

Planning Applications Committee  
11th December 2008

<b>Agenda Number:</b>	<b>A1</b>
<b>Section/Area:</b>	INNER
<b>Ward:</b>	MANCROFT
<b>Officer:</b>	R. Parkinson
<b>Valid Date:</b>	17th September 2008
<b>Application Number:</b>	08/00974/F and 08/00975/C
<b>Site Address :</b>	Anglia Square Including Land And Buildings To The North And West Anglia Square Norwich
<b>Proposal:</b>	<p><b>08/00974/F:</b> Comprehensive regeneration of Anglia Square and environs for mixed use development, including detailed proposals for residential (Block A) and foodstore, and full details of servicing, car parking, access (including enhanced pedestrian, cycle, public transport accessibility, bridge link from St. Crispins, and closing of subway), siting of ground floor units and detail of proposed Edward Street / Pitt Street link road. Establishing the principle of additional retail (Class A1) and residential (Class C3), food and drink uses (Classes A3, A4 and A5), health centre (Class D1), the potential relocation of Surrey Chapel (Class D1) and enhancement of landscaping including an enlarged square.</p> <p>Which would be preceded by: <b>08/00975/C:</b> Demolition to facilitate comprehensive regeneration of Anglia Square and environs for mixed use development.</p>
<b>Applicant:</b>	<b>Totem Ltd (General Partner Of Anglia Square Ltd Partnership)</b>
<b>Agent:</b>	<b>CB Richard Ellis</b>

## **THE SITE**

### **Location and Context**

1. The total site area measures some 6.17 hectares, and is located in the north of Norwich City Centre. This is the majority of the Large District Centre as allocated within the City of Norwich Replacement Local Plan (Adopted 2004).
2. To the south is St Crispin's Road, part of the Inner Ring Road.
3. To the west, the site fronts onto Pitt Street and the southern end of St Augustine's Street. Opposite is Gildencroft Park, some small retail units on Pitt Street, six dwellings along Gildencroft, and St Augustine's Church.
4. To the north is Edward Street, including a parcel of land south of Beckham Place. The site includes a vacant area of land to the west of Edward Street and east of Rose Yard.
5. The eastern boundary is mostly bounded by ground-floor units within the existing Anglia Square shopping complex, to the east of the Square itself. The site does not include the Barclays Bank. Whilst most of the rest of the retail units fronting the west of Magdalen Street are not included in the application, they are within the ownership of the applicant. The exception to this is the unit at 98 Magdalen Street, at the end of Anne's Walk, which will be removed.
6. The site currently contains some small retail units, a print works and the Surrey Chapel along the corner of Pitt Street and St Crispin's Road. There are two large surface car parks accessed from Botolph Street (via St Crispin's Road) and Edward Street. The seven-storey vacant Sovereign House office block runs north-south along Botolph Street. There are multiple retail units fronting onto all sides of Anglia Square itself, including the larger QD, Boots, Iceland and Poundstretcher stores. The multi-storey car park and vacant five-storey Gildengate House offices, which are both accessed from Upper Green Lane (the elevated road) via the bridge off the St Crispin's Road flyover, are also included in the site, although the Hollywood Cinema is not within the 'red line'. There is no housing on the site at present.
7. Access into Anglia Square is currently from Magdalen Street via Anne's Walk or Sovereign Way, or from Botolph Street via Botolph Way. Cycling is not currently permitted through the Square itself.

### **Constraints**

8. Constraints include all the existing buildings, roads and infrastructure that are on site presently. At ground floor level the site is relatively flat and accessible, although there is a general slope southwards toward the flyover. It is necessary for the proposed development at first floor level to remain accessed only from the flyover although the multi-storey car park exit ramp will be removed.
9. The site is also entirely within the City Centre Conservation Area, and contains a locally-listed building, 43-45 Pitt Street (currently occupied by Richer Sounds). The site also includes a group of ten mature London Plane trees and two Lime trees along St Crispin's Road by the entrance to Botolph Street.

## **The Conservation Area Consent application for site demolition**

10. The area's Conservation Area status requires that any buildings requiring demolition are approved under a separate Conservation Area Consent application (08/00975/C). The proposal for redevelopment requires demolition of all the units along Pitt Street (including the locally-listed building), Surrey Chapel, Sovereign House, Gildengate House, some of the units around the Square, and the removal of Botolph Street. The twelve trees along St Crispin's Road will also have to be removed. This application is also considered under this agenda item. Demolition plans can be seen at Appendix A.

## **PLANNING HISTORY**

11. There is no history of relevant applications that have looked at the whole site, save for one proposal that preceded this application (ref 07/01349/F) and its associated Conservation Area Consent application (07/01347/C), which were withdrawn to allow for revisions to the overall scheme. The current application is made by the same applicant as the previous withdrawn application.
12. **07/01347/C** - Demolition to facilitate comprehensive regeneration of Anglia Square and environs for mixed use development. (WITHDN - 21/08/2008)  
**07/01349/F** - Comprehensive regeneration of Anglia Square and environs for mixed use development, including detailed proposals for residential tower (block A) and foodstore and full details of servicing, car parking, access (including enhanced pedestrian, cycle, public transport accessibility, bridge link from St Crispins, foodstore service bridge and closing of subway) and proposed Edward Street/Pitt Street link road. Establishing the principle of additional retail (Class A1) and residential (Class C3), food and drink uses (Classes A3, A4 and A5), office use (Class B1), the potential relocation of Surrey Chapel (Class D1) and enhancement of landscaping including enlarged square. NB Application accompanied by Environmental Statement submitted under the Environmental Impact Assessment Regulations. (WITHDN - 21/08/2008)
13. Although the current description remains similar, there are numerous differences between the two schemes. Principally, the current proposal differs from the previous in that:
  - The residential element has reduced from the previous 444 dwellings to a revised total of 198 dwellings;
  - The original residential 'block A' has reduced in height from 15 storeys to 10 storeys and is relocated slightly further east;
  - The original foodstore service bridge proposed from Upper Green Lane has been replaced with ground-floor level access;
  - A health centre is now proposed;

## **THE PROPOSAL**

14. This application comprises a number of 'Full' elements alongside a number of 'Outline' elements. The various blocks described below are seen in the context of the existing site in Appendix B and identified in the new proposals in Appendix C. The main layout of the finished proposed site plan for the scheme can be seen in Appendix D.
15. Any permission granted to the outline elements will be subject to the approval of reserved matters, so the proposals for the outline elements as depicted in elevations, artists impressions and the Design and Access statement should be considered as indicative only. However, it is recommend that conditions would be used to establish the

siting for the majority of units, and limit the maximum extent of certain floor sizes, and cap the maximum heights of the blocks.

**Full planning permission** is sought for:

16. (a) **A foodstore** sited in the broad location of the Botolph Street surface car park, with its main entrance and lobby areas at first floor facing into a newly-enlarged Anglia Square. The building has a gross internal area of 9,469 sq m, comprising a gross internal floor space of 7,710 sq m, of which 2,464sq m (26,522 sq ft) is intended for convenience goods and 2,237 sq m (24,079sq ft) is intended for comparison ('non-food') goods. There is also a small area of mezzanine floor sales. The building may include an ancillary café. The roof of the foodstore features sunpipes, skylights and windcatchers.
17. (b) **Vehicle access points, servicing areas and car parking beneath the foodstore** - The foodstore building contains two levels of car parking at basement and ground floor level with the foodstore area elevated at first floor level, accessed from the ground floor and car park via escalators. This block also contains an internal service and deliveries yard located at the corner of Pitt Street and St Crispin's Road and the associated access and egress points for car parking and deliveries.
18. (c) **Strengthening and widening** the bridge off St Crispin's into Upper Green Lane will allow first floor level servicing of both residential and retail units, and car parking in the retained multi-storey car park and cinema. As Upper Green Lane's existing exit ramp will be removed, egress from Upper Green Lane will have to return to St Crispin's Road, requiring that the bridge be widened to allow left-exit as well as left-entry.
19. (d) **Residential Block A** is sited to the east of a new north-south footpath, adjacent to St Crispin's Road. This block is an elliptical-shape, containing 41 apartments within 10 storeys (ground & mezzanine plus 8 plan levels) and a finished roof height of 33.7m (ref 5747/1521).
20. (e) **A new link road** is proposed to connect Edward Street with Pitt Street / St Augustine's Street, in a roughly north-east to south-west orientation. This road is proposed as a part of the wider 'Gyratory' system proposed for the Northern City Centre. Permission is sought for the siting, surfacing design and materials used in the landscaping and traffic management of the new road.
21. Members should note that the wider gyratory scheme principle has already been approved through the Norfolk County Council and Norwich City Council Joint Highways Agency Committee.
22. (f) **Revised non-car accesses** are also proposed. This includes closure of the subway beneath St Crispin's Road, to be replaced with new pedestrian crossings over St Crispin's Road opposite Calvert Street. Various works will also be connected with the new link road, including crossings at St Augustine's Street, Pitt Street, Edward Street and on the link road itself. A cycle route is proposed along Pitt Street and St Crispin's Road. The new site layout also features a revised north-south pedestrian route into the Square to replace Botolph Street and recreate the historic Calvert Street, and a new north-west pathway to link the Square with St Augustine's Street and create views of St Augustine's Church.

23. **Outline planning permission** is sought for the approval of the principle of developing the following elements on the site. These matters will be determined in their final form through the later submission of Reserved Matters.
24. (a) **Siting of the ground-floor units around the site** is also proposed, as described:
- The foodstore is part of a larger block of buildings stretching along the length of Pitt Street, which at ground floor level includes 11no ground-floor retail kiosk units that curve from Pitt Street, facing the new walkway, round into the main Square (Block C). Along the Pitt Street frontage there are cycle and bin stores and entrance lobbies for the associated residential units above (Block B), as well as a pedestrian access/egress into the surface level car park to allow passage through to the Square proper.
  - To the north of the foodstore block is the proposed triangular Block D. Ground floor plans show four retail units, four market stalls and residential entrances for the outline residential units proposed above.
  - This block is opposite another complex south of Edward Street and north of the Square (Block E). It extends the current building line west and north towards the edge of Edward Street, to provide 5no large retail units facing the Square at ground level, alongside entrances and stores for the outline residential units above.
  - The eastern elevation to the Square will be brought further west at ground floor level by the siting of 5no new and extended retail units.
  - The southern elevation of the Square will be brought further north and west by the addition of 8no new ground-floor retail units. Residential Block A is situated partly above this part of the development.
  - The building facing St Crispin's Road will also include new development in place of the existing surface deliveries yard. The building line will move further south to accommodate cycle and bin storage for Block A residents, a new plant room and new internal storage for Iceland to replace the loss of their first floor facility.
25. It should be noted that the siting of the 18 dwellings proposed within Block F to the north of the new link road, and the proposed relocation of Surrey Chapel are not included within the full planning permission, and as such these layouts are indicative only.
26. (b) **Additional Retail uses (Class A1)** in the non-foodstore units proposed around the site at ground-floor and first floor level. These exact locations have not been specified.
27. (c) **A mixture of food and drink uses** are also intended within Use Classes A3 (food and drink sales), A4 (drinking establishments) and A5 (hot food takeaways). These exact locations have not been specified.
28. (d) **Additional residential** units are proposed in five locations:
- Block B is part of the superstore complex of buildings, and lies along Pitt Street. This comprises 39 private residential units in four storeys between plan levels 3 and 6. The finished height of this block would be 27.5m (ref.5747/P/1322/F).
  - Block C is also within the same complex, but lies along the northern elevation, curving from Pitt Street around to the corner of the Square. There are 33 private apartment units proposed here, across three storeys on plan levels 1-3. The finished height of this block would be 20.9m (ref. 5747/P/1512G).

- Block D is to the north of Block C, with 45 private apartments proposed within five storeys, at plan levels 1-5, with a finished height of 24.7m (ref. 5747/P/1604A).
- Block E is to the north of the enlarged Square, opposite Block D and to the west of the adjacent existing multi-storey car park. It is located above ground and first floor retail units and is aligned north-south along the new pedestrian route. There are 22 apartments proposed within two storeys at plan levels 2 and 3. These units are proposed to be for housing association use. The finished height of this block is 19.75m (ref. 5747/P/1604A), although the adjacent car park will remain at around 29m high.
- Block F is north of the new link road, west of Edward Street. The layout is not fixed but there would be 18no 3-bedroom terraced family houses and associated parking on the site. These dwellings are also intended to be for housing association use.

29. (e) **A health centre** is also proposed at first floor within Block E, facing Edward Street.
30. (f) **Relocation of Surrey Chapel** is also proposed to replace the chapel on St Crispin's Road, which is earmarked for demolition. The layout would include a building and associated car parking and landscaping.
31. (g) **An enlarged Square and landscaping** is also proposed. The Square is currently approximately 1,500sq m in area, and would be enlarged to around 2,090sq m. Landscaping proposals for the whole site are in outline, including the Square, which is intended to be designed for hosting public events and markets, as well as being general open space.

#### **A Masterplan approach**

32. The proposals within this application have been prepared within the context of an indicative masterplan and design framework, also submitted by the applicant. This concerns the 'blue line' areas of the wider Anglia Square that are outside this application but within the ownership of the applicant, which may come forward for development in the future. It is suggested that these remaining elements could be developed in two phases (but any proposals remain non-committal):
- The first phase, in the area around Magdalen Street by the flyover, might include the addition of four retail units and three floors of offices above those, including the widening of Sovereign Way to improve pedestrian and connection between the Square and Magdalen Street. It may also be possible to include retail units under the flyover.
  - The second phase might concern the Magdalen Street elevations, possibly to provide ten retail units at ground floor and two floors of leisure uses. This would include improved ground floor access to the new leisure and retained cinema.

#### **Supporting information**

33. The application is supported by the following documents:
- Design and Access Statement;
  - Planning Statement;
  - Sustainability Statement;
  - Environmental Statement;
  - Environmental Statement Non-Technical Summary;
  - Socio-Economic Impact Assessment;

- Conservation Area and Heritage Baseline Report;
- Retail Impact Assessment;
- Transport Assessment (and separate Addendum Report);
- Air Quality Assessment;
- Noise Assessment;
- Preliminary Geo-Environmental Investigation;
- Preliminary Geo-Environmental Investigation Geotechnical Supplement;
- Draft Preliminary Construction Management Plan;
- Archeological Evaluation;
- Flood Risk Assessment;
- Drainage Strategy;
- Energy Statement (for residential and non-foodstore retailing, not the foodstore);
- Low Carbon and Renewable Energy Summary (foodstore and remainder of site);
- Energy Efficient Technologies and Strategies (for the foodstore only);
- Pre-Development Tree Survey;
- Indicative landscaping plans;
- Statement of Consultation and Community Involvement;

There are also a number of artists impressions for the development and plans to indicate the possible form of future development indicated in Masterplan phases 1 and 2.

## **CONSULTATIONS**

### **1 - Pre-Application Consultations**

#### **Applicant's consultations with local community**

34. In accordance with the City Council's adopted Statement of Community Involvement (SCI), the applicant held their own pre-application public consultation over two public exhibition events, for a week in October 2007 (in advance of the previous application) and for five days in July 2008 (prior to the current application). The results of this exercise are within the applicant's Statement of Consultation and Community Involvement report and show a significant level of support for the scheme.

#### **Inspire East**

35. The applicant presented the scheme to the Inspire East Design Review Panel on 16<sup>th</sup> July 2008, and subsequently revised some designs. Changes include 'pop-out' windows on residential units in Blocks C now being recessed, and the building line between Blocks B and C being realigned into a more continuous appearance. Although broadly supportive of the scheme for its brave approach and improved building quality, concerns aired by the Design Review Service included:
- The residential density in the city centre location may not be high enough in the long term and the Masterplan should aim to include more housing in later stages;
  - More housing closer to the Square would improve vibrancy and surveillance;
  - The viability for retail alongside the foodstore and the evening economy;
  - Improving pedestrian and visual connections to Magdalen St and St Georges St;
  - Landscaping needs to have integrity and purpose, and form attractive routes.

### **Norwich Design Quality Panel**

36. The applicant also made a similar presentation to the Norwich Design Quality Panel on 21<sup>st</sup> July 2008. The Panel was concerned at a lack of strategy and vision demonstrated in the current proposals, but did acknowledge the site's constraints. Concerns included:
- The pastiche style of the affordable housing to the north (Block F);
  - The delivery of the Masterplan and the connections to Magdalen Street;
  - Lack of integrity of the supermarket design and an ambiguous relationship between the supermarket and the surrounding context (e.g. the frontage lacks activity at ground floor level, and there is a lack of roof articulation of the supermarket, particularly as it would be overlooked by the Pitt Street flats);
  - There are no firm proposals for the refurbishment or re-cladding of the multi-storey car park (except at the lower levels where hidden by retail and flats).

### **Councillor and public presentation**

37. The applicant also made a similar pre-application presentation to some Members of the Planning Applications Committee and other interested public on 21<sup>st</sup> August 2008.

### **2 – Application public consultation**

38. This application's public consultation included press adverts, a press release by the Council and site notices in the immediate site and the wider area. Statutory consultees and other interested parties were also notified.
39. A later amendment to the scheme was also advertised, to notify the public of the addition of a health centre within the scheme, and of additional information received.
40. The applicant has also fulfilled their statutory responsibility to serve notice of the application on the tenants within the site and those areas outside their ownership.

### **3 – Representations received**

#### **Public comments**

41. The Council has received submissions on this application from four members of the public. Although there is some support for the principle of redevelopment, the following objections have been raised:
- A property purchase on the site, historically acquired through Compulsory Purchase Order proceedings, has not been satisfactorily completed [Note, this is not a planning concern material to this application].
  - Demolition of the locally listed building is unnecessary - it should be retained as the application concedes that it adds a positive value to the area and its heritage.
  - The buildings around the locally-listed building are also worthy of retention as they provide a sensitive context for the locally-listed building.
  - Disagreement with the applicant's assertion that retaining the building within the scheme would be incompatible with the modern design of the rest of the development. The plans should be revised to help include this within the site.
  - The blocks of flats that are 7 and 8 stories tall are too high for the low-rise area and should be limited to similar heights as the buildings in the surrounding area, i.e. 2-3 stories near Pitt Street and no more than 5 stories by St Crispin's Road.

### **Norwich Consolidated Charities**

42. Representation on behalf of Doughty's Hospital, Golden Dog Lane, and its residents. General support for the redevelopment of the site, but alongside that are concerns that:



- Residents of Block A will overlook the main court of Doughty's Hospital and the benefits of removing the currently-overlooking office block will have been lost;
- Traffic volumes on St Crispin's Road will increase substantially, which could increase noise, reduce air quality (especially particulate matter as a threat to older people) and give rise to more road accidents.

### **Businesses**

43. The Council has also received letters from three businesses currently on the site, expressing the following concerns:
- The demolition and construction works will affect shop trading.
  - The plans will affect the vitality and viability of both district centre and city centre, particularly as the comparison floorspace could be over 50%.
  - The car parking below the foodstore will become associated with the superstore itself and not the shopping centre, allowing it to operate on a stand-alone basis and leading to it not being integrated into the rest of the development.
  - The important buildings along the eastern frontage of Magdalen Street should be enhanced by a better design of buildings in this development. It should be part of a comprehensive proposal for Anglia Square required by Local Plan policy CC7.
  - The floorspace proposed is higher than that allowed by Local Plan policy SHO5.
  - As an alternative site, the Chantry Car Park has not been considered thoroughly and is available so would provide improved prospects for delivering the scheme.
  - Consultation with existing retailers by both applicant and the LPA was insufficient and there has been no opportunity to involve themselves in any relocation plans.
  - There has been no information submitted as to who would occupy the new units.

### **Statutory consultees**

44. The following comments have also been received from consultation bodies:

#### **The Environment Agency**

45. The Environment Agency at this stage retain an objection in principle to the development on the grounds that the flood risk assessment does not meet the requirements of national policy PPS25 regarding flood risk from surface water. This is due to the absence of technical information in support of the drainage proposals. At the time of writing, further technical information has been submitted and the Environment Agency has agreed to respond formally before the Planning Applications Committee meets. It is understood that this information is likely to demonstrate that drainage proposals are acceptable given the use of particular conditions. A verbal update will be given to the Committee on this matter.

#### **Anglian Water**

46. There is sufficient water resource to supply this development, although water efficiency measures should be included. There is also sufficient capacity for accommodating foul sewerage and surface water drainage.

#### **English Heritage**

47. The proposals offer an opportunity to enhance this part of the Conservation Area by removal of the least attractive elements and a more sympathetic redevelopment that is better integrated into the grain of the city.
- EH broadly welcomes the changes made since the previous application, which go a long way to improve the overall appearance of the scheme.

- The reduced tower height, from 15 stories to 9 stories, will help avoid impacts on the setting of historic structures some distance from the immediate site vicinity.
- To retain the locally-listed building at 43-45 Pitt Street within the context of the submitted plans would result in a visually-discordant relationship that would not benefit either structure, and given the wider benefits of the wholesale redevelopment, compared to the limited historic interest in 43-45 Pitt St, English Heritage does not oppose the demolition.

48. Although in outline form at present, the following proposals should be revisited:
- The limited active frontage to the development at the southern end of Pitt Street;
  - The awkward curved roof of Block B in relation to the other roofs in the scheme;
  - The detailing of the two-storey residential dwellings proposed to the north;
  - The pattern of the proposed landscaping paving at Sovereign Way.

### **Natural England**

49. The inclusion of some green and brown roofs is welcomed, but:
- Their detail should be designed in partnership with Norfolk Wildlife Trust; and,
  - Their long-term management, use and financing should be considered carefully.
50. A programme of native tree planting should be encouraged since the current biodiversity levels are assessed as being 'poor'. The ratio of hardstanding to greenspace seems disproportionately high - a concern given the need for climate change adaptation.

### **East of England Regional Assembly**

51. It is noted that a significant amount of work has been carried out since the first scheme and the detail has been improved. There is no significant conflict with the regional planning policy and the scheme is in general accordance with the Easy of England Plan. Some points of improvement are suggested to be needed, in that:
- Green roofs are proposed to attenuate surface water, but no alternative measures such as rainwater harvesting are included.
  - The obligatory Construction Waste Management Plan should detail how waste materials will be recycled, including re-use on site.

### **Norwich International Airport**

52. Any external lighting should be designed with flat glass in a cut-off design and horizontally mounted to prevent light spill above the horizon to minimize glare to pilots, and use of construction crane towers should be monitored and the airport notified.

### **Norfolk Police Authority Architectural Liaison / Crime Reduction**

53. The housing in Block F will become part of the Rose Yard / Edward Street area, separated from Anglia Square by the link road. This will create increased access to the housing from Rose Yard and Leonards Street, making it necessary to include robust perimeter protection of houses along the alleyway. There will be insufficient natural surveillance for the play area at St Leonards, and parents could prevent children using this as a result, leading to misuse and inappropriate behaviour. The play area should be provided with overlooking from a re-orientated housing layout, and consideration should be given to creating smaller play areas within the confines of the new development itself.

### **Norfolk Police Authority Counter-Terrorism**

54. The designs should ensure that all glazing is blast resistant and pedestrian access points should make use of street furniture or landscaping to mitigate against hostile

vehicle intrusion. Litter bins should be located away from glazed areas, the foodstore needs to be able to withstand collapse, CCTV should be included, service areas should have restricted access and the residential parking and entrance areas should be secured.

#### **Norfolk County Council, Planning Obligations**

55. Education contributions (£279,456) and adequate fire hydrants should be provided.

#### **Broadland District Council**

56. The following comments were received:
- The significant reduction in housing (since the previous application) is a concern;
  - The retail elements should comply with the recent Greater Norwich Retail Study;
  - The improved public transport and access to northern suburbs is supported.

#### **The Commission for Architecture and the Built Environment**

57. CABE deferred to the comments made by the Inspire East Design Review Panel, as summarised in paragraph 35, above.

#### **The Norwich Society**

58. The following comments were received:
- The scheme is totally isolated from the city centre and nearby developments by the road and roundabout;
  - Context buildings have been removed from the artists impressions;
  - The design quality is not high enough and does not have a cohesive approach;
  - The attractive landscaping is not matched by the quality of proposed buildings;
  - The superstore complex is over-scale and is aggressive in appearance, sitting uncomfortably with the smaller-scale housing on Pitt Street and on Gildencroft.
  - The proposals show no activity at ground level, and lack any sense of vibrancy.

#### **Central Norwich Citizens' Forum**

59. The following comments were received:
- Support for greatly improving a very difficult and complex development;
  - Pedestrian access to the car park should be possible from Pitt Street;
  - The scheme should not preclude the future use of a bridge over the ring road;
  - Trees intended to frame the view of the castle should be moved slightly west;
  - The Phase 2 angled shop frontages along Sovereign Way must be carried out or even moved into the works of this application to enhance links to Magdalen St;
  - Detailing materials (e.g. render) must be a high quality to ensure future-proofing.

#### **Norwich Shopmobility**

60. A specific unit to house a Shopmobility outlet would not be required on the site, although supportive financial contributions would be welcomed. The site can be, and often is, accessed by Shopmobility users hiring vehicles from the Castle Mall complex.

## **PLANNING CONSIDERATIONS**

### **1 – Planning Policy and Strategies**

#### **Relevant National Planning Policy**

PPS1 – Delivering Sustainable Development

PPS1 Supplement – Planning and Climate Change  
PPS3 – Housing  
PPS6 – Planning for Town Centres  
PPS9 – Biodiversity and Geological Conservation  
PPG13 – Transport  
PPG15 – Planning and the Historic Environment  
PPG16 – Archaeology and Planning  
PPG17 – Planning for Open Space, Sport and Recreation  
PPS22 – Renewable Energy  
PPS23 – Planning and Pollution Control  
PPG24 – Planning and Noise  
PPS25 – Development and Flood Risk

**Relevant Regional Spatial Strategy Policy**  
***East of England Plan (Adopted May 2008)***

SS1 – Achieving sustainable development  
E5 – Regional structure of Town Centres  
T14 – Parking  
ENV3 – Biodiversity and earth heritage  
ENV6 – The historic environment  
ENV7 – Quality in the built environment  
ENG1 – Carbon dioxide emissions and energy performance  
WM6 – Waste management in development  
NR1 – Norwich Key Centre for Development and Change

**Relevant Structure Plan Policy**  
**Norfolk Structure Plan (1999) ‘saved’ policies:**  
T2 – Transport – New development

**Relevant Local Plan Policy**  
**Adopted City of Norwich Replacement Local Plan (2004) ‘saved’ policies:**

NE3 – Tree protection, control of cutting, lopping etc.  
NE4 – Street trees to be provided by developers  
NE9 – Comprehensive landscaping scheme and tree planting  
HBE3 – Archaeological assessment in Area of Main Archaeological Interest  
HBE6 – Protection of medieval street network  
HBE7 – Evaluation of standing archaeology  
HBE8 – Development in Conservation Areas  
HBE12 – High quality of design  
HBE13 – Protection of major views and height of buildings  
HBE14 – Gateways to City and quality design  
HBE19 – Design for safety and security including minimising crime  
EP1 – Contaminated land – evaluation and treatment prior to permission  
EP5 – Air pollution emissions and sensitive uses  
EP6 – Air Quality Management Areas  
EP10 – Noise protection between different uses  
EP16 – Water conservation and sustainable drainage systems  
EP17 – Protection of watercourses from pollution from stored materials  
EP18 – High standard of energy efficiency for new development  
EP20 – Sustainable use of materials  
EP21 – Network of material recycling sites  
EP22 – High standard of amenity for residential occupiers

EMP3 – Protection of small business units and land reserved for their development  
EMP16 – Office development – sequential test and criteria  
TVA8 – Heritage interpretation  
SHO1 – Limit on major non-food shopping development  
SHO2 – Major convenience goods stores – limited to small size  
SHO3 – Locational conditions for new retail development – sequential test  
SHO5 – Retail development at Anglia Square (Site SHO5.1)  
SHO7 – Smaller scale expansion of existing retail units  
SHO8 – Contribution to Shopmobility scheme  
SHO9 – Development contribution to enhancement of public facilities in the vicinity  
SHO11 – Changes of use in retail frontages in the Secondary and Large District Centres  
SHO20 – Additional small scale markets  
SHO22 – Food and drink uses and conditions on hot food takeaways  
HOU1 – Provision of new housing to meet needs and monitoring  
HOU2 – Mix of uses including housing on sites in the City Centre  
HOU4 – Element of affordable housing to be negotiated in private developments  
HOU5 – Accessibility for wheelchair users  
HOU6 – Contribution to community needs and facilities by housing developers  
HOU7 – Phasing of new housing development  
HOU9 – Sites allocated for mixed use development including housing (Site HOU9.A22)  
HOU10 – Sites identified for conversion of buildings to housing use or redevelopment (Site HOU10.A39)  
HOU13 – Proposals for new housing development on other sites  
HOU18 – Conversion of larger properties to multiple occupation  
AEC2 – Local community facilities in centres  
AEC7 – Childcare provision  
SR4 – Provision of open space to serve new development  
SR7 – Provision of children’s equipped playspace to serve development  
SR12 – Green Links network, including provision by developers  
TRA3 – Modal shift measures in support of Norwich Area Transport Strategy  
TRA5 – Approach to design for vehicle movement and special needs  
TRA6 – Parking standards – maxima  
TRA7 – Cycle parking standard  
TRA8 – Servicing provision  
TRA10 – Contribution by developers to works required for access to the site  
TRA11 – Contributions for transport improvements in wider area  
TRA12 – Travel Plans for employers and organisations in the City  
TRA14 – Enhancement of the pedestrian environment and safe pedestrian routes  
TRA15 – Cycle network and facilities  
TRA16 – Public transport measures to increase efficiency and attractiveness  
TRA18 – Major road network  
TRA21 – Tariffs on car parks in the City Centre  
TRA22 – Information for drivers on car parking  
TRA23 – Alternative fuels and provision for appropriate technology  
TRA24 – City Centre Strategy  
TRA26 – Design and materials in streetscape  
CC6 – Anglia Square / St Augustine’s and Magdalen Street area  
CC7 – Anglia Square sites – mix of uses and conditions

**Supplementary Planning Documents and Guidance (SPD and SPG):**

Affordable Housing SPG – adopted September 2002

Trees and Development SPD - adopted September 2007

Open Space and Play Provision SPD - adopted June 2006  
Heritage Interpretation SPD – adopted December 2006  
Green Links and Riverside Walks SPD – adopted November 2006  
Transport Contributions from Development SPD - Draft for Consultation – January 2006  
Energy Efficiency and Renewable Energy SPD - adopted December 2006  
Flood Risk and Development SPD – adopted June 2006  
Accessible and Special Needs Housing SPD – adopted June 2006  
Biodiversity Supplementary Planning Guidance for Norfolk – adopted September 2004

**The emerging Northern City Centre Area Action Plan (AAP) (Draft, October 2008).**

Although not yet adopted, the document reaches the Submission stage in December 2008. It has been subject to considerable consultation and is a material consideration in relation to this application. Relevant emerging AAP policies are set out below:

- LU1: Mixed use development to promote regeneration and a distinctive identity;
- LU2: Large District Centre;
- LU3: Residential development;
- LU4: Community identity and changing perceptions of the area;
- MV1: Sustainable transport;
- PR1: New squares;
- TU1: Design for the historic environment;
- TU2: Key landmarks and views, building massing and form;
- ENV1: Climate change mitigation and adaptation;
- AS1: Anglia Square mixed use development;
- AS2: Anglia Square retail development;
- AS3: Anglia Square design;
- AS4: Anglia Square access and parking;
- NS1: Leonard Street

**Other documents or studies taken into account:**

City of Norwich Sustainable Community Strategy (2008-2020):

- Theme 2: City of environmental excellence
- Theme 3: City of culture and creativity
- Theme 4: City of safe and strong communities
- Theme 5: City of health and well being

Statement of Community Involvement (Adopted version) – January 2007

Norwich City Centre Conservation Area Appraisal (September 2007)

Norwich Sub Region: Retail and Town Centres Study (GVA Grimley) – October 2007

Greater Norwich Employment Sites and Premises Study (Arup) - May 2008

Local Transport Plan for Norfolk, 2006-2011

Norwich Area Transportation Strategy 4 (2006):

- Policy 3 – City Centre traffic management
- Policy 7 – Regional interchange
- Policy 9 and 10 – Walking and Core Walking Routes
- Policy 12 and 13 – Cycling and the Core Cycling Network
- Policy 15 and 16 – Public Transport and Bus Priority Measures
- Policy 20 - Provision of bus services as part of development proposals
- Policy 24 and 25 - New Road Schemes and Complementary measures to new road infrastructure

- Policy 27 – Servicing
- Policy 32, 33 and 34 - Amount of car parking in the city centre; and Parking for businesses, and Parking for visitors
- Policy 35 - Long-stay parking needs
- Policy 40 and 41 - Access for everyone and Parking for people with disabilities
- Policy 46 - Congestion

## **PRINCIPLE OF DEVELOPMENT**

61. Anglia Square is defined in the City of Norwich Replacement Local Plan as a part of a Large District Centre that includes Magdalen Street (both north and south) and St Augustine's Street ('saved' policy CC6). The East of England Plan also requires that major new retail development and complementary town centre uses should primarily be located in Norwich, as one of the regional centres, and be consistent in scale with the size and character of the centre and its role (policy E5). It also supports appropriate retail growth focussed on the city centre, particularly where this can address some of the marked deprivation of the urban area (policy NR1).
62. National Planning Policy PPS6 defines a District Centre as usually comprising groups of shops and containing at least one supermarket or superstore, as well as a range of non-retail services such as banks, restaurants and local public facilities. A superstore is defined as having a trading floorspace of more than 2,500 sq m, selling mainly food or food and non-food goods, with supporting car parking. In this application, the foodstore sales area proposed is 4,701 sq m, and the other retail units will be a variety of sizes. Including food and drink uses and the health centre means this proposal is consistent with the criteria of a District Centre within PPS6.

### **The City of Norwich Replacement Local Plan (Adopted 2004)**

63. The principle of the redevelopment of Anglia Square has been long established through 'saved' Local Plan allocations. Policy SHO5 recognises that redevelopment of the sites to the west and north can help to strengthen the retail function of the wider district centre, and the supporting text considers the principle of a supermarket development to be acceptable. However, this should only be part of a wider, mixed use redevelopment that includes jobs creation and houses, and the net additional retail floorspace proposed should not exceed 4,900 sq m (considered further in paragraphs 82-91).
64. New pedestrian routes and linked retail connections should also provide a closer relationship between St Augustine's Street and Anglia Square under policy SHO5. This also notes that a scheme should consider either reoccupying or redeveloping the large office blocks on the site, predominantly for housing (see paragraphs 98-100).
65. Policy CC7 defines the expected requirements of the redevelopment at Botolph Street/Pitt Street/Edward Street and endorses redesigning the upper level. The policy requires the scheme to provide a comprehensive proposal to include all the vacant land and buildings in the area.
66. This allocation seeks a mix of residential (at a minimum of 80 dwellings) and retail uses with car parking and open space provision. The policy also requires commercial offices, hotels or leisure uses, which is also endorsed within the mixed-use housing allocation policy HOU9. The allocation suggests that the refurbishment of Sovereign House should

be planned as part of the scheme, allowing for its conversion to either housing (see paragraph 99) or hotel uses, whilst possibly retaining an element of commercial office use. The allocation encourages the provision of leisure, B1 uses (business offices, research and development) and restaurants and hot food outlets. However, the recent Greater Norwich Employment Growth and Employment Sites Study (Ove Arup, 2007) recognises that Sovereign House is unlikely to be used as offices again.

67. Policy CC7 also states that a phasing plan will be required for the implementation of the scheme, and this is something that can be sought through planning condition.

#### **The context of the Northern City Centre Area Action Plan**

68. The City Council approved the emerging Area Action Plan (AAP) for the Northern City Centre in October 2008, in its draft form in preparation for submission to the Secretary of State in early 2009 and an anticipated adoption in 2010.

69. The comprehensive regeneration of the area is supported through emerging policy AS1, which envisages an acceptable scheme to include the following elements:

- residential accommodation, including appropriate affordable housing and family housing, with a minimum of 250 units on the site;
- enhanced open space;
- retail development;
- a community hub or facility, or contributions to improved community provision;
- commercial offices and workshops/starter units for use by local businesses;
- a decentralised, renewable or low carbon energy network with capacity to be extended to serve other developments in the area;
- a cinema as a key leisure attraction, together with restaurants and bars;
- buildings of domestic scale on the northern side of Edward Street with more substantial buildings further south;
- a clear relationship in built form with the surrounding area, and new / enhanced views to the city centre, the Castle, the Cathedral and St Augustine's Church;
- land for a new link road; and,
- a comprehensive landscaping scheme to promote biodiversity.

70. Emerging policy LU2 anticipates a mixed use scheme that includes a foodstore as an 'anchor' to the wider Large District Centre, complemented by residential, office, replacement car parking, cafes and leisure provision.

71. Emerging policy MV1 promotes sustainable transport throughout the northern city centre, including a new one-way gyratory system for vehicular traffic on St Augustine's Street, Magpie Road and Edward Street, and pedestrian and cycle improvements. These proposals are the same as those brought forward through this application. The policy would also require that land for the new road link be provided by the Anglia Square developer.

72. Other emerging AAP policies of particular relevance include:

- LU1 – Promotion of mix of uses including residential, leisure and cultural, community, and employment, to promote regeneration and a distinctive identity, with dwellings particularly encouraged above retail and commercial premises;
- LU2 – conversions of ground-floor retail units to residential use (after redevelopment) will only be permitted when the developer can show that the



- premises have been advertised for commercial use in reasonable condition for a substantial period without any success;
- LU3 – Residential development within the core area will be predominantly at high density, mainly flats. Schemes will include at least 15 per cent of units that are suitable for occupation by a family with children;
  - LU4 - New or enhanced community / leisure facilities will be provided to serve the community in the northern city centre, preferably based in Anglia Square;
  - PR1 - Enhancement of the public realm by the enlarged Anglia Square;
  - TU1 - New development must respect and enhance the historic environment;
  - TU2 - Retention and enhancement of locally strategic landmarks and views, and for new strategically positioned landmarks to be built along St Crispins Road;
  - ENV1 - A high standard of energy efficiency through new development;
  - AS2 - Anglia Square retail development – sizes of units and thresholds;
  - AS3 - Anglia Square will be enlarged and/or replaced by a larger space, and made available for and designed such that it can host a variety of activities;
  - AS4 - Anglia Square access and parking;
  - NS1 – Leonard’s Street play area to be comprehensively redeveloped.

73. For context, as a consequence of adoption of the AAP, it is proposed that policies SHO5, CC6 and CC7 will eventually be deleted from the Replacement Local Plan. Until that time, whilst only limited weight can be attached to the intentions of the Area Action Plan, this strategy still forms a material consideration, although this application must be considered predominantly against the ‘saved’ policies within the existing Local Plan.

#### **Other uses - food and drink proposals**

74. National guidance PPS6 suggests that district centres should be strengthened through allowing a wider range of services to promote the diversification of uses and improve the environment. Residential or office developments are also seen as appropriate uses above ground floor retail. Local Plan policies CC6 and SHO11 emphasise the need for the ground floor to offer an attractive, predominantly-retail appearance to ensure the continued viability of the area, whilst recognising that in some instances non-retail appearances at first-floor level can be flexible to a degree.
75. The exact proportion of restaurant and café uses (Use Class A3), drinking establishments (A4) and hot food takeaways (A5) will be established by conditions attached to any permission. Reserved matters applications will have to demonstrate that non-retail uses would not lead to a harmful impact on vitality and viability of the area and would be subject to opening hours restrictions given the proximity of the proposed residential development and AAP policy LU1 to promote evening activity but prevent late night activities in the area.
76. SHO11 and the Local Plan Proposals Map define a retail frontage zone within and around the area of the Square, within which ground floor A1 retailing should not fall below 70% of the total frontage. It is considered that a condition be applied to ensure that the requirement for a minimum 70% A1 retail frontage at ground floor level remains in place, subject to a revised retail frontage zone being agreed that reflects the new layout.

#### **Considering office development**

77. Local Plan policy EMP16 considers that if the opportunity arose and it was considered viable, then allowing a major office development of over 2,000 sq m on the surface car

park site to the west of the Square would be acceptable in principle. Although offices should form part of a mixed-use development, this is not a restrictive allocation for the site.

78. The principle of some office uses being brought to the site is encouraged by policy, and more recently by studies commissioned for the emerging Local Development Framework. The Greater Norwich Employment Growth and Employment Sites Study (Ove Arup, 2007) encourages such sites to be used to prevent an over-dominance of employment uses to the south of the city. At least 100,000 m<sup>2</sup> of good quality office space is required in the City Centre to achieve RSS job growth requirements. The study finds that the scale of potential office use that could be developed on this site is substantial (20,000 sq m). Although it is felt that the high quality office space currently being developed at Whitefriars and Duke Street would cater for short-term need, the first phases of this redevelopment should provide some smaller, cheaper units for start-up businesses to serve the north of the city. The AAP also seeks offices or workshop/starter units to be provided on some part of the site (emerging policy AS1).
79. The loss of office space and the lack of any replacement in this application is considered a shortcoming against policy CC7, as the proposal represents a loss of city centre office space in a location that could provide an important link between other employment areas at St Mary's, Duke's Wharf and Whitefriars sites. Neither does it provide workshop or starter-units as sought by AAP policy AS1. However, when assessing this application, it is not considered inappropriate for the scheme to lack specific office uses at this stage. Office provision will be encouraged through later stages of redevelopment for the wider Anglia Square area, and is indicated for possible inclusion in later stages in the Masterplan. The importance of this was recognised by the Employment Study when it considered the earlier proposal that also did not include employment uses: "Whilst this scheme represents a proficient response to the challenges of the [Anglia Square] site, the strategic importance of the site demands a rather stronger commitment to offices and employment, even if it is in later phases."

### **Summary**

80. The Local Plan allocations for redevelopment of the Large District Centre require a mix of uses, including the provision of jobs, houses and leisure uses. Although the absence of employment uses is notable, there may be opportunities for different activities to serve the area in the future, and employment uses would be particularly welcome in this regard. In particular, in order to meet the East of England Plan's employment growth requirements, later phases of development will have to provide substantial office provision. It is also noted that the cinema use is proposed to be retained as a leisure facility.
81. Within this application, the overall principle of the uses proposed, and the level and location of residential development envisaged, is considered acceptable and is broadly in line with both the established development plan and the emerging vision of the Northern City Centre Area Action Plan.

### **RETAIL IMPLICATIONS**

82. The foodstore will have a Gross Internal Area (GIA) floorspace of 5,673 sq m, of which approximately 4,701 sq m will be available for retail (the difference being for cafes, lobby areas, checkouts, toilets etc). The 4,701 sq m is split into 2,464 sq m for convenience

goods, and 2,237 sq m for comparison goods. PPS6 defines convenience as “the provision of everyday essential items, including food, drinks, newspapers / magazines and confectionery”, and describes comparison retailing as “items not obtained on a frequent basis, including clothing, footwear, household and recreational goods”.

83. The renovations, extensions and additions to the existing retail offer will result in a displacement of 10,099 sq m GIA floorspace being relocated elsewhere in the site. The new build will providing a net increase of only 49 sq m GIA above the existing. When added to the foodstore, the total net additional GIA available for retail floorspace will be 4,750 sq m.
84. The Retail Statement accompanying the application has assessed the need for, and impact of, the retail proposals and demonstrated a sequential approach to their site selection. Though there may be more appropriate sites available elsewhere in the City Centre for certain elements of the scheme (such as the Chantry Car Park site for comparison goods), it is considered that the mix of uses proposed as part of a wider scheme, in this location, will be acceptable against the sequential criteria established in PPS6.

#### **Convenience retail need and impact**

85. Local Plan policy SHO3 requires development to be consistent with the centre’s position within the retail hierarchy. The Local Plan Inquiry Inspector’s Report also stated that studies undertaken after the adoption of the Local Plan should also be taken into account when considering the need and impacts of retail proposals. The Local Plan and the emerging AAP both identify the purpose of the Large District Centre as being to meet the everyday shopping needs for the north of Norwich and to provide specialist shops. The latter function is strong at present, but the centre is not fulfilling its role in the hierarchy at present as a centre for convenience shopping, largely due to the absence of a supermarket.
86. A recent study into the retail capacity of Norwich (Greater Norwich Retail and Town Centres Study, August 2007) considered that occupation by one of the major foodstore operators would be appropriate to this site, which leads us to consider the associated capacity for sales densities and higher value figures of £12,000 per sq m. The retail study identified the following capacity for additional higher value convenience goods floorspace for the wider Norwich Urban Area:
  - Up until 2011: 3,567 sq m capacity exists in the Norwich Urban Area;
  - Until 2016: 5,199 sq m;
  - Until 2021: 6,981 sq m.
87. The retail study also identified there to be further retail capacity floorspace at Anglia Square, which would include a supermarket to provide additional convenience floorspace of between 3,000 and 4,000 sq m.
88. The ability to fill the capacity also needs to consider other allocations or commitments to large-scale convenience retailing by major foodstore operators. The only other available Local Plan allocation and proposal to come forward since the study is that of the Hall Road District Centre, which will also be anchored by a major foodstore. This was recently granted outline planning permission for 2,787 sq m net convenience floorspace. In addition to the Anglia Square proposals for 2,464 sq m convenience floorspace, this gives a total net convenience floorspace increase of 5,251 sq m.

89. Consequently, the combined net additional convenience floorspace provided by the two schemes would exceed both the 2011 capacity (by 1,684 sq m) and 2016 capacity (by only 52 sq m), though would be well within the 6,981 sq m capacity for 2021 (by 1,730 sq m).
90. Emerging policy LU2 in the AAP suggests that the convenience retail offer should not exceed a floorspace of 3,600 sq m. However, it is considered more appropriate to use a planning condition to secure a minimum floorspace of 2,350 sq m of convenience goods to be located within a single unit, in order to ensure the continued presence of an anchor foodstore at Anglia Square and establish the regeneration and continued viability of the Large District Centre. The scheme would benefit the local area and the ability of local people to access convenience facilities in broad compliance with the established policies for regeneration. Furthermore, the size of the foodstore proposed is sufficient to comply with the latest capacity and needs assessment considered by the recent retail study (3,000-4,000 sq m).
91. In terms of potential impact, it is considered unlikely that both the Anglia Square and Hall Road proposals would come to fruition before 2011; nevertheless there is strong commitment to both schemes to aid the regeneration of the areas, which are both identified as deprived within the Index of Multiple Deprivation and are therefore in line with East of England Plan regeneration priorities. No other significant convenience retail proposals are identified prior to 2016, and on balance it is considered that the minor excess floorspace above the 2016 capacity for the City as a whole is acceptable given the ongoing improved regeneration potential offered by this scheme.

#### **Comparison retail need and impact**

92. Local Plan policy SHO5 includes a limit of 4,900 sq m net additional retail floorspace to be created within the Anglia Square site. The 4,701 sq m floorspace that results after discounting the area needed for the non-sales elements of the foodstore, combined with the 49 sq m net additional floorspace over the existing floorspace, means that the proposals for the foodstore will create some 4,750 sq m of net additional retail floorspace across the site, which is within the SHO5 limit of 4,900 sq m.
93. The recent Greater Norwich Retail and Town Centres Study (August 2007) confirmed there to be capacity within the City for comparison goods retailing to provide 12,945 sq m net additional floorspace to 2011, increasing to 39,395 sq m by 2016. This should offer great potential for the proposed 3,258 sq m net additional comparison retailing to remain viable well into the future, so improving the vitality of Anglia Square.
94. Local Plan policy CC7 also states that the additional retail offer should provide an “appropriate extension of the Anglia Square area” in the form of some smaller units below 500 sq m, though an exact proportion is not specified. Emerging AAP policy AS2 also expects non-foodstore retail development to include at least 25% of units below a threshold size of 200 metres<sup>2</sup>. AS2 expands on PPS6 to protect existing facilities which provide for people’s day-to-day needs and seek to remedy deficiencies in local shopping and other facilities to help address social exclusion. There are a number of units suggested within the scheme that are less than both 500 sq m and 200 sq m, and their provision should be fixed through planning conditions to make it possible for existing traders to expand by moving into or around the various units of the redeveloped centre. Whilst it would be possible to merge some smaller comparison retail units to form larger units, the opportunities to do so in this site are limited by the layout and fixed siting of the retail area.

95. Under PPS6, any significant change in Anglia Square's role and function should come through revisions to the development plan rather than planning applications. PPS6 supports planning conditions being used to ensure that the character of a centre does not change to create a form of development that the local planning authority would originally have refused. In this case, conditions would specify the proportion of smaller units to be provided across the site and the proportion of ground-floor retail frontage to remain in A1 retail use. By using conditions to require the continued provision of smaller retail unit sizes, the viability and vitality of the centre should be strengthened over the long-term. Further to impact concerns, it should be noted also that Circular 01/2006 requires planning permission for any mezzanine floors to be added or extended in retail outlets in excess of a permitted development limit of 200 sq m.

### **The sale of bulky goods**

96. Policy CC7 states that bulky goods sales should be prohibited in this scheme. This is intended to protect out-of-centre retail warehouses that specialise in bulky goods and which are by necessity in locations that are accessible by car, as opposed to outlets within the primary retail area that should be accessed by public transport.
97. However, in this particular situation it is not considered appropriate to prohibit bulky goods sales within this particular development because the site will not only be accessible by public transport and within walking distance of the city centre, but there should also be car parking available if necessary. Further, PPS6 (written after the Local Plan was adopted) does not pursue the issue of bulky goods. Bulky goods sales in this location are not considered to offer a threat to the trade of the Primary Retail Area because bulky goods could be sourced elsewhere anyway, but it could impact upon established out-of-town retailing sites by way of customers incorporating bulky goods into 'linked trips' to the city centre, which would have its own benefits of reducing unnecessary travel.

## **HOUSING PROPOSALS**

### **Housing numbers and density**

98. Residential use is required as part of a mixed use development. National policies PPS3 and PPG13, and the emerging AAP, expect the housing element in the redevelopment to be relatively high density in this sustainable and accessible location, and to achieve considerably higher numbers than were proposed in current local plan allocations (80 units in policy HOU9 and 50 units in policy HOU10). 250 units is the minimum number of dwellings suggested for the whole site in emerging AAP policy AS1. Although this application offers some 52 units short of this target, it is hoped that the remainder could be added through later stages of the remainder of Anglia Square's redevelopment.
99. Local Plan policy HOU9 (allocation A22) states that the scheme should provide a total of 80 residential units on the site. Policy HOU10 (allocation A39) also requires the 0.8 hectares of the Gildengate House office block to be converted into housing use for 50 apartment units (an allocation made based on the findings of the Housing Capacity Study published July 2000 and the principle that conversions would be more sustainable than redevelopment). Policy CC7 also suggests providing housing through the refurbishment and conversion of Sovereign House into flats, although this potential was not included in the HOU9 allocation of 80 dwellings. The Employment Study has shown these derelict commercial premises to be entirely outdated and conversion is not

considered feasible. Demolition will ensure both the viability of the foodstore and associated retail units, to enable the provision of the enlarged Square, and also to facilitate the necessary enhancement of the Conservation Area.

100. Since the Replacement Local Plan was adopted in 2004, the City Centre Conservation Area Appraisal has also issued guidance that both these buildings are actually negative landmarks within the City Centre and encourages their removal as a means to improve the character of the local area (see paragraphs 131-136). Considering that the wider scheme is able to provide a minimum of 68 homes over that anticipated by allocations HOU9 and HOU10, then it is considered that its loss can be justified in residential as well as retail and design terms.
101. Although this is a mixed-use scheme, the application proposes an average housing density across the site of only 30 dwellings per hectare. Overall, though the number of units may be below the higher density levels that might be hoped for from a solely residential city centre site, it is possible for there to be more residential development opportunities on the site in the future.

### **Affordable Housing**

102. This scheme proposes a total residential supply of 198 dwellings across the site, made up of 180 flats (27no x 1-bed, 151no x 2-bed, and 2no x 3-bed) and 18no x 3-bed terraced houses (all within Block F). Of the 198 units, it is proposed that 40 would be provided for affordable housing, made up of the 18no x 3-bed houses within outline Block F, and the 22no flats (8x 1-bed, 14 x 2-bed units) within outline Block E. This forms 20.2% of the total on site. There are no affordable units proposed from the full application Block A, due to the higher servicing and maintenance charges that would be associated with this block, and this is considered acceptable.
103. Local Plan policy HOU9 requires that 20 units be provided for affordable housing from its allocation of 80 units, which is equivalent to 25% rather than the normally-expected 30%. Policy HOU10 earmarks an allocation of 50 units that would generate 15 units for affordable housing, equivalent to 30%. When combined, these policies would expect a minimum of 130 units to be provided on the site, with 35 units for affordable housing, some 27% of the total. 27% of the 198 units actually proposed in this application would comprise 53 units, which is 13 more than the 40 provided through this scheme (20.2%), and which is markedly below the usual Council standard of 30% for schemes of 25 units or more. However, this has been confirmed to be reasonable by an independent valuer (see also paragraphs 182-183).
104. These houses will be able to meet an identified need in the city centre at present, and will be built to a Housing Corporation standard to enable transfer to a Housing Association. Their blocks are in locations that will not only offer greatest accessibility to public transport on Edward Street, but will also improve ease of management by housing associations.

### **Accessible and family housing**

105. PPS3 supports a balance of flats and family housing and emerging AAP policy LU3 also promotes the inclusion of at least 15 per cent of units suitable for occupation by a family with children. Local Plan policy HOU5 also requires a proportion of the development to be accessible to wheelchair users. It is considered that the 2no three-bed flats and the 18no three-bed terraced houses, which are also for affordable housing, would be suitable for family housing (10% of the site total) and that in some instances the 151 two-

bed flats may be suitable for smaller families. The majority of the flats would also be accessible to wheelchair users, whilst the 18 terraced houses, which would be for affordable housing, would also have to demonstrate adaptability.

### **Roof-top gardens**

106. Within the residential scheme there are also proposals for areas of private and shared rooftop gardens. These are above the foodstore service yard for residents of Block B, and are also above Blocks D and A. These will enhance the amenity for residents, in line with Local Plan policy EP22. Natural England raised concern that the management and maintenance of green roofs would need to be considered, which can be secured by planning condition.

## **TRANSPORT AND ACCESS**

107. There are major traffic and transport issues around Anglia Square currently, with poor connections through the area for all modes of transport. Routes linking the inner ring road with the major radials are via historic streets which are significantly marred by the volumes of traffic on them, whilst the inner ring road acts as a barrier to cycling and walking. Public transport routes are also relatively convoluted, particularly those linking to the north-west of the city. The Northern City Centre Area Action Plan has identified some significant improvements to reduce the impact of traffic, and improve cycling, walking and public transport infrastructure. The redevelopment of Anglia Square is critical to achieving many of the aims of the emerging Area Action Plan.
108. The elements of the AAP that the Anglia Square redevelopment will help to deliver are:
- A new traffic system to substantially reduce traffic impact on St Augustine's Street;
  - Substantial parts of the strategic cycle routes running north-south and east-west;
  - Improved pedestrian permeability, including a surface level pedestrian/cycle crossing over St Crispin's Road;
  - Improved public transport interchange and routing.

### **The St Augustine's Street Air Quality Management Area strategy**

109. Despite its narrow width and historic character, St Augustine's Street currently acts as the main traffic route to the northwestern suburbs of the city. The street is a mixed-use neighbourhood, of both residences and small businesses and has recently received some environmental enhancement. With daily traffic volumes currently total over 17,000 vehicles per day, however, the narrowness of the street, coupled with the height of the buildings and routinely queuing traffic, results in very poor air quality in which pollutants build up and remain un-dispersed.
110. In order to address these issues, a one-way system and revised road layout has been devised that should reduce total traffic along St Augustine's Street by almost 50%. This scheme has been designed by Norfolk County Council, and has been approved by the Norwich Area Highways Committee, including the new section of road that links through from Edward Street to Pitt Street as is proposed by the current application.
111. The provision of this new link is critical to improving the quality of the environment in St Augustine's Street.

112. The wider traffic management scheme will also deliver:
- A significantly improved physical environment in St Augustine's street, with wider pavements, improved crossing facilities and traffic calming within a 20 mph zone;
  - Additional pedestrian crossing points along Pitt Street;
  - A strategic north-south cycle route;
  - Improved public transport routing;
  - A complete redesign of the junction of St Augustine's Street/Magpie Road/ Aylsham Road, including essential pedestrian crossing facilities;
  - The closure of Bakers Road to vehicular traffic creating an improved cycle route to the west which will link to the soon-to-be extended north-south route.

### **The link road design**

113. The link road will serve an important purpose in helping to deliver a number of improvements for the area but it will carry the southbound traffic currently using St Augustine's Street along its double-lane one-way carriageway, and concern has been raised that the level of traffic could result in severance between the housing and shops to the north and the district centre itself. However, a raised table will be used extending along the link road, into St Augustine's Street and into Pitt Street, to create a low speed environment and maintain a landscaped and visual link to the rest of the development. Formal pedestrian crossing points will be available at the triangular junction and opposite St Augustine's Street, and at the Edward Street / Link Road junction for north-south connections. However, the design of the road system is the responsibility of Norfolk County Council, as Highways Authority and not that of the Anglia Square developer.

### **Transport Assessment**

114. Emerging AAP policy AS4 promotes sustainable access to the site, including the restriction that no additional parking spaces should be provided through redevelopment, with the consequence that there will be fewer spaces available for commuters to the city centre.
115. The application's transport assessment has examined the likely traffic impacts of the scheme within the context of the anticipated construction of the new traffic management system. The findings predict a significant net decrease in the number of trips to the site in the weekday morning peak, consequent to the reduction in commuter parking at the site. There is also predicted to be a significant net increase in trips to the site in the weekday afternoon peak, and a considerable increase in trips to the site on Saturdays, which is also likely to be repeated on Sundays, given the improved retail offer. However, the site is in a significantly more sustainable location than most other major supermarkets that serve this part of the City and it is therefore likely that a significant number of trips to the site will be by sustainable transport modes, particularly as the development will support its own Travel Plan. Additionally, although there will be some increase in traffic levels in the immediate vicinity, many of the trips to the site are likely to replace current car-based trips to less sustainable and more distant locations.

### **Vehicular access and servicing**

116. Access for both the car parking and service yard of the new supermarket is taken from new access points off St Crispin's Road in approximately the position of the current access to Botolph Street. This is a new left-turn lane off the Pitt Street roundabout exit, which splits into separate entrances for car parking (provided at surface level and basement level) and goods vehicles, which enter via a ramp into a self-contained elevated service yard at first floor level located at the corner of Pitt Street and St



Crispin's Road. Vehicles have sufficient delivery and turning room to then exit via the same ramp down to surface level before turning left onto St Crispin's Road at a light-controlled junction. Cars exit the foodstore car park via a tunnel from basement level that runs north onto the new link road. This is in line with the access and servicing arrangements suggested by emerging AAP policy AS4.

117. The access for the existing multi-story car park is also being revised, as are the service arrangements for the rest of Anglia Square. The unsightly ramp to Edward Street is to be removed, allowing for the provision of improved frontage, and new bus stops, and access and egress will become solely from the St Crispin's Road flyover. The revised access arrangements, together with the impact of the new traffic system significantly reduce the impact of traffic associated with the Anglia Square development on the surrounding area.
118. The servicing for the foodstore off St Crispin's Road is acceptable. For the servicing for retail units at first floor level, and for the residents of Block A, the abutment of the new egress onto the St Crispin's Road flyover will also need to be examined further through detailed drawings in partnership with the Strategic Highways Authority.
119. For the most part, servicing for residential areas will take place on a timed access basis into the pedestrian areas. There is also a servicing bay for residents use only proposed along Pitt Street. Refuse collection and servicing for Block A is proposed from first-floor level.
120. The applicant proposes to offer refuse and recycling services to residents and commercial operators on a privatised basis, including two collection services a week. The applicant appears satisfied that the generally convoluted designs of refuse storage and collection arrangements around the site's apartment blocks (the arrangement of which would generally not be appropriate for public collection), and the limited refuse and recycling facilities available, are able to be managed by the internal management team.

### **Car parking**

121. Public car parking on the site will be located in the 507 spaces under the foodstore and within 399 spaces in the existing multi-storey car park and, in accordance with policy TRA21, there is no increase in public car parking on the site. This public car parking shall be subject to a tariff arrangement that favours short and medium stay usage, and discourages long-stay parking to avoid the current 'all-day parking' that presently attracts commuters. Planning conditions will be used to cover both the level of provision and the nature of the operation of the car park.
122. Residential car parking for the apartment blocks around the site (Blocks A, B, C, D and E) is reserved in the current multi-storey car park accessed from the elevated road (197 spaces). There are further spaces available in the multi-storey car park which, were they to be made available, would result in an overprovision of public of car parking, which is contrary to the City Council's aim to avoid any net increase in public car parking around the site. However, it has been agreed that the surplus will be taken out of use until such a time as the proposals brought forward through the remaining elements of the Masterplan can be determined, at which time the car parking requirements for the uses proposed can be assessed.

### **Cycle routes and pedestrian links**

123. The strategic cycling network shown in the Local Plan (policy TRA15) is retained and improved as part of the redevelopment, although the alignment moves slightly to the west, allowing links across to Gildengate Park, and potentially through to Chatham Street, consequent on further redevelopment in the area. There is also a cycle link proposed to the south of the site, linking through to the new surface crossing, and to Magdalen Street. The new segregated cycle routes proposed as part of the highways works to the link road, Pitt Street and Edward Street therefore provide a coherent orbital cycle route north-south, and east-west, around Anglia Square.
124. Anglia Square is also an important part of the pedestrian Green Links Network defined in the Local Plan (SR12) to connect the city centre with the northern suburbs. The route currently runs through the subway underneath St. Crispin's Road and through the Square. Re-instating Calvert Street as the widened north-south route will improve the pedestrian links by lessening the oppressive feel of the existing buildings of the Square, whilst replacing the subway with some new pedestrian crossings will help access to the city centre via Calvert Street and St George's Street.
125. Pedestrian routes east-west will also be enhanced. The new north-east connection into the Square opens up the view and provides a direct desire line from the Square to St Augustine's Church and St Augustine's Street. Also, the safety of the route along Anne's Walk from the Square to Magdalen Street will be improved through the demolition of a shop unit on Magdalen Street that currently creates a dog-leg and blocks views into and out of the square.
126. The main square within the development is intended as a primarily pedestrian environment, and provides much improved pedestrian permeability of the area. Whilst significant concerns have been raised about potential cycling in the square, the applicants have agreed in principle to trial this, once the development is complete.
127. Emerging AAP policy AS4 suggests that the application should demonstrate how effective access and movement, especially by pedestrians and cyclists, will be maintained during each phase of construction. This is something that can be secured through planning condition.

### **Cycle parking**

128. The amount of cycle parking provided for the detailed elements of the scheme is acceptable, but staff cycle parking will need to be subject to conditions to ensure it is both covered and secure, which are issues of security which have not yet been addressed by this proposal. Cycle parking must also be provided for 25% of staff for the other units on the site, and more generally for customers to the area, as is proposed in the Transport Assessment. These will need to be subject to condition, to be provided within the pedestrian areas, in visible locations in order to improve security.

### **Bus use and a Travel Plan**

129. Anglia Square already benefits from one of the best accessibility profiles in the City as nearly all the bus routes serving the north of the city pass along Magdalen Street. The link road and new facilities along Edward Street will further enhance the use of the centre by public transport users by creating a better-designed and more accessible location for bus users on the route that the majority of buses will take in future. The proposed traffic circulation system enables reduced bus traffic on the northern part of Magdalen Street as some north-bound bus movements will be rerouted onto Edward

Street/St Augustine's Street. The junction at the corner of Edward Street and Magdalen Street will be realigned to allow buses to turn left from Magdalen Street.

130. Further, the continuing development, implementation and review of both an Interim and a Full Travel Plan, which demonstrates a continued decrease in car use to the site, is a requirement of this development and will be secured through condition.

## **DESIGN**

### **Implications for the Conservation Area**

131. The Norwich City Centre Conservation Area Appraisal (September 2007) is a key reference document when developing and assessing city centre redevelopment proposals. This appraisal recognises Anglia Square as a 'negative landmark' on the city centre, designating it as an area of 'low significance', and encourages its demolition (see also Local Plan policy HBE12). The area is dominated by C20th buildings and surface car parking and has a very poor townscape quality that visually severs the northern housing areas in the Conservation Area from the rest of the central area. Further, the tall buildings and Sovereign House obscure views of prominent city landmarks. The only buildings of note are to the east of Magdalen Street, which are not directly affected by this scheme, and the locally-listed 43/45 Pitt Street, formerly a C19th public house, which is proposed for demolition.
132. The site's Conservation Area status requires that the scheme justifies the demolition of the existing buildings and is able to 'preserve or enhance' the character of the Conservation Area. The redevelopment of the area should be informed by an understanding of the characteristics of the conservation area and respond to them sensitively. The plans should also seek to enhance the setting of the city walls and gates as encouraged by policy HBE14.
133. In areas of low significance, historic building lines must be reinstated in order to improve legibility and restore important visual or historic links previously lost, unless the proposals create a well-designed alternative layout (policy HBE6). The Conservation Area Appraisal encourages both the reinstatement of an historic route between Magdalen Street and St Augustine's Street, and the retention of a significant open space. Further, policy CC7 requires the retail unit designs to provide an attractive pedestrian route between Anglia Square and St Augustine's Street.
134. In this area of low significance, a more contemporary materials palette is considered acceptable, though the designs should either respect the traditional building materials of the area or create a successful contrast with them (policies HBE12, EP20). Unless clear evidence of historic paving, ironwork or street furniture already exists, a contemporary and unified approach will be encouraged in order to improve the public realm (TVA8).
135. To be acceptable within the Conservation Area, the scheme must be able to demonstrate a high quality of design (policy HBE8), using a contemporary approach. Given that this is an area of low significance, the careful siting of taller buildings and use of larger scales will be encouraged where they avoid detracting from the setting or views of citywide landmarks (policy HBE13). Measures for climate change adaptation are also necessary, and in an area of 'low significance' innovative and unusual designs that visually demonstrate the sustainability of new buildings will be encouraged.

136. National policy PPS6 also states that such retail proposals should promote high quality and inclusive design, in order to improve the character and quality of the area in which the development is located and the way it functions.

### **The foodstore**

137. The main frontage of the foodstore will open onto the enlarged Square to ensure activity and create local interest and vitality. The frontage will be glazed for the majority of its two-storey length. The foodstore will be at first floor level reached via escalators from ground-floor level. The superstore has been designed such that it is essentially an independent unit, which helps the building be more adaptable, without causing too much disruption to the surrounding residential units.
138. The roof is very large and presented a significant opportunity to reduce or adapt to climate change. The proposals include modern windcatchers and sunpipes that help to lessen energy demand. A green roof has been rejected by the applicants due to the expense and maintenance requirements. In response to concerns that the roof could look odd from higher vantage points, the applicant has suggested that overlooking residential units in Block B could use angled south-facing protruding window bays to provide an improved southerly view and possibly gain more passive solar heating.
139. The superstore will be concealed on its north and west elevations by smaller shop units with apartments above. There is public concern that the building comprising Blocks B and C and the foodstore is too large in its scale and massing, and should instead be of a height and design more in keeping with the surrounding area. The new proposal would certainly be a strong contrast to the surrounding low-rise area, which is predominantly two-storey to the north, but it can also offer a new design statement for this part of the city. It should be remembered that there are also many significant opportunity sites around this proposal that should also bring a contemporary design to the area and contribute to new identity. The emerging Northern City Centre Area Action Plan encourages innovative new proposals, at such adjacent sites as St Mary's House, the west of Pitt Street and Beckham Place.
140. In particular, there have been objections to the loss of the locally-listed building at 43/45 Pitt Street, with suggestions that it could even be incorporated into the new development. However, this building has is not of sufficient importance to be statutorily listed, and would not fit comfortably next to larger-scale new development if it were retained, a view shared by English Heritage. Further, its retention would compromise the viability and integrity of the wider redevelopment. It is considered that the loss of this building is regrettable but justified in this instance.
141. Other features of the superstore and its surrounds would also need to be carefully conditioned and designed through reserved matters. These include the use and design of the service yard roof as a communal open space area for residents of Block B, CCTV provision, security measures such as glazing specifications, recycling points, plant requirements and screening on the roof, cycle storage inside the complex, and a suggested screen/feature wall used to hide the ramp into the service yard to improve the appearance of the St Crispin's Road frontage.

### **Block A**

142. The ten-storey residential Block A is intended to be a landmark building, in a location considered appropriate for such a feature (as identified in emerging AAP policies TU2 and AS1). However, the building must be distinctive and must not adversely impact

views of the cathedral and castle. The visualisations submitted with the application from key vantage points demonstrate that it will not damage these views.

143. Emerging AAP policy AS1 does not restrict the height of development on the site, but requires that taller buildings should not be as massive in form as the present buildings, which obstruct views through the site from the north. The main opportunities for higher buildings will be along the north side of the inner ring road, with a more domestic scale of development west of Edward Street. New development should be set back from Pitt Street to enable tree planting and widening of pavements.
144. The operators of the Doughty's Hospital home for the aged, close to the proposed Block A, have expressed concern that this part of the development would lead to overlooking of the Hospital's internal courtyard. The Hospital is approximately 45 metres south-east of Block A, and is an attractive building whose courtyard undoubtedly offers an important private facility and area of green space in the city. Whilst it is only a two-storey building that screens the courtyard, its pitched roof and close proximity to the courtyard already offers significant screening, whilst the orientation and design of the residential Block A is such that only a maximum of six apartments are high enough to for it to be possible to see over the existing building, and the balconies are angled such that any view in the direction of the Hospital is very restricted when stood outside on the balconies.

#### **Blocks B, C, D and E**

145. Although there is some concern that the ground-floor level outside Block B might be too inactive along Pitt Street and St Crispin's Road, it is considered that including residential accommodation at this level along these frontages would subject residents to unacceptable noise and air quality impacts. The applicant has suggested that retail or business use in such locations would be unviable, and therefore providing them would not improve the attractiveness of connections between the city centre, district centre and St Augustine's Street shopping parade areas. In order to improve the visual appearance of these levels (which are in outline form), the designs indicate the use of an inter-weaved metal grill to screen the interior car park and possibly a 'green wall' feature. These measures, alongside the entrances to residential areas and the car park pedestrian entrance, will provide some activity to what is essentially a through-route. Most pedestrians will choose instead to walk through the main Square area.
146. Although not confirmed, a varied materials palette is suggested and a range of different design features proposed around the site, which should avoid too much monotony, which is important given the size of the buildings. Given the rest of the Conservation Area, it may be appropriate to include more brick finishes instead of so much render, but these are finishing details that can be conditioned, particularly on Block C which relates most closely to the historic buildings on St. Augustine Street.
147. The Inspire East Design Review Panel recommended that the existing multi-storey car park be screened by new development, as the adjoining proposals are currently only 3 stories high, meaning most of the car park remains exposed. It is hoped that the car park would be refurbished or screened in time, perhaps even by additional residential accommodation in later phases, in order to reduce the impact of this negative landmark.
148. English Heritage note the uncomfortable design of the curved roof of Block B set against the rest of the roofs, and it is suggested that the applicants are asked to change this through their subsequent reserved matters application.

## **Block F**

149. The 18 family houses proposed under Block F (west of Edward Street) have also raised concern. The plans suggest replicating the terraced layout seen to the north, the principles of which are broadly in accordance with the requirement of policy CC7 that the form, scale and grain of development should reflect the historic form and adjoining scale of the neighbouring area to the north. Whilst the housing and their form is welcome, especially as affordable housing that will meet a local need, there are some design elements that should be reconsidered, principally those set out below:
- Units facing the busy Edward Street should be set back to improve liveability;
  - Provide overlooking of Leonards Street play area for improved surveillance;
  - Increase the sizes of south-facing rear gardens;
  - Revise the layout to make better use of space, reduce the dominance of parking, improve access, and ensure that bin storage and servicing is feasible; and,
150. These can be re-evaluated under reserved matters because this proposal is for the principle only to be agreed.

## **Enlarged Square**

151. The enlargement and opening-out of the Square is encouraged through Local Plan policies CC7 and HOU9 as part of a requirement to provide open space for the residential units in the scheme. The new design will improve sightlines and reduce the feel of the existing oppressive buildings. Although there would be greater overlooking and natural surveillance of the Square if additional apartments could overlook it directly, the evening activity and foodstore operations should provide a suitable degree of activity to improve safety. Overall, the scheme achieves a good differentiation between private and public spaces, with well-defined building frontages that provide good containment of the streets.

## **Surrey Chapel**

152. The relocation of Surrey Chapel from St Crispin's Road, in lieu of its demolition, is also sought in principle. The new location is suggested to be north of and accessed from Edward Street, but the appearance, siting, parking, landscaping and facilities required will all have to be determined through reserved matters applications.
153. In principle, this is a site included within Local Plan policy CC7 as part of the wider mixed use allocation for Anglia Square (although the site's preferred use has not been specified within the emerging Area Action Plan), and so this is deemed acceptable.

## **Long Views**

154. An important consideration identified through the Local Plan has been the impacts of long views into and out of the site, to ensure that some are not only defended but new ones are also opened up. These are discussed in the Heritage Baseline Report, which identifies the opening of the view from Pattison Road to the Cathedral as an asset. Currently views of the Roman Catholic Cathedral and St Giles Church are detracted by the vacant sites but will be enhanced by the new development.

## **TREES AND LANDSCAPING**

### **Loss of trees**

155. An important part of the site's character is the group of ten London Plane trees and two lime trees fronting onto St Crispin's Road and which could be said to soften the impact of both the road and the dominant buildings of Anglia Square. The wider group forms part of the designated Urban Greenspace (Local Plan policy SR3), where development will not be permitted if there is an overriding amenity or biodiversity interest in retaining the site in its existing open form.
156. The application proposes to remove the majority of these to make way for Block A and the vehicle access to the foodstore, however the remainder would not survive such damage to their collective growth, and in the interests of health and safety it is considered that all twelve should be removed. This is a group of trees normally worthy of protection by Tree Preservation Order and their location in a Conservation Area does require advance permission for their lopping or felling. Their removal would be contrary to Local Plan policy NE3, and would need to be justified not only in terms of the feasibility for construction of the scheme but also in terms of the biomass and biodiversity that would be lost from the site. A tree survey and indicative landscaping proposal has been provided as part of the submission, but there is no assessment of the biomass content that would be lost.

### **Replacement planting**

157. A comprehensive landscaping scheme for the whole site would be required by condition, building on the principles suggested in the application (see paragraph 31). This will need to demonstrate adequate compensation for the loss of the group of trees by offering a net increase in overall site biomass. The plans will be required to provide a green link connection along St Crispin's Road and Pitt Street to Gildencroft Park, whilst retaining the principle of an open space along St Crispin's that includes adequate street tree planting to the minimum requirements of policy NE4. Landscaping for the whole scheme will include the housing area at Block F and the Surrey Chapel area, and the setting of the new link road. Feature trees will be also required at certain points around the scheme, such as in the enlarged Square, where careful location could provide shade during the summer without compromising light in winter.
158. Considered species selection will be necessary to mitigate the impact of the extensive hardstanding and help create a resilient landscape that can help adapt to climate change. East of England Plan policy ENV3 also requires that wherever possible existing biodiversity assets should be retained and new developments should include measures for biodiversity enhancement.
159. Although a preferable option would be to plant street trees along Pitt Street, it is understood that underground servicing in this area may make this unfeasible. If this proves to be the case, the applicant has suggested that a 'green wall' could be incorporated along Pitt Street, which would also provide an interesting active elevation.
160. The applicant also proposes to make available a financial contribution to off-site tree planting, with possible locations being identified as the renovation of the Leonard's Street play area (see also paragraphs 186-187), the roundabout and west side of Pitt Street, and the south side of St Crispin's Road.

### **Hard landscaping and the enlarged Square**

161. The Square will be relocated slightly west (to allow for additional ground floor retailing) and enlarged by some 590 sq m to a size around 2090 sq m. It will fulfil an important role as a public open space, as required by the AAP and Local Plan, and will be required

to contain facilities for performance space and market stalls amongst other activities. The size of the square will cater for the open space needs of 87 of the new dwellings.

162. The square and the new and revised pedestrian links are suggested to be repaved, and conditions will determine their materials and design to be confirmed by reserved matters. Of the outline proposals submitted, English Heritage were concerned that the paving design could appear confusing, but the applicant will try to recreate a historic Norfolk weave pattern where possible. Landscaping conditions will also clarify the detail of the setting and appearance of the new link road.
163. Further hard landscaping measures will be needed to provide a screen wall parallel to St Crispin's Road in front of the service delivery ramp and a screen to mitigate the opening-up of the view of the surface car parking at first floor level.

## **SOCIO-ECONOMIC and ENVIRONMENTAL ISSUES**

### **Socio-economic implications**

164. The implications for the socio-economic character of the area have been considered as part of the overall environmental impacts of the proposal. These studies found a general level of deprivation, including some of the highest in the city for employment, income, health and the living environment. The proposal should address some of the underlying socio-economic issues and have a positive impact on community services, health and crime levels, and to some extent, income, through possible local job creation in retail and construction (the development is thought to provide 253 additional jobs). It is thought there is sufficient capacity in the local services to accommodate the increased dentistry and doctors' demands. The new housing will also attract workers to the area and help improve the skills of the local workforce. The Environmental Statement also recognises the negative impacts from the severance of the ring road and the widespread vacant open spaces. The proposals will reduce these impacts by improving public access and use of links to the city centre and surrounding neighbourhoods.

### **Site contamination and remediation**

165. Geotechnical studies and modelling has shown the site to have a high risk of contamination and the need for further investigations (for example surveys beneath the existing buildings and groundwater and asbestos searches), which can be required by condition with remediation strategies to be implemented where necessary in line with Local Plan policy EP1. Disposal of contaminated material will also have to be conditioned, as will the storage of materials on site in order to prevent watercourse pollution.
166. Various electricity substations are positioned around the site, which will need to be relocated as part of enabling works. Given the Conservation Area, the designs of the replacement facilities will have to be approved by planning condition.

### **Waste management**

167. East of England Plan policy WM6 and Local Plan policy EP21 both require such major retail schemes to facilitate the collection, separation, sorting, recycling and recovery of waste on site where possible. This includes providing residential and commercial recycling facilities, which have been included as part of the servicing designs and which will be managed by private company. However, public recycling and litter collection in and around the square for shoppers will need to be provided by condition to help



minimise waste and litter. The applicant has outlined their waste management procedure through their submitted draft preliminary construction management plan, but the current draft proposal will have to be confirmed and approved by planning condition.

### **Noise**

168. A noise assessment has found that whilst there is benefit from a reduced noise level along Magdalen Street and St Augustine's Street, there are certain properties that will need protection from road traffic noise. Conditions will require the specification of additional glazing and ventilation, and their sound reduction ratings, and noise insulation works. In particular, the new link road will increase noise levels around Edward Street, leading to some properties qualifying for noise insulation works, but this will be assessed by the Highways Authority in due course. Associated plant noise has been assessed at 60-66dB which is 10dB below background levels, but the exact specification and location of plant works should be provided and approved by condition.
169. It is not considered necessary to restrict delivery servicing times for the superstore in mitigation of noise impacts, because the enclosed service area will be designed in such a way as to minimise disturbance to the rear facades of the new dwellings and achieve at least 10dB below background levels. Confirmation of the sound insulation properties of the shared walls will be sought by condition, required by policy EP10.

### **Air quality**

170. The air quality levels are projected to be below the National Air Quality Strategy objectives for residential use, but the overall result will provide some negative and some positive effects, creating a fairly neutral impact overall. However, dust emissions arising from the demolition work could be significant, and it is proposed that conditions require this to be addressed as part of an approved Environmental Management Plan.
171. Concerns for the impact on the residents of Doughty's Hospital from reduced air quality and increased noise levels resulting from the increased traffic levels are understandable, particularly given the increased traffic access and egress onto St Crispin's Road. A site outside the Doughty's Hospital adjacent to St Crispin's Road was assessed for both noise and air quality impacts, which actually predicted a decrease in both nitrous oxide and particulate matter arising after the development has been completed, due to the overall improved traffic flow and decreased emissions resulting from the new gyratory system implementation and link road construction.
172. The locations for the residential units has largely avoided accommodation at ground floor and first-floor on Pitt Street and St Crispin's Road frontages to avoid the undesirable noise and air quality disturbance that might have resulted.

### **Flood risk**

173. Although part of the site is within a flood risk area, the Environment Agency is satisfied that sufficient precautions have been taken to address this. The Agency retain some concern that surface water flooding could result from the increased hard standing, but are confident that this discrepancy is due to a misalignment of flow calculations and can be resolved sufficient to be acceptable in its drainage proposals.
174. Sustainable drainage measures include using permeable paving throughout the square and public walkways and providing underground lined reservoirs to attenuate run-off. Green roofs are proposed to attenuate surface water, but no alternative measures such

as rainwater harvesting are included. Such details of water efficiency measures will be required by planning condition.

### **Archaeology**

175. The site is within the city's Area of Main Archaeological Interest adjacent to an area of significant archaeological value as one of the earliest settled areas of Norwich, known to include the important Stump Cross area dating from medieval times in the area by the flyover. A pre-development archaeological evaluation undertaken in line with Local Plan policy HBE3 has found a notable Saxon defensive ditch running north-south parallel to Botolph Street and evidence of works from as early as medieval inhabitation, particularly around the Pitt Street frontage. Further works are needed prior to development, especially around the area of the surface car park north of Botolph Street and beneath the base of the new tower, for example. These further works can be required by conditions, including a requirement for construction works to be monitored and any finds recorded if necessary under archaeological supervision. In the event of particularly significant finds on site, excavations would need to be conditioned such that works are tied to a specific brief and methodology, and any finds are recorded, interpreted and published.
176. The redevelopment to the east of the square has great potential for surveys to unearth very early remains from the oldest part of the city. In recognition of the area's history and to pay regard to the historic street form, the designs propose to reinstate the historic north-south Calvert Street and, through the masterplan, potentially recreate the line of the historic east-west route between St Augustine's Church and former Stump Cross. It is also considered that conditions can be used to ensure that historic parish boundary markers in the area can be salvaged and re-instated, as supported by Local Plan heritage interpretation policy TVA8 and the Heritage Interpretation SPD.

### **Energy efficiency and renewable energy**

177. A number of measures are proposed for reducing the overall energy demand of the site, including building residential units to Code for Sustainable Homes Level 3, to include gas central heating and using heating and cooling system technology in the retail units. The foodstore in particular will include a range of technologies, most notably on the roof by utilising innovative monodraught wind catchers to allow controlled air inlet for general ventilation (which allows warm air to escape and cool air to enter), and by including sun-pipes and glazing to optimise natural light and heating gain.
178. Although AAP AS1 objectives would support a wider network of energy generation to serve other developments in the area than that which is proposed, the development will meet the requirements of policy ENG1 of the East of England Plan to provide over 10% energy demand from low-carbon or renewable energy generation on site. This is demonstrated in the application's Energy Statements in accordance with SPD standards.
179. Air source heat pumps will be used to generate energy at the retail units through a refrigerant system, providing 10.1% of the energy demand from these units. In addition, the food store will incorporate a gas-fired Combined Heat and Power (CHP) system, which is considered the most efficient and viable low carbon system, and which will use excess heat from the energy generation for space and water heating. The foodstore CHP should provide around 33% of the energy for that unit. Combined, the two systems will provide for a total of 19% of the whole site's energy demand (including the residential elements) as a mixture of renewable and low-carbon energy. This will also reduce carbon emissions by around 21%.

### **Plant**

180. The plant, machinery, extraction systems and proposed odour control mechanisms used across the site will need to be confirmed through planning condition, including that for the foodstore CHP system. An indicative location is proposed on the superstore roof, and some screening is suggested, but details will have to confirm the siting, height, screening and noise generation of the machinery involved across the site.

### **Lighting and CCTV**

181. The application does not include any details of the proposals for external and security lighting, which will be particularly relevant to the Conservation Area, nor CCTV coverage and its management plan, both of which will be required by planning conditions.

## **PLANNING OBLIGATIONS**

182. The applicant has agreed to secure funding for a variety of requirements as per established Local Plan policy and the emerging AAP's intentions. Given the current national economic situation, the applicant is unable to meet the usual Local Plan requirement for 30% affordable housing provision on site. The Council instructed the District Valuer's Office to assess the viability of the scheme, to determine the potential to make S106 contributions, including the level of affordable housing provision.

183. The District Valuer has determined that the applicant can currently make a contribution of £525,000 towards S106 requirements outlined under policy HOU6, in addition to providing certain works as part of the build costs, such as landscaping and tree planting, and providing the 20.2% affordable housing (40 units)(see also paragraphs 102-104) in accordance with policy HOU4.

### **Transport improvements**

184. The applicant will transfer the land needed for the new link road to the County Council as Strategic Highways Authority and through its designs will improve cycling and walking access routes and the quality of public areas and off-site public facilities (TRA11, TRA14, TRA15, SHO9).

185. Usually a contribution of £55,857 would be expected for sustainable transport improvements, but in this instance alternative measures are proposed on site. Bus route improvements will be made possible by contributions offered for bus shelter real time information systems, ticketing machines and travel plan monitoring (TRA11, TRA16) to complement the bus shelters provided by the County Council. The ease and flow of car parking will be helped by contributions to Vehicle Messaging Systems to notify drivers of car park capacity. The development will also be required to provide and maintain CCTV coverage of some areas of public highway. The value of these measures will be in the region of £195,000.

### **Open space and play equipment**

186. Developments would normally provide separate contributions towards local open space and play equipment provision in accordance with policies SR4 and SR7 using standard Council formulas based on dwellings and child bedspace numbers on site. Normally this would be £52,281 for open space and £210,864 for play equipment.

187. In this instance it is proposed to combine the two requirements towards redeveloping the existing Leonard's Street play area to be linked to the proposed Block F housing accessed from Edward Street. A contribution of £130,000 is proposed for this (49% of the expected). Although the police authority express concerns about the security of the area it is felt that these could be lessened through careful design. The emerging AAP does endorse such a scheme through designating it as a specific allocation under emerging policy NS1, and suggesting that it includes a comprehensive redesign of the site and provides links with the adjacent development and St Augustine's Street.

#### **Education contributions**

188. The applicant would normally be expected to provide £279,456 towards the local educational demands that arise from the residential element of the scheme. This is expected under Local Plan policy HOU6 and is calculated against County Council standards. The City Council consider that this element should be reduced to £160,000, which is equivalent to 57% of the expected contribution, sufficient to provide for the needs of 14 of the 24 pupils expected from the development.

#### **Community facilities**

189. HOU6 and the emerging Area Action Plan encourage the provision of community facilities in the Anglia Square area. It is not necessary at this time to provide a specific facility within the Anglia Square redevelopment itself. However, the applicant should make contributions to the maintained wellbeing of the existing and well-used community centre adjacent to St Augustine's Church Hall. It is considered that the proposal should contribute £40,000 towards the centres overall improvement, and in addition will be expected within the Square itself to provide a community notice board and facilities for market stalls and open-air events.

#### **Miscellaneous**

190. Under policy SHO8, retail proposals over 1,000 sq m or car parking for 300 spaces as short-stay use would also be expected to provide a financial contribution to the Shopmobility scheme currently operating from Chapelfield and Castle Mall. It is considered, however, that given the available accessibility to the area by the existing Shopmobility service, that contributions would be better spent on more localised community schemes that could help the wider local populace.
191. Archaeological works contributions should normally be expected under policy HBE3, but it is considered sufficient to require this by condition and examine further works in the more significant area around Magdalen Street as part of later development proposals.
192. It is not considered appropriate to require childcare facility provisions to be a part of this development as suggested by policy AEC7, but the provision of public toilets to serve the site can be required by planning condition.

#### **Summary**

193. The financial contributions described above are the minimum level proposed to be acceptable from the scheme, and are based on the District Valuer's assessment of the reasonable level of profit that can be expected from this scheme.
194. Given the possibilities for the current economic market conditions to improve before the scheme has been started in earnest, it is recommended that any permission is dependent on a resolution to not only confirm an acceptable set of planning obligations, but also to include a provision that any rise in the value of the scheme would be reflected

by an improved range of, and higher amounts for, financial contributions. This would involve including a clause in the Section 106 Agreement requiring a similar financial reappraisal upon completion of the development.

195. If the reappraisal showed that the scheme represented a profit in excess of a certain reasonable level, then all those benefits would be translated into additional financial contributions to the local authority. This will ensure the scheme can deliver the level of contributions needed to fulfil the usual requirements of the development plan, as would normally be expected from the proposal in healthier economic circumstances.

## **CONCLUSIONS**

196. The mixed use redevelopment proposal for retail, food and drink uses, housing, community and health centre facilities are, for the large part, in accordance with established development plan policy within the Regional Spatial Strategy and the Local Plan, and are consistent with the centre's role in the retail hierarchy and the aims of sustainable development. The scheme will provide an important retail extension for, and bring an anchor foodstore to, the Large District Centre that will provide an important facility for the local area. The retail proposals will meet a recognised need for both the city and the local area, without compromising the vitality or viability of the Primary Shopping Area. The scheme also fulfils a number of the emerging objectives of the Northern City Centre Area Action Plan. The housing proposed is in an accessible and sustainable location and will provide an acceptable level of affordable dwellings. Although the scheme does not provide the necessary employment use on site, it is considered that the proposals would not prejudice the later supply of office development in Anglia Square in the future.
197. The scheme will bring a number of environmental benefits to both the immediate site and the wider area, not least the provision of a new link road to facilitate the gyratory scheme and improvements required as part of the St Augustine's Air Quality Management Plan. A number of pedestrian, cycling and public transport improvements will also be provided at the site. Combined with implementation of the wider gyratory scheme, the restricted availability of car parking and the evolving travel plans for the site will lessen the impacts of cars on the local area whilst improving pedestrian and cycling links to the site.
198. The proposals will provide a contemporary design that befits a new city centre development and which will remove the majority of the negative landmarks in the area. The scheme justifies the loss of the locally-listed building that itself has no statutory protection and the retention of which would compromise the viability of the wider regeneration scheme. The proposals pay some regard to the historic character of the area and provide a landmark building in an appropriate location that will not enhance important views of the city centre. The proposals will include some measures for climate change adaptation and remedy poor environmental conditions at the site at present.
199. Subject to the provision of an approved landscaping scheme that will adequately justify the loss of existing trees, the environmental improvements brought to the site will enhance the local area. The enlarged square will encourage wider community use and improve the amenity of local people and residents of the new dwellings, whilst any environmental concerns can be mitigated through the use of planning conditions.

200. On balance, the scheme will secure some key elements of the intended regeneration and environmental improvement of the northern city centre. The proposal will enhance the vitality and viability of the Large District Centre, and alongside the wider community benefits proposed through planning obligations, this is sufficient to justify the departures from local plan policy. Overall, this proposal is considered acceptable, and the application is therefore recommended for approval subject to the fulfilment of the suggested conditions and the signing of the Section 106 Agreement.
201. Further, although this application considers a mixture of both fully detailed and outline elements, this application is proposed as a comprehensive scheme for the site and it is also recommended that the application is not accorded any partial approval or refusal.

## **RECOMMENDATIONS**

APPROVE PLANNING PERMISSION for the demolition of the elements proposed within the Conservation Area Consent application 08/00975/C.

APPROVE PLANNING PERMISSION subject to the approval of the Government Office for the East of England in accordance with the Shopping Direction and the signing of a Section 106 Agreement that will include provision for a financial reappraisal of the scheme and associated community contributions following completion of the development, to include the following minimum financial contributions:

- Provision of land required for the construction of the link road;
- 40 dwellings for affordable housing;
- £195,000 for transport improvements;
- £130,000 for open space improvement and play equipment provision;
- £160,000 for local education demands;
- £40,000 for community facility works.

The satisfactory resolution of the Section 106 Agreement should result in approval of planning permission subject to the following conditions:

### **Confirmation of approval**

- 1 The siting of Blocks B, C, D, and E, and all ground floor units shall be fixed to the positions approved under the submitted plans.
- 2 Fixed heights of blocks B, C, D and E.
- 3 Block F shall contain a minimum of 18 x family houses and its layout shall facilitate access to the Rose Yard / Leonard Street area and through its siting and design shall have regard to the safety and security of the childrens play area at Leonard Street.
- 4 Reserved Matters should ensure the provision of a health centre within Block E to include a minimum floorspace as indicated.
- 5 In the event that the site to the north of Edward Street as suggested for Class D1 Use is developed, the use within Use Class D1 shall be restricted.

### **Timing and delivery**

- 6 The detailed elements to be commenced within 5 years.
- 7 Submission of Reserved Matters applications within 3 years.
- 8 Commencement of Reserved Matters within 5 years.

- 9 The development shall be constructed across three development blocks, which do not need to be built in a particular sequence or be dependent on delivery of either of the other elements:
- i. The Anglia Square central area;
  - ii. The housing permitted under Block F;
  - iii. The potential Surrey Chapel.
- 10 All the conditions to follow shall apply to all three of the construction blocks.
- 11 The foodstore shall not open until the following criteria have been met:
- a. Residential units in Blocks B and C to be externally completed;
  - b. All ground-floor retail units to be finished to the “practical completion of the landlords works”;
  - c. All hard landscaping to be completed to an agreed plan;
  - d. The car parking beneath the foodstore shall open to the public concurrently with the opening of the foodstore;
  - e. Land has been made available for the construction of the link road;
  - f. The whole Gyratory scheme should be ‘substantially complete’.
  - g. Public toilets should be provided to an agreed location and size.
  - h. The subway under St Crispin’s Road should remain available for use until suitable replacement surface crossings are available for public use, and these shall be required within 6 months of the opening, and the subway closed within 6 months of the completion of the crossings;
  - i. All soft landscaping works shall be completed within 12 months with the exception of the area to the east of the square.

**There shall be no occupation of the development until:**

- 12 - The Pitt Street pedestrian and cycle routes are constructed and available for use.
- 13 - The land required for the bus interchange facilities on Edward Street has been made available.
- 14 - On-street service bays agreed and available for use.
- 15 - Covered and secure cycle and motorcycle parking for staff has been provided and more generally available public cycle and motorcycle parking provided for each part of the development.
- 16 - The dog-leg on Annes Walk has been removed and full, unimpeded access from Magdalen Street made possible.
- 17 - Details of the engineering has been submitted and agreed with the LPA and, thereafter constructed, for:
- a. all vehicular access and egresses
  - b. ramps and gradients into the site
  - c. bridge works onto the St Crispin’s Road flyover
  - d. gates used across the accesses where they join public highways
- 18 - Occupation of each ‘construction block’ until servicing and turning areas provided and available for use to an agreed scheme.
- 19 – Bin stores for household refuse and recycling provided within the designated storage areas.
- 20 – CCTV coverage and management plan detailed and implemented across the whole site.

**Travel Plans**

- 21 Both an Interim and a Full Travel Plan will be required, and be subject to:
- a. No occupation on site until the Interim Travel Plan has been submitted and agreed and implemented;

- b. Full Travel Plan to be submitted within 12 months of first occupation;
- c. Full Travel Plan to be implemented as per the approved scheme and its timetables and shall be reviewed and modified on a regular basis.

**Prior to commencement of development**

- 22 Landscaping scheme to be submitted, to include, but not be exclusive to:
  - a. All hard and soft treatments, including performance facilities in the Square and to include temporary measures for the void created by the removal of Gildengate House;
  - b. External lighting plans;
  - c. Street furniture;
  - d. Off-street signage;
  - e. Public art;
  - f. Notice board area for community use within the Square;
  - g. Landscaping materials;
  - h. Screening walls proposed adjacent to the foodstore access ramp and in the area vacated by the demolition of Gildengate House;
  - i. Means of enclosure;
  - j. Surfacing materials for roads, paths and cycle paths;
  - k. Any proposed water feature designs and management plans.
- 23 Arboricultural Method Statements for both works to existing trees and new planting of trees proposed in the landscaping plan.
- 24 Landscaping maintenance will be required for 5 years, to include replacement planting of any losses within 12 months of their removal.
- 25 Site investigation works needed for feasibility of Pitt Street tree planting.
- 26 Subject to construction investigations into the feasibility for planting along Pitt Street, and subsequent written agreement by the LPA, any off-site landscaping works needed shall be subject to an approved scheme and provided within 2 planting seasons of any subsequent approval.
- 27 Parish markers on site shall be salvaged and repaired and restored.
- 28 Further archaeology works needed to a plan agreed with the LPA and subject to the following criteria:
  - a. Construction works to be monitored under archaeological supervision and any finds recorded if necessary;
  - b. Particularly significant archaeological finds on site should be recorded, interpreted and published if considered necessary;
  - c. If necessary, excavations works shall be tied to a specific brief and methodology to be provided by the LPA and archaeological authority.
- 29 Construction vehicle access and servicing arrangements to be agreed.
- 30 Construction traffic management plan to be approved and implemented.
- 31 Construction vehicle wheel washing facilities to be provided.
- 32 Fire hydrants to be provided to an agreed scheme and specification.
- 33 Sound proofing measures for construction process.
- 34 Dust suppression measures for construction and demolition process.
- 35 Noise mitigation measures concerning superstore access and servicing.
- 36 Noise mitigation and glazing specification for Edward Street dwellings, with glazing and ventilator unit specifications to include manufacturers sound reduction ratings.
- 37 Surface water drainage scheme to be submitted and approved.
- 38 Foul water disposal scheme to be submitted and approved.
- 39 Public sewerage system schemes to be submitted and approved.
- 40 Water efficiency measures to be submitted, approved and implemented.



- 41 Energy saving measures to be submitted, approved and implemented.
- 42 Site investigations to be undertaken to assess risks of contamination on site and risk to receptors off site, with further contamination reported to Council and remediated as per a revised and approved scheme that shall include provision for longer-term monitoring and mitigation management.
- 43 Contamination management plan to be submitted and approved.
- 44 Construction waste management plan to be submitted and approved and adhered to, and shall include:
  - a. waste materials being recycled;
  - b. disposal of contaminated material to licensed sites;
  - c. re-use within the site construction where possible.
- 45 Environmental Management Plan to be submitted and approved.
- 46 Plan to demonstrate the continued provision of cycle and pedestrian routes into and through the Square during demolition and construction to be submitted and approved.

### **Retail criteria**

- 47 A minimum of 2,350 sq m of convenience retail goods shall be provided at all times within one single unit within the foodstore block.
- 48 Minimum requirement for the provision of a specified proportion of units of up to 200 sq m across the site.
- 49 Minimum requirement for the provision of a specified proportion of units of between 200 and 500 sq m across the site.
- 50 Prior to occupation, proposals for a revised retail frontage zone at ground floor level shall be submitted to and agreed by the LPA.
- 51 A minimum of 70% of the revised Anglia Square ground-floor retail frontage zone (as agreed under Condition 50) shall be used for A1 Use Class retailing.

### **Environmental health and licensing**

- 52 Opening hours to be restricted for A3, A4, A5 and D1 uses.
- 53 Management Plan for the Square to be agreed, to include the following:
  - i. Outdoor seating for A3, A4 uses
  - ii. Use of Square for events and performances
  - iii. Servicing arrangements for all units
- 54 Air quality mitigation to include air ventilation and glazing details.
- 55 Details of all the plant and machinery, including the CHP and air source heat pumps, and their sound reduction measures and screening proposals are to be submitted and approved.
- 56 A final waste management plan to be agreed.
- 57 A servicing management plan to be agreed, to include times and access.
- 58 Public toilets should be available for use between 08:00-18:00 Mon-Sat and 11:00-17:00 Sundays.
- 59 Landscaping proposals for the Square shall include electricity connections and other services necessary to facilitate outdoor events productions.
- 60 Any inclusion of a public television screen within the reserved matters applications shall be subject to the submission and approval of a management plan to include broadcasting content and hours of operation.
- 61 Storage of materials on site to be controlled.
- 62 Electric substations to be repositioned in a location and to a design specification submitted to and approved in writing by the LPA.

- 63 Recycling bins and litter bins to be provided in the public area to an approved plan, and should be retained in perpetuity.

### **Car parking and access**

- 64 Car parking provision to accord with the details set out in the Transport Assessment with the following inclusions:
- a. The amount of car parking shall at no time exceed 961 spaces.
  - b. 197 shall be provided for private residential parking.
  - c. The closure of the 118 surplus spaces shall be carried out before occupation of the foodstore and remains such until agreed otherwise.
- 65 All the spaces within the foodstore car park, and the spaces retained in the existing multi-storey car park as public spaces shall be available to the general public irrespective of their patronage of a particular retailer or other business. A minimum of 5% of these spaces shall be marked and allocated for disabled drivers.
- 66 A car parking management plan shall be submitted and approved prior to first occupation of the car park, to include:
- a. Tariffs (which shall favour short and medium stay use over long stay);
  - b. Opening hours;
  - c. Permitted users;
  - d. Restrictions enforcement;
  - e. Availability of access from Pitt Street into the foodstore car park.
- 67 There shall be no car parking at first floor level in the newly-created area where Gildengate House would have stood.
- 68 Car park surface water drainage shall pass through a petrol and oil interceptor, built to a scheme to be approved.
- 69 Accesses shall be constructed with adequate drainage to prevent surface water run-off onto the public highway, built to a scheme to be approved.
- 70 All public access into and out of the Square shall not be closed off.

### **Design criteria**

- 71 All glazing on ground-floor unit frontages to be blast resistant to a specified standard unless otherwise agreed in writing by the LPA.
- 72 Roof top garden management plans to be submitted and approved prior to residential occupation of the relevant accommodation blocks, and shall include the use, access to and maintenance arrangements.

### **Trees and landscaping**

- 73 Prior to removal of trees, a biomass content assessment is needed to inform landscaping proposals.
- 74 The comprehensive landscaping scheme shall demonstrate an overall increased biomass and shall provide green links (including along Pitt Street and St Crispin's Road) in the general areas indicated in plans.
- 75 Green wall criteria to be submitted and agreed if site investigations require it to be necessary following Pitt Street investigations.
- 76 Planting schemes shall detail:
- a. the species;
  - b. size at planting;
  - c. detailing of planting pits;
  - d. proposals for underground landscaping;
  - e. management plans for landscape maintenance, irrigation, pruning etc.

## REASONS FOR RECOMMENDATION

The recommendations have been made with regard to the provisions of the development plan, so far as material to the application, including policies of the adopted East of England Plan Regional Spatial Strategy, saved policies of the adopted Norfolk Structure Plan and saved policies of the City of Norwich Replacement Local Plan, relevant Planning Policy Guidance, Planning Policy Statements, Supplementary Planning Guidance and Supplementary Planning Documents.

The demolition works proposed within the Conservation Area are justified as being necessary to the completion of the wider redevelopment, the proposal for which will provide redevelopment along the principles of 'saved' Local Plan policy SHO5 and CC7 to reinforce the vitality and viability of the Large District Centre allocation made under policy CC6. It is broadly consistent with the mix of uses required by CC7 and provides a residential proposal in excess of the allocations under policy HOU9, providing a higher density city centre residential development as part of a comprehensive mixed use scheme.

Having considered all of the above and other material planning considerations, it is considered that subject to the conditions listed and the contents of the Section 106 Agreement that the proposals accord with the provisions of the Development Plan by reinforcing the viability and vitality of the designated Large District Centre, offering improved access to services and local facilities and regeneration of the wider area.

### Notes:

- The above conditions are paraphrased for the purposes of this report and it may be necessary to merge or split some of the above conditions, although the principle content will remain the same.
- Certain phrases expressed in conditions will be carefully defined to ensure the effective monitoring and efficient delivery of the reserved matters and conditions. By necessity, certain aspects will also be excluded from the definition of development. Definitions will include such examples as:
  - 'Commencement of development'
  - 'construction works'
  - 'substantial or practical completion' (e.g. of the gyratory scheme)
  - 'building contracts for each block'
- Specific permission will be required for the removal, cutting or lopping of new trees.
- In accordance with the requirements of the Shopping Direction (2000), the Council will notify the Government Office for the East of England of their decision in this matter. In the event that the City Council resolve to grant planning permission, GO-East has the opportunity to reconsider the decision within 21 days of receipt of the Council's referral.

**Appendices attached to this report:**

**Appendix A:  
Demolition Plan for application 08/00975/C**

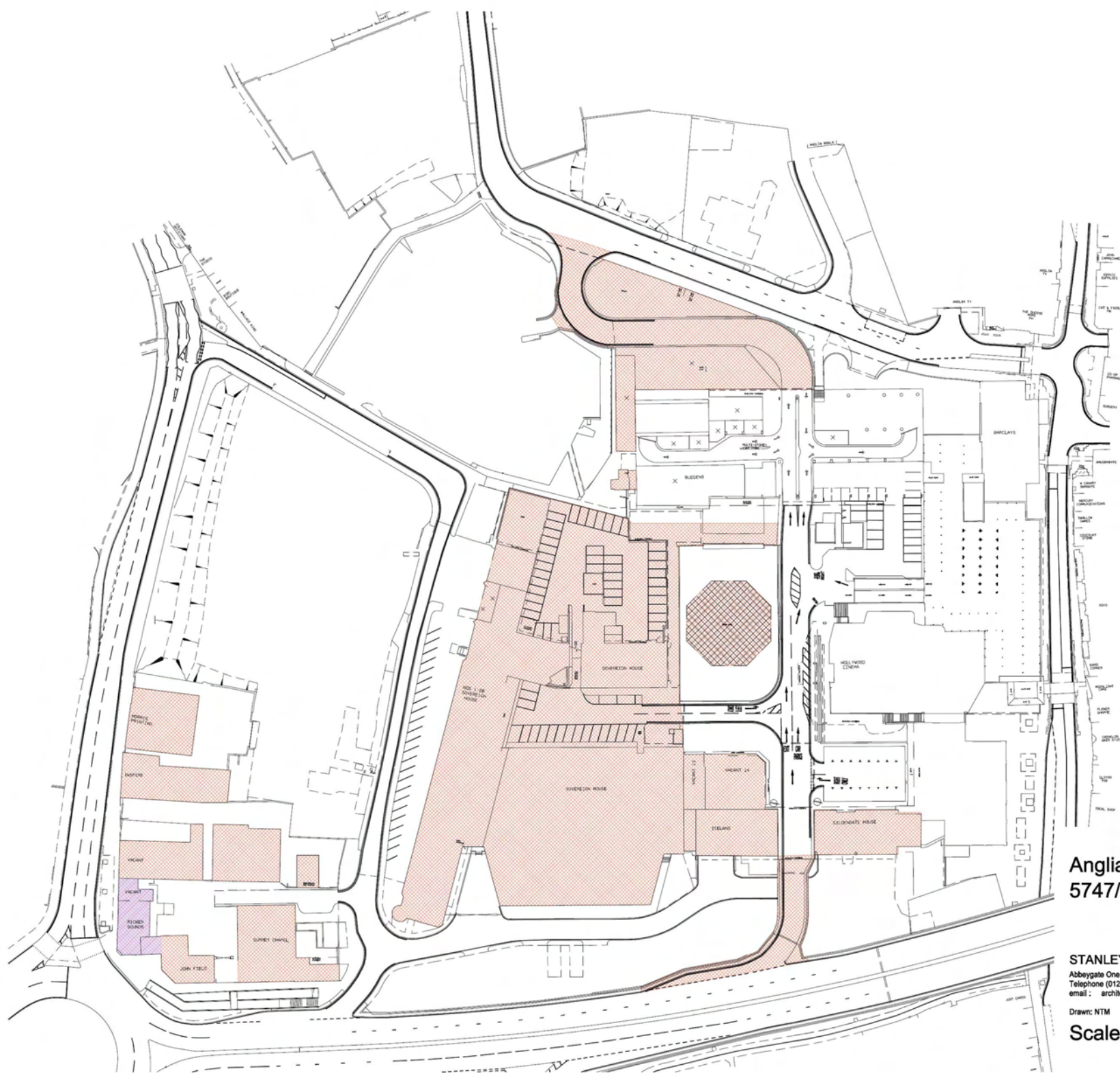
**Appendix B:  
Block Plan in context of existing site**

**Appendix C:  
Proposed Development Block Plan**

**Appendix D:  
Development Plan for ground and upper floors proposed in application  
08/00974/F.**

PROPOSED AREA TO BE DEMOLISHED  
 LOCALLY LISTED BUILDING WITHIN SITE

SOVEREIGN HOUSE - (Ground + 7 Floors)  
 GILDENGATE HOUSE - (Ground + 5 Floors)



**Anglia Square, Norwich**  
**5747/P/1320 - Proposed Demolition Plan**  
**Upper Level**

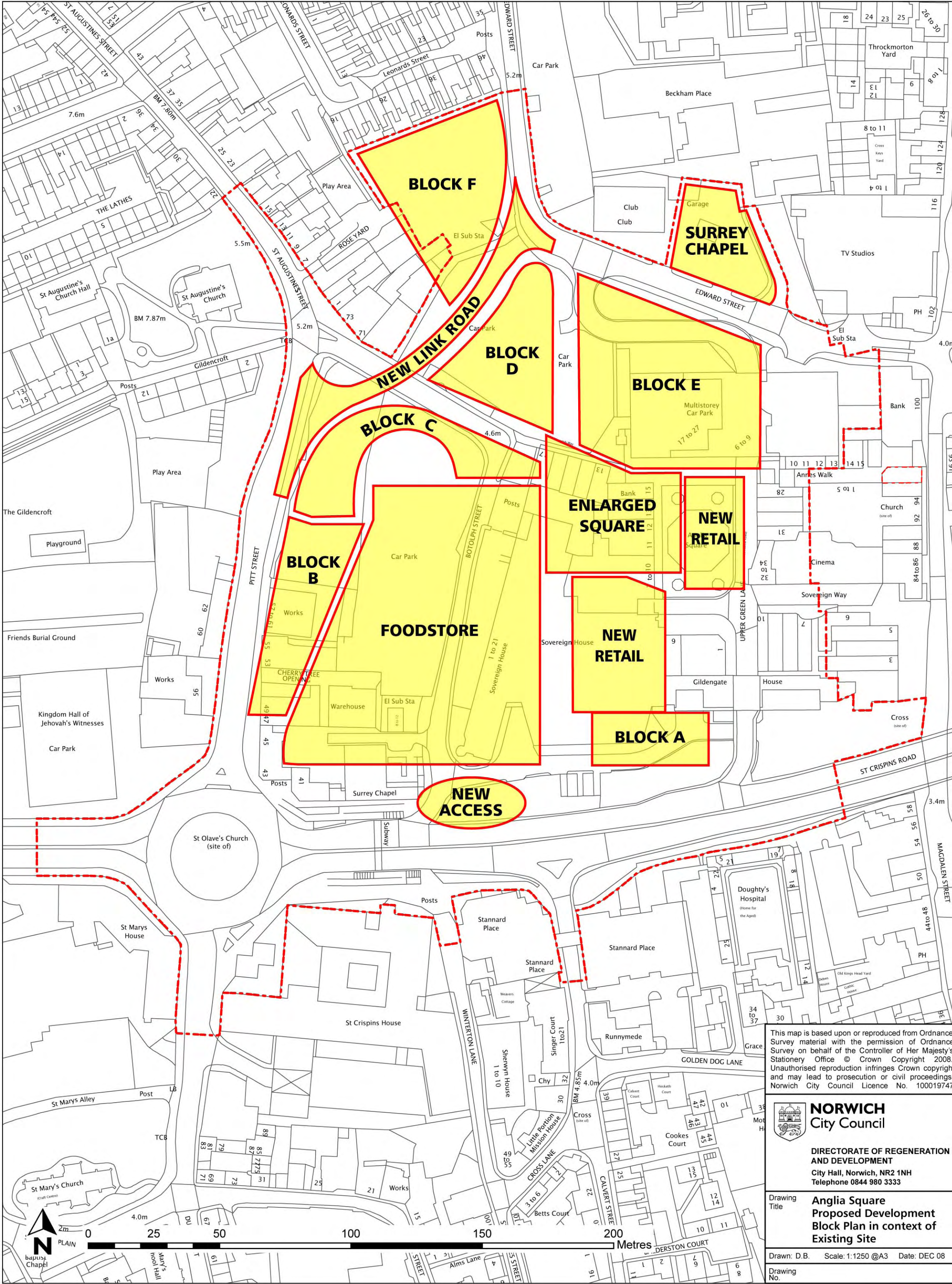
**STANLEY BRAGG PARTNERSHIP LIMITED**  
 Abbeygate One, 8 Whitewell Road, Colchester, Essex CO2 7DF  
 Telephone (01206) 571371 Fax (01206) 785242  
 email: architects@stanleybragg.co.uk

Drawn: NTM Checked: JS Date: Nov 2007

**Scale: 1/1000**







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**NORWICH City Council**

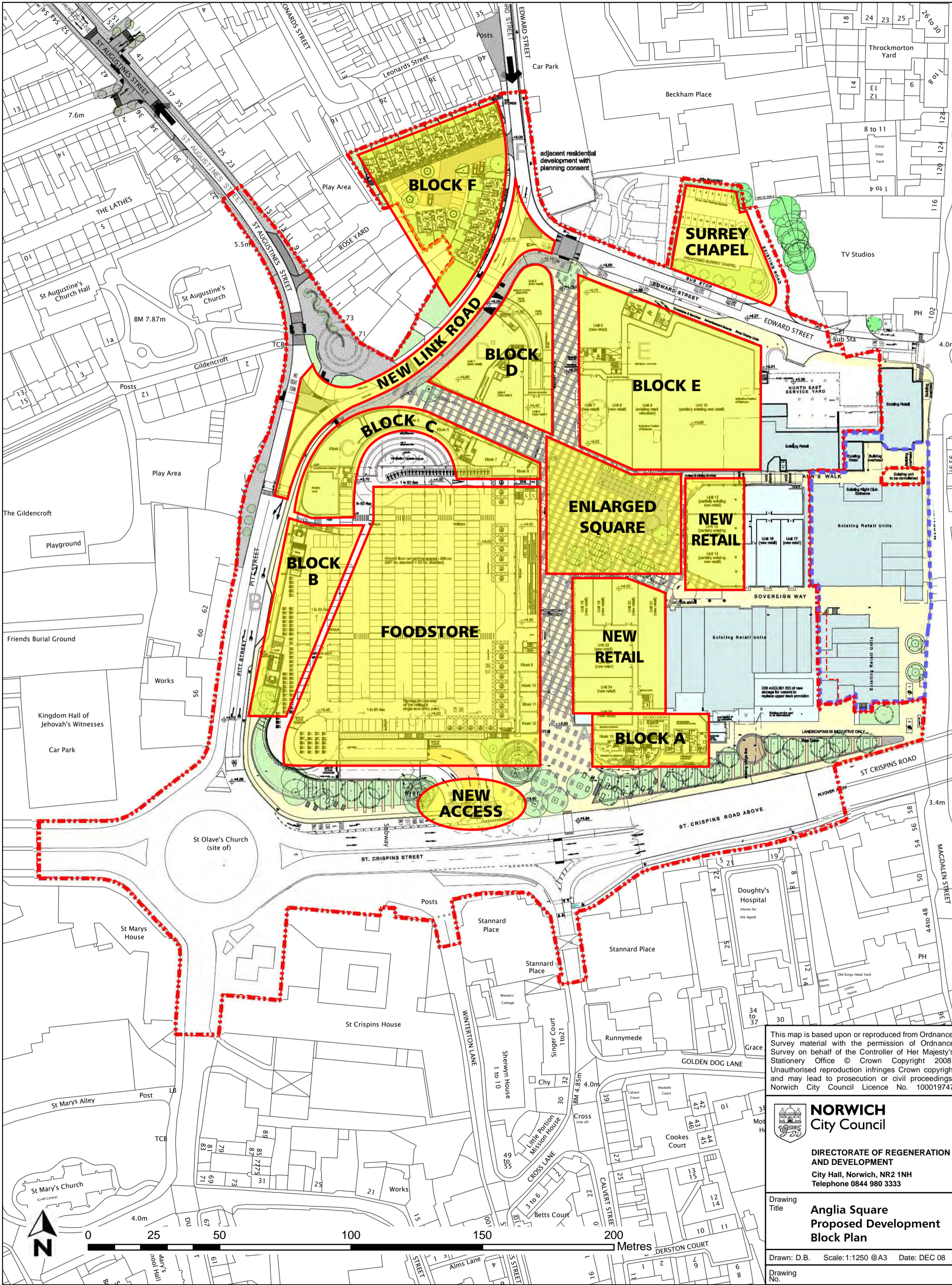
**DIRECTORATE OF REGENERATION AND DEVELOPMENT**  
 City Hall, Norwich, NR2 1NH  
 Telephone 0844 980 3333

Drawing Title: **Anglia Square Proposed Development Block Plan in context of Existing Site**

Drawn: D.B. Scale: 1:1250 @A3 Date: DEC 08

Drawing No.:





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 DIRECTORATE OF REGENERATION AND DEVELOPMENT  
 City Hall, Norwich, NR2 1NH  
 Telephone 0844 980 3333

Drawing Title  
**Anglia Square Proposed Development Block Plan**

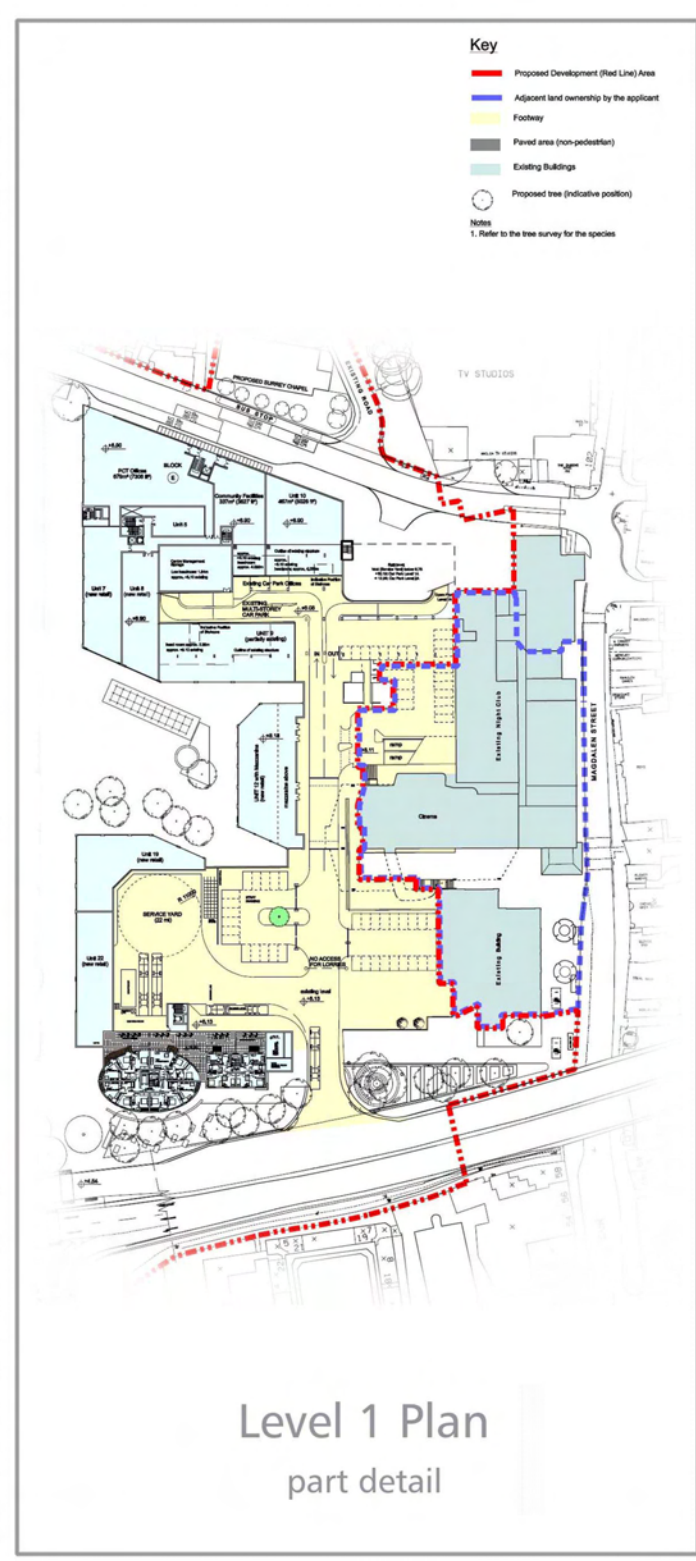
Drawn: D.B. Scale: 1:1250 @A3 Date: DEC 08  
 Drawing No.





# Level 0 Plan

E 13262008 PLANNING SUBMISSION		MAC
Project / Client:	Anglia Square, Norwich	Scale:
Drawing Title:	Level 0 Plan	Date:
STANLEY BRAGG PARTNERSHIP LIMITED Architects Only, 150 High Street, Norwich, Norfolk NR1 1JL <b>Anglia Square</b> NORWICH		Stanley Bragg ARCHITECTS Project Ref / Drawing No.: <b>5747/P/1302 E</b> Date: Nov 2007



# Level 1 Plan part detail

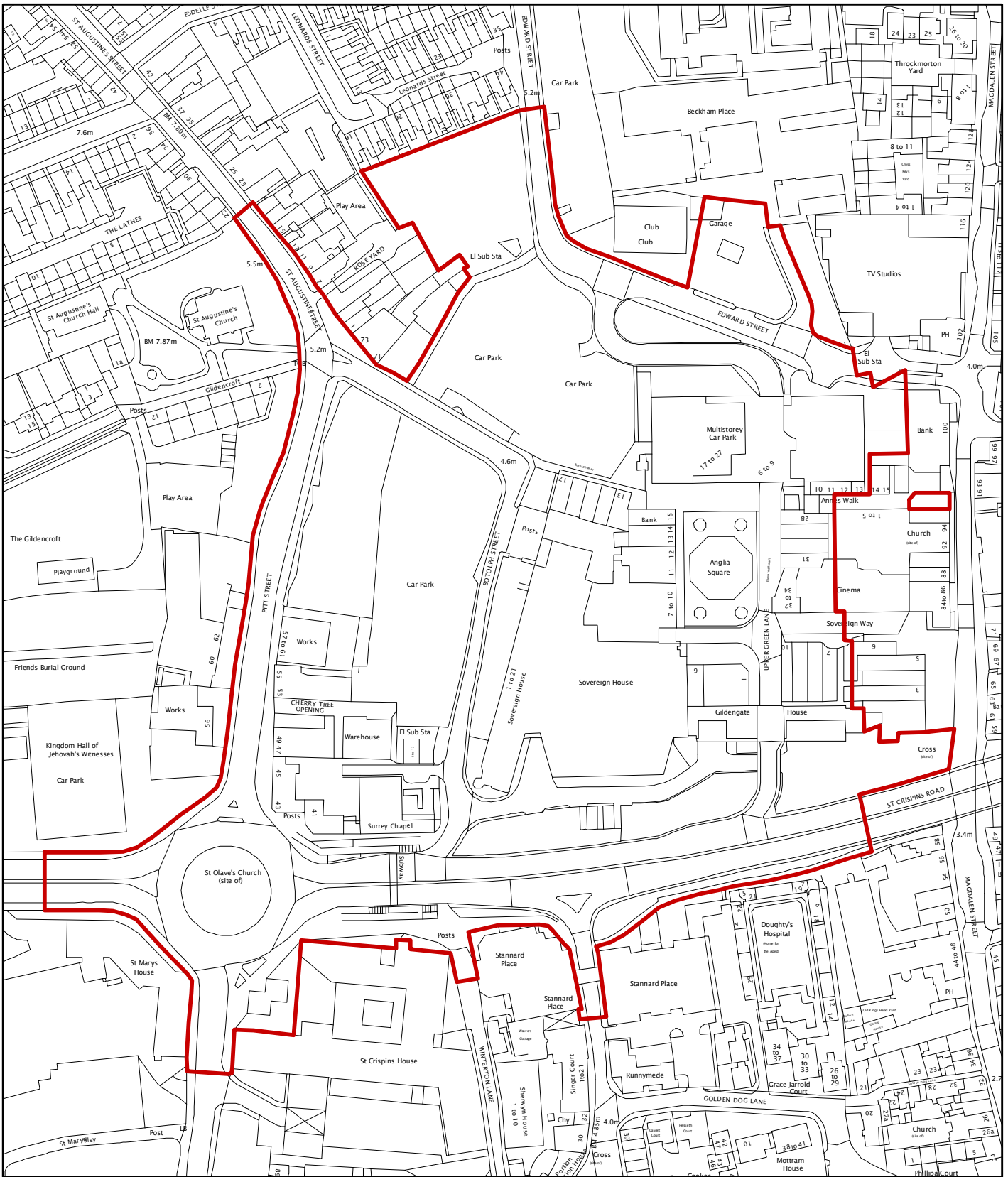
Key	
[Red dashed line]	Proposed Development (Red Line) Area
[Blue dashed line]	Adjacent land ownership by the applicant
[Yellow]	Footway
[Grey]	Paved area (non-pedestrian)
[Light blue]	Existing Buildings
[Green circle]	Proposed tree (indicative position)
[Green circle]	Trees proposed to be moved
[Green circle]	Existing trees to be kept

Notes  
1. Refer to the tree survey for the species

Key	
[Yellow]	Footey
[Grey]	Paved area (non-pedestrian)
[Light blue]	Existing Buildings
[Green circle]	Proposed tree (indicative position)
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[Green circle]	Existing trees to be kept

Notes  
1. Refer to the tree survey for the species





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Planning Application No - 08/00975/C and 08/00974/F

Site Address - Anglia Square including Land and Buildings to the N & W of Anglia Square

Scale - 1:2000



**NORWICH**  
City Council

DIRECTORATE OF REGENERATION  
AND DEVELOPMENT

