

**Report to** Planning applications committee  
**Date** 12 September 2013  
**Report of** Head of planning services  
**Subject** 13/00970/F and 13/00971/L: Site At All Saints Green,  
Winnalls Yard and Queens Road, Norwich.

**Item**  
**5(4)**

## SUMMARY

<b>Description:</b>	<p><b>13/00970/F:</b> Demolition of 52 and 54 All Saints Green. Redevelopment of site and erection of 228 bedroom student accommodation with associated management facilities and amenities. Conversion of 50 All Saints Green to allow a range of commercial uses (A1, A2, A3, B1 and D1 Use Classes). Associated landscaping, public courtyard and car parking.</p> <p><b>13/00971/L:</b> Demolition of 52 and 54 All Saints Green and repairs of 50 All Saints Green.</p>	
<b>Reason for consideration at Committee:</b>	<p>Objections  Major Development</p>	
<b>Recommendation:</b>	<p>13/00970/F: Approve, subject to meeting planning obligations.  13/00971/L: Approve,  And both subject to not receiving any objections to the contrary by the National Planning Casework Unit, on behalf of the Secretary of State for Communities and Local Government.</p>	
<b>Ward:</b>	Mancroft	
<b>Contact Officer:</b>	Rob Parkinson	Senior Planning Officer: 01603 212765
<b>Valid Date:</b>	22nd June 2013	
<b>Applicant:</b>	Alumno Developments	
<b>Agent:</b>	Mrs Isabel Lockwood, Bidwells	

## INTRODUCTION

### The Site

#### Location and Context

1. The site is located on the corner of Queens Road and the bus station entrance, extending north-east to include the existing vacant buildings at 50-54 All Saints Green, between the single-storey pitched-roof All Saints Green Air Cadet shooting range and the 3-storey terraces fronting Surrey Street. The site at the corner of Queens Road and Bull Lane was formerly part of the larger plot occupied by the Norwich Co-Op until the late 90's, used for stabling and deliveries vehicles.
2. Part of the original Co-Op site has already been developed for the existing YMCA accommodation building to the north, facing opposite the bus station, with vehicular access taken from Winnalls Yard. The YMCA houses 34 bedrooms in the short-stay hostel, and café and community use rooms at the ground floor.
3. Ivory House to the east is a converted townhouse fronting All Saints Green. It now contains 7 flats but has extant planning permission from 2011 to be able to be converted into 12 flats, and provide a 3-storey extension to contain 8 more flats on the site of the adjoining car park to the north, which would combine to provide 20

flats within Ivory House in total.

4. The general building form in the area is of tall and bulky buildings to the south and west along Queens Road and St Stephens Road (offices and the Travelodge hotel), and smaller 2-3 storey buildings to the north-east on Surrey Street and All Saints Green. There is very little residential in the area, other than the 7 flats in Ivory House and the YMCA accommodation. Surrounding uses comprise the Sainsbury's foodstore and Marsh offices to the south, the Bus Station, YMCA and shops and offices of St Stephens Road to the west, the Free School and offices of Surrey Street to the north, and Ivory House, the Air Cadet building, offices and smaller services to the east along All Saints Green and Surrey Street.

## **Constraints**

5. The whole site is within the city centre conservation area, in the All Saints Green Character area, which is considered to be a significant part of the city centre. No. 50 All Saints Green is a Grade II Listed Building. 52 and 54 All Saints Green are associated workshop outbuildings used in association with the stables at no. 50, but are not themselves listed, and are 'curtilage buildings' to the principle listed building.
6. The existing buildings (50-54 All Saints Green) were originally curtilage outbuildings to 35 Surrey Street when they were all used by a surgeon in the late C19 and early C20. With the refurbishment of the terrace block in 35 Surrey Street in the mid noughties and construction of new rear extensions, they do now appear disconnected from the original 'parent' building, and being of some size and in separate use for a number of years, can now be considered stand alone buildings divorced from their original setting. 52-54 have been substantially altered and remodelled since, particularly on their street frontage which is currently uniform plain white washed walls.
7. Ivory House to the east on Queens Road adjoins the site and fronts All Saints Green with its rear elevation facing the student block site. This is a four-storey Grade II Listed Building built in 1771 as a Georgian townhouse. St Catherine's House on All Saints Green opposite Winnalls Yard is a Grade II\* listed building. The 3-storey terraces of 29-35 Surrey Street are all statutory listed buildings. Opposite the north-east corner of the site, 47-51 All Saints Green and 40-46 Surrey Street are all locally-listed buildings.
8. The St Stephens Street Area Masterplan identifies the Bus Station as a key development site in the area and a specific landmark destination, close to the 'gateway' into the city centre created by the Brazen Gate / All Saints Green crossroads. The application site is sandwiched between both locations.

## **Topography**

9. The area generally slopes quite dramatically downhill towards the north-east corner and Queens Road is much higher than the levels of 50 All Saints Green, although the levels within the site are fairly flat.

## **The Proposal**

10. There are three main elements to the development proposed:

- Development on vacant land fronting Queens Road and the bus station, to

provide a new student accommodation block of between 6-8.5 storey heights on the Queens Road frontage, comprising 228 student bedrooms, studios and communal facilities and management units, with entrance to the bus station and vehicle access from Winnals Yard, with car parking spaces, substation and landscaping;

- Refurbishment of 50 All Saints Green, a Grade II listed building (of 193 sq.m. floorspace), in preparation of being brought back into use in the future;
- Demolition of 52 and 54 All Saints Green (former workshop buildings) (of 123 sq.m. floorspace) in the curtilage of the listed building, to be replaced by a new 'pocket park' off the street.

## Planning History

**06/00840/F** – YMCA Building - Erection of 68 residential units, 34 bedroom hostel, conversion of existing buildings to 2 residential units, leisure use, retail/cafe unit and associated works (Revised Proposals). (Approved 10/01/2008).

**08/00349/D** - Condition 11 and 12: Details of Archaeological Mitigation for previous planning permission 06/00840/F "Erection of 68 residential units, 34 bedroom hostel, conversion of existing buildings to 2 residential units, leisure use, retail/cafe units and associated works". (Approved - 30/05/2008).

**10/01763/F** – Ivory House - Conversion of the existing seven flats into 12 No. flats and the erection of an adjoining building as a new extension to facilitate the provision of a further eight flats (providing a total of 20 No. flats). (Approved – 19/01/2011).

11. There is an approved scheme for 50 All Saints Green to be put to residential use (within permission 06/00840/F), which could still be provided should a developer choose to do so. This permission included a 7-storey L-shaped tower building addressing the Queens Rd / bus station corner and also included the conversion of 50 All Saints Green into a 3-bed house and no. 52-54 into a 2-bed flat with shared courtyard between the two. In the same permission, the new development would be closer to Ivory House than the current proposal.

## Equality and Diversity Issues

Disabled access is possible throughout the site and within the new accommodation building via lifts. Access to 50 All Saints Green should be possible once refurbished, although planning conditions can try to secure access if the listed building allows. Specific disabled-parking and allocated accommodation is provided within the complex.

## Representations Received

12. **Pre-application consultation:** Pre-application public exhibitions and consultation took place and results are summarised in the Statement of Community Involvement, including presentations and feedback from the Greater Norwich Design Review Panel, English Heritage and the Norwich Society. A presentation to Members on 21<sup>st</sup> May also introduced the scheme.
13. **Greater Norwich Design Review Panel:** At pre-application stage the Panel broadly welcomed the scheme although they felt the density of units was low, the design should aim to be more horizontal in appearance and should aim to be uniform in its height. The Panel supported the proposal for a new public space and

recommended that more energy investigations should be made.

14. **The formal application:** The application has been advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Four letters of representation have been received citing the issues as summarised in the table below.

15.

Issues Raised	Response
<b>Objections:</b> 1. The development (as seen in the artists impressions in the newspaper) would look 'ugly' and be a 'monstrosity'.	Paragraphs 59-67.
2. The development is not sensitive enough to respect the Georgian buildings. It is: - too large; - too close to the road; - too utilitarian in nature and will detract from All Saints Green.	Paragraphs 68-81.
<b>Support:</b> 1. Student accommodation in the city is needed and a positive asset for the city.	
2. City College Norwich supports the development as an excellent potential location for its students. Should a review of dedicated accommodation show demand, this would be high quality and well managed accommodation.	

## Consultation Responses

16. **Norwich Society:** Concerns have been raised regarding: the design not being of high enough quality; being inappropriate next to Ivory House; being too large and too dense; inappropriate entrance facing the bus station; being too 'hard' against the street; creating a stark appearance; using inappropriate brick colours. Support for the refurbishment of 50 All Saints Green and improvements to its setting, and no specific objection to demolition of the stables.

17. Their full comments state: "We have misgivings about this scheme despite our initial support. This is a very important site on the edge of the city centre and has long been ready for the right type of development. It requires buildings of high design quality to "lift" the area and it must be sympathetic to Ivory House. It is right to increase the density towards south west corner, but is such a high density proposal suitable for this site? The building rises to 7/8 stories similar to the adjacent hotel but is this necessary? Would 4/5 stories be more appropriate. The main entrance to the building is located on the bus station side with what appears to be a tight entrance space for such a large scale building. This entrance has no direct vehicle access due to it being on the bus station road. The building is very tight to its boundary and this does not allow any "softening" at the junction of the building and the ground on the key Queens Rd and bus station elevations. This results in a stark appearance. We also take issue with the selected brick colour. We are pleased to see that No 50 All Saints Green will be refurbished in the proposals and the building given a higher profile in the streetscape."

18. **Historic Environment Service (Archaeology):** An archaeological evaluation has

taken place in the past 6 years which is sufficient to allow the scheme to be approved in principle subject to conditions requiring prior agreement of an archaeological Written Scheme of Investigation before development or demolition commences, followed by analysis and publication of any finds prior to occupation.

19. Although the demolition can be accommodated without detriment to the site's archaeology, justification is needed for the demolition of the stables (52 and 54 All Saints Green).
20. **English Heritage:** (summary) – the new student residence block is acceptable in principle, and the repair of 50 All Saints Green is welcome, but there are concerns about the ability of the proposed works to secure a future use of the building.
21. **(a) The new block of student flats** – No objection subject to careful detailing and finish of construction. The site has been a vacant plot for many years; despite being adjacent to the line of the medieval city wall its historic context has been significantly degraded by widespread demolition and construction of large modern buildings and the inner ring road. There is still more of a modular and vertical feel to the new development than would be ideal but the design improves the building's horizontal emphasis through its fenestration and reduces its scale and emphasis. The proposed significant distance between the new building and Ivory House, combined with the matching lower height of the closest part of the building and the separation created by landscaping, means the impact on Ivory House has been reduced.
22. **(b) The works to 50 All Saints Green** – There were initial concerns that further information should be provided and a list of repairs agreed before determining this application because of there being some uncertainty in the submitted documents about the extent of repair and restoration works to be provided. Since the applicant provided further information, however, the comments of 03/09/13 have confirmed that this concern has been reduced as the proposed schedule of repairs is comprehensive and shows the commitment to the building's preservation. As such English Heritage consider the works to repair the building and arrest deterioration can now be supported
23. **(c) Proposed demolition of 52 and 54 All Saints Green and creation of the replacement public open space** – The demolition has not been adequately justified and it is recommended that the demolition is not approved. The demolition would be premature, not based on evidence about possible uses for the listed building, and harmful to its significance.
24. There are concerns that the demolitions will cause a degree of harm to the significance of no. 50 All Saints Green by removing these ancillary and curtilage structures from its setting; in a historic building context the character of the site would change from being an enclosed working yard to becoming an open public space, and from a building's viability point of view the practicalities of securing a viable future use are compromised.
25. Whilst the demolition could in future be justified if it led to public benefit through future re-use of no. 50, the case has not yet been presented to justify the demolition being necessary to secure the continued reuse of no. 50 All Saints Green. It is regrettable that the new development has not been extended to include the remainder of the site by finding a new use for the building, but although the new public space may benefit the public realm and conservation area the application

does not provide evidence that it will help secure a future for no. 50 All Saints Green, and may even discourage potential new users. No options appraisal nor marketing evidence has been presented to justify demolition as the most appropriate form of action, so there is no opportunity to gauge the types of use that may emerge; given the building(s) have been out of use for such a long period of time it is recommended that the Council does not support any development that could discourage possible uses, as it cannot be in the best interests of the building to remove private curtilage space if such space can provide essential to a future user.

26. There are concerns that removing the buildings and replacing them with a public open space will reduce the opportunities for conversion and reuse of no. 50 All Saints Green because the curtilage will be reduced and the setting will become public, and potential occupants could be discouraged from taking up a use at the site as there is no curtilage space.
27. In later comments received 03/09/13 English Heritage have been encouraged by the prospects of the applicant's suggested re-use by a gallery operator, but still remain concerned about the demolition if the exhibition space were not to materialise or have to end its occupancy. In their opinion the demolition works could either prohibit further beneficial uses or the replacement pocket park could dissuade new users at No.50 who may not appreciate a publically-accessible open setting outside their premises.
28. The 3/9/13 additional response from English Heritage is: "As regards the new use for no. 50, the expression of interest from a gallery operator is a most welcome development. This would certainly be a good, publicly beneficial use of the site and the proposed public space in front of the building could be a key part of that use. I remain of the view that a degree of harm to the significance of no.50 would result from the removal of the curtilage buildings. However, giving the principle building 'street presence' would clearly be of benefit to the proposed arts use and forming the new open space does have some public benefits in itself.
29. Of course, it is possible this use might not materialise and while creating a 'street presence' may be equally appealing to many other prospective users I remain concerned that the degree of public access proposed might also discourage some. The current application for planning permission for the new residences does present a window of opportunity to take no.50 as far forward as possible. On balance I would not wish to formally oppose the proposed creation of the new space in front of no.50, but would suggest conditions about its exact design and control of public access should remain flexible enough to respond to emerging expressions of interest from possible users of the building and allow for the creation of more managed, less public areas relating to the buildings' users as need be."
30. **Victorian Society:** Strongly object to the demolition of 52-54 All Saints Green due to the harm its loss would cause to the setting of the stable building and that of the conservation area in which it stands. It is a modest building as befits its humble purpose, but has charm and character in its architecturally decorative roof and internal salvaged ceiling. The buildings contribute positively to the setting of the stable building (no. 50) and conservation area, both of which would be harmed if the workshop were lost. There is no guarantee of the stable building's future preservation without the workshop buildings, and the whole should be retained and

restored based on a well-researched new use.

31. Also object to the student accommodation block which is considered out of scale with the sensitive historic context and would harm the character and setting of both the stable and workshop complex and the conservation area. Overall, the scheme is damaging and pays little regard to the sensitive historic context.
32. **Environment Agency:** No objection subject to use of conditions to protect the water environment. The submitted geotechnical report and site investigations show the development to pose a low risk to the highly sensitive groundwater. A precautionary condition and advice is offered to protect controlled waters.
33. **Anglian Water:** No objections in principle (sewage treatment works and foul water sewerage networks both have capacity), although Anglian Water are yet to confirm that the proposed surface water sustainable drainage system will avoid harm to any of their assets.
34. **Norfolk Constabulary:** Are pleased to report that following pre-planning consultation with the architects all of the police recommendations have been incorporated within the scheme, to address student vulnerability and safety and minimise crime risk. Should policy have allowed, the police would have liked Section 106 funds to assist with additional policing around this development.
35. **County Council as Strategic Highway Authority:** The proposed development will not have a material impact on the Strategic Road network of Norfolk. The local highways and transport issues can be dealt with by the City Council under the terms of the local highways agreement between Norfolk County Council and Norwich City Council.
36. **Local Highway Authority Transport Planner:** There will be no impacts on the strategic highway network. This is an optimal location for sustainable transport options by bus, coach, walk, cycle, taxi and close access to Norwich railway station. No general able-bodied car parking is proposed so transport impacts should be minimal, although conditions should agree a car parking layout and management plan. There is currently very limited visibility into the site from All Saints Green, but this will be improved by the demolition works and traffic movements using the site being very low. The temporary and short-term nature of moving-in / departure days can be overcome by agreement of a management scheme by conditions. Subject to agreement of a revised Travel Plan, the scheme is acceptable subject to Winnals Yard being brought up to adoptable standard with contributions to account for street tree provision and maintenance. The Travel Plan, however, is not yet sufficiently well developed and should include contributions for providing a Car Club car. [See paragraphs 115-117].
37. **Travel Plan Officer:** Acceptable in principle, but the submitted Travel Plan is not considered extensive enough at present and should only be used as an Interim Travel Plan for further development (to be informed by surveyed travel behaviour); once revised it could be subsequently adopted as a Full Travel Plan. The Travel Plan as submitted is inadequate due to not providing a car for the Car Club. [See paragraphs 115-117].
38. **Environmental Health Officer (Public Protection):** No objections in principle although there are some minor issues that will need attending to.

39. **(a) Noise** – A noise assessment has identified that some parts of the development are likely to be exposed to significant levels of noise from road traffic and buses in the bus station. With modern building techniques and suitable glazing this is unlikely to be an issue, however, and the report identifies some design criteria for the building and presents window specifications to mitigate these effects which should be taken into account in the final design. Therefore, permission can be granted as long as conditions are used to require the development to apply the criteria suggested in the acoustic report.
40. **(b) Plant and machinery** – No details of any proposed plant and machinery or extraction gear have yet been provided. These should be subject to conditions to prevent possible nuisance to both residents of the development and users of surrounding properties, including the hotel.
41. **(c) Contamination** – The ground report and site investigation has identified some slightly elevated levels of a few existing contaminants on site, but because the type of new use will present a low risk to users and much of the site will be hard-landscaped, any potential risk to human health should be low (because the source-pathway-receptor routes will be broken in these areas). Precautions should nevertheless be taken in the areas of soft landscaping and planting, which will require the importation of clean topsoil or a cover system as recommended in the reports, and any permission should be conditional on them being met.
42. **(d) Air quality** – The air quality report is satisfactory, using acceptable methodology and following recognised guidance and worst case scenarios. The report concludes that there will be no exceedence of the relevant air quality objectives felt by the proposal at the measured sensitive receptor locations, and no further assessment is needed.
43. **(e) Construction** - The air quality report does note that there may be slight adverse short-term effects during the construction phase, and recommends suitable mitigation measures which should be followed and the Council's usual advisory note on Construction Working Hours should be applied to any consent.
44. **Natural Areas Officer:** The site ecology survey has adequately addressed the relevant issues concerning this application, so there are no further comments to make.
45. **Fire Service:** Support in principle – conditions will be needed to ensure a dry fire main is provided with access to a hard standing for a pumping appliance within 18m of each fire main inlet, with access to within 18m of the inlet, with an additional hydrant required to service the riser mains.

## **ASSESSMENT OF PLANNING CONSIDERATIONS**

### **Relevant Planning Policies**

#### **National Planning Policy Framework:**

Paragraph 14 – Presumption in favour of sustainable development

Paragraphs 203-206 – Planning conditions and obligations

Section 1 – Building a strong, competitive economy

Section 2 – Ensuring the vitality of town centres

Section 4 – Promoting sustainable transport



Section 6 – Delivering a wide choice of high quality homes  
Section 7 – Requiring good design  
Section 10 – Meeting the challenge of climate change, flooding and coastal change  
Section 11 – Conserving and enhancing the natural environment  
Section 12 - Conserving and enhancing the historic environment

### **Relevant policies of the adopted Joint Core Strategy for Broadland, Norwich and South Norfolk 2011**

Policy 1 – Addressing climate change and protecting environmental assets  
Policy 2 – Promoting good design  
Policy 3 – Energy and water  
Policy 4 – Housing delivery  
Policy 5 – The economy  
Policy 6 – Access and transportation  
Policy 9 – Strategy for growth in the Norwich Policy Area  
Policy 11 – Norwich City Centre  
Policy 20 – Implementation

### **Relevant saved policies of the adopted City of Norwich Replacement Local Plan 2004**

NE4 – Street trees to be provided by developers  
NE9 - Comprehensive landscaping scheme and tree planting  
HBE3 – Archaeology assessment in Area of Main Archaeological Interest  
HBE8 - Development in Conservation Areas  
HBE9 – Development affecting Listed Buildings  
HBE12 - High quality of design in new developments  
HBE13 – Protection of major views and height of buildings  
HBE14 – Gateways to City and quality design  
EP1 - Contaminated land  
EP6 – Air Quality Management Areas  
EP16 - Water conservation and sustainable drainage systems  
EP17 –Protection of watercourses from pollution from stored material, roads & car park  
EP18 - High standard of energy efficiency in new developments  
EP20 - Sustainable use of materials  
EP22 - High standard of amenity for residential occupiers  
TVA8 - Heritage interpretation  
EMP2 - Expansion of existing businesses  
HOU2 – Mix of uses including housing on sites in the City Centre  
HOU5 - Accessible housing  
HOU6 – Contribution to community needs and facilities by housing developers  
HOU9 (allocation A35) – Sites allocated for mixed use development including housing  
HOU18 – Conversion of properties to houses of multiple occupation and building flats  
TRA3 – Modal shift measures in support of NATS  
TRA5 - Approach to design for vehicle movement and special needs  
TRA6 - Parking standards - maxima  
TRA7 - Cycle parking standards  
TRA8 - Servicing provision  
TRA9 – Car free housing - criteria  
TRA10 – Contribution by developers for works required for access to the site  
TRA11 – Contributions for transport improvements in the 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  
TRA18 - Major road network  
CC10 – Bus Station area – mix of uses and conditions

## **Supplementary Planning Documents and Guidance**

Energy Efficiency and Renewable Energy (Adopted December 2006)

Heritage Interpretation (Adopted December 2006)

City Centre Conservation Area Appraisal (September 2007)

Statement of Community Involvement (March 2010)

The St Stephens Street Area Outline Masterplan (2009).

## **Other Material Considerations**

Written Ministerial Statement: Planning for Growth March 2011.

The Localism Act 2011 – s143 Local Finance Considerations.

DCLG Definitions of general housing terms: Definitions for local authorities compiling data (November 2012).

## **Emerging policies of the forthcoming new Local Plan *Development Management Policies Development Plan Document* (submission document for examination, April 2013):**

- DM1** Achieving and delivering sustainable development
- \* **DM2** Ensuring satisfactory living and working conditions
- \* **DM3** Delivering high quality design - [only limited weight can be applied]
- \* **DM6** Protecting and enhancing the natural environment
- DM9** Safeguarding Norwich's heritage
- \* **DM11** Protecting against environmental hazards
- \* **DM12** Ensuring well-planned housing development
- DM13** Communal development and multiple occupation
- \* **DM16** Employment and business development
- DM17** Supporting small business
- \* **DM28** Encouraging sustainable travel
- DM29** Managing car parking demand in the city centre
- \* **DM30** Access and highway safety – [only limited weight can be applied]
- \* **DM31** Car parking and servicing
- DM32** Encouraging car free and low car housing
- DM33** Planning obligations and development viability

## **Procedural Matters Relating to the Development Plan and the NPPF**

The Joint Core Strategy and Replacement Local Plan (RLP) have been adopted since the introduction of the Planning and Compulsory Purchase Act in 2004. With regard to paragraphs 211 and 215-216 of the National Planning Policy Framework (NPPF), both sets of policies have been subjected to a test of compliance with the NPPF. The 2011 JCS policies are considered compliant, but some of the 2004 RLP policies are considered to be only partially compliant with the NPPF, and as such those particular policies are given lesser weight in the assessment of this application.

The Council has also reached submission stage of the emerging new Local Plan policies, and considers most of these to be wholly consistent with the NPPF. Where discrepancies or inconsistent policies relate to this application they are identified and discussed within the report; varying degrees of weight are apportioned as appropriate. In the case of policies marked by an \*, there are objections lodged to their use, so only very minimal weight has been given to their application. Policies DM3 and DM30 are subject to further consideration so no weight has been applied but their principles are similar to those of adopted and saved Local Plan policies HBE8, HBE12, TRA3, TRA5, TRA6 and TRA7.

## **Principle of Development and Policy Background**

### **Housing provision**

46. This is an acceptable, highly sustainable location for this form of development. The site is an allocated site in the adopted Replacement Local Plan (2004) identified in policies HOU9 (A35) and CC10 for 70 dwelling units of market housing development in a mixed use scheme, comprising this site and the already-built bus station and Travelodge sites. Although market housing was anticipated in policy, the Government's position is that such student housing developments are able to contribute to the city's overall housing provision. At the most basic level, accommodating students in this form of housing will help retain or even release conventional housing stock for more general market housing.
47. The Government's definition of whether such student housing can make a contribution to a required housing provision means that the student accommodation can count towards the additional c.3,000 homes requirement of the Joint Core Strategy on a ratio of 1 'flat cluster' of 6-11 bedrooms counting as 1 'housing unit'.
48. Therefore, despite the development being on a site earmarked for more conventional forms of housing, the student housing will still contribute towards meeting the city's required housing targets. As the number of applicable 'units' depends on the number of communal kitchens (in this case 26 units or 'flat clusters' are provided), it will not be a like-for-like substitute for 228 market houses, nor achieve the equivalent number of houses originally anticipated by policy (70 homes in policy HOU9), so will require further housing land allocations elsewhere. It will however house 228 people who would otherwise be likely to rent private property in the city, if it were not to be built. In principle it is an appropriate use for the site and is not a loss of allocated housing land.

### **Criteria for development**

49. As part of its mixed use policy allocation, the site was expected to deliver office and leisure uses (along with the replacement bus station and hotel). Either may be possible within the restored listed building, although clearly not of the same scale anticipated, but other sites elsewhere remain available for office and leisure uses if a demand exists, and in this particular area the St Stephens Street Masterplan may present more opportunities than those originally envisaged when the Local Plan was agreed, in 2004.
50. Such student housing or developments of multiple occupation need to meet certain criteria within their design (HOU18), including being appropriate to the area, accessible, providing on-site amenity space and being of a density appropriate to the area. Design merits are considered in detail below and are broadly supported, and the density of development is appropriate for the relatively high-rise nature in this highly accessible city centre location.
51. In terms of emerging policy, submitted Development Management Policies Plan DM Policy 13 sets out detailed criteria for the development of communal accommodation and houses in multiple occupation, which are largely consistent to saved policy HOU18. However, additional emphasis is placed on ensuring compatibility with surrounding non-residential uses and ensuring appropriate amenity and landscaping provision. When considered against this emerging policy

the proposals are also successful in meeting the criteria and will provide both appropriate servicing, refuse and cycle storage and a high quality landscaping scheme. In terms of parking there are minimal levels proposed, and much less than the amount that might be allowed for the market housing anticipated by policy.

### **Other Material Considerations**

52. The proposal to promote new use within 50 All Saints Green is supported and could provide beneficial tourism, business and leisure uses. Conditions can ensure the final use minimises the potential impact on neighbouring businesses at All Saints Green and Surrey Street. The range of possible uses, however, should be allowed to be as broad as can possibly be accommodated within the listed building in order to improve feasibility of re-use.
53. The St Stephens Street Area Masterplan identifies the Bus Station as a key development site in the area and a specific landmark destination, close to the 'gateway' into the city centre created by the Brazen Gate / All Saints Green crossroads. The whole site is seen as a 'poorly defined space'. Nominal land use suggestions in the Masterplan comprise residential use fronting the bus station and All Saints Green and Winnals Yard, and behind and within 50 All Saints Green. Commercial use development would be positioned to be fronting the whole of Queens Road.
54. Whilst these possibilities are not mirrored by the application, the St Stephens Street Area Masterplan is not a binding policy, only a guidance document to inform future policy such as the emerging Site Allocations Plan or future Supplementary Planning Documents / Area Action Plans. It is worth noting that the Site Allocations Plan as submitted does not propose specific development at this site because of there being an extant and part-implemented housing permission in place at the site (albeit nothing has commenced on the actual site).

## **Impact on Living Conditions**

### **Noise and Disturbance**

55. The development is generally away from residential uses and has been designed carefully to take account of the neighbouring sites, to ensure that residents and sensitive businesses should not experience serious detrimental impacts. The site is managed with staff accommodation on site so any disturbance that might arise can be managed.

### **Overlooking and Loss of Privacy**

56. Despite the perceived height of the development, overlooking is low to the south given the commercial setting and break from the road, and far enough from the rear of the development to the north to be of only minimal impact. The YMCA does not have any 'active' windows on its south elevation that could be affected as the four windows are for communal corridors.

### **Overshadowing**

57. The building is tall but the layout of the building has responded to its neighbours to avoid affecting them. The YMCA is in line with the adjoining proposed development and any shadow from the Queens Road frontage is unlikely to extend as far as the rear elevation of those properties on Surrey Street. The gap to Ivory House has been seen to prevent loss of light and overshadowing, whilst maintaining privacy

through selective tree planting.

### **Overbearing Nature of Development**

58. Although tall, the building's staggered roof line and articulation will be interesting and will minimise any feeling of it being overbearing and overdominant.

### **Design of the new student accommodation building**

59. In assessing the design of the new building there are two elements: Firstly, the overall scale and form and its relationship with the surrounding conservation area and neighbouring listed buildings. Secondly, the attention to detail at a smaller scale relating to how the building will become 'animated' and viewed at close quarters and able to respond to its neighbours and help the public interaction with the building.

60. It is considered that the location demands a building of stature and robustness and quality in its appearance, because it is part of the city's new gateway, the bus station, and is located against a busy dual carriageway and entrance to the bus station. Similarly, the St Stephens Street Area Masterplan identifies the Bus Station as a key development site in the area and a specific landmark destination, close to the 'gateway' into the city centre created by the Brazen Gate / All Saints Green crossroads, the approach to which is said to lack presence.

### **Layout and Form**

61. The form of the building has taken into account the setting of Ivory House and the YMCA building to the north by stepping-up to provide a key landmark at the entrance to the bus station. The corner of the plot has been animated and a rooftop glazed communal room adds additional emphasis and interest; although it is slightly set back from the building line, it will be visible from the bus station forecourt and further along Queens Road. The step-down into the bus station site is considered very successful and the Queens Road elevation goes some way to providing the horizontal emphasis considered necessary to reduce the scale of mass and bulk of the building, especially when viewed as a neighbour to Ivory House. At this particular site the St Stephens Masterplan identifies a missing east-west pedestrian link from All Saints Green to the bus station, and these proposals will provide that public route.

62. The building line along Queens Road is slightly staggered and this combines well with the descending storey heights towards Ivory House to make the elevation interesting; as a result the development is less dominant in its relationship to Ivory House, and has more emphasis towards the Travelodge / Bus Station end of the site. In order to prevent the design becoming too vertical a sense of horizontality has been claimed by revising the pattern and arrangements of the windows, fenestration and banding strips used in the brickworks. Although English Heritage would prefer even more horizontality, and the site is considered to offer a good location for adventurous and innovative architecture, the design is still bold and successful in responding to its context.

63. The detail at the smaller scale will also be important to the success of the design. By using brick, rather than render or panels of cladding, the building is both bold and of status, and yet grounded by using a strong, permanent and durable material. By contrast, the large scale Travelodge building opposite is lighter in colour but has a feeling of being hugely bulky and of being clumsily assembled. The white

rendering and flat texture and building line have caused the hotel to appear even bigger and overpowering in the streetscene. Since the overall appearance of this proposed building is heavily reliant on brick choice this element is essential as it will have a significant impact on the way the building is read in the street scene and how it feels in terms of massing and bulk / dominance; brick choices in a multi-brick or blend combination will provide a strong texture and interest and help find a satisfactory balance that achieves a statement without being overbearing as a uniform brick choice could be. With such a large brick building there may well be constraints with regards to cost and to some extent availability at the time of construction, but the applicant has proposed a very successful range of brick choices which it is felt will, in combination with appropriate fenestration, go some way towards preventing any suggestion of the development becoming brutal and/or stark in appearance.

64. The windows and doors have been deliberately simplified by using simple metal framing so that the use of the building provides the animation, through its interior décor scheme and at night when the building can be lit in either a subtle or an imaginative fashion. The activity of communal rooms will add interest and activity to the street scene, though whether or not the management company or final occupants would look to apply any opaque glazing or screening to prevent loss of amenity would need to be agreed by conditions.

#### **Security and Secured by Design:**

65. Access to the courtyard is controlled and secure from both Winnalls Yard and the north, and from access via the entrance lobby from the bus station supervised by staff. Perimeter security fencing appears appropriate and planting choice can further deter intruders or antisocial behaviour. The south elevation to the YMCA building is relatively active and surveillance of the path to the bus station will benefit from windows in the upper levels of the student housing north elevation to further reduce any potential for antisocial behaviour. Lighting shall have a uniform coverage and includes all external doors and walkways. Other security features are also used such as secure glazing, access control and key fobs, internal lighting and individual letter boxes
66. Conditions will determine final materials choice (brick selection, fenestration) with close attention given to detailed elements in construction, and a lighting scheme to set-off the building and provide activity.
67. To conclude, the scale and overall design is considered appropriate for a building in this context where the grain of the area now is very different to historic patterns following the introduction of the ring road. The large scale and attention to the detailed aspect of the design is considered successful and necessary to demonstrate that this is a gateway to a growing, modern city with a new type of use the like of which hasn't been seen in the city centre before, which is presented in a high quality of design.

#### **Impact on the conservation area:**

##### **Scale and Form**

68. The massing of the proposed building is consistent with the scale of neighbouring developments, and the previous approval on the same site (permission 06/00840/F), and this part of the city centre has been seen to ably accommodate such a building within the historic context. As the conservation area appraisal recognises, the scale of modern development has previously been damaging but

now presents an opportunity for similar scale development of this site to both fit in and improve the situation:

69. *"This [All Saints Green Character Area] is characterised by groups of good C18 and C19 houses, together with the outstanding Edwardian headquarters of Norwich Union. These are now mostly in office uses and their settings are largely dominated by late C20 office developments of considerable scale. Consequently the townscape is rather fragmented due to the juxtaposition of buildings of varying scale, overly-assertive newer buildings on odd building lines and areas of open land / surface car parking."*
70. Development along Queens Road has always addressed the street although has dramatically changed over time. Terraced houses built on the site of the historic city wall addressed the original line of Queens Road before it was widened in the 1960s/70s, and the current lay-by / slip-road was itself a terraced-housing rear alleyway with more housing to the north alongside Ivory House. Having widened the road and created the dual carriageway effect, the space on and around Queens Road has as a result become wide and expansive; it is felt entirely appropriate to provide new buildings of some scale in this location to try and frame or give context to the space.
71. Further, the site is now the modern 'gateway' to the city for many, being as it is at the entrance to the bus station. It is interesting to see the site in context in aerial views which demonstrates that all buildings other than those on Surrey Street are of significant mass: Travelodge, the Norfolk Towers, Bus station, Marsh and St Catherine's House. Currently, on its own, the existing large scale Travelodge arguably fails to have sufficient gravitas and quality of design to act as an appropriate gateway and landmark building for this important destination. Therefore, it is considered important and appropriate to introduce a large scale building that can address the corner through its articulation, but which has more solidity and 'presence' through its choice of materials, proportions and detailing, than the large neighbouring developments.
72. The applicant has provided more images to clarify the building's appearance at close quarters. These images of the development at street level better demonstrate the texture and subtle colour variation of the type(s) of multi brick approach to be used, in combination with successful window detailing which helps create set back and shadow lines from the reveals, for example. As a result it can be seen that the proposed student accommodation building's design will be beneficial by providing interest at close quarters and not appearing too dominant nor too brutal. Overall, the proposed building in this application will be of a very high quality of design, and will have texture, variety and a better horizontality than its neighbour and should be applauded for being a larger-scale building that actually feels more grounded, interesting and engaging

### **Recognition of Historical Grain**

73. In terms of historical context, the traditional grain or layout of this part of Norwich has been extensively altered over time through the development of large scale commercial buildings, principally by Norwich Union (following their occupation of townhouses along Surrey Street in the 19<sup>th</sup> century) and more latterly the existing Travelodge on the opposite corner, and new bus station, of C21st.
74. Some concern has been raised that the scale and mass of the new building is

inappropriate for the historic context of the site and its position close to Ivory House. This is important, but in terms of historic context, the changes in this area and modern 'grain' of development means there needs to be a change in design emphasis at this site. It would not necessarily be appropriate to try and recreate a historic street pattern here, and attempting to introduce thinner plot sizes would be somewhat artificial when this historic pattern was based around construction of smaller scale buildings. To try and replicate former historic patterns of development would be inappropriate when such major changes have occurred in the recent past to remove previous references to historic form.

75. In terms of the historic context, the Georgian surroundings referred to in objections is on the east and north-east corners of the development, namely Ivory House and the altered terraces of Surrey Street, including the much-altered original 'host' building, no. 35 Surrey Street, on the same side of All Saints Green, and the St Catherine's House on the opposite side which is Grade II\* listed. This historic context is best seen in views from the corner / crossroads of All Saints Green and Surrey Street. It can be seen in that context that the new student block would be sufficiently far away and separated from the historic buildings that it will not to be seen as juxtaposition against the historic form. In fact, it can be argued that the historic context is much better served by the demolition and 'pocket park' proposals which give a clearer view of the main historic building at 50 All Saints Green and improve the setting and views of historic buildings either side and opposite.

### **Contribution to the St Stephens Street Area Masterplan**

76. In terms of delivering the Masterplan's main visions, the application follows the anticipated L-shaped development at the back of the footpaths, but land ownership constraints currently prevent proposed residential development at the rear of the student block in combination with the Air Cadet centre; this may be possible in the future and the application does not prevent this in principle, but the recommendations of the masterplan are not binding policy.
77. Important views / long views are not identified either towards or across the site within either the Local Plan, Conservation Area nor St Stephens Area Masterplan. The Masterplan's 'poorly defined space' will be much improved by the removal of the buildings at the back of the footpath which currently create an 'inactive/negative frontage' and contribute to the feeling of pedestrian congestion in the area. The pocket park will provide an opportunity for seating and improved public realm
78. Development is suggested in the masterplan to take effect along the whole length of the site's Queens Road boundary but this is not really considered to be appropriate if the building is to be of any scale because of the need to allow south-facing daylight and amenity for Ivory House and the student accommodation, and to provide a 'break' to the listed building. The development along Queens Road, including that suggested next to Ivory House, is actually suggested to be of a similar scale to that proposed, some 5-6 storeys. Green roofs are proposed within both the Masterplan and the application.
79. The St Stephens Masterplan identifies the existing hard-paved area adjacent and directly south of Ivory House as the point where an improved gateway environment into the city centre should be created from Brazen Gate. Whilst the approach to the Brazen Gate gateway may continue to lack presence until that area is developed, the application development will improved the setting and approach to that area by its landscaping and innovative design, and hopefully encourage further



development of the corner site.

### **Impact on the neighbouring Listed Buildings:**

80. The four-storey Ivory House on the corner of All Saints Green / Queens Road is one of only a few remaining buildings from the C18th period which created terraces of large high-status villas. Indeed, Ivory House originally had an extensive rear curtilage comprising half of the width of the application site along Queens Road.
81. The proposed siting of the building and associated landscaping scheme combine to re-create an impression of the previous garden to Ivory House; this is considered beneficial from both a historic reference perspective and in terms of designing to minimise impacts on neighbours. Given that the importance of Ivory House is seen predominantly from All Saints Green, it would be inappropriate to try and create a pastiche or be too conservative or deferential when designing the building on Queens Road.

### **Impact on the Listed Buildings on site:**

#### **Demolition of the curtilage buildings**

82. The site at the corner of Queens Road and Bull Lane was formerly part of the larger plot occupied by the Norwich Co-Op until the late 90's, last used for stabling and deliveries vehicles. All former buildings on the site have been demolished, with the exception of those at 50, 52 and 54 All Saints Green.
83. Originally all three buildings on site (50, 52 and 54 All Saints Green) were built between 1895 and 1903 as ancillary curtilage buildings to no. 35 Surrey Street. By the mid C20 the buildings had become detached from the curtilage and were being used for various uses, including by the Norwich Co-operative Society and most significantly in terms of communal use as a dance school from 1952 to 1972.
84. The Grade II-listed No. 50 All Saints Green is the principal listed building and was designed as a stables building by the prominent Norwich architect A F Scott. 52 and 54 are later buildings designed to provide a garden room. The interesting Jacobean style roof within no.54 is thought to have been added during the time when the building was an auction room in the mid to late C20. The application's Heritage Impact Statement provides excellent detail and a very realistic and considered assessment of the heritage value and significance of the properties.
85. English Heritage are of the view that demolishing the outbuildings and removing its private yard will cause harm to the significance of the listed building, contrary to paragraph 134 of the National Planning Policy Framework, and there is no evidence to justify the harm as a public benefit through bringing the building back into beneficial use. They consider that retaining the buildings will enable the applicant to explore the widest possible range of potential uses for 50 All Saints Green and find a successful future for the building, and recommend that the outbuildings are either retained and repaired to become part of the new complex for 50 All Saints Green, or the yard area shown as becoming part of the private demise for a future occupant.
86. Looked at on their own merits, rather than within a historical context, 52 and 54 All Saints Green are currently dilapidated and obstructive towards use of the pavement and setting of All Saints Green. They are inward-facing and offer only a harsh appearance in the street scene, and are not complementary to the conservation

area. In themselves there is little historical architectural merit because they contain only an interesting lantern on the boundary wall and an ornate interior ceiling, and were not considered worthy of being designated listed buildings in their own right when English Heritage had the opportunity to do so previously. However, English Heritage consider their value to be in the group context with no. 50 and their removal would cause harm by the loss of the appreciation of the setting and importance as a historic cluster. On balance, however, it is considered by planning officers that their removal will open-up the view of 50 All Saints Green and improve the street scene provided that an appropriate development is put in their place, of which the 'open space / pocket park' concept is considered the most appropriate option.

87. Officers suggested that uses for residential or visitor / guest house accommodation at these buildings could be attractive as a business and facility linked to the main student accommodation use; however, it was agreed that the implications of doing so would entail significant changes to the original interior and layout, and elevations, by providing internal rooms within the original open plan building and providing new windows for example. Consequently it was considered more appropriate to try and attract a viable non-residential use in principle which could work within the historic interior and open-plan layout of the principle listed building. In doing so, the creation of a 'public' area would be beneficial to some uses as it provides an improved setting, yet possibly restrictive to other uses as it could create a management issue or conflict between uses. The latter issue is hoped to be controlled by the site not actually becoming public and hence able to be controlled by the general site management.
88. Paragraphs 129-140 of the NPPF offer guidance on the assessment of heritage applications. The NPPF states that heritage asset significance should be accounted for when making decisions on proposals that impact on heritage assets, LPAs should aim to bring assets into beneficial use and consider the positive contribution they can make to sustainable communities, local character and distinctiveness. Whilst 'great weight' should be given to the assets conservation (as suggested by the Victorian Society), weighting is proportional, so lesser weight can be afforded to preservation of curtilage buildings within the setting of a Grade II building, particularly where harm can be justified. 'Substantial harm' or loss of assets of Grade II buildings does not need to be "wholly exceptional" as it would had the building been Grade II\* or Grade I listed.
89. In this instance the harm to the non-listed curtilage buildings will be keenly felt in themselves, by their complete demolition, but in the value of the principle listed building the public benefit will outweigh that harm by creating an improved setting and promoting its continued re-use. This is particularly important as 50 All Saints Green is a Building at Risk and the conservation area will benefit from the development of the replacement pocket park.
90. In addition to achievement of 'substantial public benefit' being able to justify the proposed works, NPPF paragraph 133 sets out certain criteria by which to consider substantial harm or loss of assets; if all are satisfied then the proposals may be justified:
- The nature of the asset prevents all reasonable uses of the site; and,
  - No viable use of the asset can be found in the medium term through appropriate marketing that enables their conservation; and,

- Conservation by public funding or ownership is demonstrably not possible; and,
- Harm or loss is outweighed by the benefits of bringing the site back into use.

91. All the above have been satisfied. Notwithstanding the public benefit created by the pocket park, there are proposed uses earmarked which give as much security of use as possible in the current economic climate, and which allow public access, but they rely on demolition taking place first. There have been no attempts made to sell or market just 50-54 All Saints Green for re-use because of the prevailing economic climate not being conducive to finding a feasible use given the levels of initial investment required; if any proposals were to be feasible residential use might be the most feasible but even with an extant planning permission in place this has not materialised. Finally, because English Heritage have in the past specifically declined to 'list' 52-54 All Saints Green in their own right, it would be unlikely for public funding to be provided for works to these 'unlisted' buildings that would otherwise remain in private ownership.

92. NPPF paragraph 137 goes further, stating that LPAs should look for opportunities to new development to better reveal the significance of heritage assets. Proposals should be treated favourably where they preserve elements of a site which make a positive contribution an asset, or which better reveal the significance of a heritage asset. It is therefore considered appropriate to allow the 'harm' to these minor curtilage buildings as a means to create the significant benefit of bringing the principle building back into use, provide it with an improved and visible setting open to the street, and create the public realm improvements to the conservation area.

93. To secure these necessary enhancements to the public realm and listed building, conditions will require their provision prior to the first occupation of the student accommodation block, which is appropriate and follows guidance within paragraph 136 of the NPPF.

#### **Re-use of the principle listed building (50 All Saints Green)**

94. The planning history has demonstrated that residential use of 52 and 54 All Saints Green is possible in plan form (permission 06/00840/F included the conversion of 50 All Saints Green into a 3-bed house and no. 52-54 into a 2-bed flat with shared courtyard), but it must be noted that the planning permission to do so was only as part of the wider redevelopment of the whole site, with its obvious viability and site purchase requirements. Nevertheless, in practice there has not been any registered interest (neither publically nor confidentially) towards redeveloping just 50 and 52-54 All Saints Green separate from the larger main part of the site; it has to be assumed that the current building layout and condition of the site dissuades investment and restricts potential alternative use. Certainly at 52-54 All Saints Green the buildings in themselves are small, low-level and lacking in specific curtilage space so would be difficult to use for purposes other than as part of a wider use of no. 50, which itself is currently 'unseen' at the moment as it is hidden by the two smaller buildings positioned hard against the street edge.

95. The National Planning Policy Framework at paragraph 134 describes how demolition and harm to a listed building could be justified through providing a "public benefit". English Heritage are concerned that the justification has been inadequate as the proposals do not demonstrate how a new use will be made possible by the demolition and how the demolition will therefore create 'public benefit'. The overriding objective of the works to the listed building and its setting

should be to secure the future of the listed building through a viable use, and as yet this has not been shown definitively how it will work but there are encouraging signs of the building being occupied for a longer-term use.

96. It is a shame that the new development has not been extended to include the remainder of the site by finding a new use for 50 All Saints Green itself, but the potential immediate uses of the building which could be linked to the main student block are restricted to refuse and cycling stores or potentially the site manager's accommodation. The site demise does not really lend itself to linking these uses into the development if they were situated within no. 50 All Saints Green, and besides it would be a shame to restrict the building's use and merits to being a storeroom. Neither is it considered appropriate to assume that a site manager's residential flat could be accommodated in the listed building; the implications of doing so are potentially extensive and could require fairly significant up-front costs for exploratory works for a use which may not be compatible if floorplans and services would eventually compromise the building's historic interest.
97. At pre-application stage the applicant was requested to do their utmost to find a viable use for no. 50 All Saints Green and to try and accommodate the curtilage buildings if possible. Understandably the opportunity to market the site was restricted when the building and its potential are unknown at present, but the applicant approached both city universities and considered options such as office or gallery uses, and is understood to have received encouraging responses. Overall, some comfort can be taken from the fact that the main development requires its setting and neighbouring uses to be high quality as an important factor to its success. It can be expected that the applicant will look for a use at no. 50 All Saints Green that can become some form of exhibition space or a use which is complimentary and compatible with the student accommodation.
98. It is certainly appropriate to try and ensure that any potential new use at the building is appropriate to its listed status and able to accommodate its historic assets, is appropriate to its neighbours, and is able to complement and avoid being compromised by the student housing development at the main site. To do so a range of new uses are suggested by Officers, which will be established by planning condition. By approving a mix of possible uses now, planning legislation allows a use to be implemented and thereafter changed to a new use from those permitted within 10 years without needing a specific, second planning permission.
99. Under the provisions of the Town and Country Planning (General Permitted Development) Order 1995 1990, Part 3 Class E, developments that include options for multiple alternative uses within their planning permission are entitled to swap between use types within the same permission within the first 10 years after the planning permission has been granted, without the need for prior express planning consent, providing that they do not result in a breach of planning condition attached to that permission. This is considered to give as much flexibility to the applicant as possible, and also allows a permission to be reconsidered should the applicant find a different use to those listed, and hence apply to vary the condition (supporting the necessary listed building design information as appropriate).

### **Summary of heritage implications**

100. In terms of planning policy, the Planning (Listed Buildings and Conservation Areas) Act 1990 establishes that the LPA shall have special regard to the desirability of preserving listed buildings and their setting (paragraphs 16.2 and

66.1 of the Act), and the desirability of preserving and or enhancing the character of appearance of a conservation area (paragraph 72). The NPPF builds on this to caution against harm to the significance of listed buildings and conservation areas by alterations or development in their settings (NPPF paragraph 132), confirming that conserving heritage assets is a core principle to sustainable development and planning. At paragraph 137 the NPPF states that proposals should be treated favourably both when they preserve elements of the setting of heritage assets and when they better reveal the significance of heritage assets.

101. In this proposal, the demolition of ancillary buildings will remove and potentially harm the original immediate historic setting of the listed building. There is however only limited historic connection remaining in the original purpose of the buildings now that they are very disconnected from their original setting as part of no. 35 Surrey Street; they appear stand-alone and separate entities.
102. However the removal will (it is considered by Officers) be able to better reveal and greatly enhance the listed building and appearance of the surrounding conservation area; they currently create a negative street frontage in the conservation area and prevent views of number 50, which itself is the principle listed building, so preventing its full appreciation. The proposals will therefore combine to regenerate this site and provide a small 'public' space to the benefit of the conservation area. Given the proposals are of such a high quality of design, the attractiveness of the space should mean it is used by local workforces and help enhance this part of the city centre as an office environment.
103. It is quite understandable how English Heritage have arrived at their position of concern for the loss of the curtilage facilities prohibiting the re-use of the main building. On balance, however, despite their concerns and the in-principle objection from the Victorian Society, it is considered more likely that demolition of the buildings on All Saints Green will promote a future use of 50 All Saints Green rather than hinder it. Development has so far not been forthcoming for the historic buildings, and lack of use has seen them fall into disrepair and become Buildings at Risk. As such, it is considered reasonable to assume that a new approach should be considered especially in the currently challenging economic climate.
104. In terms of encouraging a new use, planning conditions will agree the type of landscape maintenance and final form of the design of the space. Both the open space and building will be managed to ensure that it is maintained in suitable condition or provided with a different design or layout of the space dependent on the requirements or concerns of the final user at 50 All Saints Green. The demolition and creation of the 'pocket park' will lead to improvements to the conservation area and the entrance to the site will greatly increase the attractiveness and visual recognition of the site as a business / attraction destination. Certainly, whilst the rest of the site is developed and used as a student housing area, and whilst the building is promoted for re-use, the new quasi-public open space setting will be very beneficial to the city and the setting of the main listed building, in a similar way to that experienced at the Assembly House on Theatre Street.

## **Transport and Access**

### **Transport Assessment and Car Parking**

105. Ordinarily the higher density of this form of development, especially in a car-free

scheme such as this, could give rise to increased pressure on on-street and off-street parking as well as requiring highly accessible public transport links. However, there will be no impacts on the strategic highway network from this scheme. This is an optimal location for sustainable transport options by bus, coach, walk, cycle, taxi and close access to Norwich railway station.

106. Other than a car club parking space, no able-bodied car parking is proposed for residential uses, so transport impacts should be minimal. However, conditions should agree a car parking layout and management plan; for example, no parking spaces are identified for 50 All Saints Green or operational parking, which would improve the viability of finding a new use for the building if it had a degree of parking.
107. A condition will require the development to create a shared surface design along Winnalls Yard to maximise space available for movement and use for loading for the mixed use building and hosting the car club bay on adopted land. Such a design would raise the quality of the access route and provide a more secure and 'residential' feel. The extent of adopted land will be expected to run through to the bus station along the alleyway between the student housing block and the YMCA. To be adoptable the entrance and access route must be a shared surface, low speed design with pedestrian zone restrictions and lighting.

### **Vehicular Access and Servicing**

108. The Queens Road lay-by next to Ivory House and parallel to the road is a favoured drop-off and collection point and known to be promoted as a 'park and stride' site for the Surrey Street and Fire Station Free Schools, so any reliance on the lay-by to serve this site should be minimal.
109. There is very limited visibility into the site from All Saints Green but this will be improved by the demolition of the stable block and traffic movements using the site will be very low. The temporary and short-term nature of moving-in / departure days can be overcome by agreement of a scheme by conditions. Subject to agreement of the Travel Plan, the scheme overall is acceptable.
110. During construction, ideally, the construction traffic serving the site would be routed to avoid All Saints Green to prevent conflict with cyclists on this designated cycle route. However, there are no alternative options to access the site safely and the access is such to require controlled speeds and care on the approach, so is not considered a significant issue.

### **Cycle Routes and Pedestrian Links**

111. The site is ideally located for ease of cycling access, being on the yellow and blue pedalways with a close connection to the pink pedalway serving the UEA, which is soon to be enhanced through the Cycle City Ambition Grant. Access from and to Winnalls Yard is made complicated by the high enclosed walls at the junction with All Saints Green, but this will be lessened by the demolition of the stables. Access via the bus station is feasible for cyclists pushing bikes as the pavements are wide enough for shared use. The St Stephens Masterplan identifies a need for new routes via Winnalls Yard to connect All Saints Green with the bus station area, and this scheme achieves that in two areas, by maintaining the through route and bringing it to adoptable standard on the north side of the YMCA building, and by creating a passage way through to the south of the YMCA building.

112. There is concern that All Saints Green is too heavily trafficked for the only vehicle / cycle access into the site, but car use will be negligible and the patterns of student travel behaviour and hours of use at the site will see cyclists dispersed throughout the day and very few needing to encounter peak hour traffic. The small number of cars allocated for use at 50 All Saints Green is also unlikely to cause a detrimental impact on traffic flows around the site. It is suggested that in designing a formal entrance into the site a vehicle crossover or pedestrian/cyclist priority measure is included in the landscaped designs.

### **Cycling Parking**

113. Cycle use has been estimated at a lower rate of cycling than is experienced in Norwich, perhaps based on projections from experience in locations less popular with cyclists. Current UEA experience achieves 19% cycle commuting amongst staff and students, and it is considered appropriate for this scheme to aim towards 20% cycle uptake as a primary mode of transport. To promote cycling, the bike storage should be in a secure and covered location, being visible and close to the main entrance; this has been achieved and will provide a 70% cycle parking / student bedroom quota.
114. Cycle storage provision for residents is acceptable (70% provision with 160 stands including a racking system) and the Travel Plan can do more to promote cycling further. However, some cycle storage for visitors is needed at the entrance (5 hoops are suggested), and no cycle storage is shown at present for the users and visitors to 50 All Saints Green; these additional stands and stores can be incorporated into a final landscaping schemes to be agreed by conditions.

### **Travel Plan**

115. The submitted Travel Plan is not considered extensive enough at present and should only be used as an Interim Travel Plan requiring further development based on surveyed travel behaviour before revision and subsequent adoption as a Full Travel Plan. The Travel Plan includes appropriate objectives and targets and anticipates appointing a Travel Plan Coordinator, but lacks actual measures and campaigns to change behaviour, budgeting for measures or proposals for monitoring. This may be partially understandable as the Travel Plan has not yet been able to use survey results given the students and their teaching destination(s) are not yet known. There is plenty of scope to rectify the Travel Plan shortcomings prior to the first use through using conditions and the advice of Norfolk County Council's Travel Plan Officer. Such features will need to include advice such as the Travel Plan being clear in the way it promotes cycling to residents and cycle route information.
116. The Travel Plan Officer and Transport Planner believe a Car Club Car should be provided to the Car Club pool as part of the Travel Plan measures (as well as the on-site parking space) to help reduce any potential need for future use of cars. However, although the arguments are finely balanced, Planning Officers are not asking for this additional measure; it is considered unjustified to require a car to be provided in this instance when the site will be car-free and the access road will be assigned a parking-free designation, and because the site is sufficiently isolated from potential off-site parking locations, and because the scheme will be managed and will include a car ownership restriction in its tenancy agreement with students.
117. Overall, a revised Travel Plan is considered to be sufficient without an actual car being provided and can be conditioned to be revised and introduced to feature

providing the on-site Car Club space, the potential use of a Brompton-bicycle 'pool', and its own car-ownership enforcement measures. A Travel Information Plan will also be required to be created and brought into use upon the eventual first use of the 50 All Saints Green building.

## **Environmental Issues**

### **Site Contamination and Remediation**

118. Planning conditions will resolve the minor areas of contamination on site and prevent risk to occupants and groundwater systems.

### **Waste Management**

119. The refuse store locations and access for larger collection and servicing vehicles are adequate and waiting restrictions adjacent to the site do not require changing. A condition will require the details of refuse management to be agreed. Adoption of Winnals Yard will ensure the student housing site can benefit from public refuse collections.

### **Noise**

120. The application's noise assessment has identified the potential for students to be affected by the significant levels of noise from the road and bus traffic, including idling at the bus station. The scheme has shown how it can utilise modern building techniques and use acoustic glazing to reduce or prevent these impacts. Conditions will be used to require use of the identified design criteria and acoustic glazing properties to at least the levels presented in paragraph 4.3 of the submitted acoustic report.

### **Air Quality**

121. The results of the air quality report show that future students should not be exposed to pollutant concentrations above the relevant objective health standards. Conditions will secure use of good practice in construction to control dust and particulates.

### **Flood Risk**

122. The site is not in a flood risk zone. Although it is less than 1ha. in area so a flood risk assessment is not necessary, a flood assessment has been provided. This has identified a minor degree of flood risk which can be managed through providing a sustainable drainage system and maintenance. The landscaping scheme therefore includes an attenuation pond system to contain any excessive surface water and allow gradual infiltration.

123. Initially Anglian Water could not confirm if they were satisfied with the drainage proposals, but have undertaken to reply before the meeting. Conditions will ensure the scheme is constructed with this feature and secure an agreed form of drainage maintenance plan.

### **Archaeology**

124. The former archaeological evaluations which took place as a requirement of conditions 11 and 12 of planning permission 06/00840/F occurred in 2006/07 and used trial trenches which uncovered evidence of structures and made ground from as early as medieval periods. This was sufficient to understand the picture of the area and therefore allows this scheme to be approved in principle subject to conditions requiring prior agreement of an archaeological Written Scheme of



Investigation before development or demolition commences, followed by analysis and publication of any finds prior to occupation.

### **Energy Efficiency and Renewable Energy**

125. The building has been designed to achieve a BREEAM 'Very Good' target rating, including better-than-Building Regulations building fabric insulation and air tightness to reduce heat loss, heat recovery on ventilation and plant, energy efficient lighting, and green roofs.
126. A Combined Heat and Power unit is proposed as a decentralised energy system to provide up to 40% of the building's hot water and heating requirements (made up of 46% improvements by thermal efficiency and 30% by energy generation efficiency), and in doing so reduce the carbon emissions by 17% (12% when 'lifestyle' / 'behavioural' energy use is counted). Overall, the applicant believes energy efficient measures and the CHP system can save more than 25% building energy use compared to a 'standard' building.

### **Water Efficiency and Conservation**

127. Water conservation is improved by using dual-flush WCs and low-flow fittings, and the sedum roof and attenuation moat are beneficial to minimising water 'loss' from the cycle.
128. However, the scheme has not provided details on how much water use is predicted per resident; being a residential scheme in all but name, it is considered necessary to use a planning condition to require the development to be built to achieve the usual standards of maximum water use of 104 l/person/day (Code level 4) as required by JCS Policy 3.

### **Plant**

129. Conditions will be used to control noise and disturbance from plant and machinery, extraction equipment and fume systems, at both the housing and the new use of no.50.

### **Lighting and CCTV**

130. Lighting of the building and the landscaping can be both subtle and effective, but should be controlled and linked to the landscape plans to protect amenity and avoid traffic hazards.
131. The site may consider using CCTV systems; if this is the case a condition will be in place to ensure the field of views and the style of CCTV cameras and installations are first agreed.

### **Trees and Landscaping**

132. There are no existing landscaping, trees or natural features on the site and these proposals offer a chance to introduce some natural softening of the hard urban environment in this area. Generally the landscape proposals are well considered, demonstrating sensitive solutions and a simple design approach to achieve a high quality design. This is an area of the city centre with very little green space at present and the new pocket park addressing All Saints Green will greatly improve the streetscape and improve the setting and visibility of the old stable building. Whilst sound principles have been shown in a possible landscape scheme, the final details can be tailored here to suit the building's function; for example introducing paths where natural desire lines might will be create, or

providing sculptures linked to the internal use, and providing heritage interpretation through its design. Conditions can also agree any lighting to this open space.

133. At the front of the building on Queens Road and on the bus station elevation, landscaping is kept to minimum to respond to the relatively harsh street environments and the style of hard landscaping already in place (i.e. the spherical bollards at the lay-by). Although the Norwich Society have requested that landscaping be provided on the bus station and Queen Street side it is not considered appropriate for a large scale urban building in a heavily used urban site which needs to abut the pavement; the Society's comment on 'starkness' may be overcome if there are more details on the brick, such as being quite textured/varied in terms of firing colour. Further along Queens Road the setting of Ivory House and the privacy and 'garden' environment of the student block is much improved by using more engaging boundary treatments, possibly with a low wall and railings with hedging behind, though a balance has to be found between providing interest to the streetscape and security and privacy to the students garden behind.
134. Within the development, at the rear of the student block, Winalls Yard will benefit from the landscape scheme proposals, and additional tree planting either side of the access road will greatly improve the entry and access route. These street trees will also soften the site and provide more of a buffer between the new student block and the historic buildings, and improve the management of car use in this space. The alleyway route to the Bull Lane footway, immediately adjacent to Norwich Bus Station will help to improve the permeability of the site. It should be designed to be open, well lit and of ample width for shared-use.
135. The 'student garden area' at the rear is an enclosed space but offers great variety and has been designed carefully by creating three distinct areas. Hard landscaping around the rear façade provides circulation routes (with some buffer strips next to study room windows), whilst a central square provides vehicle collection and access to the plant room and refuse stores. Soft landscaping is provided either side of the square in the form of a drainage 'moat' attenuation pond (albeit being usually dry) which provides a divide between the building and the amenity spaces, and a lawn with tree planting is proposed along the rear curtilage of Ivory House and in the gap against Queens Road. These will all give students some amenity space in which to spread out, as well as creating some interesting sculptured landforms such as the site's attenuation pond 'moat' for surface water.
136. There is limited opportunity for planting in this garden space as the scheme needs to ensure sunlight still reaches the rear of the site and Ivory House, and as a result any trees facing Queens Road might need to be smaller in stature, but these can still benefit the site through providing noise and air pollution buffers. Screening trees are intended in the area directly behind Ivory House to maintain existing residential privacy. The mix of hard and soft landscaping in the site overall will help create a sense of student community with amenity spaces linked to entrances into the building. The finer points of the landscaping scheme, such as species choice, biodiversity enhancement, form of boundary treatments and hard landscape materials, management and maintenance plans, and a form of heritage interpretation measures to pay homage to the buildings' former use and setting, can all be confirmed as part of a comprehensive package of details to be agreed by condition, based on the principles already shown.

## **Local Finance Considerations**

137. There are said to be significant benefits brought to the city by the 'student pound', but this is not considered a relevant material consideration.
138. The development is liable to pay contributions through the Community Infrastructure Levy. Charged at the current tariff of £5 per sq.m. of internal floorspace, less the 123sq.m. floorspace lost to demolition, this would be in the region of 7,166 sq.m. at £5 = £35,830.00

## **Planning Obligations**

### **Affordable Housing**

139. Although this scheme is able to 'count' towards the city's demand for housing, student housing schemes can not be required to provide, nor make off-site contributions towards, affordable housing as there is no planning policy basis in Norwich to do so.

### **Street Trees in the Adopted Highway**

140. Providing trees in the proposed adopted highway of Winnalls Yard will require a maintenance contribution of £987 per tree index linked to cover 25 years of maintenance. Once the trees have been provided and the road built to an adoptable highway standard and operated satisfactorily for 12 months, the Council will be willing to adopt. In this case a landscaping layout scheme must first be agreed for Winnalls Yard before the permission is issued and the number of required street trees are confirmed.

## **Conclusions**

141. Notwithstanding the use for specific student accommodation on allocated housing land, this is an appropriate development for this site. The proposals have been carefully considered to sit alongside the neighbouring historic area of the city centre, whilst still providing a building of stature and high quality design for this important gateway location. The development will minimise harm to neighbouring uses and preserve the amenity of residents in Ivory House and the YMCA, and by providing a public access route to the bus station will benefit the community at large. Although the scheme will involve demolition of some relatively minor outbuildings within the curtilage of the Grade II listed building, the resultant public benefit and improvements to the character and appearance of the conservation area, and the setting of the principle listed building, will outweigh the harm of their removal. In doing so, the scheme will bring back into use a listed building which is on the 'buildings at risk' register and has been sadly neglected for a number of years, and will promote regeneration in this key site in the city centre.

## **RECOMMENDATIONS**

All recommendations are made subject to not receiving any objections to the contrary by the National Planning Casework Unit, on behalf of the Secretary of State for Communities and Local Government.

- (1) To approve application No 13/00970/F at the site at All Saints Green, Winnalls Yard and Queens Road, Norwich, and grant planning permission, subject to: the completion of a satisfactory S106 agreement or other mechanism for securing planning obligations to secure financial contributions for street tree maintenance, and

subject to the following conditions:-

- 1 Standard time limit – commence within 3 years.
- 2 Development to be as per approved plans and strategies.
- 3 Uses of 50 ASG
  - Uses permitted within use classes B1, A1, A2, A3, D1, D2.
  - No use within D1 and D2 uses without a prior agreement of a travel / transport impacts management plan.
  - No use of amplified music without prior agreement of limiting noise levels and positions and types of speakers, and scheme for noise insulation / impacts mitigation.
  - No installation of flues and fume / extracts gear or other plant and machinery without prior approval of design, location and noise mitigation measures etc.

Demolition of 52-54 All Saints Green

- No demolition of 52-54 All Saints Green to take place until a written contract for the redevelopment of 50, 52 and 54 ASG has been obtained.

Provision of Pocket Park

- No occupation of the student accommodation until the pocket park has been provided.

Design of pocket park

- To include heritage interpretation measures as part of the public interaction within the landscape features. (i.e. sculpture features or designs, complemented by info boards inside based on the Heritage Statement).

4 Archaeology

- Pre-commencement prior agreement of an archaeological Written Scheme of Investigation before development or demolition commences,
- followed by analysis and publication of any finds prior to occupation of student block.

5 Fire hydrants

- No commencement until a fire hydrant provision scheme is agreed, to ensure a dry fire main is provided with access to a hard standing for a pumping appliance within 18m of each fire main inlet, with an additional hydrant required to service the riser mains, unless otherwise agreed with the LPA in consultation with the Fire Officer.

6 Design materials – to be approved prior to commencement of construction of walls of student block, to be agreed with samples

- brick choice / selection / blends.
- mortar choices (to be a light colour), and to be in accord with a brick sample panel tbc.
- fenestration.
- roofing.
- rainwater goods etc.
- glazing frames and profiles.
- opaque glazing or screening.

7 Design of substation – to be agreed prior to commencement of sub-station

- final design to be agreed;

- materials to be agreed

## 8 50 ASG

- No occupation of student block until the works of essential maintenance have been completed to a standard to be approved by LPA, in accord with the measures listed in the July 28<sup>th</sup> 2013 list
- no works to be carried out without approval of further precise details to be agreed in writing based on those principles shown in the May 2013 Schedule of Works doc.
- Scheme to show any ability to salvage materials and ceiling and reuse if possible.

## 9 Landscaping - to be agreed and provided prior to occupation

- Hard and soft landscaping scheme for the student block;
- Hard and soft landscaping scheme for the pocket park and setting of 50 All Saints Green;
- Heritage interpretation measures to be included in the pocket park and 50 ASG;
- Maintenance and management plans for landscaping;
- Standard ongoing maintenance requirements for the first 5 years.

## 10 Travel Plan

- The TP shall only be considered an Interim TP;
- Prior to first occupation of the student block, to improve the Interim TP and create a Full TP, to feature: monitoring, budgeting, live travel information, website, targets for improving behaviour, measures based on up-to-date and relevant survey data once learning destinations are established, and proposals for promoting a bike-pool hire scheme to promote cycling towards a minimum 20% cycling rates, and mechanism for preventing car ownership as part of accommodation lease agreements.
- Prior to first use of 50 ASG, to create a Travel Information Plan for the future use and users of 50 All Saints Green, relevant to its eventual use.

## 11 Access into site – landscaping and highways works – provide prior to occupation

- Provide a scheme for securing access arrangements and parking restrictions and traffic controls and to be agreed and if approved to ensure arrangements have been made for restrictions to be put in place prior to occupation. (i.e. TRO costs and Highways procedure).
- To agree a scheme and to build Winnalls Yard and the pedestrian route to the bus station between the YMCA and the north elevation of the student accommodation block, to an adoptable standard, as part of which:
  - (a) In designing a formal entrance into the site a vehicle crossover or pedestrian/cyclist priority measure needs to be included in the landscaped designs.
  - (b) to investigate whether the height of the brick wall at the entrance, on the south side of Winnalls Yard, could be reduced in height.
  - (c) street trees.
  - (d) car club bay.
  - (e) short-term loading bay.
  - (f) street furniture (e.g. benches between trees)
  - (e) shared surface.
  - (f) visitor cycle hoops.
  - (g) sufficient room for loading vehicle turning circles.

12 Construction

- Use of good practice construction measures as recommended in AQ report.

13 Parking zones (in non-adopted land) – to be arranged prior to first student occupation

- Car park design and layout and allocation of spaces, including operational parking for the student block, and any parking proposed as being needed for 50 All Saints Green.
- Management plan for off-highway spaces, including allocations and operational parking only.
- Details of any specific student moving-in / departure loading area, to show convenient arrangements and access.

14 Cycle parking – to be agreed prior to first occupation

- Details needed, including the racking system within the accommodation.
- Landscape scheme to provide some visitor cycle stands (suggest 5 hoops).
- Details of cycle storage for users of 50 ASG.

15 Refuse storage – to be agreed prior to first occupation

- Details needed for both students block and 50 ASG.
- Refuse and servicing management plan (if not publically refuse serviced).

16 Contamination – to be provided during construction

- (EHO) – treatment in areas of soft landscaping and planting through importation of clean topsoil or a cover system as proposed in paragraph 7.6.1 of the environmental report.
- All imported topsoil and subsoil for use on the site shall either (a) be certified to confirm its source and that it is appropriate for its intended use. No occupation of the development shall take place until a copy of the certification has been submitted to the Local Planning Authority; or (b) in the absence of suitable certification, analysis of the imported material will be required along with evaluation against the derived assessment criteria for this site.
- Verification of the remediation to be provided and approved prior to first occupation.

- (EA and EHO precautions) If, during development, contamination not previously identified is found to be present at the site then no further development, unless otherwise agreed in writing with the local planning authority, shall be carried out until the developer has submitted a remediation strategy to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved.

17 Noise – to be agreed prior to first occupation

- require use of the identified design criteria and acoustic glazing properties to at least the levels presented in paragraph 4.3 of the submitted acoustic report, unless further changes are first agreed in writing with the LPA.

18 Plant and machinery details

- No plant or machinery, including extract ventilation or fume extraction systems, shall be installed or erected on the site unless in accordance with a detailed scheme that has been submitted to and approved in writing by the local planning authority. The detailed scheme shall include the position of ventilation, fume or flue outlet points and the type of filtration or other fume

treatment to be installed and used in the premises in pursuance of this permission, together with a schedule of maintenance. No use of the premises as hereby permitted shall take place until the approved scheme has been installed and is operational and thereafter it shall be retained in full accordance with the approved details and the maintenance of the system, including any flue, shall be carried out in accordance with the scheme as agreed.

19 Lighting scheme – prior to occupation

- building lighting scheme
- pocket park lighting and landscaping

20 Water efficiency – to be agreed prior to first occupation

- student block shall be required to be designed to meet Code Level 4 for water use (105l/p/day).
- 50 ASG shall include water efficient measures to be agreed prior to use.

21 Energy efficiency – to be agreed prior to first occupation

- implement efficiency measures as proposed upon first occupation.
- Provide 10% scheme as proposed and be operational on first occupation.

22 Waste management – to be agreed prior to first occupation

- provide refuse stores.
- management and collection scheme to be agreed.

23 Drainage – to be agreed prior to first occupation

- to be built with drainage scheme in place and operational prior to use.
- To agree drainage management and maintenance prior to use.

Informative Notes

1 Construction good practice

- The applicant should contact the County Council and request that the permissive footpath through the Bus Station / Bull Close Lane be converted to shared use for pedestrians and cyclists to improve cycling convenience.
- Located within the city centre controlled parking zone; therefore not entitled for resident or business permits.
- Scheme may benefit from signage - Signage of All Saints from All Saints Green required condition  
e.g. 'Halls of Residence' directional sign at junction with site access – suggest liaison with Highways.
- Bins to be purchased by the applicant prior to occupation, (trade waste)
- Development not eligible for on street parking permits.
- Street naming and numbering queries to be directed to Kay Baxter, tel 01603 21 2468 (Mons & Tuesdays only)
- Shared surface practice note can be obtained from Transportation dept: Design and materials to be agreed with transportation and planning officers  
[transport@norwich.gov.uk](mailto:transport@norwich.gov.uk)
- Pedestrian zone TRO required £1695 + signage.
- 

2 EA – re contamination works

- Piling & other penetrative ground improvement techniques:

For development involving piling or other penetrative ground improvement methods on a site potentially affected by contamination a suitable Foundation Works Risk Assessment based on the results of the site investigation and any remediation, should be undertaken. This assessment should underpin the choice of founding technique and any mitigation measures employed, to ensure the process does not cause, or create preferential pathways for, the movement of contamination into the underlying aquifer, or impact to surface water quality.

Surface water management:

Where soakaways or other infiltration systems are proposed for the disposal of surface water, our general requirements are as follows:

1. Soakaways or other infiltration systems shall only be used in areas on site where they will not present a risk to groundwater, with the depth of soakaway kept to a minimum to ensure that the maximum possible depth of unsaturated material remains between the base of the soakaway and the top of the water table, ensuring that a direct discharge of surface water into groundwater is prevented.
2. Soakaways shall not be constructed in land affected by contamination, where they may promote the mobilisation of contaminants and give rise to contamination of groundwater.
3. Only clean water from roofs shall be directly discharged to soakaway.
4. Systems for the discharge of surface water from associated hard-standing, roads and impermeable vehicle parking areas shall incorporate appropriate pollution prevention measures.

Article 31(1)(cc) Statement:

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations. Following considered negotiations with the applicant and amendments made, at both the pre-application stage and during the course of the formal application, the application has been approved subject to appropriate conditions and for the reasons outlined above.

(2) To approve application No 13/00971/L and grant listed building consent, subject to the following conditions:

- 1 Commence within 3 years.
- 2 Development to be as per plans and repair schedules.
- 3 Archaeology  
Pre-demolition - agreement of an archaeological Written Scheme of Investigation before demolition commences, followed by analysis and publication of any finds prior to first use of 50 ASG.
- 4 50 ASG
  - precise details of the repairs to be undertaken prior to commencement.
  - details of a scheme to provide disabled access where possible.



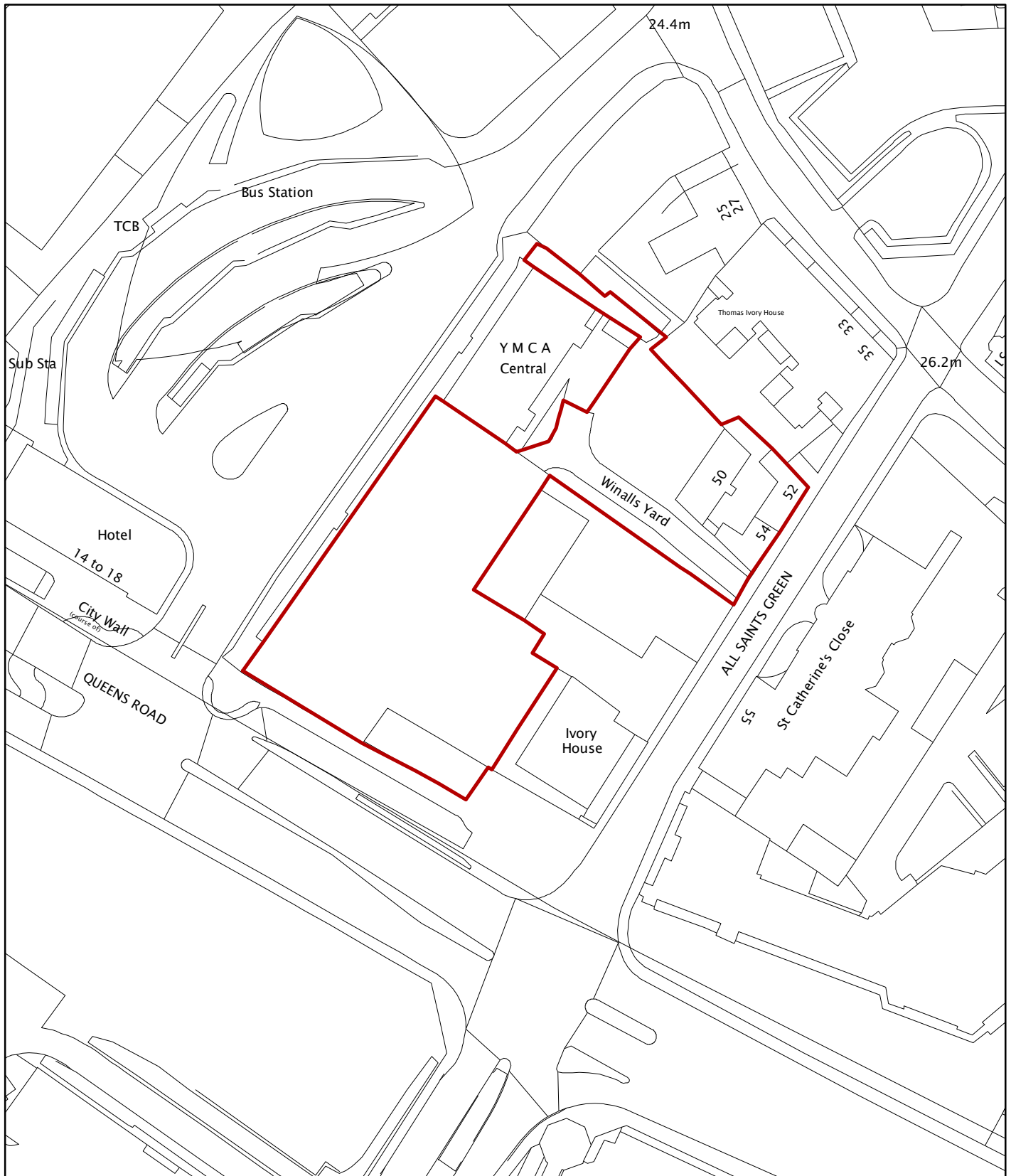
## 5 Precautionary condition

- Any damage caused should be restored within 2 months.

(Reasons for approval: The development proposals have been carefully considered to sit alongside the neighbouring historic area of the city centre, whilst still providing a building of stature and high quality design for this important gateway location. The development will minimise harm to neighbouring listed buildings and provide significant benefits to the public realm. Although the scheme will involve demolition of the relatively minor outbuildings within the curtilage of the Grade II listed building, the resultant public benefit and improvements to the character and appearance of the conservation area, and the setting of the principle listed building, will outweigh the harm of their removal. In doing so, the scheme will bring back into use a listed building which is on the 'buildings at risk' register and has been sadly neglected for a number of years, and will promote regeneration in this key site in the city centre. As such the development and works to the listed building are considered to be appropriate, acceptable and in accordance with the objectives of the NPPF, policy 2 of the Joint Core Strategy for Broadland, Norwich and South Norfolk (2011) and saved policies HBE8, HBE9 and HBE12 of the adopted City of Norwich Replacement Local Plan (2004).

### Article 31(1)(cc) Statement:

The local planning authority in making its decision has had due regard to paragraph 187 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations. Following considered negotiations with the applicant and amendments made, at both the pre-application stage *and during the course of the formal application*, the application has been approved subject to appropriate conditions and for the reasons outlined above.



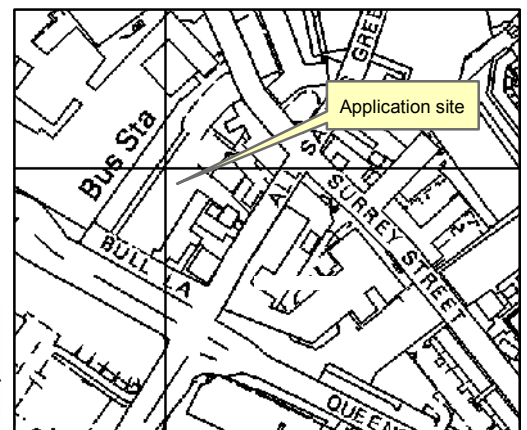
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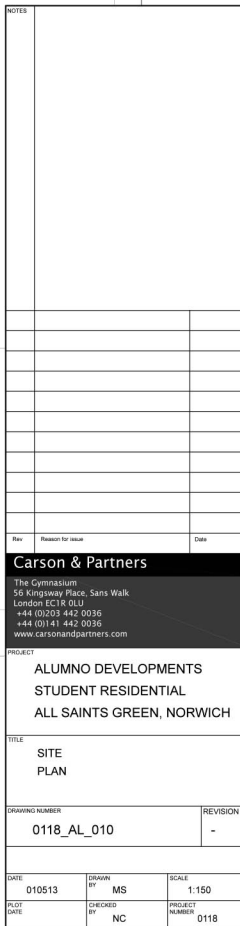
Planning Application No 13/00790/F & 13/00971/L  
 Site Address Site at All Saints Green,  
 Winnalls Yard and Queens Road

Scale 1:1,000



**NORWICH**  
 City Council  
 PLANNING SERVICES





1. Facing Brick, Stretcher bond. (Brick type TBC)
2. Blonde Facing Brick, Soldier course. (Brick type TBC)
3. Proprietary Aluminium Window System.
4. Proprietary Aluminium Window System, glazing flush with brickwork.
5. Translucent glazing metal cladding system.
6. Proprietary glazed curtain walling system.
7. PPC Aluminium flashing, Dark Grey.
8. AOV Louvers



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ALUMINO DEVELOPMENTS



B	Planning Issue	250613
A	Amendments to Elevations	300413
Rev	Revision(s) Description	Date

Carson &amp; Partners

The Gymnasium  
55 Kingsway Place, Sans Walk  
London EC1R 3JJ  
+44 (0)203 442 0036  
+44 (0)147 442 0036  
[www.carestandpartners.com](http://www.carestandpartners.com)

ALUMINO DEVELOPMENTS  
STUDENT RESIDENTIAL  
ALL SAINTS GREEN, NORWICH

QUEENS RD  
ELEVATION

STANDARD NUMBER	REVISION
0118 PL 301	B

DATE 15.04.13	CHANGED BY MS	NOVUS 1.100
PLIST DATE	CHANGED BY NC	PROJECT NUMBER 0118



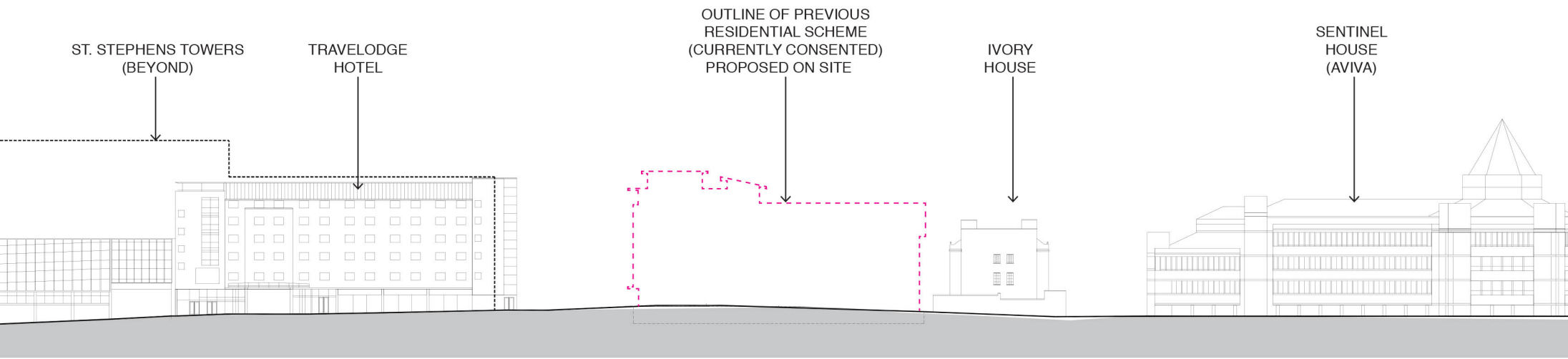


VIEW ALONG QUEENS ROAD FROM BRAZEN GATE



VIEW FROM BUS STATION / BULL LANE





**Notes:**

Do not scale from this plan.  
 Use figured dimensions only.  
 To be read in conjunction with the architect's and engineer's plans, specifications and all relevant project documents.  
 Refer 246-L-04 for indicative cross-section of the moat.  
 Refer to the engineer's drawings for drainage and attenuation.

**Key:**

- a. Part of historic garden wall to be retained.
- b. Lawn - trimmed with stack bonded bricks
- c. Buffer planting - large lavenders
- d. Benches - 1200mm long
- e. Resin bound gravel surface
- f. Rectangular paving to entrance to the building
- g. Slatted panel fence - Western Red Cedar 1800mm high
- h. Back of existing pavement
- j. Edge of roadway in Winnal's Yard
- k. Trees to screen car park
- l. Roadside planting in Winnal's Yard
- m. Proposed location of sub-station
- n. Climbers on rear of building

rev	date	comments
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Project:	ALL SAINTS GREEN, NORWICH
Drawing title:	<b>Proposed pocket park at No 50</b>
Drawing No:	246-L-03-(PL)
Date:	23.05.13
Scale:	1:200 @ A3
Revision:	
Status:	PLANNING





**Notes:**

Do not scale from this plan.  
Use figured dimensions only.  
To be read in conjunction with the architect's and engineer's  
plans, specifications and all relevant project documents..



rev	date	comments

Project: ALL SAINTS GREEN, NORWICH  
Drawing title: **View of proposed pocket park at no.50**  
Drawing No: 246-L-07-(PL)  
Date: 23.05.13  
Scale: nts  
Revision:  
Status: PLANNING