

Report to Planning applications committee

Item

14 December 2017

Report of Head of planning services

Subject Application no 17/01295/F - Car Park Adjacent To
Sentinel House 37 - 43 Surrey Street Norwich

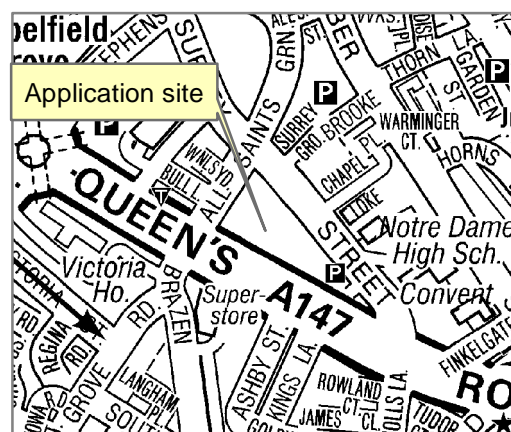
**Reason
for referral** Objection and significant departure from development
plan

4(a)

Ward:	Mancroft
Case officer	Joy Brown - joybrown@norwich.gov.uk

Development proposal		
Redevelopment of site to provide 285 student bedroom development with associated access and landscaping.		
Representations on application as submitted		
Object	Comment	Support
33	0	0
Representation of revised proposal		
Object	Comment	Support
43	0	0

Main issues	Key considerations
1 Principle of development	Loss of office led allocation and the provision of student accommodation.
2 Design	Routes through the site, position of entrances, footprint and layout, height and massing, external appearance and external spaces.
3 Heritage	Impact on the conservation area and nearby statutory listed buildings and locally listed Carlton Terrace.
4 Landscaping, trees and biodiversity	Hard and soft landscaping, trees along Queens Road, St Catherine's Yard Walk, external amenity spaces, biodiversity
5 Transport	Car free development, provision of bin and bike stores, drop off/pick up at the start/end of term.
6 Amenity	Impact upon neighbouring residents of Carlton Terrace and future residents of Sentinel House taking into consideration noise, overlooking, overshadowing and loss of light. Living conditions for future residents including size of units, light, external space, noise and air quality.
7 Energy and water	Renewable energy and water efficiency.
8 Flood risk	The management of surface water drainage
9 Contamination	Requirement for further intrusive testing
Expiry date	13 November 2017 (extension of time agreed until 21 December 2017)
Recommendation	Approve subject to conditions



The site and surroundings

1. The 0.48 ha site is situated on the southern side of Surrey Street with the southern boundary of the site abutting the public car park on Queens Road, which forms part of Norwich's inner ring road.
2. The site is a car park which is adjacent to Sentinel House, a former Aviva office building which was last in use in October 2015. Sentinel House is a predominately five to six storey building with the element on the corner of Queens Road and All Saints Green being three storey. Work is currently underway to convert Sentinel House to 199 residential units which was permitted under a prior approval application.
3. The site is currently accessed from Surrey Street but the application site does also include a stretch of grass to the south of Sentinel House which is owned by Norfolk County Council. This stretch of grass runs along Sentinel House to the corner of Queens Road and All Saints Green.
4. The surrounding area is mixed in terms of its uses with there being offices and residential nearby and also a school, public house, restaurants and shops (including Sainsbury supermarket) all in close proximity. The site is also close to Norwich's bus station and other student accommodation.
5. Within the Conservation Area Appraisal it notes that the area is dominated by large office developments from the late 20th century which results in odd building lines and areas of surface car parking. The most prevalent building type is the Georgian house dating from the 19th century with Carlton Terrace located on Surrey Street being a typical example of this. This terrace is locally listed. There are also a number of listed buildings within close proximity to the site. Sentinel House is considered a negative building within the appraisal along with Norfolk Tower.

Constraints

6. The site is situated within the City Centre Conservation area. It is opposite grade II listed buildings on Surrey Street and Queens Road and is adjacent to Carlton Terrace which is locally listed. It is within the area of main archaeological interest.
7. The site is within a regeneration area and is allocated for office led mixed use development to include an element of residential (policy CC29). The site is opposite a secondary retail area (Sainsburys) and is adjacent to the office development priority area. The site also falls within the car parking increase area of the city centre parking area.
8. The main part of the site itself is relatively flat although there is a significant change in level between the site and the public car park which is defined by a retaining wall and there is also a change in level of around 1m between the rear of Carlton Terrace's car park and the site. There are no trees on the main part of the site although there are a band of trees along the boundary of the site and the public car park.

Relevant planning history

9. There is little relevant planning history on the site itself with the most recent application being a Certificate of Lawful Use for the continued use of the site for car parking ancillary to the main use of Sentinel House (11/02164/CLE). This was approved in February 2012.
10. The planning history for Sentinel House is also of particular relevance. A prior approval application was approved in January 2017 for the change of use of the basement, first, second, third, fourth and fifth floors from commercial (class B1(a)) to residential (class C3) to provide 228 residential units (16/01838/PDD). A further application was approved in April 2017 which reduces the number of units to 199 (17/00304/PDD). Work has commenced on site. An application was also approved for the installation of 75 no. additional windows and the extension of existing lightwells at Sentinel House (17/00402/F).

The proposal

11. The application seeks full planning permission for the redevelopment of the site for the erection of a 285 student bedroom development with associated access, hard and soft landscaping. The application as submitted was for 307 student bedrooms; however the number of units has been reduced by 22 as some parts of the building have been reduced in height in order to address concerns with regards to loss of light to the neighbouring Carlton Terrace.
12. The mix of units within the development will be for the follow:
 - 250 single bedrooms (including 14 accessible bedrooms) which are arranged in clusters of five to seven people
 - 35 studios
13. The development will also deliver a new pedestrian link between Queens Road and Surrey Street which will run through the site between the new building and Sentinel House. The use of hard and soft landscaping will direct pedestrians to the signal controlled crossing on the corner Queens Road and All Saints Green. A number of areas of external amenity space for future residents are proposed some of which are communal and some of which are for specific clusters. These spaces include a courtyard and two roof top terraces.
14. All servicing will be carried out from Surrey Street. The site will be car free and includes the provision of 168 cycle storage spaces for residents and 14 spaces for visitors.
15. With regards to the design and form of the proposal, the application as submitted was for a 'L' shaped building which varied in height from four to eight storeys with the highest part being on the south west corner and the building reducing in scale to the north and east. The revisions to the proposal include changes to the height. Previously the Queens Road building stepped up from 4 to 6 storeys. This has been changed to be predominately 4 storeys in height with the south-east end of the building stepping down to 3 storeys.

16. With regards to materials the predominant material will be brick (red, buff and grey brick) although the rear of the building will be white rendered. Metal is also used through the site with zinc cladding being used on the upper recessed floors, metal privacy screens and corten steel gates and panels at ground floor level.

Summary information

Proposal	Key facts
Scale	
Total no. of bedspaces	285 bedspaces (250 single bedrooms, 35 studios)
Total floorspace	7,788 sq m
No. of storeys	Varies from three to eight.
Max. dimensions	Block fronting Queens Road – 82m length, 14m deep Block fronting St Catherines Yard Walk and Sentinel House – 60m length, 15m deep. Heights vary from 9m to 24m.
Appearance	
Materials	Brick (red, buff and grey), white render, zinc cladding, metal privacy screens, corten steel gates and panels.
Energy and resource efficiency measures	Photovoltaic panels and/or air source heat pump
Operation	
Opening hours	Hours of use of roof terrace to be limited to 8am – 10pm.
Ancillary plant and equipment	Mechanically ventilated rooms. Plant room at ground floor level in north west corner of building.
Transport matters	
Vehicular access	From Surrey Street (for servicing only)
No of car parking spaces	0
No of cycle parking spaces	168 for residents and 14 for visitors
Servicing arrangements	25 x 1,100 litres bins.

Representations

Application as submitted

17. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. 33 letters of representation have been received citing the issues as summarised in the table below. This includes a letter of representation from Broadland Housing who owns Carlton Terrace and the Norwich Society. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
Carlton Terrace is an affordable housing scheme which includes many residents who are vulnerable and whose quality of life will be impacted by the proposed development. The design of the proposal will have an adverse impact on the health and welfare of the residents of Carlton Terrace.	See main issue 6
The site has been undeveloped for over 20 years. The residents of Carlton Terrace have acquired an easement for rights to light.	This is a private law issue between the landowners. The presence or absence of private rights to light is not a material planning consideration.
The daylight and sunlight report highlights the impact that the development will have upon the residents of Carlton Terrace. There will be an increase of 21% in the number of windows failing to achieve BRE standards for daylight as a result of the development and the proposal will result in 7 out of 80 rooms failing to meet standards for sunlight which are all living rooms. The proposal will also lead to overshadowing. The report also fails to consider the impact on the eastern terrace. The proposal will turn our flats into dull dingy depressing places to live.	See main issue 6
The proposed scheme is poorly designed with little attention given to the height, scale, mass and materials. The proposed development will have an overbearing and visually intrusive impact on residents of Carlton Terrace which is locally listed and would look out of place. Little consideration has also been given to the impact on the other nearby listed buildings. The proposal does therefore not respect, enhance and respond to the character and local distinctiveness of the area.	See main issue 2 and 3

Issues raised	Response
The proposed development will increase noise and in particular the roof terraces will result in noise, disturbance and overlooking to Carlton Terrace. It will cause a complete loss of outlook and privacy.	See main issue 6
The students will get a lovely rooftop garden. This is an insult as I will be looking at them enjoying their sunny rooftop garden while I am sitting on my dull dingy balcony.	See main issue 6
The location of the bins could create issues with smells close to Carlton Terrace.	Bins need to be located close to the road. They will be enclosed within a store.
The development is contrary to Policy and limited information has been provided to justify the loss of land allocated for employment or to demonstrate how and where Norwich's housing need would be met if this site is removed as a space for general housing. The proposal will also result in a destabilisation of the community due to 'studentification'. There have been a large number of students schemes approved or that are currently under construction in the area. This will result in the city centre being dominated by short term tenure households where people are more transient and have less attachment and sense of belonging. The local character of All Saints Green and St Stephens Areas needs to be protected and enhanced with additional mixed permanent residential housing.	See main issue 1
The proposal is an over development of an important site with minimal provision of open space.	See main issue 2 and 4.
The proposal will affect the view for one of the largest communities of social housing in the city centre – Carlton Terrace.	This is not a material planning consideration.
There are four permit spaces on the road. There may be ways round the students getting permits.	Students would not be entitled to resident permits.
Carlton Terrace has suffered historic subsidence and the proposed construction could lead to damage to Carlton Terrace due to the need to dig out to change the levels.	Condition 25 requires a Construction Method Statement.

Issues raised	Response
During the construction phase there would also be a lot of noisy and dirt.	
The proposed student accommodation and the conversion of Sentinel House will place great strain on existing services and infrastructure. This could potentially overload existing sewers and drains.	See main issue 8. Anglian Water has confirmed sufficient capacity.

Revised proposal

18. Advertised on site and in the press. Adjacent and neighbouring properties have been notified in writing. Three letters of representation have been received from individual residents and a letter has been received from the Carlton Residents Action Group which is sent on behalf of the residents of 39 properties. A letter of representation has also been received from Broadland Housing who own Carlton Terrace. The issues are summarised in the table below. All representations are available to view in full at <http://planning.norwich.gov.uk/online-applications/> by entering the application number.

Issues raised	Response
The revisions make little difference and do not go far enough. The revised proposal is still too big for the site, too close to Carlton Gardens, will still be overbearing and have a visually intrusive impact on residents. The proposal will cause overshadowing in area where people live and children play and will deprive the flats of daylight which will turn our flats into dull dark depressive places to live. The sole intension of the development is to maximise profit and little regard has been shown for the residents of Carlton Terrace and Gardens.	See main issue 6.
The reduction in rooms is minimal and will make very little difference to the size of the building. Adding a few more trees does not diminish its impact. The proposal will still directly affect the amount of light into the flats and dramatically affect the outlook.	See main issues 2, 4 and 6.
I do not wish to have any student accommodation built at the back of my flat. I cannot see the need to have yet another new student building.	See main issue 1

Issues raised	Response
The redevelopment of Sentinel House has resulted in noise pollution and a poor air quality. This development will make things much worse.	Condition 25 requires a Construction Method Statement.
The roof terraces are particularly offensive and encroach on our privacy. They will result in overlooking and noise which has been exacerbated with the inclusion of glass screens.	See main issue 6.
The site should be developed in line with the design principles set out in the St Stephens Street area outline master plan and should respect the setting of nearby locally listed.	See main issue 1 and 3.
The proposal may impact upon the stability of Carlton Terrace.	Condition 25 requires a Construction Method Statement.
The proposed student accommodation will put a great strain on existing services and infrastructure as well as refuse collection, GP and dental practices.	See main issue 8. Anglian Water has confirmed sufficient capacity. UEA has medical centre.
'Studentification' can lead to the unbalancing of local community particularly as they are more transient. There have already been a number of permitted student schemes in the area. The overdevelopment of purpose built accommodation for students will encourage further marketization of student accommodation, taking rent levels to new heights. This will discourage bright students from working-class backgrounds away from university.	See main issue 1

Consultation responses

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

Anglian Water

20. There is currently sufficient capacity for foul drainage and foul sewerage. The surface water strategy submitted with the application is unacceptable and request a condition requiring a drainage strategy.

City wide services

21. The proposal is acceptable. The bins are being stored in a location with easy access to the road.

Design and conservation

22. This is a well-considered development proposal that will significantly enhance the design, conservation and landscape quality of the conservation area.

Environmental protection

23. Based on the location and proposed use good quality sealed unit double glazed window units on all windows should be proposed. An alternative means of ventilation should be provided so that fresh air from the roof or from Surrey Street can be supplied to the residential units without the need for opening windows. The development is located within an Air Quality Management Area (AQMA) hence the alternative means of ventilation. I would also ask that the applicant submit details of the installation of any plant or machinery including mechanical ventilation units etc. The applicant should also consider mitigating noise emissions from the plant and machinery and any plant and machinery installed on site must be serviced and maintained in accordance with manufacturers or installers recommendations.
24. An advisory should be attached to any permission advising that the 25 x 1100-litre bins might not be sufficient to service the 307 units. If a second collection is required because the bin provision is not sufficient then it would be up to the managing agent or owner of the site to make the necessary arrangements for a second collection.
25. Standard conditions required for contamination

Environment Agency

26. No comments received

Highways (local)

27. No objection. The proposal provides a car free development and improved walking route to the signal controlled crossing at Brazengate. The landscape scheme adjacent to Queens Road deters jaywalking to a certain extent by directing pedestrians along the walking route but I would like to see the landscape treatment being more robust.
28. The travel plan makes reference to the start and end of term times but there is no way of knowing how successful this will be. It is suggested that a condition is attached to any consent requiring a review of the travel plan if necessary.
29. Comments on revised plans – Overall the revised scheme is successful from a transportation point of view. The landscaping proposals adjacent to Queens Road will develop a highly attractive walking route to the sites and the planting should deter jaywalking across to Sainsbury's. This may take time to be established and should suggest some interim fencing whilst this grows to maturity. It is proposed that the highway authority will adopt the corner paving as part of a s278/s38 agreement. There will need to be tactile paving and the removal of the extant guard

railings. A number of matters will also need to be addressed on Surrey Street which can be included in the s278 application.

Highways (strategic)

30. No strategic highway objection provided the connecting footway link is provided. The applicant indicates transfer of land will take place when planning permission granted. I recommend the decision notice is withheld until the transfer takes place or alternatively the land transfer and planning consent take place simultaneously.

Historic England

31. No comment

Landscape

32. A number of suggestions have been made to improve the landscaping scheme and to enhance biodiversity – full comments available on public access.

Norfolk County Council – Travel Planning

33. No comments received

Norfolk County Council - Lead Local Flood Authority

34. Initially insufficient information was provided in terms of the drainage strategy. The applicant has since provided additional details including calculations and an exceedance route plan. These have satisfied our concerns and the applicant has demonstrated how surface water drainage will be managed on site without increasing flood risk. Therefore we have no objection to the application subject to a condition requiring the approved surface water drainage scheme to be implemented prior to the first occupation of the development.
35. Comments on revised plans – The proposal includes an amended roof layout which may change minor details of the drainage strategy. Therefore the wording of the condition should be changed to require the submission of a surface water drainage scheme prior to commencement.

Norfolk Fire Service

36. No comments received

Norfolk historic environment service

37. An archaeological trial trenching evaluation carried out at the proposed development site revealed evidence of medieval to early post-medieval activity in the form of ditches, pits, a hearth and possible lane. Archaeological deposits were present at a shallow depth across the site. Therefore there is a high potential that further heritage assets will be present at the site and that their significance will be adversely affected by the proposed development. If planning permission is granted this should be subject to conditions requiring a programme of archaeological mitigatory works.

Norfolk police (architectural liaison)

38. No comments as discussions are ongoing with the agent.

Tree protection officer

39. Trees T1-T3 are adequately protected from the development by virtue of their location within the site. The linear group of self-set sycamores located along the Queens Road car park boundary have been categorised correctly as C and should not be a material constraint on the development. They are however a highly visible landscape feature and any loss of trees should be mitigated. I would recommend that any replacement planting does not occur along this boundary as establishment and retention adjacent to a retaining wall is problematic. Alternative locations should be looked at on and off site. An ideal opportunity would be to explore the possibility of planting new street trees along the back of Queens Road footway.

Assessment of planning considerations

Relevant development plan policies

40. **Joint Core Strategy for Broadland, Norwich and South Norfolk adopted March 2011 amendments adopted Jan. 2014 (JCS)**

- JCS1 Addressing climate change and protecting environmental assets
- JCS2 Promoting good design
- JCS3 Energy and water
- JCS4 Housing delivery
- JCS5 The economy
- JCS6 Access and transportation
- JCS7 Supporting communities
- JCS9 Strategy for growth in the Norwich policy area
- JCS11 Norwich city centre
- JCS20 Implementation

41. **Norwich Development Management Policies Local Plan adopted Dec. 2014 (DM Plan)**

- DM1 Achieving and delivering sustainable development
- DM2 Ensuring satisfactory living and working conditions
- DM3 Delivering high quality design
- DM5 Planning effectively for flood resilience
- DM7 Trees and development
- DM9 Safeguarding Norwich's heritage
- DM11 Protecting against environmental hazards
- DM12 Ensuring well-planned housing development
- DM13 Communal development and multiple occupation
- DM15 Safeguarding the city's housing stock
- DM19 Encouraging and promoting major office growth
- DM28 Encouraging sustainable travel
- DM29 Managing car parking demand in the city centre
- DM30 Access and highway safety
- DM31 Car parking and servicing
- DM32 Encouraging car free and low car housing

- DM33 Planning obligations and development viability
42. **Norwich Site Allocations Plan and Site Specific Policies Local Plan adopted December 2014 (SA Plan)**
- CC29 Land at Queens Road and Surrey Street

Other material considerations

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

- NPPF0 Achieving sustainable development
- NPPF1 Building a strong, competitive economy
- NPPF2 Ensuring the vitality of town centres
- NPPF4 Promoting sustainable transport
- NPPF6 Delivering a wide choice of high quality homes
- NPPF7 Requiring good design
- NPPF8 Promoting healthy communities
- NPPF10 Meeting the challenge of climate change, flooding and coastal change
- NPPF11 Conserving and enhancing the natural environment
- NPPF12 Conserving and enhancing the historic environment

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

- Trees, development and landscape SPD adopted June 2016

Case Assessment

45. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. Relevant development plan policies are detailed above. Material considerations include policies in the National Planning Framework (NPPF), the Councils standing duties, other policy documents and guidance detailed above and any other matters referred to specifically in the assessment below. The following paragraphs provide an assessment of the main planning issues in this case against relevant policies and material considerations.

Main issue 1: Principle of development

46. Key policies and NPPF paragraphs – DM12, DM13, DM15, DM19, SA CC29, NPPF paragraphs 14, 19, 22, 23 and 49.
47. The site is allocated in the Site Allocations Plan, under policy CC29, for office led mixed use development to include an element of residential development (40 units). The application site does not include the entire allocated site (0.38ha of wider 0.5 ha allocation) as it excludes the public car park fronting Queen's Road.
48. The site was also identified as an office redevelopment opportunity in the St Stephens Street Area Outline Masterplan although this masterplan has no formal status. As such with regards to the principle of development there are two main issues to consider – the loss of an office led allocation and the provision of student accommodation.

Loss of office led allocation

49. In the right market conditions the site has the potential to deliver high quality commercial office space in a highly accessible and central location. As such it is capable in theory of making a contribution to the Joint Core Strategy requirement for 100,000 sqm of new office floorspace in the city centre. The development as proposed includes no office space and therefore the proposal would be a departure from the local plan. Recent evidence does suggest a lack of market demand for offices and a substantial pool of unlettable, poor quality office floorspace in the centre. There is also no obvious end-user for an office-led development here at present.
50. Each application needs to be considered on its own merits and the NPPF sets out that where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities. Therefore if it can be demonstrated by the applicant through the provision of up-to-date and robust evidence that the office allocation would not be viable or deliverable, then this would be taken into consideration and may be afforded significant weight in the determination process. The applicant has provided information on recent marketing of the site (and Sentinel House) which demonstrates that there was very little interest in the site.
51. The emerging Greater Norwich Local Plan (GNLP), which will include strategic policies and site specific allocations within Norwich, Broadland and South Norfolk, is in the course of preparation. This site, together with the adjoining Sentinel House has been put forward through the recent GNLP Call for Sites for a prospective allocation for *town centre uses or mixed-use development of an undetermined type*. Sentinel House is currently being converted from office to residential use under permitted development rights and will provide 199 new apartments.
52. The regulation 18 draft GNLP is timetabled to be published in January 2018. To support the emerging plan a number of evidence studies have been commissioned and are ongoing, including a Greater Norwich Retail, Economic and Town Centres Study prepared by the Greater Norwich Development Partnership's retained consultants GVA. The study, due to be completed imminently is expected to include updated evidence on the need and capacity for office employment and development in the Greater Norwich area in general and the city centre in particular. As part of their assessment of the greater Norwich area the consultants have been requested to appraise a number of specific sites currently allocated for employment, office or office led development, to assess their continued suitability for that purpose. This includes Sentinel House and the adjoining allocated site CC29.
53. Early indications are that the quantum of employment land required to support planned growth in greater Norwich to 2036 may be relatively modest and that there is already a significant surplus of employment land allocated and committed which has not been taken up. This does not mean that sites or buildings could not be retained or repurposed for an element of employment use (for example for small or start-up businesses) if a specific need could be identified, but it is recognised that

changing working practices and sectoral requirements will not necessarily give rise to a requirement for large concentrations of office floorspace in one location.

Provision of student accommodation

54. Paragraph 21 of Planning Practice Guidance – Housing and economic development needs assessment requires local planning authorities to plan for sufficient student accommodation which may include communal halls of residence or self-contained dwellings on or off campus. It states that the development of more dedicated student accommodation may take the pressure off the private rented sector and increase overall housing stock. Policy DM13 of the Development Management Policies Plan sets out criteria for the development of residential institutions and student accommodation; it does not include consideration of need for student accommodation.
55. At present we lack detailed information on the need for student housing in the city and Greater Norwich area. The Council is currently undertaking a study of need for student accommodation within Norwich but the results will not be available for several months. The Central Norfolk Strategic Housing Market Assessment (SHMA) 2017 notes that students have been counted in the Objectively Assessed Need figures and therefore student bedspaces can be counted towards the five year housing land supply, albeit that monitoring of growth in student numbers will be required to ensure that accommodation need assumptions in the SHMA are robust.
56. There are currently over 2000 units of purpose built student accommodation 'in the pipeline' either under construction (Alumno development on All Saints Green (244 units) and St Stephen's Towers (702 units)), or the subject of current planning applications including this one (285 units), St Crispin's House (614 units) and land adjacent to the Premier Inn on Duke Street (147 units).
57. The applicant has provided some information about the need for student housing in Norwich. This information would suggest that there will be a total of 20,000 full time students in Norwich by 2018 with almost 17,000 in need of accommodation. Both of Norwich's universities own and manage a number of bed spaces themselves. The UEA has around 5,000 bedrooms and the NUA has around 345. When combining the existing provision with schemes that are currently under construction this equates to around 6,750 bed spaces which is significantly below the student numbers of 17,000 which need accommodation.
58. The applicant has also cited a recent visit to the All Saints Green development and this shows that nearly 500 people applied for 228 rooms. The management of the accommodation also confirmed that one issue is that students wanted to stay in purpose build accommodation for their whole time at university but the accommodation is restricted to first year students. This means that after completing their first year, the only available option for students is the private rented sector; which has historically led to problems with certain areas becoming dominated by HMOs.
59. Within Norwich there has been discussions about how student accommodation and HMOs can be controlled and in March 2015 the sustainable development panel approved the approach of promoting development of accommodation types (such

as student accommodation) to reduce the demand on the conversion of existing family homes to HMOs.

60. Overall it is felt that the information provided by the applicant is not comprehensive, albeit it does suggest that there is capacity for further purpose built student accommodation. Furthermore in the absence of an up-to-date assessment of need, it is considered that there is no justification for refusal on grounds of lack of need.
61. Therefore in this instance it is felt that it is unlikely that the site will be developed in accordance with the site allocation due to a lack of demand for office accommodation and due to a surplus of land currently allocated or committed for employment use. Therefore on balance an alternative form of development for student accommodation can be supported, particularly as it could deliver substantial economic benefits for the city centre from the expanding student population and would help promote Norwich as a 'learning city'. It would therefore help reinforce the vibrancy of the city centre in accordance with the Joint Core Strategy (JCS policy 11 promotes the city centre as the main focus in the sub-region for retail, leisure and office development, with housing and educational development also appropriate) and would help provide education opportunities for existing and future students of Norwich universities (in accordance with policy 7 of the Joint Core Strategy). The proposal would also contribute towards Norwich's five year housing land supply and reduce pressure on the general housing stock from student HMOs and shared houses.

Main issue 2: Design

62. Key policies and NPPF paragraphs – JCS2, DM3, NPPF paragraphs 9, 17, 56 and 60-66.
63. The current condition of the site is poor and development has the potential to significantly enhance the quality of the conservation area and the streetscene, both along Queens Road and Surrey Street. The main issues relating to the design of the proposal are set out below:

Routes through the site

64. The redevelopment of this site provides a pedestrian connection between Surrey Street and Queens Road which could form part of a strategic pedestrian route from the train station / Lady Julian Bridge to Brazengate as an extension to Chapel Loke. This is an alternative to a longer route around the front of John Lewis and fulfils the objectives of the St Stephens Masterplan.
65. Although the principle of providing this link was very much supported by planning officers there was some concern particularly from the local highway officer that students may try and run across five lanes of traffic to reach Sainsbury's rather than using the nearby pedestrian crossing. In order to mitigate this a robust planting scheme has been proposed on land to the front of Sentinel House. The use of planting and railings should act as a barrier that encourages people to use a new path that runs obliquely across the grass towards the signal controlled crossing. This area of grass is currently owned by Norfolk County Council and although Norfolk County Council do not want to release the land as a freehold disposal as they wish to retain the potential for the land to be used for a highway improvement scheme in the future if needed (which was the original intention for the land), they

would be happy to agree a long lease to the applicant. This would allow the implementation of the new route and landscaping scheme. The 'square' at the crossing will also be enlarged and enhanced as part of the proposal.

Position of entrances

66. The creation of St Catherine's Yard Walk means that the development can be accessed from both Surrey Street and Queens Road. Normally it would be desirable to have a clear entrance off the main street approach so it is clear how to enter the building; however as this development has two faces and routes of approach placing the main entrance and reception area at the mid-point of St Catherine's Yard Walk works well. The entrance area provides good access from St Catherine's Yard Walk and the private residential courtyard and is adjacent to the communal ground floor facilities. The landscape plan suggests that the openness of St Catherine's Yard Walk at the Surrey Street end will successfully guide people towards the entrance and the use of corten steel at the ground floor will highlight the entrance and create a physically and visually robust base to the building.

Footprint and layout

67. The 'L' shaped plan of the building is the natural response to the shape of the site and makes most efficient use of the land. By aligning the two wings with Queens Road and Sentinel House it creates the maximum distance from Carlton Terrace in order to minimise harmful impacts to this building and its occupants. It also allows for the new building to address Queens Road, which currently lacks enclosure as a result of road widening and the demolition of buildings in the past. The end of the north wing neatly closes the gap in the Surrey Street frontage.
68. The "shuffle" in the building's north block footprint helps to break down the mass of the building and creates enclosure and definition to the internal courtyard and at the entrance to St Catherine's Yard Walk.
69. At the pre application stage a lot of consideration was given to the relationship of the proposed building with Queens Road and in particular whether the west end of the public car park could be incorporated into the scheme and used to enhance the landscape quality of Queen Road and provide significant public realm improvements including an avenue of trees. This would also have had the benefit of allowing the north south orientated building to be brought closer to the road and the site area would have been more akin to the allocated site.
70. The public car park is owned by Norfolk County Council and part leased to Norwich City Council who run the car park. Several discussion have taken place, the conclusions of which is that the release of land would not be viewed favourably due to the loss of revenue to the Councils and due to the loss of public car parking spaces which are of great value to the nearby local shops and businesses.

Height and massing

71. It is considered that the proposed development has been carefully and appropriately modelled so that the greatest height and architectural emphasis is focused on the south-west corner adjacent to Sentinel House, with the buildings stepping down to the north and east. The height proposed at the north-west corner is similar to Sentinel House (the top storey is slightly higher but is set back from the

façade) and it will make a gradual transition down towards Surrey Street so that there is an appropriate and sensitive relationship with Carlton Terrace at both ends of the site.

72. The revisions further reduced the height of the section of building that is closest to the rear of Carlton Terrace from four to three storey and in combination with the reduction in the ground level by 1.5m, this will ensure that the new building, whilst having a strong presence, will not unacceptably dominate the view from the back of Carlton Terrace. The new building will also have the benefit of helping to shield the rear of the terrace from the view of and noise from the inner ring road.
73. The proposal is higher than that which is set out within the site allocations document; however in this instance it is felt that it has been demonstrated that the relationship between the proposed development and the neighbouring buildings works well and a development of this height will not have a significantly detrimental impact upon neighbouring residents.
74. With regards to the mass of the development, it should be noted that Sentinel House is regarded as a negative building in the Conservation Area Appraisal because of scale, even though it is architecturally much better than Norfolk Tower. The Conservation Area Appraisal seeks buildings with lesser bulk than Sentinel House and Norfolk Tower. Although this building is relatively large both in terms of its footprint and its height, having two wings has helped reduce the bulk and mass along with the stepped heights, setting some floors further back and the use of materials.

External appearance

75. The visualisations submitted with the application suggest a successful piece of architecture will be created. The modelling of the building's mass is complemented by the choice of materials that apply to the different building elements. The use of different types and colours of brick separated by zinc cladding with standing seam details will avoid the monolithic appearance for which neighbouring Norfolk House and Sentinel House can be criticised. The top storey on Queens Road is set back and faced in metal cladding. This should be aesthetically successful in further reducing the sense of a heavy mass of building.
76. The predominant use of brick on the external elevations will create a good relationship with neighbouring buildings e.g. Sentinel House, Carlton Terrace, 113 Queens Road and the Notre Dame building opposite the site and subtle brick detailing will add a deeper level of quality. The use of white render on the courtyard elevation of the building is understandable given the need to reflect light into that space. However, it will be important that the render is specified correctly with anti-fungal coating and occasionally cleaned to avoid discolouration and staining.
77. The communal kitchen areas, including those most visible at the three corner extremities of the building, are expressed with large windows that create variety and allow good views out. It is considered that distinguishing the communal areas and the careful use of fenestration has provided visual interest in a similar way to the nearby NUA / Alumno block which also does this very effectively.
78. The windows facing Carlton Terrace will be obliquely angled to avoid overlooking, which creates small recesses within the student rooms. The revision have enlarged

the recesses which has made the angle less oblique as it was felt that levels of light were compromised to the future residents of these rooms. Furthermore a secondary obscure glazed window has been added to further increase levels of light whilst creating no additional overlooking. Adding the additional obscured glazed windows also removes what was considered a rather imposing blank section of the building.

79. In order to ensure that the proposed development is of high quality, a palette of material samples will be required for approval by condition.

External spaces

80. The proposed footprint of the building has allowed a number of external spaces to be created for the enjoyment of future residents, some of which are communal and some of which are for specific clusters. This include a courtyard area which will have a sense of enclosure from the two wings, two roof terraces, St Catherine's Yard Walk and a small public square to the front of the building on Surrey Street. There will also be a landscaped strip to the front of Sentinel House which will help enhance the setting of Sentinel House and the approach to this proposed development.
81. The footprint of the building also allows for the retention of a large number of the trees on site and careful consideration has been given to replacement planting and additional trees and soft landscaping. Details of this are explained further under main issue 4.

Main issue 3: Heritage

82. Key policies and NPPF paragraphs – DM9, NPPF paragraphs 128-141.
83. As set out within main issue 2 it is considered that the design of the proposal is of high quality with appropriate consideration being given to the overall size, height and mass of the development and therefore it is considered that the proposal will result in an enhancement to the conservation area.
84. There are four listed buildings close to the site with a setting that will be affected by the proposed development: Surrey House (56 Surrey Street), 113-115 Queens Road, Phoenix House (131-139 Queens Road) and St Francis House (141-147 Queens Road). The current contribution of the site to the setting of these assets does not add anything to their significance but on the contrary, the emptiness of the site is harmful to the character and appearance of the conservation area and the setting of the three listed buildings on Queens Road. It is considered that a built frontage will help reduce the blank openness that makes it feel overwhelmingly dominated by its highway function and makes the listed buildings opposite look like isolated survivors of a damaged street. Furthermore, the new buildings will obscure the view of Norfolk Tower, which is one of the most negative buildings in the city centre, thereby improving the setting of these listed buildings.
85. Surrey House is set back behind a wall and mature trees. The modest scale of buildings proposed to infill the gap in the Surrey Street frontage will be scarcely perceived from within the building or its front garden. The glimpsed view will be positive by comparison with a view of an open car parking.
86. Carlton Terrace is locally listed. The proposed building line on Surrey Street corresponds with Sentinel House and is set back behind Carlton Terrace, meaning

that the oblique townscape view of Carlton Terrace, which the conservation area appraisal recognises as a positive contribution to the character of the area, will not be obscured or intruded upon. Further the height of the proposed building on the Surrey Street frontage is lower than Carlton Terrace and is therefore considered appropriate.

87. The site is situated within the Area of Main Archaeological Interest. An archaeological trial trenching evaluation has been carried out at the proposed development site which revealed evidence of medieval to early post-medieval activity in the form of ditches, pits, a hearth and possible lane. Archaeological deposits were present at a shallow depth across the site. Therefore it is considered that there is a high potential that further heritage assets will be present at the site. If planning permission is granted this should be subject to conditions requiring a programme of archaeological mitigatory work.

Main issue 4: Landscaping, trees and biodiversity

88. Key policies and NPPF paragraphs – JCS 1, DM3, DM6, DM7, DM8, NPPF paragraphs 9, 17, 56, 109 and 118.
89. The application as submitted included some details regarding landscaping; however there were a number of areas where it was considered that additional measures could be incorporated and a number of amendments were also suggested to enhance the overall landscaping scheme. Overall taking into consideration the changes that have been made it is now felt that the proposed hard and soft landscaping will help improve the setting of the buildings, provide areas for the enjoyment of future residents, enhance biodiversity and improve the environment for the general public.

Trees along Queens Road

Norwich City Council's tree officer has confirmed that the existing linear group of self-set sycamores located along the Queens Road car park boundary have been categorised correctly as C and therefore should not be a material constraint on the development. They are however considered to be a highly visible landscape feature and any loss of trees should be mitigated. The tree officer recommended that any replacement planting does not occur along this boundary as establishment and retention adjacent to a retaining wall is problematic and therefore alternative locations should be looked at on and off site. It would have been preferable for replacement tree planting to consist of new street trees along the back of Queens Road footway as this would help screen the existing public car park and continue the avenue of trees which currently existing to the east end of the public car park; however investigations have showed that there are services underneath the footpath so unfortunately this is not feasible. Therefore the applicant is proposing to plant additional trees along the boundary but by creating a rooting zone underneath the car park in order to allow the new trees to establish and grow. It is also proposed to create an avenue of trees to the front of Sentinel House which will provide a nice landscape feature.

90. Overall it is felt that the proposed trees will help screen the development and fill in the gaps in this section of the green link between the All Saints Green junction and the mature street trees along Queens Road toward the Surrey Street junction. It will

also have the benefit of helping to filter noise and air pollution from Queens Road for future residents.

St Catherine's Yard Walk

91. The proposed walkway between Surrey Street and Queens Road is fully supported from a landscape point of view and will be a valuable pedestrian link within this part of the city centre. A condition should be attached to any future permission to ensure public access at all times and to set out the arrangements for its management and maintenance. Measures such as ensuring that the trees along St Catherine's Yard Walk will have a minimum clear stem height of 2.5m will ensure that pedestrians can clearly see the route from Surrey Street through to Queens Road.
92. In order to deter pedestrians from using the direct desire line to Sainsburys a landscaped strip has been created which will direct pedestrians to the signal controlled crossing at the corner of Queens Road and All Saints Green. The planting has been carefully considered so it is robust and a low rail provided along the path edge.
93. At the western end of the walkway the proposed 'square' is welcomed as providing much needed pedestrian space at this crossing location. It is proposed to use the Marshall's palette of adoptable materials.

External amenity spaces

94. A number of private and public areas of space have been landscaped for the enjoyment of future residents and the public. St Catherine's Yard Walk provides areas of seating along with the newly created square to the front of the Surrey Street elevation. The courtyard area is shown as mainly hard paved with low planting areas adjacent to buildings. A tree has been added to create a central focal point, an end-stop for views along the service access from Surrey Street, and to provide a vertical soft element to counter the height of the proposed buildings. As well as providing an amenity space, the courtyard is required for servicing and the square on Surrey Street will be required for drop off/pick up at the start/end of term. This does raise challenges as these spaces will be multi-functional; however it is felt that the applicant has managed to incorporate soft landscaping and features such as seating to create spaces which can be enjoyed by residents.
95. Given the density of the development and the relative low level of open space provision within it, the two proposed roof terraces will provide valuable space for residents and potential biodiversity benefits. Details of these can be conditioned to ensure that a low maintenance biodiverse planting mix is used. It is also proposed to create basement gardens for the ground floor flats facing onto Queens Road. These gardens will be shaded; however the details provided do show that a successful area of amenity could be provided through using hard and soft landscaping that responds well to shaded conditions.

Biodiversity

96. The existing site has low ecological value with no protected species present; however it was felt important to take the opportunity to enhance biodiversity and as part of the revisions additional measures have been incorporated into the proposal. The proposed removal of six relatively large mature trees along the Queens Road

car park boundary represents a loss of biomass and habitat, and an erosion of the ecological corridor function of trees along Queens Road but this has been mitigated through replacement planting, including additional trees to the rear of the public car park.

97. Two areas of green roofs have also been incorporate which will provide an enhanced ecological environment. In addition bird (for nesting swifts) and bat boxes have been incorporated into the brickwork design of the north-east and south-east elevations at high level. The design utilises systems which provide nesting solutions within the external wall construction of the building.

Main issue 5: Transport

98. Key policies and NPPF paragraphs – JCS6, DM28, DM30, DM31, NPPF paragraphs 17 and 39.
99. As a city centre location there is relatively limited vehicular access therefore uses which have less significant needs in these terms should be seen as more appropriate. Student accommodation has relatively low servicing requirements from vehicles, and students would generally not own cars and would either be walking or cycling within the city centre. The site therefore represents a good location for this use and car free development is acceptable in principle in this location.
100. The travel plan sets out the arrangements for the drop off/pick up at the start/end of term. There is one drop off/pick up space on site but residents will be encourage and incentivised to use alternative car parking locations as part of the Travel Plan. These include park and ride services and the Queens Road pay and display car park and the St Stephens multi-storey car park. The applicant will be negotiating with the nearby existing student accommodation blocks to seek if a more coordinated arrangement can be developed to coordinate drop-off and pick up arrangements at the start and end of terms. This will include discussions with NCP and Norwich City Council to ascertain whether they can reserve a number of spaces on specific dates at the start and end of term. At this stage we have no way of knowing if loading and unloading on Surrey Street will be acceptable or not. Therefore it is proposed that a condition is attached to any future permission requiring further details of the parking and management arrangements for dealing with the arrival and departure of residents at the beginning and end of the academic terms. This should include details of a review mechanism to enable further anti congestion measures to be considered, if required.
101. The servicing arrangements are satisfactory and it is considered that the number and location of bins is acceptable. A refuse vehicle would be able to turn within the site so can exit in forward gear. In terms of bike storage, 168 spaces will be provided for the 285 residents and an additional 14 spaces will be provided for residents in an easily accessible location. Although the does not equate to 1:1 provision, it is considered to be an appropriate level for this city centre location and additional provision is likely to result in a surplus as it is not expected that all residents would own a bike particularly given the proximity to bus services and given the new bike rental scheme which now operates within Norwich. The number of spaces will be reviewed as part of the travel plan and additional spaces will be provided if required.

102. The provision of an improved 'square' at the corner of Queens Road and All Saints Green is welcomed although this will need to reflect the actual geometry of the junction. There will be a need for tactile paving and the removal of the extant guard railings. It is proposed that the highway authority adopted this paving as part of a s278/s38 agreement and the exact details can be negotiated as part of this agreement. The local highway officer is now also satisfied that the landscaping will successfully direct people towards the signal control crossing although has suggested that some form of temporary fencing is erected until the plants have established.

Main issue 6: Amenity

103. Key policies and NPPF paragraphs – DM2, DM11, NPPF paragraphs 9 and 17.

Impact upon neighbouring residents

104. With regard to the impact upon neighbouring residents the main consideration is the impact upon the existing residents of Carlton Terrace and the future residents of Sentinel House.
105. Directly to the north/east of the site is Carlton Terrace which are residential properties owned by Broadland Housing Association. The properties are divided into flats and it is understood that there is a flat at basement level and ground floor level with there being a maisonette at first and second floor level. The area to the rear of Carlton Terrace is predominately car parking although the lower two levels benefit from a small terrace or balcony.
106. With regards to overlooking it is not considered that the proposal will have much of an impact upon residents of Carlton Terrace due to the distances involved, the careful positioning of windows and the provision of obscure glazing. The rear elevation of the Queens Road block faces onto the rear of Carlton Terrace; however the windows have been angled in order to direct any views away from the neighbouring properties. The revisions do include additional windows that are directed towards the rear of Carlton Terrace; however these will be obscure glazed. It is also not considered that the roof terrace will reduce privacy due to the roof terrace being 37m from the rear elevation of Carlton Terrace.
107. With regards to loss of light and overshadowing, there was concern that the application as submitted would have a detrimental impact upon some of the residents of Carlton Terrace. A sunlight/daylight assessment was submitted with the application and the modelling which was undertaken found that as a result of the development seven windows failed to meet the required sunlight analysis and 30 of the ground and first floor windows failed to achieve the BRE standards for vertical sky component (VSC) as a result of the development. The failure to meet this standard does not automatically mean that an application should be refused and in this instance it is also important to note that 10% of windows currently fail to meet the minimum recommendation prior to development occurring; however in this instance there were concerns that this did mean that the proposal would have a noticeable impact upon a significant number of residents. Therefore discussions took place with the applicant to look how the proposal could be amended in order to minimise the impact upon the nearby residents.

108. The modelling showed that by reducing the height of the Queens Road block to a predominately four storey building and reducing to three storey at the south east end, the impact that the proposal would have upon neighbouring residents would be significantly less. In the revised scheme there are 15 windows which do not meet the recommendations; however eight of these fail currently due to the presence of the canopies. The other seven which fail are all located on the ground floor but their failure against the BRE minimum of 27% Vertical Sky Component is marginal by achieving values such as 24.99, 23.75 and 26.47. In relation to sunlight there are 6 windows which do not meet the BRE recommendations but all 6 windows are canopied so it is not the development will results in a failure but the design of Carlton Terrace itself. In terms of winter sunlight there are three windows on the ground floor which do not meet the recommendations; however these three windows all serve rooms which have two other windows which do meet the recommendations.
109. Therefore on the basis of the information submitted it is considered that the scheme has been amended in a way that means that the proposal will not result in harm to neighbouring residents. Loss of light and overshadowing will be minimal and in most cases where there is a failure to meet the standards it is by virtue of the design of Carlton Terrace itself rather than the impact of the proposed development.
110. Concern has been raised by neighbouring residents regarding noise and in particular noise from the roof terrace. The revisions have reduced the size of the roof terrace and in doing so means that at its nearest point the communal roof terrace is 37m from Carlton Terrace. It is proposed to have acoustic glazing surrounding the roof terrace to minimise noise. Furthermore it can be conditioned that the roof terrace will only be used between the hours of 8am and 10pm. Therefore it is not considered that the roof terrace will have a significantly detrimental impact upon neighbouring residents.
111. It is inevitable that the proposal will have an impact upon future residents of Sentinel House particular due to the height and the distances involved; however measure have been put in place to minimise the impact which include the provision of privacy screens and through the positioning of the blocks within the site. It is considered that all rooms within Sentinel House will have adequate light and privacy as a result of this proposal and given that the conversion of Sentinel House is still underway any future residents would be aware of this proposed development before committing to purchasing or renting a flat there.

Living conditions for future residents

112. The site will provide accommodation for 285 students. The majority of students will be accommodated within single bedrooms. These are arranged within cluster of five to seven bedrooms and each cluster will have a shared communal space. The single bedrooms are 13-14 sqm which is of a comparable size to the single bedrooms at the recently approved St Stephens Tower and those which are under construction at the former Mecca Bingo Site on All Saints Green. The studios and accessible bedrooms are 21 sqm which is again in line with recently approved student schemes. National space standards do not apply to student accommodation and it is considered that the space provided will ensure that residents are able to live comfortably.

113. Some rooms will benefit from more light than others and in particular there was concern that the rooms that faced onto the rear of Carlton Terrace would have insufficient light due to the angled windows that were proposed to avoid overlooking to Carlton Terrace. As a result the angle has been increased to allow more light and a secondary obscure glazed window is proposed to allow more light. This has overcome the officer's concern without compromising the privacy of Carlton Terrace residents. Consideration has also been given to the positioning of windows to prevent overlooking from one block to the other and also to prevent overlooking to future residents of Sentinel House. Overall it is concluded that the internal living conditions for all future residents of the proposed development will be satisfactory or good.
114. Although the site is situated within the city centre and is within a relatively constrained site a number of external amenity spaces are provided for the enjoyment of residents. This includes some spaces which are for specific clusters i.e. basement gardens, roof terrace fronting onto Surrey Street but there are also some communal spaces i.e. courtyard, roof terrace, square fronting Surrey Street and seating area within St Catherine's Yard Walk.

Noise and air quality for future residents

115. The site is situated on Queens Road which forms part of Norwich's inner ring road. A noise impact assessment has been submitted with the application and this concludes that adequate mitigation can be incorporated into the scheme in order that new residents will not be adversely affected by the external noise environment. A condition should be attached to any future permission required details of these measures, including details of the windows and the glass barrier which surrounds the roof terrace.
116. The site is situated within an Air Quality Management Area (AQMA). An air quality assessment has been submitted with the application and this shows that there would be no expected exceedances of the UK air quality objectives at the developments facades and therefore no mitigation is required for the operation of the development. Therefore the windows on all elevations can be fully opening. Notwithstanding the above, due to potential noise from Queens Road it is considered that the rooms facing onto the inner ring road should have an alternative means of being ventilated so residents do not need to rely on opening windows. It would also be preferable for air for the mechanical ventilation to be drawn from the Surrey Street elevation or from the roof. The mechanical ventilation system can be secured by condition.
117. Furthermore the report makes some recommendations that should be considered during the construction phase of the development. These relate to the construction management of the site and incorporate best practice procedures for contractors. An informative should be attached to any permission requiring considerate construction and a condition is proposed requiring a Construction Method Statement.

Main issue 7: Energy and water

118. Key policies and NPPF paragraphs – JCS3, DM1, NPPF paragraphs 94 and 96.

119. Policy 3 of the Joint Core Strategy sets out that development of 1,000 sqm or more of non-residential floorspace should provide at least 10% of the scheme's expected energy requirements from a renewable, low carbon or decentralised source. A sustainability strategy has been submitted with the application and this identifies that the core principle of the design of the development is to reduce energy use through effective fabric energy efficiency measures. A number of options have been looked at in order to meet the 10% policy requirement which include photovoltaic panels on the roof and an air source heat pump. A condition should be attached to any future permission requiring full details of the preferred option.
120. The scheme also needs to incorporate water efficiency measures and again a condition should be attached requiring the development to be designed to meet 110/litres/person/day.

Main issue 8: Flood risk

121. Key policies and NPPF paragraphs – JCS1, DM5, NPPF paragraphs 100 and 103.
122. The site is situated within flood zone 1 'low probability' of flooding and the site area is less than 1 hectare. Therefore a flood risk assessment is not required. The site is also not within a critical drainage area. In accordance with policy DM5 a drainage strategy has been provided which seeks to address surface water runoff and to minimise the risk of flooding.
123. Due to the urban nature of the site a number of options are not appropriate; however in this instance it is proposed to have permeable paving, sub-surface attenuation tank and blue and green roofs. Norfolk County Council as the Lead Local Flood Authority (LLFA) and Anglian Water both had concerns with regards to the information submitted. Additional information has since been provided which includes calculations and an exceedance route plan. Although the proposed run off rate of 5l/s is greater than greenfield runoff, it does provide betterment relative to the existing brownfield runoff rates. Therefore subject to a condition requiring implementation of the approved drainage strategy scheme the LLFA have no objection to the proposed development as it has now been demonstrated how surface water drainage will be managed on site without increasing flood risk on the site or elsewhere, in line with National Planning Policy Framework (NPPF).

Main issue 9: Contamination

124. Key policies and NPPF paragraphs – DM11, NPPF paragraphs 120-122.
125. A phase I contamination assessment has been undertaken on site and this has identified that additional intrusive testing will be required prior to commencement of work on site. The report does state that it is not considered likely that there is gross contamination which would limit the development potential. Therefore conditions should be attached to any future permission requiring further work and mitigation measures to be carried out.

Compliance with other relevant development plan policies

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

Requirement	Relevant policy	Compliance
Cycle storage	DM31	No – see main issue 5
Car parking provision	DM31	Yes
Refuse Storage/servicing	DM31	Yes subject to condition
Energy efficiency	JCS 1 & 3 DM3	Yes subject to condition
Water efficiency	JCS 1 & 3	Yes subject to condition
Sustainable urban drainage	DM3/5	Yes subject to condition

Equalities and diversity issues

127. There are no significant equality or diversity issues. There will be level access to the building and the application includes 14 accessible study rooms.

S106 Obligations

128. The application does not trigger any s106 contributions.

Local finance considerations

129. Under Section 70(2) of the Town and Country Planning Act 1990 the council is required when determining planning applications to have regard to any local finance considerations, so far as material to the application. Local finance considerations are defined as a government grant or the Community Infrastructure Levy. The development is CIL liable with the payment being £49718.04.

130. Whether or not a local finance consideration is material to a particular decision will depend on whether it could help to make the development acceptable in planning terms. It would not be appropriate to make a decision on the potential for the development to raise money for a local authority.

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

Conclusion

132. The site is allocated for office led mixed use development to include an element of residential development and therefore this application for 285 student bedrooms is a departure from the local plan. The NPPF sets out that where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses should be treated on their merits having regards to market signals and the relative need for different land uses to support sustainable

local communities. In this instance it is felt that it is unlikely that the site will be developed in accordance with the site allocation due to a lack of demand for office accommodation and due to a surplus of land currently allocated or committed for employment use. Therefore on balance it is considered that an alternative form of development for student accommodation can be supported, particularly as it can deliver substantial economic benefits for the city centre from the expanding student population, help contribute towards Norwich's five year housing land supply and reduce pressure on the general housing stock.

133. Furthermore the proposal has the potential to significantly enhance the quality of the streetscene, both along Queens Road and Surrey Street and will provide a new pedestrian connection which would form part of the strategic pedestrian route from the train station to Brazengate. The proposed footprint makes efficient use of land and it is considered that the stepped height and 'L' shaped footprint will ensure that the building has a strong presence whilst not overdominating views of Carlton Terrace. The fenestration and choice of materials will add visual interest and it is considered that the proposal will have a good relationship with neighbouring buildings. The proposal will therefore result in an enhancement to the conservation area and will help reduce the bland openness that makes this area feel overwhelmingly dominated by its highway function and will also improve the setting of the nearby listed buildings.
134. The proposed hard and soft landscaping will help improve the setting of the building, provide enjoyment for future residents, enhance biodiversity and improve the environment for the general public. It will provide good living conditions for future residents and the revision to the proposal will mean that the development will not result in any significant harm to the neighbouring residents of Carlton Terrace or the future residents of Sentinel House taking into consideration overlooking, loss of light and overshadowing.
135. With regards to highways, it is proposed that the development is car free and student accommodation has relatively low servicing requirements. 168 cycle spaces will be provided for students and 14 cycle spaces will be provided for visitor. Although this is not 1:1 it is considered to be sufficient and can be reviewed in the future. The greatest impact upon the highway will be at the start and end of the academic terms, but this can be mitigated through satisfactory management arrangements which can be conditioned and reviewed in the future.
136. Overall therefore the material considerations (namely the lack of market demand for offices and the need for student accommodation, and the social and economic contribution of the proposal to the local economy and city centre) are sufficient to outweigh the presumption of determining the application in accordance with the provisions of the Development Plan, particularly given the absence of a five year housing land supply in the Norwich Policy Area. The proposal will deliver a high quality development on a vacant site within the city centre and will have a positive contribution to the streetscene and this part of the City Centre Conservation area without having a harmful impact upon neighbouring residents. It is therefore recommended that the application is approved.

Recommendation

To approve application no. 17/01295/F - Car Park Adjacent To Sentinel House 37 - 43 Surrey Street Norwich and grant planning permission subject to the following conditions:

1. Standard time limit;
2. In accordance with plans;
3. No works above ground until following details agreed:
 - a) Materials for walls (including brick bond and mortar),
 - b) Materials for roof (including green roof)
 - c) Windows and doors (including lintels and cills, glazing frames and profiles, opaque glazing and reveals)
 - d) Rainwater goods, fascias, bargeboards
 - e) Privacy screens
 - f) Privacy louvres, glass screens and railings to roof terraces
 - g) Bat boxes
4. No works until archaeology written scheme of investigation agreed
5. Stop work if unidentified features revealed
6. No works until a scheme to deal with contamination has been agreed.
7. No occupation until a verification plan and a proposed monitoring, maintenance and contingency plan has been agreed.
8. Stop work if unknown contamination found
9. With the exception of site clearance, archaeology, tree protection works and ground investigation no development shall take place until slab levels have been agreed.
10. No occupation until implementation of the approved surface water drainage scheme.
11. No occupation until obscure glazing installed in accordance with the plans.
12. No occupation until external lighting agreed and implemented.
13. No works above ground until fire hydrant provision agreed.
14. No works above ground until scheme for generating a minimum of 10% of the predicted energy requirement from decentralised renewable and/or low carbon sources has been agreed.
15. The development shall be designed to meet 110 litres/person/day water efficiency.
16. Works to be carried out in accordance with AIA, AMS.
17. No occupation until landscaping scheme has been approved.
18. No occupation until a scheme has been agreed for the maintenance of trees with the public car park
19. No occupation until following details agreed:
 - a) Cycle storage and parking for residents and visitors to the site
 - b) Servicing, including waste and recycling bin storage and collection facilities
20. No occupation until the vehicular access have been constructed and made available for use in accordance with the approved plans.
21. Removal of permitted development rights for boundary treatments.
22. No occupation until changes to waiting restrictions facilitated by a Traffic Regulation Order has been secured by the Highway Authority.
23. Travel information to be made available in accordance with the approved travel plan. To be maintained and reviewed in accordance with agreed details.
24. No occupation until details of the parking and management arrangements for dealing with the arrival and departure of residents at the beginning and end of the academic terms shall be agreed. This should include details of a review mechanism.
25. No works until a Construction Method Statement has been approved.
26. No works above ground until details of plant, machinery and mechanical ventilation system have been agreed.
27. No use of the roof terraces between the hours of 22:00 and 08:00 on any day.
28. No occupation until a management plan has been approved.

Informatives:

1. Archaeological Brief and Norfolk Historic Environment Record
2. No entitlement to on-street parking permits
3. Refuse bins and collection arrangements to be arranged prior to first occupation
4. Highway works required – relocation of a street light, relocation of the school sign, footway crossover, reinstated waiting restrictions
5. Construction working hours
6. Details of windows (condition 3(c)) to include information to demonstrate that the windows comply with the recommendations within the noise impact assessment and details of glass screen to roof terrace (condition 3(f)) to include information to demonstrate that it complies with the recommendations within the noise impact assessment.

Article 35(2) Statement

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



NOTES

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The Construction Change and Management Regulations 2015 (CCM 2015) make a distinction between details and commercial plans and plans for the site. As such, this drawing is not a detail and is not a commercial plan.

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Scale

0 5m 10m 15m 20m

Legend

- Site Boundary
- Emergency and service vehicular access
- Entrance to reception
- Retaining wall
- 10 - Secure gate access
- 11 - Low Level Wall Backed by Ivy Screen
- 1 - Linear Paving
- 2 - Permeable Textured Flag Paving
- 3 - Marshalls' Saxon Concrete paving flags (Natural)
- 4 - Self paving detail Marshalls Tegula (Pervent Grey)
- 5 - Cobble edge with knee rail as a deterrent to jay walking
- Telescopic bollards
- 7 - Low Level Lighting Bollards
- 8 - Bench seating
- Existing Trees
- Proposed Trees (Acer Campestre)
- Trees removed T5, T6, T7, T13, T15, T17
- Low level shade tolerant planting
- 13 - Bin Storage no. 25
- 14 - Vallets cycles hoops no. 14
- 15 - Bike storage no. 168

Revisions

Rev.	Description	Date	Drawn By	Checked By
1	Initial Design	07/26/17	AD	JC

PURPOSE OF ISSUE

PL - For Planning Submission

DESIGNED BY

AD

FOR INFORMATION

AD

PROJECT TITLE

St Katherine's Yard Student Accommodation

CLIENT

St Katherine's Yard S.A. Ltd.

DESIGNED BY

AD

FOR INFORMATION

AD

SCALE

1:200

DATE

07/26/17

DESIGNED BY

AD

CHECKED BY

JC

APPROVED BY

JC

PROJECT NO.

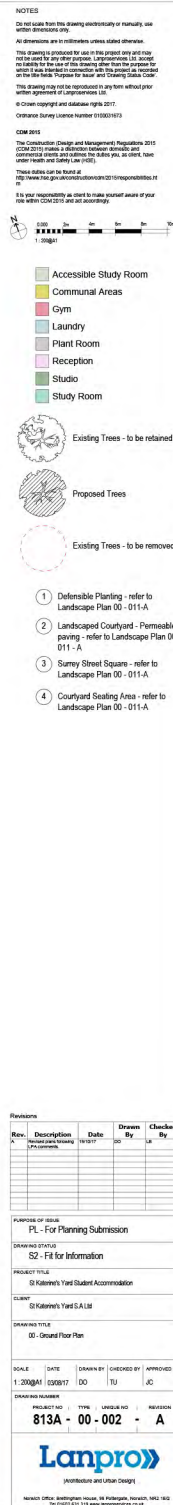
813A - 00 - 011 - B

LANPRO

Landscape and Urban Design

Head Office: 100 High Street, 1st Floor, London, E1 1AA, UK

Tel: 0202 621 214 www.lanpro.co.uk





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COWI 1916

The Construction Code (Change Management) Regulations 2015
COWI 1916 states a distinction between demands and construction permits and provides guidance on how to alert, hand over results and Safety Law [PDF].

These tables can be found at
http://www.cowiconsultants.com/cowiconsultants2015/regulations2015.pdf

It is your responsibility as clerk to make yourself aware of your role under COWI 1916 and act accordingly.

0 10m 20m 30m 40m 50m

1 : 300k(1)

 Accessible Study Room
 Communal Areas
 Studio
 Study Room

Rev.	Description <small>(Material changes requiring revision)</small>	Date	Drawn By	Checker Lk
01		10/18/17	JGC	
PURPOSE OF ISSUE: P1 - For Planning Submission				
ISSUED TITLE: S2 - Fit for Information				
PROJECT TITLE: @ Katern's Yard Student Accommodation				
CUSTOMER: @ Katern's Yard S.A.L.B.				
DRAWING TITLE: S1 - Facility Plan				
DATE	DATE	DD	TH	JC
03/JAN/17	09/07/17	00	TU	JC
PROJECT NO. TITLE UNIQUE NO. REVISION				
813A -		00 - 003		- A
 Lanpro» <small>(Infrastructure and Urban Design)</small>				
<small>SEARCH OFFICE: Santiago Norte, 160 Polígono, Sector 16, 160-160 TEL: +52 55 521 1211 www.lanpro.com.mx</small>				



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1:1000

1:1000

1:1000

- Accessible Study Room
- Communal Areas
- Studio
- Study Room

Revisions				
Rev.	Description	Date	Drawn By	Checked By
1	Initial design	10/01/17	LB	JC
2	Revised design	10/01/17	LB	JC
3	Final design	10/01/17	LB	JC
4	Final design	10/01/17	LB	JC
5	Final design	10/01/17	LB	JC
6	Final design	10/01/17	LB	JC
7	Final design	10/01/17	LB	JC
8	Final design	10/01/17	LB	JC
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11	Final design	10/01/17	LB	JC
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96	Final design	10/01/17	LB	JC
97	Final design	10/01/17	LB	JC
98	Final design	10/01/17	LB	JC
99	Final design	10/01/17	LB	JC
100	Final design	10/01/17	LB	JC

PURPOSE OF ISSUE

P1 - For Planning Submission

DESIGN STATUS

S2 - For Information

PROJECT TITLE

St Katherine's Yard Student Accommodation

CLIENT

St Katherine's Yard S.A. Ltd

DESIGNER'S TITLE

St Katherine's Yard S.A. Ltd

SCALE

DATE

1:200

DATE

10/01/17

DRAWN BY

LB

CHECKED BY

JC

APPROVED BY

JC

DESIGN NUMBER

813A - 00 - 005 - A

PROJECT NO.

813A

TYPE

00

UNITS NO.

005

REVISION

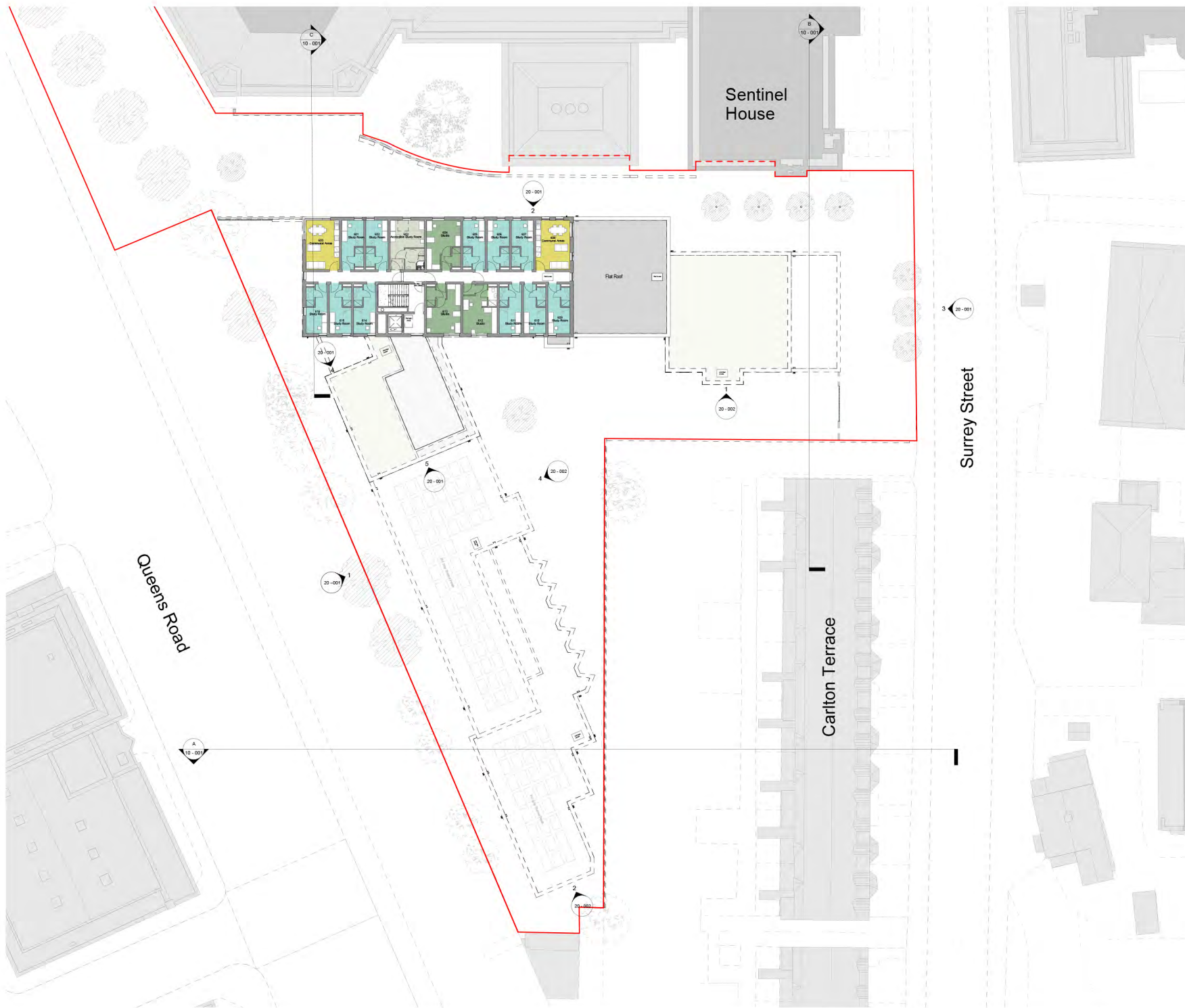
A

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Contract Number: JCS/US/16/0173

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CDM 2015 is a requirement for all projects that are not domestic projects. It is your responsibility as client to make yourself aware of your role within CDM 2015 and act accordingly.



0 10m 20m 30m 40m 50m 60m 70m 80m 90m 100m

1 : 50000

Accessible Study Room
 Communal Areas
 Studio
 Study Room

Revisions						
Rev.	Description	Date	Drawn By	Checked By		
A	Revised per client meeting	08/12/17	JD	JD	LA	

PURPOSE OF ISSUE

PL - For Planning Submission

 (Signature)
SZ - Fit for Information

PROJECT TITLE

St Katherine's Yard Student Accommodation

CLIENT

St Katherine's Yard S.A Ltd

DRAWING TITLE

2D - Site-Plan Plan

SCALE	DATE	DRAWN BY	CHECKED BY	APPROVED
1:20000	08/09/17	DO	LB	JD

DRAWING NUMBER

PROJECT NO.	TYPE	UNIQUE NO.	REVISION
813A	- 00	- 008	- A

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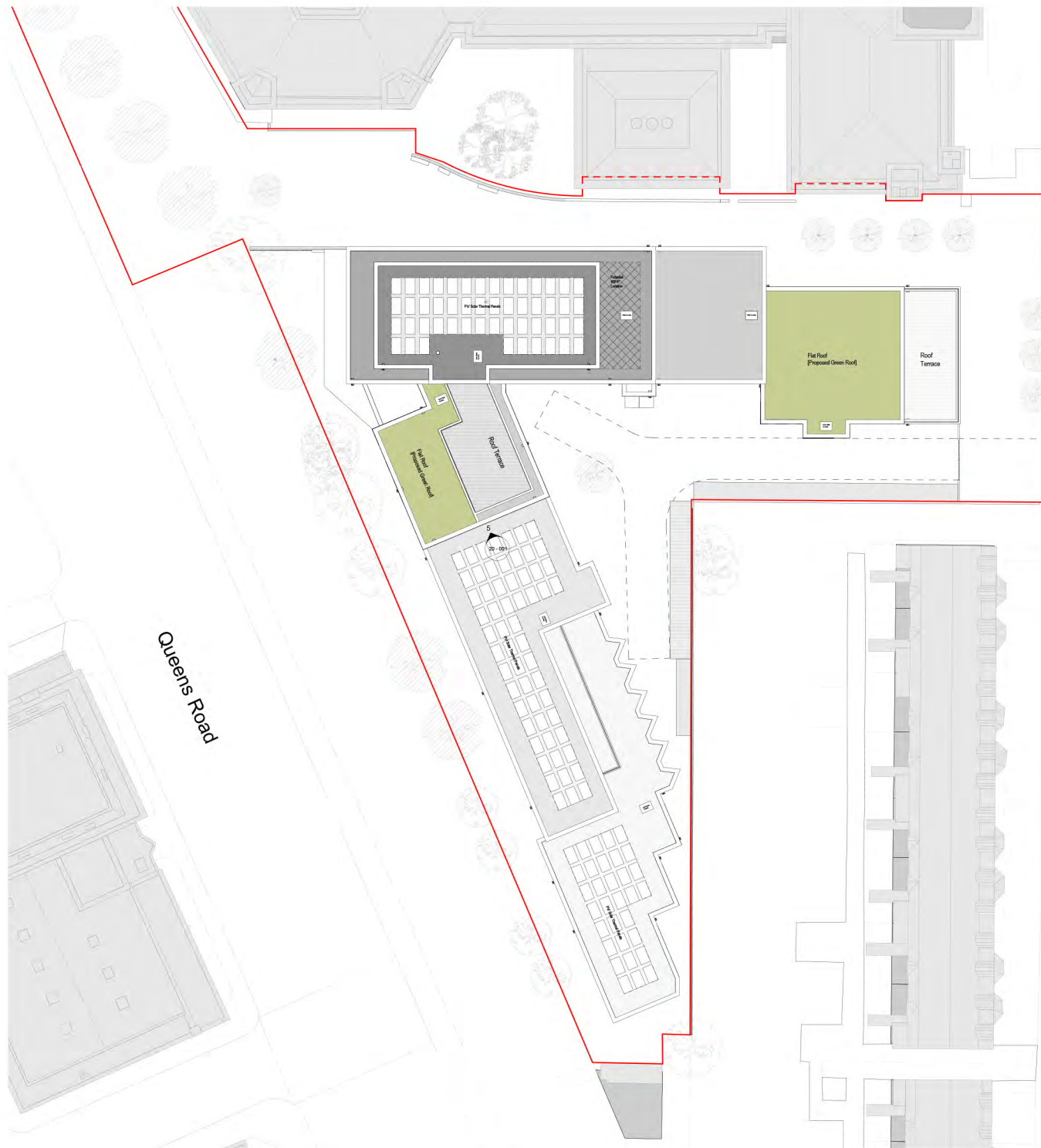
NEWTON HOUSE (containing) - House, 48 Piddington Avenue, N4S 1ND
 01453 521 173 www.lanpro.co.uk

 Studio

PROJCT NO: 813A - 00 - 009 -
TYPE: LANDSCAPE ARCHITECTURE
UNIQUE ID NO: 813A - 00 - 009 -
REV: 1.0

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Architecture and Urban Design

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Surrey Street

Queens Road

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COM 2015

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<http://www.hse.gov.uk/cdm/2015/responsibilities.htm>

It is your responsibility as client to make yourself aware of the law within COM 2015 and act accordingly.



Revisions					
Rev.	Description	Date	Drawn By	Checked By	
A	As per drawing (as per drawing)	10/10/17	200		LB

PURPOSE OF PROJECT
P2 - For Planning Submission

DRAWING STATUS
S2 - Fit for Information

PROJECT TITLE
0 Kaitake's Yard Student Accommodation

CLIENT
0 Kaitake's Yard S.A.S.M

DRAWING TITLE
Roof Plan

SCALE	DATE	DRAWN BY	CHECKED BY	APPROVED
1:20000A	02/09/17	DOMINIC	LB	JC

DRAWING NUMBER
813A - 00 - 010 - A

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 (Architecture and Urban Design)

NEWCASTLE OFFICE: 100/100-100, 100 Kaitake's Yard, Newcast, NSW 1560
 02 4939 1234 02 4939 1234 newcastle@lanpro.com.au



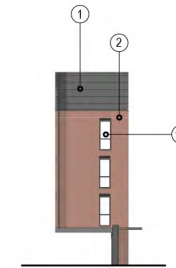
1 Queens Road
1 : 200



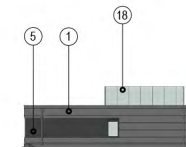
2 St Catherine's Yard Walk
1 : 200



3 Surrey Street
1 : 200



4 Queens Road - End of 5 Storey block
1 : 200



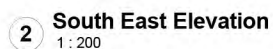
5 Queens Road -South East Elevation
1 : 200

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CIBSE 2015
The Construction Design and Management Regulations 2015
(CDM 2015) makes a distinction between technical and
commercial design and requires the design to be done by
an architect or a design team (2015).
These details can be found at
http://www.hse.gov.uk/construction/2015/irresponsibilities.htm
It is your responsibility as client to make yourself aware of your
role under CDM 2015 and other regulations.

Material Key:

- 1 Grey Metal Cladding with Standing Seam Profiles
- 2 Red Brick
- 3 Grey Brick [with Light Mortar]
- 4 Grey Brick [with Dark Mortar]
- 5 Dark Grey Metal Panels
- 6 Red Brick Expressed Panels
- 7 Buff Brick
- 8 Perforated Metal Privacy Screens - Flat Bronze Colour
- 9 Corten or Similar Metal Panels
- 10 Corten or Similar Metal Gates
- 11 Red Expressed Brick
- 12 Metal Panel to Match Windows - Flat Bronze Colour
- 13 Grey Metal Rainwater Goods
- 14 Aluminium Window [Coloured Frame: Grey in Metal Cladding, Flat Bronze Colour in Brick/Render]
- 15 White Render
- 16 Metal Cladding to Match Windows - Flat Bronze Colour
- 17 Privacy Louvers to Roof Terrace
- 18 Glass Screen to Roof Terrace
- 19 Obscured Glazing
- 20 Metal Railing - Flat Bronze Colour
- 21 Bird [Swallow] Bat boxes to be integrated into Brick Elevations [South-East & North East] at high level.

Revisions				
Rev.	Description	Date	Drawn By	Checked By
1	Initial Design	20/01/17	LB	JC
2	Revised Design	20/01/17	LB	JC
3	Final Design	20/01/17	LB	JC
PURPOSE OF ISSUE				
IN - For Information				
DRAWING STATUS				
SO - Work in Progress				
PROJECT TITLE				
St Katherine's Yard Student Accommodation				
CLIENT				
St Katherine's Yard S.A.I Ltd				
DRAWING TITLE				
Queens Road Elevation, Landscape Link & Gurney Street				
SCALE				
1:200	DATE	20/01/17	DRAWN BY	LB
	CHECKED BY	JC	APPROVED BY	JC
DRAWING NUMBER				
PROJECT NO. 813A - 20 - 001 - A				
DRAWING NO. 813A - 20 - 001 - A				
Lanpro				
Architectural and Urban Design				
Newman Office: Southampton House, 18 Portland Square, Norwich, Norfolk, NR2 1BS				
Tel: 01603 521 215 www.lanpro.co.uk				



Material Key:

- 1 Grey Metal Cladding with Standing Seam Profiles
- 2 Red Brick
- 3 Grey Brick [with Light Mortar]
- 4 Grey Brick [with Dark Mortar]
- 5 Dark Grey Metal Panels
- 6 Red Brick Expressed Panels
- 7 Buff Brick
- 8 Perforated Metal Privacy Screens - Flat Bronze Colour
- 9 Corten or Similar Metal Panels
- 10 Corten or Similar Metal Gates
- 11 Red Expressed Brick
- 12 Metal Panel to Match Windows - Flat Bronze Colour
- 13 Grey Metal Rainwater Goods
- 14 Aluminium Window [Coloured Frame: Grey in Metal Cladding, Flat Bronze Colour in Brick/ Render]
- 15 White Render
- 16 Metal Cladding to Match Windows - Flat Bronze Colour
- 17 Privacy Louvers to Roof Terrace
- 18 Glass Screen to Roof Terrace
- 19 Obscured Glazing
- 20 Metal Railing - Flat Bronze Colour
- 21 Bird (Swallow) Bat boxes to be integrated into Brick Elevations [South-East & North East] at high level

[illegible]

Se
1:2

1:2

Sum

Carlton Terrace

Proposal

Queens Road Surface Car Park

Se
1:2

1:2

Sentinel House

Landscape Link

Proposal

Carlton Terrace

13

1

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The Construction (Design & Management) Regulations 2015 (CDMR 2015) makes a distinction between domestic and commercial projects. If the building is a domestic job, the client, their agent and the design and safety law (HSE).

These duties can be found at: <http://www.hse.gov.uk/construction/designandmanagement15/>

It is your responsibility to client to make yourself aware of your role within CDM 2015 and act accordingly.

0 10m 20m 30m 40m

As indicated

[illegible]



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CDM 2015

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These duties can be found at <http://www.hse.gov.uk/construction/cdm/2015/responsibilities.htm>

It is your responsibility as client to make yourself aware of your role within CDM 2015 and act accordingly.

Revisions

Rev.	Description	Date	Drawn By	Checked By
A	Revised plans following LPA comments.	19/10/17	DO	LB

PURPOSE OF ISSUE
For Planning Submission

DRAWING STATUS
S2 - Fit for Information

PROJECT TITLE
St Katherine's Yard Student Accommodation

CLIENT
St Katherine's Yard S A Ltd

DRAWING TITLE
Queens Road View - Artist Impression

SCALE	DATE	DRAWN BY	CHECKED BY	APPROVED BY
NTS	03/08/17	DO	LB	JC

DRAWING NUMBER				
PROJECT NO	TYPE	UNIQUE NO	REVISION	
813A	-	60 - 001	-	A

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These duties can be found at <http://www.hse.gov.uk/construction/cdm/2015/responsibilities.htm>

It is your responsibility as client to make yourself aware of your role within CDM 2015 and act accordingly.

Revisions

Rev.	Description	Date	Drawn By	Checked By
A	Revised plans following LPA comments.	19/10/17	DO	LB

PURPOSE OF ISSUE

PL - For Planning Submission

DRAWING STATUS

S2 - Fit for Information

PROJECT TITLE

St Katherine's Yard Student Accommodation

CLIENT

St Katherine's Yard S A Ltd

DRAWING TITLE

Internal Courtyard View - Artist Impression

SCALE	DATE	DRAWN BY	CHECKED BY	APPROVED BY
NTS	08/04/17	DO	LB	JC

DRAWING NUMBER

PROJECT NO	TYPE	UNIQUE NO	REVISION
813A	-	60 - 004	- A

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These duties can be found at <http://www.hse.gov.uk/construction/cdm/2015/responsibilities.htm>

It is your responsibility as client to make yourself aware of your role within CDM 2015 and act accordingly.

Revisions

Rev.	Description	Date	Drawn By	Checked By

PURPOSE OF ISSUE
PL - For Planning Submission

DRAWING STATUS
S2 - Fit for Information

PROJECT TITLE
St Catherine's Yard Student Accommodation

CLIENT
St Catherine's Yard S.A Ltd

DRAWING TITLE
Surrey Street View - Artist Impression - Looking South

SCALE	DATE	DRAWN BY	CHECKED BY	APPROVED BY
NTS	03/08/17	DO	LB	JC

DRAWING NUMBER				
PROJECT NO	TYPE	UNIQUE NO	REVISION	
813A	-	60 - 002	-	

Lanpro»

[Architecture and Urban Design]

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