

**Report to** Planning applications committee

**Item**

8 February 2018

**Report of** Head of planning services

**Subject** Application no 17/01091/F - Land North of Carrow Quay,  
Kerrison Road, Norwich

**4(b)**

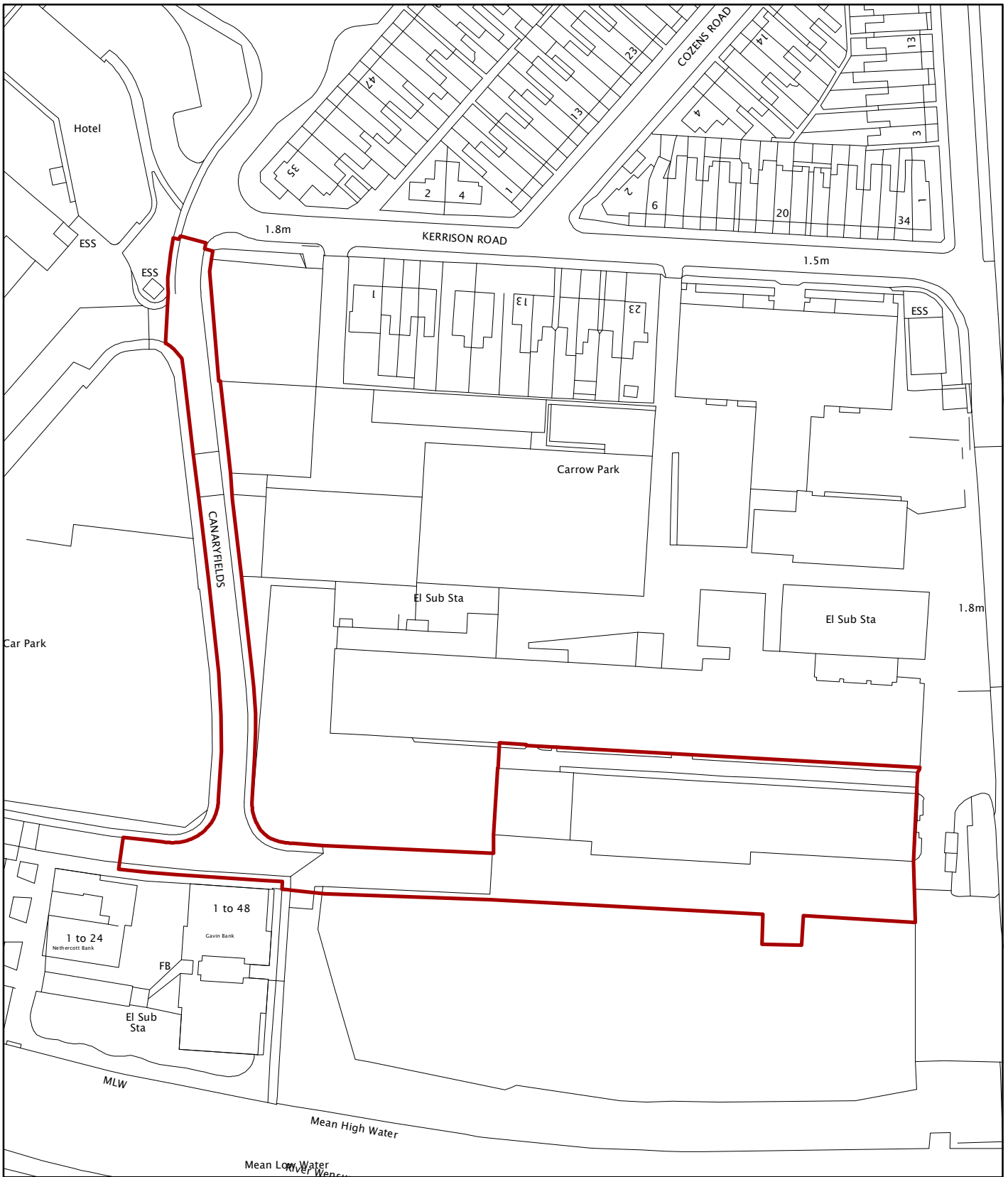
**Reason  
for referral** Objection

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

<b>Development proposal</b>		
Demolition of groundsman's hut and construction of 73 flats with associated parking, landscaping and highways works.		
<b>Representations</b>		
Object	Comment	Support
12	0	0

<b>Main issues</b>	<b>Key considerations</b>
1 Principle	Provision of housing; Loss of football club use; Flood risk
2 Design	Scale, appearance, layout. Space/design standards. Amenity space. Character of area.
3 Transport	Provision of parking and servicing. Suitable access. Impact on local highway network.
4 Amenity	Impact on amenities of neighbouring properties (outlook, privacy, building impact). Amenity spaces. Business impacts on future residents.
5 Landscaping and open space	Streetscape, open space, planting and appropriate screening.
6 Viability	Whether provision of affordable housing is viable
<b>Expiry date</b>	4 October 2017
<b>Recommendation</b>	Approve subject to S106 agreement



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17/01091/F

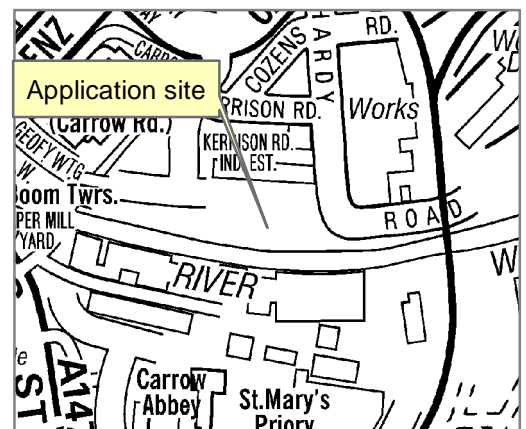
Planning Application No Land North of Carrow Quay  
 Site Address Kerrison Road

Scale 1:1,250



**NORWICH**  
 City Council

PLANNING SERVICES



## The site and surroundings

1. The site lies to the north of the Carrow Quay site agreed for redevelopment and revisions being considered under application 17/01647/VC. The development site is partly occupied by the existing grounds maintenance facilities used by the football club and remainder is open and used as car parking. River Wensum is to the south and the site is accessed from the east end of Geoffrey Watling Way, off Carrow Road / Kerrison Road, close to the football club.
2. Carrow Road to the north / west and Kerrison Road to the north comprise part of the major road network. The NR1 residential flats are adjacent to the south-west, the river and Carrow Works industrial complex to the south, and the car park and industrial buildings of the Gothic Works site to the east, beyond which is the rail bridge. To the north of the site is the test bed building.

## Constraints

3. The site lies within the area for main archaeological interest. The site forms part of an existing site allocation for mixed use development to include residential, leisure, community, office and ancillary small retail uses under CC16 - Land adjoining Norwich City Football Club, Kerrison Road and is adjacent to allocation R11 to the north and east for Kerrison Road / Hardy Road, Gothic Works. The site is relatively level and lies within parts of identified flood areas for flood zone 2.
4. There is no recent history specifically for this site. It does however form part of a site allocation on which the permissions below have been granted on land to the south which is also within the ownership of the applicant.

## Relevant planning history

5. .

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

Ref	Proposal	Decision	Date
	with 126 No. parking spaces, associated highways works and provision of a Riverside Walk, consequent to previous outline planning permission 11/02104/O The proposals include details for approval of Conditions 1(a), 1(b), 2(b), 3, 4(a), 4(b), 4(c), 5, 6, 7, 8(a), 8(b), 12, 20, 22(a), 22(b), 22(c), 22(e), 25, 26, and 30(a) of outline planning permission 11/02104/O applicable to the form of development as proposed in these Reserved Matters.		
17/01647/VC	Variation of Condition 1 of previous permission 13/01270/RM to allow revised plans.	Pending	

## The proposal

- Demolition of groundman's hut and construction of 73 flats with associated parking, landscaping and highways works. Floor-space for grounds maintenance purposes is being re-provided as part of the redevelopment of land at Carrow Quay immediately to the south.

### Summary information

Proposal	Key facts
<b>Scale</b>	
Total no. of dwellings	73 units, with a mix of 27 x one bed flats and 46 x two bed flats. One bed flats are 2 person (1 double bedroom). Two bed flats are 3 person (1 single, 1 double (six flats in total)) and 4 person (2 doubles (forty flats in total)).
No. of affordable dwellings	Offer of 15% for affordable housing provision giving 11 dwellings. 33% would give 24 affordable units
Total floorspace	Gross internal floor area of approximately 6,565m <sup>2</sup> .
No. of storeys	Stepping down from 10 to 5 storeys along the length of the building.
Max. dimensions	Block approximately for east- west aligned 71.5m wide x 21.15m deep. For height above existing levels (east end) 17.35m to balustrade; (west end) stepping to 31.735m to parapet.
Density	Site area of approximately 0.59 hectares. Overall density approximately 124 dwellings per hectare (dph).
<b>Appearance</b>	
Materials	Facing brick with brickwork detail to walls and openings. Mix of open/recessed balconies. Flat roof system to roofs and accent panels to walls.

<b>Proposal</b>	<b>Key facts</b>
Construction	Fabric first approach to enhance the overall energy performance of the scheme. Materials specified to have lower environmental impact ratings.
Energy and resource efficiency measures	Central combined heat and power (CHP) scheme to deliver 17.9% of the sites energy requirement from on-site renewable technology. Water efficiency targets. Specification of a site waste management plan. Planning of material quantities and delivery timings. Where possible, use of locally sourced materials.
<b>Transport matters</b>	
Vehicular access	2 access points via Geoffrey Watling Way
No of car parking spaces	18 car parking spaces including 2 disabled spaces. Electrical charging point within parking areas.
Cycle parking spaces	Spaces within covered cycling racking building plus possibility of Sheffield cycle hoops providing for visitor bikes.
Servicing arrangements	Communal bin stores provided adjacent to Access road.

## Representations

7. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 12 letters of representation have been received citing the issues as summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

<b>Issues raised</b>	<b>Response</b>
Area cannot accommodate amount of new flats being proposed.	Main issue 1 and 3
Adverse impact of additional vehicles on Carrow Road light controlled junction which is already causing problems. Worse since the 25 and 26 now use this route.	Main issue 3
Insufficient parking is proposed for residents and visitors.	Main issue 3
Demand for zone A parking spaces.	Main issue 3
Appears to be no infrastructure to support the additional properties. For example GP and community facilities.	Main issue 1 Policy and site allocations for development generally factor in needs for and protection of facilities across the City as part of a wider strategic assessment
Height of building / character area.	Main issue 2 and 4
Are the water and sewage works developed too for consideration of the flood risk and might be making it worse.	Main issue 1 Paragraphs 97 to 102

Issues raised	Response
'Bought to rent' properties in area resulting in transitory population with little interest in the community.	Noted but not within the remit of planning control.
Increase in anti-social behaviour and drug crime following increase in numbers of flats in area. Increase in litter and fouling.	Noted but not considered material to the determination of the current application.
Extent of consultation.	Consultation has been undertaken in accordance with agreed standards including letters, press and site notices.
Reduction in the value of property.	Noted but not a material planning consideration.

8. Councillor Lesley Grahame – “While I support the principle of building homes on unused sites, I fully endorse the concerns and share the frustrations of my neighbours who find the traffic situation intolerable already.”
  
9. I would like to find a way of delivering the homes that does not impinge on mobility and the lives of existing residents. This would involve a complete rethink of the traffic movements from Canary Way/Kerrison Road/ Carrow Road and at the far end of Geoffrey Watling Way (GWW). The bus gate makes this more difficult, and I ask again for a second exit from GWW and Harbour triangle. Already residents plan their movements to avoid peak times on match days, when we simply cannot get in or out of our homes. However we cannot avoid travelling in rush hour twice a day, and the objections to the application are understandable and considered. Some people have talked about moving away because it takes too long to get to work. If for example there were a roundabout at each end of the road, a bus service that ran into the evenings, some community facilities, the scheme might become acceptable. If it does I would want to see passivhaus building standards, with orientation for solar gain. Off-street parking would be needed for residents and visitors, social housing in accordance with the Local Plan, and plenty of public space between the buildings and the river. We may need to defer this application until a way can be found to mitigate the inevitable increase in traffic.

## Consultation responses

10. 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.

### Anglian Water

11. No objection in principle. Comments provided on local assets, foul drainage capacity, foul sewer connections, surface water disposal and connection should SW treatment change and also suggested consultation with EA and LLFA.

### Broads Authority

12. No objection in principle. Confirmed that the Broads Authority does not wish to raise an objection.

## **Design and conservation**

13. No objection in principle. Provided initial detailed comment on height, massing and elevation treatments and requested revisions to scheme. Following submission of revised details noted changes and requested change to north elevation. On revised scheme happy that the proposals now address the issues raised.

## **Environmental protection**

14. No objection in principle. Noted findings of submitted reports and site contamination. Agrees conclusions of noise report for protection from noise for suitable design of building fabric and asks for development to adhere to report recommendations plus require the east façade to have the same glazing mitigation strategy as the north and west facade.

## **Environmental services team**

15. No objection in principle. We would expect the bin stores to be beneath the flats and collection would be from the bin store.

## **Environment Agency (EA)**

16. No objection in principle. Provided guidance on SUDS and, to avoid risk to the environment, suggest condition. Identified flood area and advised that submitted flood risk assessment provides information necessary to make an informed decision. Commented on Sequential Test and Exception Tests. Commented on finished floor levels in line with NPPG on probability events and noted emergency flood plan and details are subject to LPA satisfaction of suitable flood evacuation exists for lifetime of development. Advises that environmental permit might be required for works within 8m of the designated main river.

## **Highways (local)**

17. No objection in principle. The proposed form of development reflects the urban context of the site within the emerging Carrow Quarter. Provided additional commentary in relation to local concerns on junction impacts in the area. Commented that the development would be a low car scheme and that no on-street parking permits will be issued to this development; EV charge points for each parking space / fast EV charge points; adoption of Geoffrey Watling Way; informal turning head; built as a shared surface road, with a Pedestrian and Cycle Zone restriction (no waiting at any time, loading allowed) and requires Traffic Regulation Order (£1695 fee plus signage costs); on street parking spaces designed as limited waiting (with an option that these are Pay & Display bays) - operating hours and the maximum wait time subject to further consideration and consultation. Street trees if within the adopted highway maintenance fee levied as part of the S38 agreement. Details required of refuse and cycle storage. No street lighting will be provided by the Highway Authority, recommend that the applicant considers private provision of lighting attached to their building and near site vehicle and pedestrian accesses. Public access across eastern end of the road is safeguarded to facilitate a vehicular/pedestrian/cycle route – recommend that the S106 includes reference to this essential requirement.

## **Highways (strategic)**

18. No objection in principle. It is considered that the proposed development will not have a material impact on the strategic road network of Norwich. Are therefore content for local highways and transport issues to be dealt with by the city council under the terms of the local highways agreement between Norfolk County Council and Norwich City Council.

## **Housing strategy**

19. No objection in principle. Have looked through the viability assessment and would concur that the scheme is not viable to deliver affordable housing. We have previously worked with Broadland Housing Association (BHA) on Phase 1 of the adjacent Carrow Quay, and to assist viability on that block Cabinet approved the awarding of grant from RTB receipts. We are aware that overall BHA plan to deliver a significant proportion of affordable housing on these sites however they also need to protect the land value and banking covenants they have should they not be able to build this out in the future. BHA may consider a bid for further RTB receipts or HCA grant funding to be able to provide some affordable housing on this site in the future but need to secure their position now relating to this site with no affordable housing required. They are aware of the current political sensitivities around delivery of affordable housing but the viability is so poor on this site they are not able to offer a concession at this time. To avoid any perceived conflicts of interest then an independent assessment of viability is required, however the information received seems reasonable.

## **Landscape**

20. No objection in principle. Provided initial detailed comment on overall approach to open space provision; streetscape and ground level landscape provision; private amenity and external space provision; shared green spaces. Requested standard landscape condition would need to apply to any approval given. On revised scheme happy that the proposals address the landscape issues raised subject to conditions including planting, street trees, open space and building design.

## **Norfolk county local lead flood authority (LLFA)**

21. No objection in principle. Following previous objection believe that sufficient information has now been provided to satisfy our concerns. We therefore remove our objection subject to conditions being attached to any consent if this application is approved. We recognise that the Local Planning Authority is the determining authority, however to assist, we suggest the following wording: The drainage scheme detailed in the submitted Surface Water Drainage Strategy, RLC Ref. 171091, January 2018, Rev 01 and drawing no. CL-001, Rev P5, will be implemented in full prior to first use of the development.

## **Norfolk historic environment service**

22. No objection in principle. Potential for significant archaeological remains. Please add standard condition (AH1)



## **Norfolk police (architectural liaison)**

23. No objection in principle. Have provided detailed comments in relation to secured by design criteria in particular policy guidance and on construction design points e.g. access control, mail delivery to flats and in planning/layout terms issues of cycle store; access surveillance and amenity space management.

## **Tree protection officer**

24. No objection in principle. Have advised against *Metasequoia glytostroboides* (dawn redwoods) because this species of tree develops a fluted stem, large buttresses and surface rooting habit that causes disturbance to the surrounding footway, highway and adjacent built structures; and *Tilia eucholra* trees or Caucasian lime planted along Geoffrey Watling Way as this species of tree is thought to be a narcotic to bees. Other species that could be used and that are bee friendly are Alder, Willow, different lime species *platyphyllos*, *europaea*, field maple or *Sophora/pagoda* tree. Also requested details of tree pits.

## **Assessment of planning considerations**

### **Relevant development plan policies**

25. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**
- JCS1 Addressing climate change and protecting environmental assets
  - JCS2 Promoting good design
  - JCS3 Energy and water
  - JCS4 Housing delivery
  - JCS5 The economy
  - JCS6 Access and transportation
  - JCS7 Supporting communities
  - JCS9 Strategy for growth in the Norwich policy area
  - JCS11 Norwich City Centre
  - JCS18 The Broads
  - JCS20 Implementation
26. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**
- DM1 Achieving and delivering sustainable development
  - DM2 Ensuring satisfactory living and working conditions
  - DM3 Delivering high quality design
  - DM4 Providing for renewable and low carbon energy
  - DM5 Planning effectively for flood resilience
  - DM6 Protecting and enhancing the natural environment
  - DM7 Trees and development
  - DM8 Planning effectively for open space and recreation
  - DM9 Safeguarding Norwich's heritage
  - DM11 Protecting against environmental hazards
  - DM12 Ensuring well-planned housing development
  - DM13 Communal development and multiple occupation
  - DM22 Planning for and safeguarding community facilities

- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing
- DM33 Planning obligations and development

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

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

**Other material considerations**

**28. Relevant sections of the National Planning Policy Framework March 2012 (NPPF):**

- NPPF0 Achieving sustainable development
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- 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

**29. Supplementary Planning Documents (SPD)**

- Affordable housing SPD adopted March 2015
- Heritage interpretation SPD adopted December 2015
- Landscape and trees SPD adopted June 2015

**Case Assessment**

30. 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**

31. Key policies and NPPF paragraphs – JCS1, JCS4, JCS9, JCS11, JCS20, DM1, DM5, DM12, DM13, DM33, SA CC16, NPPF paragraphs 9, 14, 17, 49, 50, 73-75, 100, 103, 109 and 129.
32. The site is allocated for a mixed use development to include residential, leisure, community, office and ancillary small retail uses within the Local Plan as part of a larger site with Carrow Quay. The proposal follows guidance within this site allocation CC16. The surrounding area is characterised by a mix of residential and

commercial/recreational/retail uses. The site lies south and east of the Lawrence Scott site and test bed building and east of the football club. The delivery of residential development within the area is likely to increase through allocation site R11 to the north and east for Kerrison Road / Hardy Road, Gothic Works and possibly through other windfall sites.

33. The re-use of land is encouraged by the NPPF and the promotion of residential development on previously developed land in accessible locations addresses many key requirements of the Joint Core Strategy. In accordance with the NPPF and the national objective of boosting housing supply, policy DM12 is permissive of residential development except where sites are: designated for non-residential purposes; within a specified distance of a hazardous installation; within or immediately adjacent to the Late Night Activity Zone or at ground floor within the primary or secondary shopping area. None of these exceptions apply to this site.
34. The proposal will also meet JCS requirements to promote neighbourhood based renewal, comprehensive regeneration and increase housing densities close to local facilities. In line with policies JCS4 and DM33 discussion has taken place with the developer to assess viability of the scheme and seek a suitable level of affordable housing. This is discussed further in the sections of the report below.
35. Policies DM12 and DM13 require assessment of development requirements in relation to such issues as designing in adequate garden space, protecting amenity and providing for parking and servicing. The development provides for 73 dwellings in sympathy with the characteristics of the area and arranges the accommodation in such a way as to provide an attractive and well-designed scheme. The density is considered to be compliant with new policy requirements and dwellings are considered to be designed to respond to the concerns of local residents and officers in respect of application discussions and revisions. The site layout overall respects its context and provides adequate standards of amenity and outlook for residents.
36. The scheme would lead to the loss of an employment use building. DM17 seeks to safeguard suitable business premises for the local needs of business uses. With the application for Carrow Quay to the south alternative arrangements for a suitably sized building for future use by the football club have been agreed to overcome this loss. As such redevelopment of the site is considered to be beneficial to the wider regeneration of the area and will not result in local detriment to the football club.
37. The NPPF and DM5 seek to direct new residential development to sites at the lowest risk of flooding. The EA flood map indicates that the site allocation is at risk of flooding and extends across flood zones 2 and 3 (river edge) at medium and high flood risk. In accordance with policy the scheme should be assessed and determined having regard to the need to manage and mitigate against flood risk. Buildings used for dwelling houses are classed a “more vulnerable” use and the NPPF technical guidance indicates that such uses can be appropriate for such areas. The site is designated within allocation CC16 for residential purposes which would not require a sequential test to be applied in order to assess whether the development could be accommodated on alternative sites at lower flood risk.
38. The approach to flood risk for the site would be to a) ensure development would not increase the vulnerability of the site, or the wider catchment, to flooding from surface water run-off from existing or predicted water flows, and; b) would, whenever practicable, have a positive impact on the risk of surface water flooding in

the wider area. The approach taken to flood defense for the proposed scheme follows this guidance and increased permeability, storage, suitable floor level design and safe access have been designed in and discussed with the EA and LLFA. A condition is suggested to ensure implementation and maintenance of the agreed flood strategy. On this basis the principle of development in an area of the city at flood risk is considered acceptable.

39. The benefits of redevelopment also include the development of a vacant site within an area suitable for regeneration and which supports the objectives and policies of the development plan; is of a scale suitable for this site; helps in delivering provision of linked access to the river frontage; the provision of new homes; and enhanced public realm areas. As such the scheme accords with local and national policies for development and re-use of land and is considered to be an appropriate and preferred development for the site.

## **Main issue 2: Design**

40. Key policies and NPPF paragraphs – JCS2, JCS18, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
41. The proposed development would see the construction of one linear east-west building. The block would provide a central courtyard/car parking and an amenity area at the west end of the site. Refuse and cycle storage have sensibly been divided up at ground level with easy access to Geoffrey Watling Way. The proposed brick finish in a variety of colours is welcomed and helps in breaking up the bulk of the building to help in creating an interesting street frontage. Final detail of materials are suggested to be agreed by condition. Balcony details and variety in the upper floor building lines have been introduced to provide better definition and interest to the elevations.
42. Parking at the west end of the building and access has been redesigned and a shared ground floor landscape space laid out to give a sense of the space here being incorporated into the scheme. Landscape spaces have been increased and space provided to allow for parking to be obscured from views from the area. This also assists in creating some enclosure to the site frontage and interest at ground floor level. This is further assisted by windows being provided to cycle storage areas and by widening and redesigning access areas onto the street both on this site and at Carrow Quay to help make a livelier frontage at ground floor.
43. The site at present contributes nothing to the character and appearance of the conservation area. The creation of suitably scaled new buildings and a newly landscaped amenity space should enhance the existing context. The scale of the buildings is generally considered to deal well with the height found in the area, particularly on the river frontage where the development steps up from the domestic scale development found in terrace streets to the north.
44. In terms of the principle of a building of this height a tall element to the scheme is not out of keeping in the immediate area, as it will be read in conjunction with the nearby residential elements at Carrow Quay and NR1 to the south. The site is seen in the context of other large buildings on the approach to the City centre. Its development at the scale proposed is unlikely to lead to difficulties in designing other development or affect the possible delivery of other development sites within the area. This had been assisted in the stepping down of the building from a focal

point at its west end to a lower height development leading into Lawrence Scott site at its east end.

45. The broad design approach is considered to be well founded and imaginative. The development will provide a new use for the site, establish a positive frontage to Geoffrey Watling Way, relate well to views across Carrow Quay to the river frontage; make creative and effective use of a contemporary use of materials and provide the opportunity for landscape enhancements. The contemporary design approach to traditional forms is welcomed and subject to conditions will largely harmonise within the existing context.
46. The overall design of the development will create a pleasant unified scheme. The current proposals are considered to provide a good balance between site density and an appropriate layout. The landscaping to the site edges, central parking space and site frontages, detail to the front of the blocks and contemporary design should also positively address the street scenes and add design interest for the area. The approach taken builds in an active frontage to the street and provides a sense of a secure courtyard. It is considered that this approach is appropriate for the area, however achieving a good design will be down to good detailing and it is therefore recommended that any consent be subject to conditions on details of fascias, verges, windows, doors, bricks, roof finish and any cladding finish.
47. The scheme provides for a percentage of dwellings designed to lifetime homes standards. These are located at upper floor positions distributed throughout the site. In terms of space standards the design of dwellings meets or exceeds housing design quality standards and follows other recognised design guidance in terms of private external amenity space allowances.
48. The site has a potentially interesting history, and this could be referenced to in some form of heritage interpretation in the public space which again is suggested as being sought by condition.

### **Main issue 3: Transport**

49. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
50. Analysis of trip generation from the development indicates that this will be relatively low at peak times with limited impacts on the wider road network. Changes to the roadway are limited to providing access points to the site from Geoffrey Watling Way. Access arrangements have been assessed and overall the scheme design allows appropriate access for service and other vehicles without detriment to operations or safety in the immediate area. Suitable sized bin stores are located close to the roadway for ease of collection and limit the need for service vehicles to enter the site.
51. Subject to conditions on surfacing and design work the access and servicing provisions are considered to be acceptable. Conditions are also suggested for the provision of bin facilities to ensure adequate design and secure access.
52. The site is located within a location suitable to promote travel by more sustainable forms of transport and in policy terms is within a location potentially suitable for car free or low car housing. With good links available to the local centre and public

transport infrastructure it is therefore accessible by sustainable modes for all. Car ownership is likely to be lower than average due to close proximity of facilities. The car parking levels overall are below the Council maximum standard for the scale of development but allow some flexibility in parking. Electric charging points are also incorporated into the scheme. The scheme incorporates measures to improve choice to cycle with a high level of secure and public cycle parking facilities.

53. The design of parking within the development area is provided within groups, close to and adjacent to new dwellings and within view of the active spaces within these homes. The layout proposed for the internal courtyard demonstrates that adequate space for safe walkways and access through the area is also provided. On balance and in comparison to the removal of the previous commercial operation this level of car parking is considered to be acceptable and should adequately address parking issues within the area.
54. Cycle parking is available within bike stores for the flats built into communal space and have direct access to the highway. Details for provision of storage areas are suggested by way of conditions. It is envisaged that the very good level of accessibility for the site that travel will likely result in a modal shift towards more sustainable modes of travel. This approach is reinforced within policy DM28 and DM31 which gives an indication of suitable levels of car parking for various locations.
55. Concerns regarding congestion are noted and understood. Congestion at the junction of Carrow Road with Canaryfields occurs at peak times, predominantly due to congestion on the main road network that is routine. Regeneration of Carrow Quarter (sites to the rear of NCFC) has been subject to a masterplan that sought to deliver housing development on the basis of 'low car' provision to seek to minimise congestion. Sites near NCFC were historically used for car and coach parking, and that their redevelopment overall will mean there are fewer vehicles on these sites than there were when they were fully occupied.
56. In terms of the bus gate, this has been implemented to ensure that the inner ring road is protected from excessive traffic from the Carrow Quarter area. It is transportation policy to promote sustainable transport modes such as frequent bus services, and indeed there is a bus service that serves Canaryfields that connects to the rail station, city centre and university. When further development occurs at the Deal and Utilities site, it will be vitally important for residents to walk, cycle and use the bus from Carrow Quarter into the city.
57. Matchday congestion is managed by road closures at specific times to protect pedestrian safety, this is clearly signposted and local residents take this account when planning their daily trips to avoid congested periods. Such congestion near football grounds is not unique to Norwich and is commonplace around the UK. In terms of the issue of traffic congestion it is the view of the Highway Authority that the proposed development will not result in worsening of the current situation. Currently a strategic review of all junctions on the inner ring road is underway that is assessing planned traffic growth and what if any improvements can be made to maximise capacity and ensure there is provision for pedestrians and cyclists to cross major junctions. Highways advice is that it is not reasonable or proportionate for major road junctions to be reviewed as part of the Groundsman Hut site, for the reasons given previously.

58. We have found that car ownership and car use on sites near to the city centre, such as Carrow Quarter are below average. Census data from 2011 indicates that approx 33% of households in this part of the city use a car for travel to work, whilst 29% walk and 9% cycle. For this reason residential development on brownfield sites on the edge of the city centre encourage highly sustainable travel behaviour. Over time as the area increases in population this will help to deliver improvements to the frequency and spread of bus services through the day and evening. For these reasons the local and strategic Highway Authority have no objection to the proposed development.

#### **Main issue 4: Amenity**

59. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.
60. The scheme provides for 73 dwellings within an arrangement of one stepped block. Buildings are flat roofed and provide additional amenity spaces at higher roof levels. The shape of the site has led to the positioning of buildings within the west to east alignment. This is seen to be an acceptable arrangement to provide on-site amenities for the benefit of residents.
61. The flats have areas of private space incorporated into their layout and also share communal external spaces within the development. There are other off-site amenities within easy access of the site. Generally the properties have been designed to meet appropriate space standards. The scheme layout will also enhance links through the area and trees and planting within the site enhance the street frontage along Geoffrey Watling Way. The provision of planting and design features within the site will also enhance the amenity and outlook for existing and future residents.
62. The arrangement of dwellings in each section seeks to minimise overlooking by ensuring suitable bedrooms/bathrooms or stair landings layout. Some of the flats could overlook other new flats, but in these instances changes have been made to layout of flat types and amenity screens provided to balconies to avoid significant overlooking issues between these properties. The buildings are stepped in height and take advantage of the site levels to improve light levels between buildings. This aids not only amenity but also winter light levels for thermal gain. The blocks of flats are positioned near existing residential properties but still at a distance and orientation to not significantly impinge on local amenities. The distances between existing and new buildings are considered to be acceptable and typical of an urban layout for all elements of the scheme.
63. Early assessment of shading and building distances has indicated that there will be no significant loss of light, loss of outlook or overlooking to adjacent properties. Layout has also removed main habitable room windows directly overlooking adjoining property to the north. Some upper floor windows could be obscured glazed and fixed opening designed to avoid creating difficulties for residents from overlooking but in the circumstances this is not considered necessary.
64. The submitted noise report indicates that dwellings could be affected by operations in the area. Suitable building design and use of glazing / ventilation systems indicate that the world health organisation sound levels for residences can be met. Some exceedance of these might be experienced in private balconies but some exceedance of levels is considered acceptable having regard to the location and

that there is the provision of additional communal open space within the development. Other potential noise sources exist but the submitted noise report concludes that break out noise from these sources and suitable building design can adequately address amenity issues and this has been confirmed by environmental protection officers.

65. The adjacent business could potentially impact on new residences. However; regard has been had to retaining established commercial operations and potential for commercial noise and activity and in designing the scheme this existing relationship has been taken into consideration and upper floor private amenity spaces have been largely protected from these properties. The submitted noise report advises on proposed building design to increase insulation levels and glazing design and the development should not be greatly affected by business noise sources. In the circumstances it is unlikely that new development within the area would significantly impact on the lawful operation of nearby businesses.
66. Although no exact details have been provided, lighting should be positioned to the front entrances of dwellings together with lighting provided to illuminate the central car and cycle parking, footpaths and bin stores. Illumination of the communal spaces will help to further overcome security issues and are considered to be essential features to promote a safe and secure development. Conditions are suggested requiring submission of details of site lighting to ensure that there is no design or adverse amenity impacts or that light spill affects the ecology value of the wider area.
67. The proposals work well with reference to their relationship with adjacent properties and subject to conditions on joinery, glazing and landscaping it is not considered that the proposals would result in any unacceptable impact to adjacent properties in terms of outlook, overlooking or overshadowing or in terms of quality of the living environment for existing or future residents.

#### **Main issue 5: Landscaping and open space**

68. Key policies and NPPF paragraphs – DM3, DM8, NPPF paragraphs 9, 17 and 56.
69. Details have been worked up for indicative landscaping proposals across the site including the communal spaces and edge of the site. The proposal is intended to give communal benefits to future residents and the integration of the west edge into the layout of the site should help create connections and new legible spaces in the area. Of particular importance will be the detailing of communal spaces and how they are defined in relation to the wider area and for the creation of a pleasant access space within the development itself. The site also increases ground permeability which assists with drainage strategies and provides for some part green roof areas.
70. The development should be well landscaped to enhance its use and to promote biodiversity links. The setting out distance of buildings and road edge enables new trees to be positioned between buildings and Geoffrey Watling Way on the south side of the site to help soften the street scene. Other planting is proposed within the courtyards at key connection points through the site.
71. Further details will also be required on the planting scheme for the site as well as internal boundary treatments. The indicative layout of these spaces is considered to



be acceptable and it is suggested that the specific details be conditioned as part of any consent. Conditions are also suggested to ensure biodiversity enhancements are provided as part of the scheme and an informative added in relation to wildlife protection. Details requiring a scheme for the provision and maintenance of landscaping and the central open space are also suggested by way of condition.

72. Design of hard surfaces for circulation, parking and pathways will be critical to the final design of the scheme and whilst initial examples of materials have been shown details of final hard landscaping are suggested to be agreed by condition. A condition related to historic interpretation which could be incorporated into any landscape scheme is mentioned above.

### **Main issue 6: Affordable housing and viability**

73. Key policies and NPPF paragraphs – JCS4, DM33, NPPF paragraph 50.
74. The target level of affordable housing on the site is 33% or 24 of the 73 dwellings.
75. The scheme has been submitted with a viability assessment to consider the appropriate level of affordable housing provision on the site. This indicates that meeting the target provision of 33% is not viable in prevailing market conditions and that no affordable housing provision is viable on the site. This assessment has been subject to review by the District Valuer who has confirmed that, in principle, the viability assessment submitted with the application is acceptable in terms of the conclusion that no affordable housing provision is viable on site.
76. Policy 4 of the JCS states that the target proportion of affordable housing is 33% and goes on to state that the proportion of affordable housing sought may be reduced and the balance of tenures amended where it can be demonstrated that the site would be unviable in prevailing market conditions. Given the findings of the viability assessment and independent review the scheme would be in line with JCS policy 4 with no on-site provision.
77. However, the scheme along with the adjacent Carrow Quay development have been subject to negotiations with planning and housing officers to seek to secure higher levels of affordable housing than viability appraisals would typically allow for.
78. The S106 agreement for the adjacent Carrow Quay site secures 33% affordable housing which equates to 83 of the 250 dwellings. The applicant has advised that it is currently their intention to deliver 213 affordable dwellings on the Carrow Quay site which would equate to 65% (213 of a total of 323 units) affordable housing across the two sites. 33% across the two sites would equate to 107 dwellings.
79. Despite the outcome of the viability appraisals and following negotiations with officers the applicant is offering to sign a S106 agreement to deliver 15% affordable housing (11 of the 73 units) on the adjacent Carrow Quay development. This would secure 94 units of 323 units across the two sites as affordable (29% across both sites). Whilst, as stated above it is the applicants intention as a registered provider of affordable housing to deliver a greater number of affordable units than this, they are reluctant to have these secured via a S106 agreement due to Homes England funding arrangements for affordable housing.
80. The applicant has explained that Homes England will not fund affordable housing which is provided through a Section 106 Agreement, but will fund affordable

housing (both shared ownership and rented accommodation), which is delivered through what otherwise would be market accommodation. As such there is scope to secure grant funding for units which are not covered by the S106 agreement.

81. Whilst members may have regard to the applicants intentions to deliver a greater number of affordable units, as these will not be secured via a S106 agreement very limited to no weight can be given to this in any decision. However, members should give weight to the benefits of delivering 15% affordable housing on a site where viability indicates that 0% would be policy compliant. Whilst this delivery would be offsite it would be immediately adjacent to the proposed development and is considered appropriate in the particular circumstances of this case.
82. There are two ways of securing the 15% provision, this may be via a new S106 agreement or by amending the existing S106 agreement relating to Carrow Quay. Should members approve the scheme it is recommended that authority is delegated to officers to take forward either a new S106 agreement or an amendment to the existing agreement on Carrow Quay.
83. The adopted Affordable Housing Supplementary Planning Document (SPD) states that where reduced affordable housing is accepted a S106 Obligation will be required and include an affordable housing viability review clause. This will require development viability to be reassessed in the event of development not being delivered within an agreed timescale. Given that 15% affordable housing is being secure above the policy compliant levels a review mechanism is recommended where occupation of Carrow View has not taken place within 5 years of the grant of consent. Whilst this is at variance to the SPD it is recommended due to the offer of delivery of 15% affordable housing and in the context that a review within the lifetime of the consent would almost certainly show that 15% was unviable. The 5 year occupation trigger would however guard against a lawful start on site being made and a developer sitting on the site over the long period of time. The review mechanism would fall away as soon as 94 affordable units are delivered on the Carrow Quay site.

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

84. A number of development plan policies include key targets for matters such as parking provision and energy efficiency. The table below indicates the outcome of the officer assessment in relation to these matters.

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Cycle storage	DM31	Yes subject to condition
Car parking provision	DM31	Yes subject to condition
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition

<b>Requirement</b>	<b>Relevant policy</b>	<b>Compliance</b>
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

### **Other matters**

85. The following matters have been assessed and considered satisfactory and in accordance with relevant development plan policies, subject to appropriate conditions and mitigation.

### **Archaeology**

86. Key policies and NPPF paragraphs – JCS1, DM9, NPPF section 12 paragraphs 128 and 141.
87. The desk based assessment submitted earlier provides explanation of the examination of evidence and details that the site is likely to have significant prehistoric or roman remains. The Historic Environment Service has therefore asked for an archaeological Written Scheme of Investigation prior to works commencing on site. The findings of such research could also assist with a scheme for heritage interpretation for the site. The site has a potentially interesting history, and this could be referenced to in some form of heritage interpretation in the public space which again is suggested as being sought by condition.

### **Biodiversity**

88. Key policies and NPPF paragraphs – JCS1, DM6, NPPF paragraph 118.
89. An ecological assessment and bat roost survey have been submitted with the application and in terms of ecology the site, being mostly simple pitched roofed buildings in reasonable repair and other hard surface areas, appears to be of low ecological value. There are small patches of ephemeral vegetation providing some habitat but the maintained nature of the site has meant that the main interest would be nesting birds and potentially for foraging for bats. Potential impacts to protected species and other species of conservation interest from development of the site have been assessed as being minimal. Potential impacts on bat activity from lighting on the site are possible.
90. Mitigation would be suggested primarily as native species planting as being part of any new landscaping scheme and for the provision of bird and bat boxes. It is recommended that a number of bird / bat boxes are incorporated into the development, and installed on some of the new homes. It is suggested that any external lighting provided in conjunction with the development should be of a modern, low spill type to minimise light seepage into the open areas at the edges of the site and that such detail is controlled by condition. Conditions are also suggested to ensure biodiversity enhancements are provided as part of the scheme and an informative added in relation to wildlife protection during site works.

## **Contamination**

91. Key policies and NPPF paragraphs – DM11, NPPF paragraphs 120-122.
92. Phase 1 assessment of the site in terms of contaminants and remediation has been submitted with the application.
93. The report is acceptable and makes several recommendations. It is clear that whilst some elevated pollutant levels are possibly present, the site is not likely to be grossly contaminated given its known site history. The report suggests that pollution of controlled water is low and that this may be a result of wider area contamination not related to the development site. The Environment Agency have been consulted on the application and made no observations on contamination and groundwater protection.
94. The reports make some recommendations relating to potential remediation, and a remedial method statement should be developed to cover all points raised. Additional ground gas monitoring will also be required. Local impacts should be limited and development acceptable subject to conditions on contamination assessment, to stop works and submit details of remediation if unknown contamination is found during works and to ask the developer to provide details of testing and/or suitable compliance for any imported top soil material.

## **Energy and water**

95. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 94 and 96.
96. The applicant has explored a number of construction and engineering services methods to minimise energy demand and produce renewable energy on site. The general principle of design would be to use high levels of insulation to ensure that the energy demand profile is reduced. CHP plant in tandem with the highly efficient central boiler plant to generate electrical power on site which can be used to offset the power required from the mains electrical grid is suggested to generate 17.9% of the developments energy requirement from on-site renewable technology in line with policy JCS3. Water efficiency targets in line with current guidance are also mentioned within the submitted energy, water and construction statement.
97. Specification of a site waste management plan; planning of material quantities and delivery timings; and where possible, locally sourced materials used for construction should also improve the methodology for construction to assist in reducing construction and resource impacts.
98. The scheme is therefore considered to be acceptable and suitable conditions are suggested for the development to ensure energy systems are provided and maintained on site as necessary and that water conservation measures are incorporated into the scheme.

## **Flood risk**

99. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
100. Discussion on the exception and sequential test is mentioned above in terms of accepting development in this location which has been allocated for development. This development includes potential for benefits of regeneration and housing, need

for housing and flood control. The design strategy for the site has been considered in discussion with the LLFA and EA comments ground levels and slab height above ordnance datum (AOD) and impacts from flood zones. It is also noted that the site at present is 100% impermeable. The EA are satisfied that the flood risk assessment submitted with the application provides information necessary to make an informed decision and have provided guidance on finished floor levels set above AOD and impacts from annual probability events, including an allowance for climate change.

101. The site lies within Flood Zone 2 and at the river edge within zone 3 defined by the 'Planning Practice Guidance: Flood Risk and Coastal Change' as having between a medium and a high probability of flooding where notwithstanding the mitigation measures proposed, the risk to life and property within the development from fluvial inundation would be unacceptable if the development were to be allowed. The proposal is for a "more" vulnerable development as defined in Table 2: Flood Risk Vulnerability Classification of the Planning Practice Guidance". A document has been prepared and submitted by Rossi Long (Surface Water Drainage Strategy: Residential and Associated Development Carrow Quay and Carrow View, Norwich, RLC Ref. 171091, January 218, Rev 01) in support of a number of different planning applications in this area for Carrow Quay and this application site.
102. The Drainage Strategy submitted is intended to collate all previously submitted information for the various schemes in respect of Surface Water Drainage. The area as a whole comprises of two developments, Carrow View which comprises 73 dwellings and Carrow Quay which comprises 250 dwellings. Carrow Quay has a flow control limiting discharge to the River Wensum to 5 l/s for all rainfall events where Carrow View has a flow control limiting discharge to the existing Anglian Water sewer to the east at 5l/s for all rainfall events. Both sites will use cellular attenuation tanks and permeable paving (with a 200mm subbase) sized to accommodate a 1:100 + 40% climate change rainfall event. The extension to Geoffrey Watling Way will have a separate drainage and flow control discharging to a maximum of 5 l/s for all rainfall events.
103. As a result, all three elements will create a post development flow rate for the 1:100 year + 40% climate change event of 15 l/s, which is less than half of the pre-development flow rate of 35.8 l/s, creating betterment. Responsibility for management and maintenance of the drainage features for Carrow Quay will rest with the owners (a combination of private individuals and RSL). The owners will be responsible for ensuring that acceptable measures are in place to carry out the required maintenance of these features, either directly or through a third party (e.g. Management Company). This responsibility should then be passed to successors in title through the Deeds of the properties. Initial responsibility for maintenance arrangements will rest with the developer. The management and maintenance for Carrow View is the same as above, however without RSL involvement. The highway extension to Geoffrey Watling Way will be adopted and maintained by Norwich City Council.
104. The report identifies that the flood risk elements of the previously submitted reports have already been approved by the Environment Agency and are not affected by the change to the surface water drainage strategy. This includes information on flood defence levels, resilient construction, flood evacuation and other issues relating specifically to flood risk. Following previous sufficient information has now been provided to address concerns subject to conditions being attached that the

drainage scheme detailed in the submitted Surface Water Drainage Strategy, RLC Ref. 171091, January 2018, Rev 01 and drawing no. CL-001, Rev P5, will be implemented in full prior to first use of the development.

105. The design approach to building levels, increased permeability and surface water control before discharge from the site by way of attenuation tanks are seen to be an acceptable approach to surface water drainage design and flood defence for the site and area. To ensure that the development would be safe for its lifetime a condition is suggested to ensure that details of the flood evacuation plan are agreed and operations continue into the future.

### **Trees**

106. Key policies and NPPF paragraphs – DM7, NPPF paragraphs 109 and 118.
107. Tree impact is limited with only a small group of trees positioned to the east of the site. The trees are semi-mature and would be positioned outside of any area of building development. Assessment and recommendations in terms of potential for future impacts, which are considered to be limited, and for any necessary works to protect the tree during construction are not required.

### **Equalities and diversity issues**

108. There are no significant equality or diversity issues.

### **S106 Obligations**

109. As discussed within main issue 6 above it is proposed to secure 15% affordable housing (11 units) within the adjacent scheme at Carrow Quay in addition to the 33% (83 units) already secured as part of that consent. A review mechanism is also suggested if occupation of Carrow View does not take place within 5 years of the consent. This is explained in greater detail under main issue 6.
110. It is also suggested that a permissive path is agreed within the S106 agreement to ensure future access across land to the end of Geoffrey Watling way into the Lawrence Scott site to assist in access to future allocated development. Provision of trees along the site frontage are suggested as being secured by condition and maintained by the applicant in the future.

### **Local finance considerations**

111. 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.
112. 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.
113. In this case local finance considerations are not considered to be material to the case.

## Conclusion

114. The comprehensive proposals for a high density and contemporary form of urban development have been carefully developed and the scheme in terms of: design quality; delivery of housing in a highly sustainable location; and the effective re-use of a vacant site provides a suitable form of development in this edge of City centre location close to local facilities and transport connections. The scheme also provides for other benefits in enhancing this long standing underused site and for the potential delivery of affordable housing. The development is seen to be in accordance with the requirements of the National Planning Policy Framework and the Development Plan, and it has been concluded that there are no material considerations that indicate it should be determined otherwise.

## Recommendation

To approve application no. 17/01091/F - Land North of Carrow Quay, Kerrison Road, Norwich and grant planning permission subject to the completion of a satisfactory legal agreement to include provision of affordable housing, tree contribution and access across the adjoining roadway and subject to the following conditions:

1. Commencement of development within 3 years from the date of approval;
2. Development to be in accord with drawings and details;
3. Details of facing and roofing materials; brick bond and mortar; joinery; glazing to ground floor openings; verges; vent systems; external lighting; and heritage interpretation;
4. Details of any remaining archaeological work and written scheme of investigation
5. Details of vehicle charging points; cycle storage; site management for parking/access; and bin stores provision;
6. Details of highway design works;
7. Construction management plan; parking; wheel washing;
8. Details of landscaping including: planting; tree pits; biodiversity enhancements, bird and bat boxes; site treatment works; boundary treatments, including separation of private amenity areas, gates, walls and fences; edge treatment to roof terraces and gardens; landscape features such as planters, seats, raised walls etc. complete with heights or levels to indicate the overall appearance; parking, service road and path link surfaces; and landscape management and implementation programme and maintenance;
9. Details of provision and maintenance of low or zero carbon technologies / renewable energy sources;
10. Water efficiency measures to comply with latest standards;
11. Compliance with the surface water drainage system and future maintenance of;
12. Details of emergency flood warning and evacuation plan and implementation of surface water flood strategy;
13. Site contamination investigation and assessment;
14. Details of contamination verification plan;
15. Cessation of works if unknown contaminants found and submit details of remediation;
16. Details of testing and/or suitable compliance of all imported material prior to occupation;
17. Details of glazing and compliance with the recommendations of submitted noise report.

## **Article 35 (2) statement**

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations, following negotiations with the applicant and subsequent amendments at the pre-application and application stage the application has been approved subject to suitable land management, adoption, appropriate conditions and for the reasons outlined within the committee report for the application.

## **Informatives**

1. Considerate constructor;
2. Impact on wildlife;
3. Highways contacts, street naming and numbering, design note, works within the highway etc.
4. Properties at this development will not be entitled to on street parking permits;
5. Environment Agency guidance;
6. Anglian Water guidance.





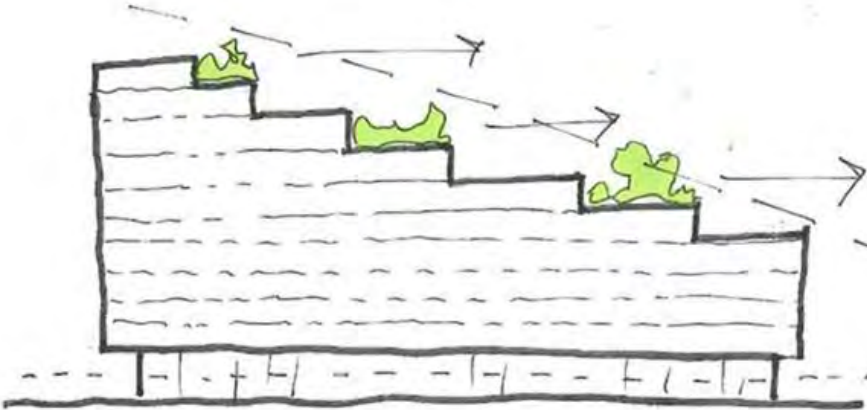
Proposed Landscape Plan



DO NOT SCALE  
 NOTES  
 DO NOT SCALE



South



TERRACED VIEW FROM BROADS

FLOOD DESIGN LEVEL

Rev	Description	By	Date
01	Issue for tender	AW	15/01/20
02	Revised elevations	AW	15/01/20
03	Final elevations	AW	15/01/20
04	Final elevations	AW	15/01/20
05	Final elevations	AW	15/01/20
06	Final elevations	AW	15/01/20
07	Final elevations	AW	15/01/20
08	Final elevations	AW	15/01/20
09	Final elevations	AW	15/01/20
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49	Final elevations	AW	15/01/20
50	Final elevations	AW	15/01/20

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 31206

**From**  
 Carrow View  
 Norwich

**Client**  
 Broadland Housing Group

**Scale**  
 1:100

**Date**  
 15/01/20

**Drawn**  
 AW

**Checked**  
 AW

**Scale Bar**  
 0m 2m 4m 6m 8m 10m  
 Scale Bar 1:100

- Composite Cladding Panels
- Brick Type 1
- Brick Type 2
- Brick Type 3
- Brick Type 4
- Glassed Balconies





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