes 11 car parking spaces with the additional capacity gained from the demolition of the modern extension to the church hall building which has provided greater depth behind the footpath along the Park Lane frontage, but otherwise the scheme essentially retains the existing car parking arrangement at the site.
82. The parking spaces fall just below the recommended minimum space standards outlined in the *local plan* but provide sufficient space to prevent cars from projecting

into the footway. Given the lack of scope for any suitable alternative and the fact that the proposal effectively retains the existing car parking area, this slight shortfall is considered to be acceptable.

83. The site is highly accessible, located adjacent to a local retail centre, within walking distance of the city centre and ~220 metres from high frequency bus stops serving the wider area. The site is also located within a controlled parking zone (CPZ), benefits from proximity to several car club spaces in the surrounding area as well being on the Pink Pedalway for cyclists. The availability of car club spaces in the surrounding area could be promoted to prospective residents by the developer as part of the travel plan and parking management strategy to be agreed by condition. Further guidance on this matter is provided by informative later in the report. Future occupiers would therefore be fully aware of car parking availability and would be well placed to decide whether the accommodation is suitable for them.
84. The accessibility of the site and proximity to local services and facilities make it appropriate for car free housing in accordance with policy DM32 of the *local plan*. The level of car parking proposed accords with the minimum and maximum parking standards as set out in Appendix 3 of the *local plan*. Several contributors have cited what are said to be national parking standards, bringing attention to the proposals' shortcoming in meeting the standards. It is understood that the standards pertain to those issued by the Northern Ireland Government. No such standards are stipulated by the National Planning Framework relevant to English authorities and the Norwich *local plan* has primacy for the purposes of assessment in this instance.
85. The surrounding CPZ operates Monday to Saturday (8am – 6:30pm), with parking unrestricted outside of these hours. There is a risk that some residents may own a car without the benefit of on-site parking, but to fit around the parking restrictions would lead to an inconvenient scenario for any user. The new residential units will not be eligible to receive on-street parking permits.
86. The issue of whether the council should consider issuing 24 hour parking permits in the event that planning permission is granted has been raised but this matter is not in the control of the Planning Applications Committee. However the highway officer has stated that the existing parking restrictions are considered to be adequate to protect parking in the surrounding area.
87. Given the highly sustainable location of the site, existing parking restrictions and suitability for car-free development it is not envisaged that the proposal would lead to significantly adverse impacts upon car parking availability in the surrounding area.
88. In terms of impact upon traffic flows to and from the site, it is important to note that under the current lawful use, both properties could be used by another faith or community based group, which would carry much higher traffic levels (and parking demand at peak times) than the proposed use. The associated traffic impacts of the proposed use would be comparatively low and would not result in significant highway impacts to the surrounding area.
89. In terms of highway safety, the junction of Park Lane and Avenue Road adjacent to the site does not have any inherent accident problem and given that the proposed use would only marginally increase on-site parking provision from that existing, the

proposal is very unlikely to present any significant harm to highway safety. The junction is already protected by a speed table and 20mph speed limit.

90. The application proposes 34 cycle parking spaces which is satisfactory. Final specifications would be secured by condition to ensure that cycle parking facilities are secure and covered and fit for purpose.
91. The application sets out various locations around the site where communal refuse stores would be located. The stores provide adequate storage space to satisfy council standards for this size of development and where bin stores are not located within five metres of the highway, arrangements would be made with a management company for bins to be presented for collection and returned to their normal locations. It is noted that the storage location on the Park Lane frontage offers tight passage to the street. Details of the refuse storage would be conditioned to ensure that the store is designed appropriately to ensure ease of collection.
92. The application indicates that bins will be brought to the entrance to the site with Avenue Road but will not be stored on the highway where they might otherwise present an obstacle for pedestrians. Planning permission could be conditioned for compliance with the management strategy highlighted under section 7.13 and 12 of the Design and Access Statement.

Main issue 4: Amenity

93. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
94. The character of the area surrounding the site is urban and densely populated with several properties located in close proximity, especially adjacent to the north and west boundaries of the site. The proposal therefore needs to be considered carefully with respect both to its impact upon the amenity of neighbouring properties and also with regard to the amenity of future occupiers of the proposed dwellings.

Impact on neighbouring amenity

Overlooking/loss of privacy

95. Although the buildings already exist on site, the proposal introduces additional floors and new rooms behind the windows. Several new windows are also proposed to facilitate the conversion as well as those pertaining to the additional two-storey extension at the rear. Consequently, the opportunity for overlooking is greater than it is at present.
96. The clearest opportunity for overlooking to neighbouring properties occurs from the upper floors of the church hall looking north onto 79 Park Lane and from the side and rear windows of the two-storey extension looking onto the rear gardens of properties along Doris Road and Avenue Road.
97. The application includes a plan of the north elevation of the church hall/extension which shows how overlooking from this aspect would be mitigated. Any upper floor windows which carry the potential for overlooking to neighbouring properties are to be fitted with obscure glazing. The lower set of roof lights at second floor level relate to a void over the floor beneath where there would be no opportunity for outward views. The upper set of roof lights are high level and are pitched away and

further in from the boundary with the neighbouring property and any opportunity for overlooking is minimal.

98. Understanding the impact of overlooking from the west facing windows of the church hall extension is a little more complex, but the application proposes several measures to ensure that any impact is minimised.
99. All windows on the west elevation of the extension are to be recessed and the method of construction is illustrated on page 14 of the Design and Access Statement. Recessing the windows in the proposed manner would have the effect of reducing the field of view to surrounding properties. The bottom strip of the first and second floor windows of those windows on the extension not sitting directly behind the boys brigade are to be installed with obscure glazing, further reducing the opportunity for overlooking. Windows at first floor level of the extension are not full height and a single central window is proposed to serve the top floor bedroom.
100. Members will be shown a 3D satellite image of the existing west elevation of the building to give a better idea of the impact of overlooking from the proposed development. Whilst the proposal would result in an increased impact of overlooking from the west elevation, it is considered that the severity of overlooking has been adequately mitigated through a combination of factors including the following:
 - The presence of the external wall of the boys brigade building which partly impedes views from three of the first floor windows over the rear garden of 1 Avenue Road;
 - The orientation of the development where views to the rear gardens of Doris Road are oblique;
 - The recessed design of all windows on the west elevation which reduces the field of view to surrounding properties;
 - The use of obscure glazing to bottom strips of several upper ground floor windows and first floor windows not being full height.

The opportunity for overlooking is greatest from the upper two floors of the extension looking over the rear gardens of properties located along Avenue Road. Whilst this would result in some degree of harm to the amenity of neighbouring properties, the level of harm is not considered to be significant, especially when considered against the existing context of a tight-knit urban environment where overlooking to rear gardens already occurs from upper floor windows of properties onto opposing or neighbouring rear gardens. The distance between the windows of the west elevation of the extension onto the rear gardens of Avenue Road is not dissimilar to the distances relevant to the existing incidence of overlooking between neighbouring properties.

101. Planning permission could be conditioned to require a scheme for all windows to include details of the type of glazing to be used, depth of window recesses on west facing windows on the two-storey extension as well as opening configurations. This would allow the local planning authority to further control any opportunity for overlooking as well as ensuring the satisfactory appearance of fenestration.

102. The proposal also incorporates external terraces to the rear of the boys' brigade and on the upper floor of the church building. The floor level of the boys' brigade terrace has been set at 1.7 metres below the level of the top of the obscure glazed balustrade to prevent overlooking to adjacent windows in the proposed development as well as to neighbouring properties to the rear. Terraces on the Avenue Road frontage are also fitted with obscure glazed balustrading above a brick parapet and are separated from the nearest residential property on Avenue Road by ~20 metres. This combination of distance and use of obscure glazing are sufficient in avoiding any harm from overlooking to the surrounding area.

Loss of light/overshadowing

103. A daylight/sunlight assessment was requested to establish the extent to which neighbouring properties would be affected by the two-storey extension and extension of the roof at the rear of the church hall. The report has been produced by a consultant engineer and has been based upon guidance and methodologies detailed in the 2011 Building Research Establishment's (BRE) Publication 'Site Layout Planning for Daylight and Sunlight' ("the BRE Guide"), and whilst reference to them isn't mandatory, the standards are widely relied upon by local authorities as a useful instrument for assessing daylight and sunlight impacts.
104. The daylight/sunlight report is very detailed and members may wish to read the document prior to the committee meeting to gain an understanding of the scope of the study, the methodologies used and the associated impacts of the development and how they correspond to the BRE standards. The daylighting engineer has also compiled a response to some of the objections received with respect of the daylighting/sunlight results which may also be referred to.
105. The study models two 'options'; option one being that of the original submission involving a larger rear extension and a vertical wall extension to house the communal stairwell and option two where the rear extension has been reduced in scale with part of the church hall roof extended over the communal stairwell. Members are referred to pages 5 and 6 of the daylighting/sunlight report where 3D images are provided illustrating the differences between the existing built form, the first submission and the current scheme (referred to as option 2 in the report).
106. Part of the study uses the Vertical Sky Component (VSC) calculation to measure the amount of skylight reaching affected windows. The calculation represents the percentage of an unobstructed view that is available from a window, with the view always taken from the centre of a window. In practice this means that if a window were to have a totally unobstructed view of the sky looking in a single direction (taking account only of the built environment), then the maximum (best) possible value would be just under 40%. The BRE guide says that 27% represents a value signifying adequate levels of natural daylight and that where levels are below 27%, any reduction caused by development should be kept to a minimum and should not be less than 0.8 times its former value.
107. Appendix A shows the results of the VSC calculations and highlights those windows where the existing VSC is lower than the 27% baseline BRE figure. The study shows that the proposed development (option 2) will not result in any windows falling below 0.8 times their former VSC value. All assessed windows therefore meet the BRE standards in terms of the VSC.

108. The second part of the study looks at direct light from the sun and uses Annual Probable Sunlight Hours (APSH) to examine whether a window will receive enough sunlight to satisfy BRE standards. The BRE guide recommends that main habitable rooms should receive at least 25% of the APSH and at least 5% of the APSH should be received during the period between 21st September and 21st March.
109. The BRE guide explains that sunlight availability may be adversely affected if the centre of the affected window:
- receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21st September and 21st March and;
 - receives less than 0.8 times its former sunlight hours during either period and;
 - the overall annual loss is greater than 4% of APSH
110. The results of the APSH study are presented in Appendix B of the study. The results show that although the development will result in a loss of direct sunlight to windows in neighbouring properties, none of the windows included in the study fail all three BRE criteria. By BRE standards therefore, the proposed development would not have a significantly harmful impact upon the direct sunlight reaching neighbouring properties.
111. Of the individual criteria that are breached it is also relevant to consider what rooms the breaches relate to. Windows 2 and 4 of 79 Park Lane experience a total 4.15% and 6.45% overall loss of APSH respectively. Window 8 receives a reduction factor of 32.06% in winter months. The site was visited to determine what rooms the windows relate to. Window 2 relates to a wet room, window 4 relates to a hallway and window 8 relates to a study/office. Whilst the 32.06% reduction in APSH in winter months may appear a large impact, the reduction is from an existing 2.09% of APSH to 1.42%, so the difference will not be noticed to a significant degree and the impact does not relate to a main habitable window.
112. The same can be said for window 21 at 6 Doris Road which experiences a 41.12% winter reduction in APSH but this is from an existing 1.07% to 0.63%. Windows 22 and 23 will experience an annual reduction in APSH of 4.30% and 5.15% respectively. All three windows relate to a narrow kitchen room.
113. Access was not gained to visit 10 Doris Road where window 41 receives an annual reduction in APSH of 4.12%. As with all other windows in the study however, the window does not fail all three BRE criteria and by BRE standards will therefore receive adequate sunlight post development.
114. An overshadowing study is also included within Appendix C of the report and will be shown to members during the committee presentation. The study shows that the proposed development will result in a minor increase in overshadowing to the rear gardens of 6 and 8 Doris Road and 79 Park Lane, but not to any degree which will significantly harm living conditions.
115. Several contributors reference inaccuracies and errors within the daylight/sunlight study. The engineer who produced the report has provided a response to these queries and this document is included in the application. The response is accepted and the study results are considered satisfactory for enabling an accurate assessment of the daylight/sunlight impacts of the proposal to be properly

understood. The response is attached to the case as a supporting planning statement and members are advised to read the document in conjunction with the main report and with regard to the issues raised in representation to the case.

Noise/smell/activity disturbances

116. Whilst the proposed residential development is of high density, this is not considered likely to result in significant noise disturbances to the surrounding area. Indeed, the numbers of people on site at any one time would likely be considerably less than under the current lawful use of the site.
117. External terraces are proposed for the church building on the upper floors. The north facing terraces are buffered by the church hall building and would not therefore carry any implications for neighbouring properties in this direction. The south facing terraces are separated from opposing dwellings by landscaping, Avenue Road and a distance of ~20 metres. These factors are considered adequate to ensure that neighbouring properties would not be adversely affected by activity taking place on external terraces. Any impact of activity on the boys' brigade terrace is considered no more harmful than the many existing rear gardens of surrounding properties.
118. The proposal had included an external terrace at the boundary with 79 Park Lane. This has now been removed from the scheme following amenity concerns raised during the assessment of the application.
119. One of the communal access points to the church hall is provided beside the boundary to 79 Park Lane and concern has been raised that the use of the passage by residents as well as use of the adjacent cycle store and refuse would be detrimental to the amenities of the surrounding area. Whilst the use of the passage would lead to increased activity adjacent to 79 Park Lane, the level of potential activity is not considered to be significantly harmful and there is also an ability to access the building centrally between the church hall and church building. There is also scope for landscape improvements at the boundary with 79 Park Lane which would assist in strengthening the separation between the two sites. This detail would be included within the landscape condition to be added to any planning permission.
120. The refuse bins and cycle stores are located in positions that avoid any adverse impact on neighbouring properties.
121. Conditions could be added to any permission restricting construction times and requiring a construction method statement to minimise any disturbances resulting from the construction process. The applicant would also be advised to sign up to a Considerate Constructors Scheme.

Overbearing/over-dominant building

122. The two-storey rear extension would sit above the existing two-storey flat roofed extension at the rear of the building and fits within the roof profile of the church hall. The roof pitch of part the church hall is also being extended in order to house the communal stairwell.
123. Plans show that the two-storey extension is set in by three metres with its roof pitching away from neighbouring properties. This is considered sufficient to avoid

any loss of outlook to neighbouring properties or significant harm from a sense of overbearing. The extended church hall roof is pitched away from the boundary and does not increase the height of the development immediately on the boundary with 79 Park Lane. Such is the height and pitch of the roof that its impact upon 79 Park Lane is not considered to be significant.

Amenity of future occupants

124. The new units would provide future occupiers with the opportunity to reside within an historic building in a highly accessible part of city with good access to local facilities and services. Whilst the majority of units do satisfy national minimum internal space standards and provide generously sized living units, three units in the Church Hall building fall short of satisfying national spaces standards. Two of these units fall only marginally short by 2 sq.metres and the remaining unit (CH10), falls short by 7 sq.metres. Given that the shortfall applies to only three units, and bearing in mind the constraints posed by the conversion of an historic building, the scheme is acceptable as a whole.
125. The site offers very little opportunity to provide outdoor amenity space for future occupants and it is considered that every reasonable effort has been taken to maximise the provision of external amenity space whilst respecting neighbouring properties and the heritage value of the site.
126. External terraces are delivered on six of the upper floor units of the church building and one on the boys' brigade building. The units where external terraces are provided are generally the larger units that are more likely to be occupied by a family. Communal amenity spaces are provided within the site although these are of limited size and outlook. Landscaping details would be secured to maximise the quality of these spaces. The site is also located within walking distance to Heigham Park and Chapelfield Gardens, which provide high quality public outdoor spaces available for use by future residents.
127. The nature of the layout of the site means that several of the units would have a limited outlook, such is the presence of surrounding buildings. Whilst less than ideal, future occupants would be aware of the outlook before moving in and regard is had to the fact the site is within a built-up area. Furthermore, the limited outlook from these units must be balanced with the benefits associated with living in a development of unusual character where living conditions are otherwise of a high standard.
128. The main habitable rooms in the development are well served by windows to ensure an adequate standard of daylighting.

Main issue 5: Affordable housing viability

129. Key policies and NPPF paragraphs – JCS4, DM33, NPPF paragraph 50.
130. The proposal is for the creation of 20 residential units and Joint Core Strategy policy 4 is therefore applicable, as is the revised Affordable Housing SPD (August 2015). The policy seeks to secure 33% affordable housing on schemes involving the creation of 16 dwellings or more, unless it can be demonstrated that the delivery of affordable housing is unviable in prevailing market conditions.

131. Viability information has been submitted and assessed independently by the District Valuation Service (DVS) who offer property consultancy services for the public sector. Since the submission of the application, the DVS has reviewed the viability of the scheme twice, most recently to ensure an up-to-date assessment based upon current market values and Building Cost Information Service (BCIS) cost figures.
132. The assessments calculate a Benchmark Land Value (BLV) for the development at £800,000, which captures the agreed purchase value of the site and the associated overage clause subject to planning permission being granted for residential development.
133. In their first assessment, the DVS final assessment stated that a scheme providing 33% on-site affordable housing, CIL contributions and a developer's profit level of 20%, would be unviable against the BLV. However, the scheme was found to be viable with an affordable housing contribution of £93,755. Following this calculation the applicant submitted additional information to the DVS and asked that they look again at build duration/anticipated sales receipts, cost of finance and land value/overage. Accepting some of the points raised by the applicant, viability was re-assessed and both the DVS and officers concluded that the scheme could deliver a commuted sum of £84,107 contributing to off-site provision.
134. Due to the time that has elapsed since the previous viability assessment (15 months), viability has been reassessed in order to reflect current market conditions. The updated viability assessment also responds to representations made against the application by "the other parties", which are discussed in detail within the final report from the DVS. The updated assessment reveals a significant uplift in market values since the initial report. The DVS conclude that following their research and re-assessment, they are now "of the opinion that a scheme with 33% affordable housing, CIL contributions of £37,826 and a profit level of 20%, shows a scheme surplus of £236,178 and is viable against a BLV of £800,000". This equates to a scheme viable against the delivery of seven affordable dwellings on site.
135. The applicant has provided evidence demonstrating that registered providers would not be interested in managing on-site units. In consultation with the DVS, an affordable contribution of £507,108 should therefore be provided in lieu of on-site provision.
136. Following a review of the updated viability assessment, the applicant challenged some of the calculations and assumptions made by the DVS in reaching this figure. This challenge has been attached to the case, but in summary the applicant has accepted the fact that market values have increased significantly since the previous assessment. However, the cost model used by the DVS is contested and it is argued that the DVS has not considered the impact upon values resulting from the integration of private/social housing. The applicant has expressed agreement for the delivery of either 3 on-site affordable dwellings or a commuted sum of £371,800. The applicant's challenge has been presented to the DVS for clarification on several points, but the DVS subsequently confirmed that they were satisfied with the costs and values used in their assessment.
137. Due to the fact that the applicant does not agree with the revised viability calculations and is not prepared to pay the full commuted sum, the proposal would

be contrary to both policy 4 of the Joint Core Strategy and the council's Affordable Housing SPD, as well as guidance within paragraph 50 of the NPPF.

138. The failure to deliver either affordable housing on-site or a contribution towards off-site provision of a level which has been independently assessed as viable, is considered a significant conflict with planning policy and a reason to refuse the application.

Main issue 6: Flood risk/drainage

Flood risk

139. The application was originally reported to planning committee on the 22nd September 2016. The council received an objection from the Lead Local Flood Authority (LLFA) the day before the planning committee.. The application was subsequently deferred to allow members time to digest the LLFA's comments and to allow the applicant to respond to the objection.
140. The LLFA found the initial Flood Risk Assessment (FRA)/drainage strategy to be unacceptable for the reason that the application did not fully assess the fact that the proposal would change the vulnerability category of the uses on site from less vulnerable (community use) to more vulnerable (housing). It was also stated that national planning guidance had not been followed in terms of showing that more vulnerable elements of the development had been placed in areas at lowest risk of flooding. The reason for their objection was as follows:
- "To prevent flooding in accordance with National Planning Policy Framework paragraph 103 by ensuring the satisfactory management of local sources of flood risk and ensure there is no adverse impact from flooding on the development (and is safe for its lifetime) or an increased risk of flooding elsewhere."
141. In response to the objections and recommendations made by the LLFA, an updated site-specific flood impact assessment has subsequently been produced. The only risk of flooding at the site is from pluvial surface water flooding and a review of local surface water mapping reveals that the lower portion of the site is at risk of flooding with flood depths unlikely to exceed 600mm. The assessment appears to be accepted by the LLFA who, in their response to the updated FRA state the following:
- "In general terms the potential depth of inundation to the lower area of the site where the Boys Brigade building is located is around 300 to 600 millimetres in both of the above assessments. There are other localised areas on the site that may receive a greater depth of inundation in a 1 in 100 year event however these areas appear to be below the lower ground floor level."
142. In light of this the updated FRA sets out a series of resistance measures to prevent surface water from entering the development to a depth of 600mm. Furthermore, the FRA also sets out a series of resilience measures which would assist in the building recovery process in the event that surface water was to enter the development. These are set out under section 7 of the updated FRA.
143. The LLFA have stated that despite the mitigation measures set out in the updated FRA, they maintain their objection because they consider it more appropriate to avoid the risk altogether. This would seem to indicate the LLFA consider a

Sequential Test should be applied to the proposal, to steer development to areas with the lowest probability of flooding.

144. In considering this objection, paragraph 104 of the NPPF states that applications for minor development and changes of use should not be subject to the Sequential or Exception Tests but should still meet the requirements for site-specific flood risk assessments.
145. The test therefore that should be applied in this instance, in accordance with paragraph 103 of the NPPF, is (1) whether the Flood Risk Assessment demonstrates that within the site, the most vulnerable development is located within areas of lowest flood risk unless there are overriding reasons to prefer a different location and (2) to ensure that development is appropriately flood resilient and resistant, including safe access and escape routes where required.
146. With regards to (1), the layout of the development has been rearranged so that all living units within the areas most at risk from surface water flooding have means of egress and safe refuge at a level above the level of risk. Furthermore, units BB1, C1 and C3 have been rearranged so that their bedrooms are at first floor level away from the risk.
147. With regards to (2), having assessed the FRA it is considered that the flood resistance and resilience measures set out in the updated FRA and discussed above under paragraph 143 would ensure the safety of the occupiers of the development and the fact that the LLFA recommend these measures be adopted in the event that permission is granted, adds further weight to this assertion. Whilst units CH1, CH2 and CH3 would have bedrooms at lower ground floor level where flood risk has been identified as highest, the measures set out in the FRA are considered to adequately mitigate the risk of flooding to future occupants. It is accepted that the proposed development would introduce more vulnerable uses in areas at risk of flooding, but weight is attached to the fact that this represents a small number of flats compared to the overall development and regard is had to the pre-existing lawful use of the building and the extensive flood mitigation measures proposed.
148. In addition the National Planning Practice Guidance states that for changes of use, applicants will need to show in their flood risk assessment that future users of the development will not be placed in danger from flood hazards throughout its lifetime and it is for the applicant to show that the change of use meets the objectives of the Framework's policy on flood risk. For example, how the operation of any mitigation measures can be safeguarded and maintained effectively through the lifetime of the development.
149. The application proposals have been based around the development having a lifetime of 100 years and this satisfies the minimum lifetime period set out within National Planning Practice Guidance. In the event that planning permission were to be granted a maintenance and management plan would be conditioned to ensure the surface water drainage features of the proposal were properly maintained for the lifetime of the development.
150. The other key aspect of the guidance is to ensure that the development does not increase flood risk overall and this is further substantiated by the requirements set out within policy DM5 of the *local plan*. Furthermore, the government published a

Ministerial Statement in 2014 (HCWS161) stating that for major developments local authorities are expected to ensure that sustainable drainage systems for the management of run-off are put in place, unless demonstrated to be inappropriate.

151. At present, virtually the whole application site is covered by impermeable surfaces. The proposal involves the demolition of the link building and it is proposed to maximise the use of permeable surfacing in the resultant space as well as across the site in addition to incorporating soft landscaping to improve the drainage capacity of the site. Due to the need for a 10 metre separating distance it will not be possible to install soakaways. However, in addition to maximising permeable surfacing and landscaping, it is proposed to undertake a survey to determine the potential for on-site storage and the potential to reduce out-flow. Given the above measures the proposal would have a positive impact in reducing surface water flooding in the surrounding area and is therefore in accordance with policy DM5.
152. Nevertheless, every opportunity should be taken to bring run-off rates as close to greenfield runoff as possible in line with LLFA recommendations. In the event that planning permission is granted, the LLFA have recommended a condition that will require a detailed surface water drainage strategy, which is intended to manage local sources of flooding, water flow paths, storage and disposal of surface water flood from the site. The scheme would confirm discharge and run off rates from the site, address surface water attenuation storage potential, ensure no conflict between the on-site drainage network and any building or utility plant susceptible to water, provide detail of how all surface water management features would be designed in accordance with the SuDS Manual (CIRIA C753, 2015) and provide a maintenance and management plan for all surface water drainage features.
153. It is therefore concluded for the above reasons that the application should not be refused on the grounds of flood risk.

Drainage

154. The drainage scheme would be referred to both the LLFA and Anglian Water for approval, but subject to details being agreed, it is concluded that surface water drainage at the site would be adequately managed.
155. Anglian Water have been re-consulted in light of the additional FRA and have provided revised comments (June 2017). No objections to the proposal are raised but a condition is recommended that no hard-standing be constructed unless in accordance with the surface water strategy so approved.
156. The FRA confirms that the installation of soakaways on site will not be possible due to ground conditions and the lack of available space more than 10 metres from the structures on site. Anglian Water have confirmed that in light of this and the fact that there are no watercourses located nearby, they are satisfied that the hierarchy of drainage options has been satisfied in accordance with Planning Practice Guidance and that surface water can therefore be disposed via connection to a sewer.
157. A number of objections have been received citing concerns with the current state of the sewerage system and the belief that it is already at full capacity. There are reports that during storm events, sewage has 'backed up' into people's gardens and houses. In light of both of these comments and the additional flood impact assessment, Anglian Water were re-consulted to see if their comments would

change from those previously submitted in July 2016. They have since confirmed (June 2017) that they are satisfied that the existing sewerage system has capacity for the proposed development. They have also provided verbal confirmation that the 'backing up' of sewage can often be attributed to blockages in the drains and that these should be reported for further investigation.

Main Issue 7: Whether the proposal represents 'sustainable development' in the context of paragraph 14 of the NPPF

158. Paragraph 14 of the NPPF emphasises the presumption in favour of sustainable development, and states that for decision taking, this means "approving development proposals that accord with the development plan without delay". It is therefore necessary to establish whether the proposal constitutes sustainable development, within the context of guidance within paragraph 7 of the NPPF:

Economic role

159. The proposal would provide some limited economic benefits, including in the short term to the construction industry involved in the development works, and to the Methodist Church and in the longer term by providing new dwellings for people who would live and potentially work in the city.

Social role

160. There would be some limited benefits in terms of improvements to the buildings on site and the provision of 20 market dwellings which would make a small contribution towards meeting the housing need in the context of a lack of a five year housing land supply within the Norwich Policy Area. However the failure to provide a policy compliant level or contribution towards affordable housing is considered to be a significant negative of the scheme which conflicts with Local Plan policy and fails to meet the objectives of paragraph 50 of the NPPF, which requires local authorities to widen opportunity for home ownership and create sustainable, inclusive and mixed communities, including through the provision of affordable housing.

Environmental role

161. The proposal would help provide a viable future for a locally listed building and would not cause significant harm in terms of any environmental consideration. It would therefore have limited benefits under the environmental role.
162. In determining whether the proposal constitutes sustainable development, it is concluded that the significant degree of conflict with the social role in terms of the failure to provide a policy compliant level of affordable housing means that taken as a whole, the proposal does not represent sustainable development. Even if it were concluded that the proposal represents sustainable development, it would be considered that the adverse impacts of granting permission without meeting the affordable housing requirement would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF as a whole.

Compliance with other relevant development plan policies

163. 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
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition. The application proposes to secure 10% low carbon/renewable energy sources through a combination of heat recovery and PV panels. It is also proposed to upgrade the existing fabric of the buildings to improve thermal efficiency and reduce the overall energy consumption. Planning permission could be conditioned requiring a scheme to be set out demonstrating how the 10% requirement will be satisfied.
Water efficiency	JCS 1 & 3	Yes subject to condition
Trees	DM7	Yes subject to condition. The scheme involves the loss of two trees on the Avenue Road frontage. The trees have high growth potential and would most likely need to be removed irrespective of development. Nevertheless, replacement planting is necessary to maintain an attractive landscaped frontage to Avenue Road and enhance the biodiversity value of the site. Planning permission could be conditioned for compliance with the AIA and requiring appropriate species to be agreed with the local planning authority prior to planting.
Landscaping	DM2/3/8	<p>Yes subject to condition. Several recommendations have been made by the council's landscape officer to ensure a successful landscape scheme to ensure the satisfactory appearance of the site. The landscaping scheme would also require details of lighting (to minimise amenity impacts and harm to bats) and details of ecological enhancements including bird/bat boxes and 'wildlife value' planting.</p> <p>A landscaping condition could also enable soft landscaping opportunities at the site to be fully explored although these may be limited such is the coverage of development on the site.</p>
Biodiversity	JCS1, DM6, NPPF paragraph 118.	<p>Extensive survey work has been carried out at the site and reveals that parts of the building complex are being used by roosting bats. It is essential that the comprehensive mitigation measures outlined in Section 9 of the Bat Survey and Assessment document are fully implemented. Planning permission should be conditioned accordingly.</p> <p>The landscaping condition could require details of any external lighting to minimise spillage and to ensure it is 'bat friendly'. The landscaping condition could also require details of ecological</p>

Requirement	Relevant policy	Compliance
		enhancements at the site including bat boxes and plants of wildlife value.
Contamination	DM11 NPPF paragraphs 120-122.	Yes subject to condition. There is no history of contaminated uses on the site.

Equalities and diversity issues

164. The application had previously sought to design three of the lower ground floor units to be suitable for disabled users. However, in response to the objections raised by the LLFA and the need to provide means of safe refuge at levels above the flood risk, these units are no longer suitable for disabled users. Given the restrictions on the building and value in bringing it back into viable use, the lack of disabled provision is considered to be acceptable in this instance.

Local finance considerations

165. 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.

166. 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.

167. The properties created will generate New Homes Bonus. The proposed development would be CIL liable for the new floor space created by the two-storey extension and conversion.

Conclusion

168. The proposal would deliver some benefits in terms of enhancing and providing a more viable future for the buildings on site, which have some local heritage value, and by making a contribution towards meeting the requirement for new homes in the development plan area. The impacts of the development in terms of amenity, transport and flood risk are considered to be acceptable.

169. However, the scheme fails to deliver on-site affordable housing or a commuted sum at a level which has been judged to be viable by the District Valuer for the particular form of development proposed. The benefits of the scheme are not considered to outweigh this fundamental conflict with policy 4 of the Joint Core Strategy for Broadland, Norwich and South Norfolk (2014) and the requirements of guidance within the NPPF in relation to the provision of affordable housing and the application is therefore recommended for refusal.

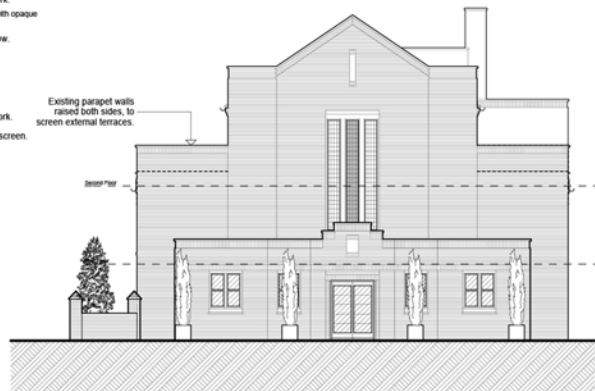
Recommendation

To refuse planning permission for the following reason:

1. The proposal fails to meet the requirement for affordable housing either through on-site provision or through the provision of a commuted sum towards off-site provision of a level which has been independently assessed to be viable for the proposed scheme. The proposal therefore fails to represent sustainable development in the context of paragraph 14 of the National Planning Policy Framework and conflicts with the requirements of policy 4 of the Joint Core Strategy for Broadland, Norwich and South Norfolk (2011, amendments adopted 2014) and guidance within paragraph 50 of the National Planning Policy Framework.

MATERIALS KEY:

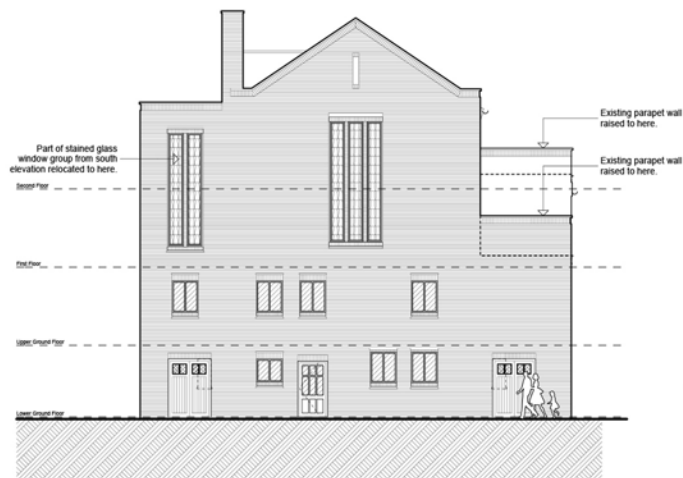
- New clear glazing.
- New obscured glazing.
- New "look-a-like" opaque glazing panels.
- Retained glazing with leadwork.
- Retained glazing with leadwork with opaque backing applied.
- Retained stained-glass window.
- Facing brickwork.
- Zinc cladding.
- Slate roof tiles.
- Dark grey / black metal framework.
- Obscured glass balustrade / screen.



EAST ELEVATION



NORTH ELEVATION



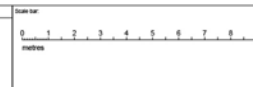
WEST ELEVATION



SOUTH ELEVATION

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Rev.	Date	Description
A	29.04.16	General revisions in relation to planning consultation requirements.
B	04.05.16	F11 patterns adjusted.



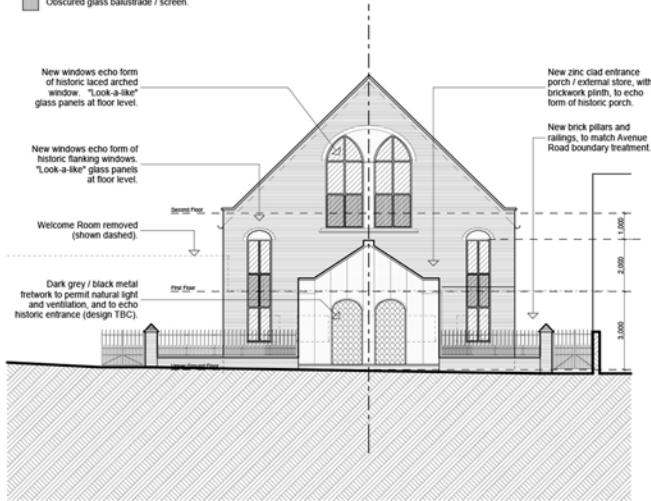
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Client: The Interesting Building Company Ltd.
Project: St. Peter's, Park Lane

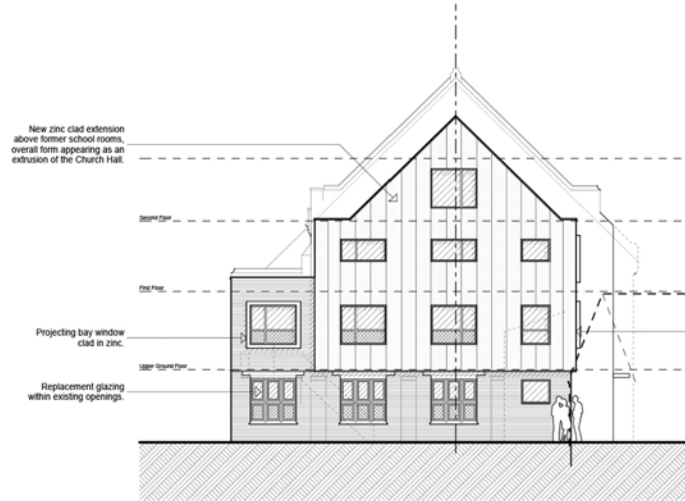
Issued For Planning - 14.05.2016
Issued For Planning - 22.12.2015
Drawing Title: Proposed Elevations - Church
Scale: 1:100 @ A1 Date: 15.10.15 Client Ref: CL
Drawing No: 6079 / 130 Revision: B

MATERIALS KEY:

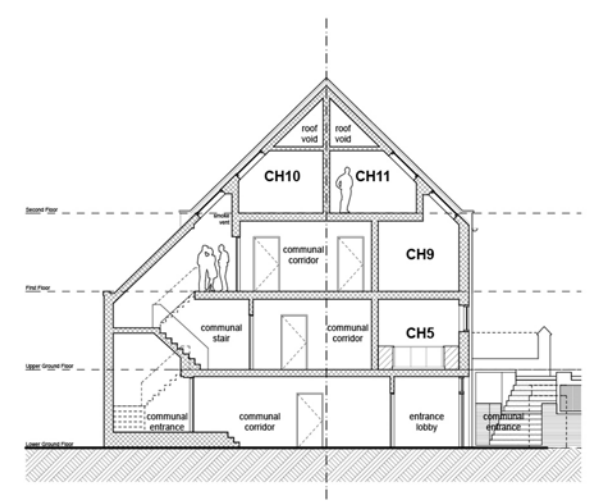
- New clear glazing.
- New obscured glazing.
- New "look-a-like" opaque glazing panels.
- Retained glazing with leadwork.
- Retained glazing with leadwork with opaque backing applied.
- Retained stained-glass window.
- Facing brickwork.
- Zinc cladding.
- Slate roof tiles.
- Dark grey / black metal network.
- Obscured glass balustrade / screen.



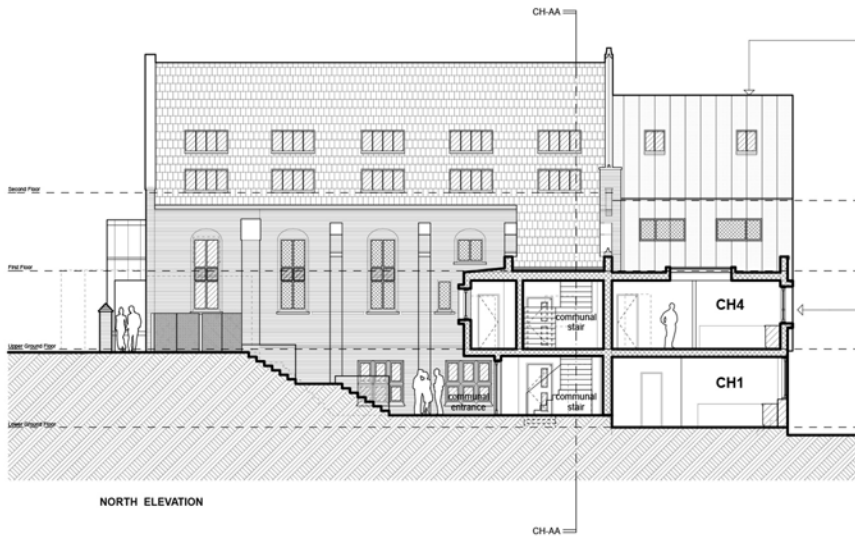
EAST ELEVATION



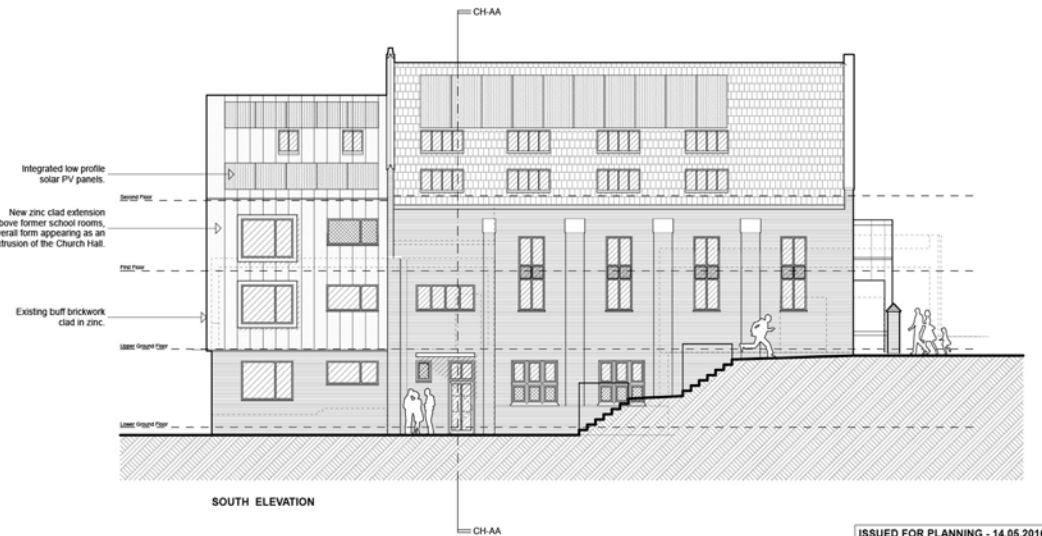
WEST ELEVATION



SECTION CH-AA



NORTH ELEVATION



SOUTH ELEVATION

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Rev.	Date	Description
A	19.04.16	General revisions responding to planning consultation responses, including reduction in height of new extension and alterations to roof over stair.
B	29.04.16	Window positions on south elevation of extension adjusted.
C	04.05.16	PV patterns adjusted.
D	10.07.16	Northern windows of unit CH9 shown obscured.

Scale	Bar
0 1 2 3 4 5 6 7 8 9	metres

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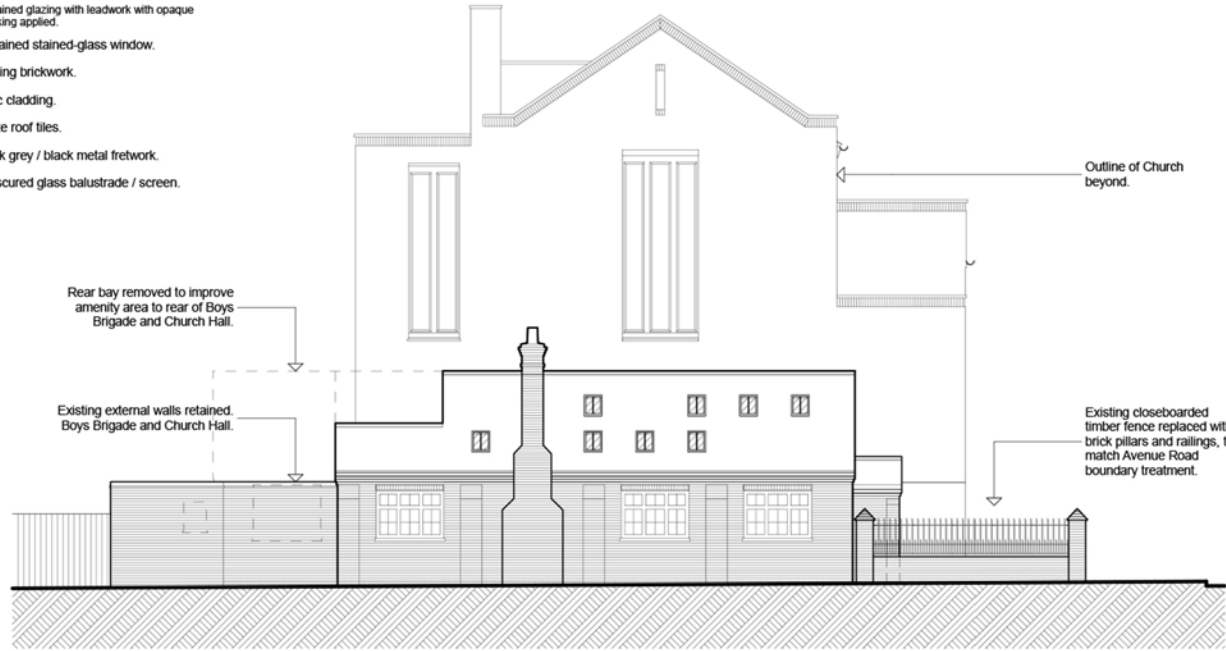
Crawing Title	Proposed Elevations - Church Hall
Scale	1:100 @ A1
Date	15.10.15
Client Ref	CL
Crawing No.	6079 / 131
Revision	D

ISSUED FOR PLANNING - 14.05.2016

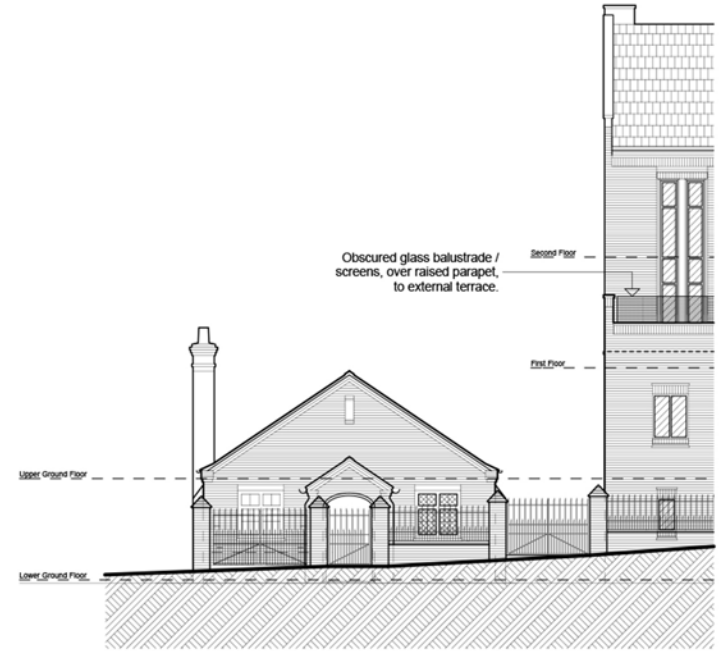
ISSUED FOR PLANNING - 22.12.2015

MATERIALS KEY:

-  New clear glazing.
-  New obscured glazing.
-  New "look-a-like" opaque glazing panels.
-  Retained glazing with leadwork.
-  Retained glazing with leadwork with opaque backing applied.
-  Retained stained-glass window.
-  Facing brickwork.
-  Zinc cladding.
-  Slate roof tiles.
-  Dark grey / black metal fretwork.
-  Obscured glass balustrade / screen.



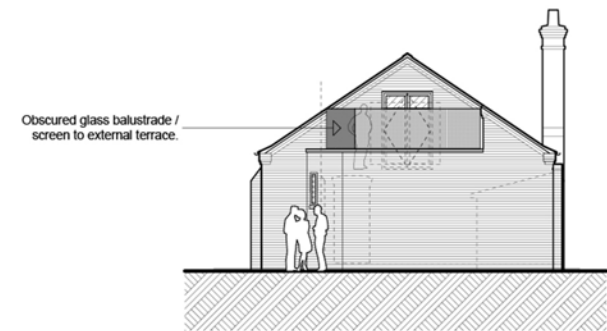
WEST ELEVATION



SOUTH ELEVATION



EAST ELEVATION



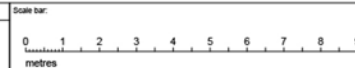
NORTH ELEVATION

ISSUED FOR PLANNING - 09.08.2016

ISSUED FOR PLANNING - 22.12.2015

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Rev.	Date	Description
A	29.04.16	General revisions in relation to planning consultation responses.
B	04.05.16	Fill patterns adjusted.
C	09.08.16	West elevation roof line corrected.



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Client The Interesting Building Company Ltd.
Project St. Peter's, Park Lane

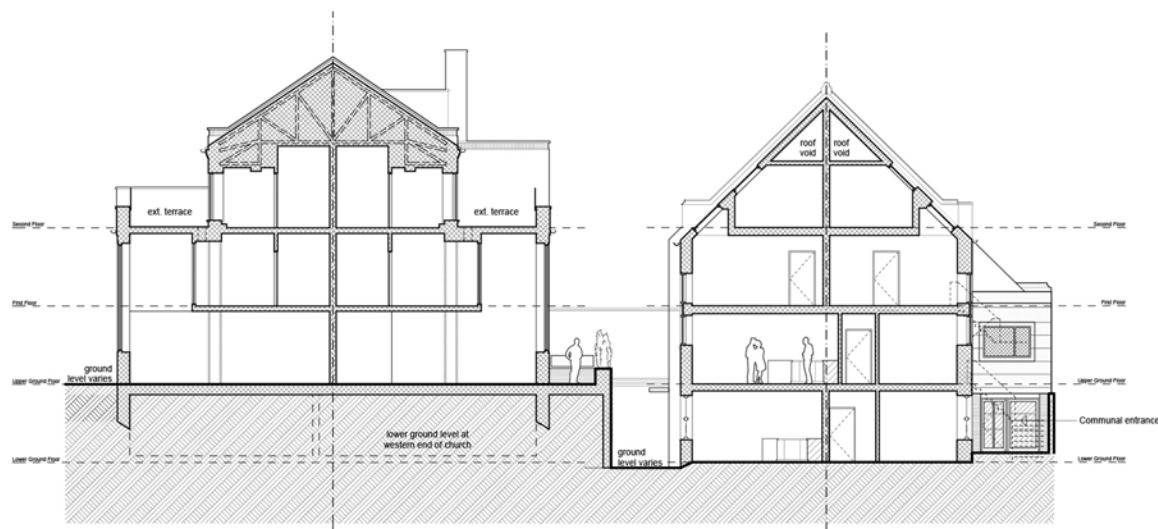
Drawing Title	Proposed Elevations - Boys Brigade		
Scale	1:100 @ A2	Date	15.10.15
Drawing No.	6079 / 132	Drawn By	CL
		Revision	C

MATERIALS KEY:

- New clear glazing.
- New obscured glazing.
- New "look-a-like" opaque glazing panels.
- Retained glazing with leadwork.
- Retained glazing with leadwork with opaque backing applied.
- Retained stained-glass window.
- Facing brickwork.
- Zinc cladding.
- Slate roof tiles.
- Dark grey / black metal framework.
- Obscured glass balustrade / screen.



EAST ELEVATION on Park Lane



SECTION

ISSUED FOR PLANNING - 14.05.2016

ISSUED FOR PLANNING - 22.12.2015

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Rev.	Date	Description
A	29.04.16	General revisions in relation to planning consultation responses.
B	04.05.16	FIR patterns adjusted.

Scale bar
0 1 2 3 4 5 6 7 8 9 metres

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Project: St. Peter's, Park Lane

Drawing Title	Scale	Date	Client Ref.
Proposed Elevations - Church and Church Hall on Park Lane + Site Section	1:100 @ A1	15.10.15	CL
Drawing No.	6079 / 133	Revision	B

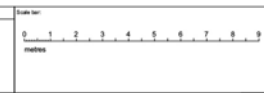


PARK LANE

AVENUE ROAD

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Particulars in relation to the design of the building.
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Rev	Date	Description
A	29.04.16	General revisions in relation to planning consultation responses.
B	07.12.16	Units C1 and C2 remodelled as duplexes.
C	08.12.16	Flood door shown to unit C2.



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Client: The Interesting Building Company Ltd.
Project: St. Peter's, Park Lane

Drawing Title	Proposed Lower Ground Floor Plan
Scale	1:100 @ A1
Date	15.10.15
Drawing No.	6079 / 120
Revision	C

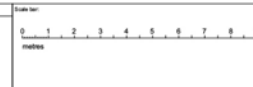


PARK LANE

AVENUE ROAD

NOTES:
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All dimensions are to be indicated on site plan to match construction.
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Rev	Date	Description
A	29.04.16	General revisions in relation to planning consultation responses.
B	07.12.16	Units C1 and C2 remodelled as duplexes.



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Project: St. Peter's, Park Lane

ISSUED FOR PLANNING - 28.06.2016
ISSUED FOR PLANNING - 14.05.2016
ISSUED FOR PLANNING - 22.12.2015

Drawing Title	Proposed Upper Ground Floor Plan + Site Plan
Scale	1:100 @ A1
Date	15.10.15
Client Ref	CL
Drawing No.	6079 / 121
Revision	B

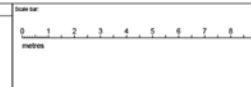


PARK LANE

AVENUE ROAD

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Rev.	Date	Description
A	29.04.16	General revisions in relation to planning consultation responses.



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Client: The Interesting Building Company Ltd.
Project: St. Peter's, Park Lane

ISSUED FOR PLANNING - 14.05.2016			
ISSUED FOR PLANNING - 22.12.2015			
Drawing Title	Proposed First Floor Plan	Scale	1:100 @ A1
Date	15.10.15	Client Ref	CL
Drawing No.	6079 / 122	Revision	A



PARK LANE

AVENUE ROAD

NOTES
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Rev	Date	Description
A	29.04.16	General revisions in relation to planning consultation responses.

Scale bar

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Client The Interesting Building Company Ltd.
Project St Peter's, Park Lane

Drawing Title			
Proposed Second Floor Plan			
Scale	Date	Drawn By	Check By
1:100 @ A1	15.10.15	CL	
Drawing No.	Revision		
6079 / 123	A		

ISSUED FOR PLANNING - 14.05.2016

ISSUED FOR PLANNING - 22.12.2015



PARK LANE

AVENUE ROAD

integrated low profile
solar PV panels.

flat roof
below

ext. terrace
below

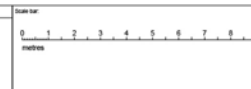
ext. terraces

flat roof

ext. terraces

NOTES
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Rev.	Date	Description
A	29.04.16	General revisions in relation to planning consultation responses.



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Project St. Peter's, Park Lane

Drawing Title			
Proposed Roof Plan			
Scale	Date	Drawn By	Check By
1:100 @ A1	15.10.15	CL	
Drawing No.		Revision	
6079 / 124		A	

ISSUED FOR PLANNING - 14.05.2016
ISSUED FOR PLANNING - 22.12.2015